



International Organization for Migration (IOM)

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The UN Migration Agency

# **Fourth Evaluation of the IOM Development Fund**

**Office of the Inspector General**

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## Acronyms

AVRR	Assisted Voluntary Return and Reintegration
ASEAN	Association of Southeast Asian Nations
CoM	Chief of Mission
CREST	Corporate Responsibility in Eliminating Slavery and Trafficking
CSO	Civil Society Organization
DAC	Development Assistance Committee
DMM	Department of Migration Management
GCM	Global Compact for Safe, Orderly and Regular Migration
HQ	Headquarters
ICT	Information and Communication Technology
IOM	International Organization for Migration
JPO	Junior Professional Officer
LMIS	Labour Market Information System
MAC	Manila Administrative Centre
MCOF	Migration Crisis Operational Framework
MECC	Migration, Environment and Climate Change
MiGOF	Migration Governance Framework
MoU	Memorandum of Understanding
MS	Member State
M&E	Monitoring and Evaluation
MOPAN	Multilateral Organisation Performance Assessment Network
NGO	Non-Governmental Organization
OECD	Organisation for Economic Co-operation and Development
OIG	Office of the Inspector General
PRIMA	Project Information and Management Application
PPR	Project Performance Review
PSC	Project Steering Committee
RBA	Rights Based Approach
RBM	Results Based Management
RTS'	Regional Thematic Specialists
SEPFOPE	Secretariat of State for Vocational Training and Employment
SCPF	Standing Committee on Programmes and Finance
SDGs	Sustainable Development Goals
ToR	Terms of Reference
UNDP	United Nations Development Programme
MPTFO	Multi-Partner Trust Fund Office
USG	United States Government
WG	Working Group

## Executive Summary

This document presents the findings of the fourth evaluation of the IOM Development Fund – *Developing Capacities in Migration Management*, a global resource fund established in 2001 for assisting IOM Member States with an economy in development and in transition in the field of migration. Over the years it has funded over 700 projects for the purpose of strengthening the migration management practices and policies besides promoting humane and orderly migration.

The evaluation scope covered the Fund management since the third evaluation in 2011, with a focus on the last three years, and examined evidence through the evaluation questions on the status and relevance of Fund's disbursement criteria; the level of funding attained via the existing formula; the performance of projects; the impact of the projects and of the Fund; as well as aspects of sustainability of projects implemented. In addition, the Fund Unit's work was assessed, in terms of the management, fundraising and reporting on project implementation.

The evaluation used a mixed method approach to collect data, including a desk review of existing materials, documents, quantitative data and information obtained from the available Information and Communication Technology solutions. Three qualitative surveys, i.e. two online and one questionnaire survey, were in addition implemented for IOM Regional and Country Offices and eligible Member States during March – April 2019, with the deadline for the latter survey extended until June 2019 due to a low response rate. The number of responses was high for Regional Offices (100 per cent) and lower for the Country Offices and eligible Member States (25 and 20 per cent respectively).

Two visits to IOM Headquarters took place in March (two weeks) and May 2019 (one week) for the purpose of holding key informant interviews with a number of stakeholders, including the IOM Development Fund Support Unit, IOM divisions and departments, and available Member States. Finally, skype interviews were organized with the IOM Development Fund Support Unit based in the Manila Administrative Centre.

The triangulation of data received from a desk review, surveys and key informant interviews enabled a synthesis of evaluation findings, which were grouped around the criteria of relevance, effectiveness, efficiency, impact and sustainability prospects of both the Fund and its projects. The evaluation found that IOM Development Fund criteria, guidelines and administrative management are still relevant and transparent, including the formulation and use of the list of eligible Member States.

Several surveyed Member States and the majority of IOM Regional and Country Offices concluded that ceilings under authorized project budgets could be increased and that the exclusion criteria on some thematic areas were limiting the scope of the Fund. The consistent rise in the overall Fund allocation from USD 5.1 million in 2011 to USD 9.5 million in 2018 was noted, as was the increase in the total number of eligible Member States from 88 in 2010 to 123 in 2019. A thorough analysis of the actual demand for projects by the eligible Member States is however needed to support any decision-making regarding the amendment of project budget ceilings, timeframes and exclusion criteria.

In terms of administration and management of the IOM Development Fund, both were found to be highly satisfactory. The transparent decision-making process was in addition noted by an independent assessment conducted by the Multilateral Organisation Performance Assessment Network (MOPAN). Ownership by Member States, an important component of the Fund, could

however be further increased with a more systematic and streamlined follow-up with government counterpart(s) by Country Offices from the project design stage to the finalization of project operations.

Overall, in terms of performance, the projects funded by the Fund were found to be effective in reaching the project results in almost 80 per cent of cases. The ambitious results and broad regional scopes of projects combined with unrealistic timeframes, implementation delays and low commitment by the government in certain cases often resulted in projects needing no-costs extensions in 60 to 80 per cent cases.

The evaluation found visible positive impact produced by many interventions be it advancements in policy and legal frameworks, such as the improvement of diaspora engagement policy framework or placing the migration health higher on the agenda of the participating Member States. The survey respondents also noted that the link between migration and development was strengthened, as migration has now been prioritized into many medium-term economic frameworks of governments having benefited from the Fund, which are used to monitor the achievements of the governments' Development Plan Vision 2030.

According to over 90 per cent of Member State respondents, the Fund continues to fully serve the purpose of a capacity-building tool and a source of seed funding. Eight recommendations were identified for action, addressed to the IOM Development Fund Unit, as well as the Regional and Country Offices.

## Evaluation Context

### 1.1 IOM Development Fund

The IOM Council Resolution No. 1035 (LXXX) of November 2000<sup>1</sup> established the IOM Development Fund<sup>2</sup> – *Developing Capacities in Migration Management* as a global resource to support and strengthen the migration management capacities of IOM’s developing Member States (MS). A total of USD 1.4 million was allocated for the first operational year for the Fund, and the amounts established in the consecutive years were at approximately the same level.

In addition to this annual budget line referred to as Line 1, the Council Resolution No. 1150 of 7 June 2007<sup>3</sup> approved the budget calculation and the establishment of Line 2, under which the total amount available for the Fund could not exceed the “total miscellaneous income (unearmarked contributions and interest income)”. Additionally, in July 2012, the Executive Committee adopted Resolution No. 134<sup>4</sup> that revised the excess amount for the Fund.

The funding made available through the above “formula” for Line 2 in 2016, 2017 and 2018 was USD 6 million, USD 6.1 million and USD 7.2 million respectively (the amounts exclude recovered funds and direct voluntary contributions). The allocation and application of the Fund recently has been updated and now is guided by the Standing Committee on Programmes and Finance (SCPF) Resolution No. 18 on budget regulations and practices of 27 June 2018 (S/22/RES/18).

More than 700 projects in over 120 countries worldwide have been implemented so far, making the Fund a unique source of funding that contributes to the elaboration, harmonization and management of migration policies and practices of eligible Member States. Its priority remains addressing capacity-building needs and providing essential "seed funding" for innovative projects.

Priority projects to be submitted to the Fund are identified by the eligible Member States in coordination with IOM offices and include activities that strengthen migration management practices and promote humane and orderly migration under the following thematic areas:

- ✓ Counter-trafficking;
- ✓ Enhancement of intergovernmental dialogue and cooperation;
- ✓ Labour migration;
- ✓ Migration and development;
- ✓ Migration, environment and climate change (MECC);

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<sup>1</sup> The IOM Council Resolution No. 1035 (LXXX) of November 2000 requested “the Director General to allocate USD 1.0 million from the Discretionary Income for the development of migration projects in favour of developing Member States and Member States in transition, on the basis of an equitable regional distribution, without prejudice to funds already allocated for these purposes”.

<sup>2</sup> <https://developmentfund.iom.int>

<sup>3</sup> Council Resolution No. 1150 of 7 June 2007 approved the IOM Strategy, which, inter alia, stated that “25 per cent of Discretionary Income (excluding security) in excess of the 2007 Programme and Budget Discretionary Income of USD 20.5 million will be allocated to an expanded 1035 Facility starting in 2008” and that “the total amount available for the expanded 1035 Facility (excluding direct voluntary contributions) cannot exceed total miscellaneous income (unearmarked contributions and interest income)”. The Resolution also limited access to those new funds stating that “access to funding under Line 2 will be linked to outstanding contributions, and Member States subject to Article 4 will not be eligible for funding”.

<sup>4</sup> In July 2012, the Executive Committee adopted Resolution No. 134, revising the excess amount by stating, inter alia, that “25 per cent of Operational Support Income (excluding security) in excess of USD 20.0 million will be allocated to the IOM Development Fund referred to as funding Line 2”.

- ✓ Migration health;
- ✓ Border management;
- ✓ Policy and legal framework development; and
- ✓ Research and assessment.

Assisted Voluntary Return and Reintegration (AVRR) projects are approved on an exceptional basis, for projects focusing on government capacity-building activities. Emergency operations and migrant return schemes are not covered under the Fund<sup>5</sup> as such projects are funded by the specific budgets under IOM movements (transport and resettlement) and emergency operations.

Eligible Member States<sup>6</sup> access one of the two funding lines with projects ranging from USD 50,000 to USD 200,000 for national and USD 100,000 to USD 300,000 for regional projects. Country eligibility is based on the most recent version of the list of low-income to upper middle-income economies as designated by the World Bank. Equitable allocation of the funds across regions and within regions remains a core management principle in assessing requests for funding. The guidelines established under the Fund provide details on the operation of the two funding lines, including eligibility criteria, funding limits, timing and process of decision-making and project tracking. Line 2 for national projects does not authorize access to the fund for Member States subject to Article 4 of IOM Constitution regarding delays in their assessed contributions.

The projects are managed by the relevant IOM offices or, in exceptional cases, relevant units in Headquarters (HQ), in coordination with the government of the benefiting Member State(s). Funds allocated to IOM staff and office costs must not exceed 30 per cent of the total project budget. The IOM Development Fund developed its own Project Information and Management Application (PRIMA) system, which is used to develop, review, manage, report and monitor the performance of development projects.

The IOM Development Fund is part of the Department of Migration Management (DMM), which is responsible for its management and for reviewing, endorsing and managing multiregional and global projects. A Support Unit has been established within DMM to manage the Fund, monitor projects implementation and reporting (including via the mandatory ex-post evaluations and project performance reviews (PPRs)) and prepare the reports to be submitted to IOM Governing Bodies. The unit consist of two full-time staff members, a Junior Professional Officer (JPO)<sup>7</sup> and a temporary staff. The Unit is supported by a Project Monitoring and Finance Support Unit comprised of three full-time staff and a temporary staff member.

Demand for funding from eligible Member States exceeds the available funding levels and the IOM Development Fund has started bridging the gap through fundraising campaigns to increase awareness of the Fund and to meet the global demand for funding projects, which is currently estimated in the range of USD 20 million.

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<sup>5</sup> See IOM Development Fund eligibility criteria for more details: <https://developmentfund.iom.int/eligibility-criteria>

<sup>6</sup> See Annex 4 for the complete listing of Member States eligible for funding under Lines 1 and 2.

<sup>7</sup> The Government of Australia funded a full time JPO during 2013-2016 and the Government of Japan a part-time JPO (at 50 per cent) during 2017-2019.

## 1.2 Previous Evaluations of the Fund

Fund criteria and procedures have been adjusted when required. Three evaluations conducted by the Office of the Inspector General (OIG) have ensured the Fund's criteria relevance and coherence is in line with the Member States' needs and expectations. Per first evaluation of September 2003, the revision of project selection criterion was proposed, to improve the focus and size of projects selected, as well as an adjustment to the process of the selection of benefiting Member States for the countries joining the European Union (EU) – eligible Members States lose their eligibility to benefit from the Fund upon joining EU. With high appreciation of the Fund noted among Member States and to guarantee its sound management, the hiring of a full-time administrator was proposed to provide a structured follow-up to IOM Member States.

The second evaluation of December 2005 focused on the impact and sustainability of the Fund and its projects, and positively concluded on both the management and equitable allocation of funds and regional/country balance. IOM offices worldwide confirmed that over 70 per cent of projects reached the expected outcome and/or impact. In terms of sustainability, only for 18 per cent of the surveyed projects the sustainability was not guaranteed, mainly due to governmental changes affecting the operational environment of the projects. Recommendations were geared towards a stronger commitment to be exerted by the benefiting Member States and for clarification of the exclusion criteria under emergency and movement projects, to avoid misinterpretation of the said criteria.

The third evaluation of September 2011 acknowledged the relevance of eligibility criteria, with the creation of Fund's Line 2 in mind, as well as projects' outcome, impact, sustainability and the list of benefiting Member States (MS). The MS consensus was noted for capacity-building projects to remain the priority for future funding, with clarifications still needed under the "emergency" and AVRR categories. Visible positive impact was acknowledged by the Member States as seen for instance in the outcomes of the projects funded, with amendments of national legislation, the establishing of departments responsible for migration management or the approval of policy declarations for inter-state cooperation.

## 1.3 Objective of the Current Evaluation

Per Document S/23/10 presented at the Twenty-third Session of the SCPF of October 2018, the current evaluation focuses on the status and relevance of IOM Development Fund disbursement criteria, the relevance of its name, the level of funding attained via the existing formula compared to the expectations of Member States, project performance, the impact of the projects and of the Fund, measured inter alia through the newly established mandatory ex-post evaluations and the Fund unit's reviews, along with sustainability aspects of implemented projects.

The evaluation considered all the developments that could be related to the Fund's success and relevance since the third evaluation of 2011, with a particular focus on the last three years, besides examining the external factors that could justify changes in the criteria and management, for instance in terms of establishing priority areas for projects related to the 2030 Agenda for Sustainable Development. The evaluation also examined the work of the IOM Development Fund Unit in managing the fund, fundraising and reporting.

The **overall objective** of the evaluation is *“to evaluate the relevance of the criteria, guidelines and administrative management of the IOM Development Fund considering the Fund's original*

*intent, the efficiency of its fundraising and funding mechanisms, as well as the performance and achievements of projects implemented within the framework of the Fund, with a focus on outcome, impact and sustainability of projects funded and of the Fund itself”.*

The evaluation examined the performance and achievements by using the Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC) evaluation criteria<sup>8</sup> of relevance, effectiveness, efficiency and impact, and discussed sustainability prospects of the Fund and its projects. More specifically, the evaluation questions concentrated on the following areas as per the Terms of Reference (see Annex 1 for details):

- ✓ Relevance of the Fund criteria and management guidelines and procedures in line with the original objective and specificity of the Fund, including the establishment of the list of benefiting Member States;
- ✓ Effectiveness in strictly applying the criteria and guidelines for the approval of projects to be funded, including the application of restrictive measures for benefiting Member States not complying with instructions in terms of funds management;
- ✓ Performance of funded projects in line with the Fund's objectives, as well as the outcome, impact and sustainability of the projects;
- ✓ Effectiveness of the Fund in achieving its overall goals and meeting IOM Member States' expectations, as well as its global impact;
- ✓ Efficiency of funding reached with the formula proposed in the Resolution as well as of its fundraising activities;
- ✓ Performance of the IOM Development Fund Unit in the overall management of the Fund, including an analysis of the use of PRIMA as an IT tool, and of the staffing needs and coverage; and
- ✓ Any other issues raised by Member States and the IOM Administration on the objective of the Fund, its financing and its reporting to Member States.

#### 1.4 Evaluation Methodology

The evaluation approach examined evidence through the mixed methods of quantitative and qualitative analysis to enable the triangulation of data and information as well as synthesis of findings under the present exercise. The evaluation methods included the following activities:

- ✓ A desk research and documentary review (see Annex 2 for detailed bibliography) of the reports, documents and materials produced by the Fund, government authorities, similar funds, UN and other international agencies and relevant entities, together with a review of the project background documents, ex-post evaluations, reviews of different thematic areas,

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<sup>8</sup> IOM Evaluation guidelines are based on the Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC) evaluation criteria, where evaluation is defined as an assessment “to determine the relevance and fulfilment of objectives, developmental efficiency, effectiveness, impact and sustainability” of efforts supported by aid agencies: [http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/about\\_iom/eva\\_techref/Evaluation\\_Guidelines\\_2006\\_1.pdf](http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/about_iom/eva_techref/Evaluation_Guidelines_2006_1.pdf); or <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

sustainability reports and global synthesis reviews and project performance reviews conducted during the period since the previous evaluation.

Review of data from PRIMA and “self-evaluation” database including project and financial reports of selected samples of projects implemented in the last three years complemented the documentation review, together with correspondence with Member States, specific agreements and sub-agreements signed within the framework of selected projects, endorsement letters and follow-up projects to enable the analysis of the seed funding.

- ✓ Three surveys were implemented during March and April 2019 (see Annex 3 for condensed survey reports) with confidentiality ensured for all three groups of respondents for the purpose of collecting global comparative data to be analysed using descriptive statistics. The short questions related to the analysis of criteria and guidelines, effectiveness of Fund’s operations, levels of funding, impact and sustainability of funded projects, focusing primarily on the recent projects completed in the last three years.

More specifically, two online surveys were implemented for IOM Regional and Country Offices (RO and CO) from 22 March to 18 April 2019 and a questionnaire survey for IOM eligible Member States from 25 March to 21 June 2019. The RO survey received a very high response rate of 100 per cent or 20 responses from all eight ROs while the response rate from COs was at 25 per cent (i.e. 30 responding COs). The survey for Member States was extended due to the initial low response, having 20 per cent response rate or 25 Member State responses recorded (among which two were contributing Member States). Thirteen MS respondents were from the African region, five from Latin America and the Caribbean, four from Europe, two from the Asia and Pacific and one was from the Middle East.

- ✓ Key informant interviews with IOM departments and units at Headquarters were conducted in March and May 2019 (see Annex 2 for the list of interviews conducted) to complement the data triangulation. In addition, only one Member State was available for the interviews in May 2019 due to heavy workload, official visits and other prior commitments. Skype interviews were conducted with the staff from the support unit based in HQ and MAC, which allowed for a representative sample to be created and comprehensive conclusion made on the relevance of criteria and guidelines for the IOM Development Fund, but also effectiveness, impact and sustainability of operations.

The cost of the evaluation was covered by OIG. Its original timelines have mostly been respected. A draft report was submitted in July 2019 and a final report available in October 2019 with recommendations for follow-up addressed to the IOM Development Fund Unit. A presentation to Member States may be included in the report of the Fund at the SCPF Autumn Session of 2019.

## 2. Evaluation Findings

### 2.1 Fund and project type relevance

**Key finding:** IOM Development Fund criteria, guidelines and administrative management remain relevant and transparent. The same conclusion is made concerning the formulation of the list of eligible Member States. However, the budgets and thematic scopes under the projects would benefit from a revision.

#### *Criteria and guidelines*

Criteria for the Fund are explicit and publicly available, including transparent internal decision-making process relating to project design, selection and approval, all aligned with Member States' expectations and needs. The latest Guidance Note of 2019 clearly states the beneficiaries of the Fund, eligibility of Member States for accessing Lines 1 and 2, funding levels and types of projects eligible for funding, application procedures and deadlines under joint government-IOM projects in the areas of migration management, particularly in the field of capacity-building.

Fund guidelines are published on a yearly basis and updated when necessary, with layers of authority including the Governments of benefiting Member States, project developers, Chief of Mission or Regional Director, relevant HQ division, and the project endorser. There also are guidelines on decision-making involving IOM Director General for the approval of funding as the IOM Development Fund allocation decisions are made at the highest level at HQ.

#### **MS respondent said:**

*“All initiatives and projects funded by the IOM Development Fund support the beneficiary governments and particularly meet the needs in terms of governance of migration, by addressing both the national (central) and regional (territorial) dimensions. In general, the criteria for selecting projects for funding meets the needs of the Member States, particularly in terms of pilot projects.”*

The relevance of criteria has in addition been confirmed by 18 eligible Member States responding to the evaluation questionnaire, who acknowledged the satisfaction regarding the relevance of project selection and exclusion criteria. The relevance of thematic scope for the projects was in addition reestablished by all responding governments, with two survey responses recognizing that AVRR and emergency operations remain missing from the thematic scopes. In terms of the list of eligible Members States, 50 per cent of the respondents confirm that the list remains relevant and that changes are not required, with eight respondents confirming that the eligible Member States categorized as upper-middle-income economies (see Annex 5 for the full list) should be listed as second-priority countries to access

the Fund. The rest of the benefitting Member States (three countries or 15 per cent) confirm that the upper-middle income economies should be able to opt out voluntarily of the list of eligible Member States. In addition, two Member States noted that the upper-middle income economies should be excluded from accessing the funding under national projects and only should do so under regional projects.

The overall opinions of Member States in terms of the formulation of Member States' eligibility have not changed when compared to previous evaluations, confirming the Fund does not deviate from the original purpose and criteria.

**RO respondent said:**

*“Personally, I like the criteria very much; it’s often stricter than other traditional donors but it really forces our missions to think hard of innovative approaches.”*

In terms of the 20 respondents from ROs, almost 80 per cent acknowledge conformance with project selection and exclusion criteria. Those 20 per cent, although in agreement with the criteria, state that limited timeframes and budgets under national projects remain the main issues, with criteria also not clear on why non-Member States cannot benefit from the Fund.

The analysis of responses from the COs shows that almost 70 per cent (or 20 COs) propose specific amendments to the procedures and criteria of the Fund. These amendments mostly relate to the budget levels, as 50 per cent report that project budgets (for both national and regional projects) are insufficient, also noting rigid project submission, implementation and reporting requirements (over 30 per cent note limited project timeframes and budget amounts under funding lines), country eligibility (the expansion of eligible Members States to include high-income countries) and exclusion criteria for thematic areas that need to be revisited. Several COs noted that flexibility is needed during the project inception period when changes in operational environment affect project design.

Nevertheless, most CO respondents confirm that the overall criteria and procedures remain transparent and relevant, and that criteria would only additionally benefit from the above-mentioned amendments.

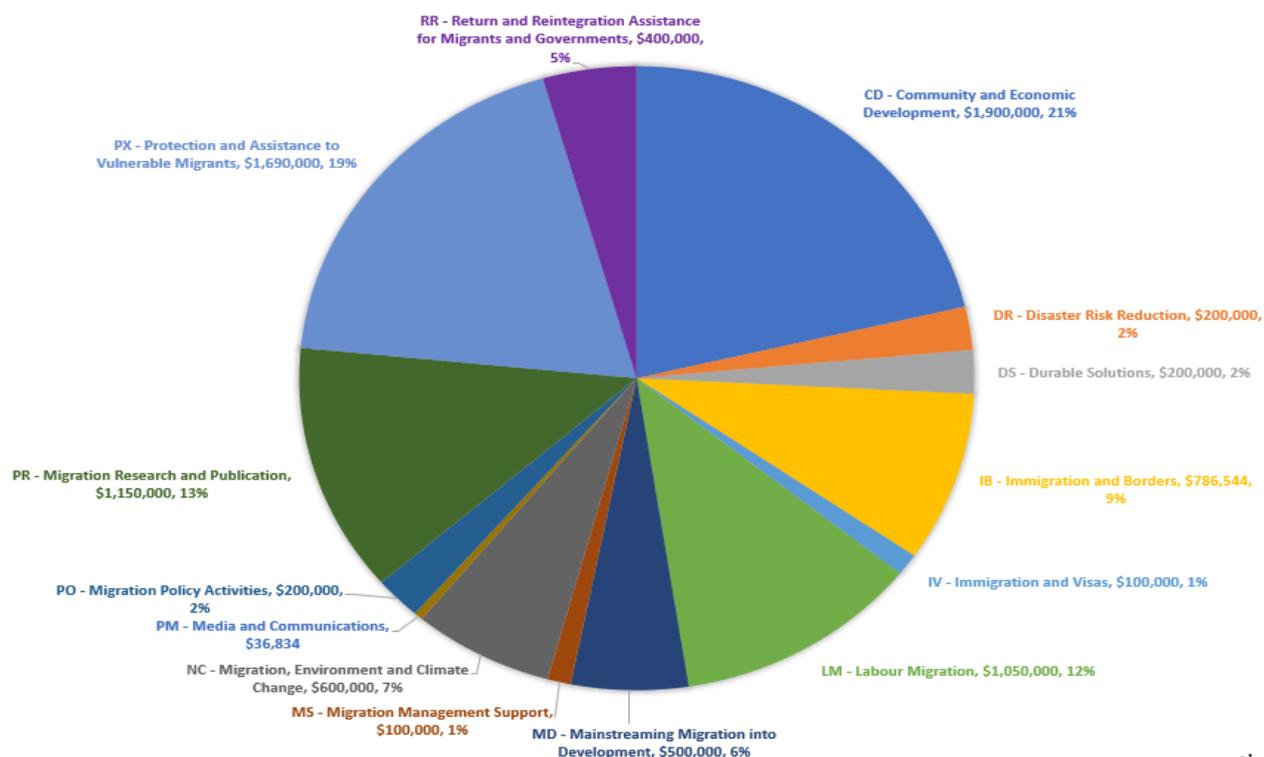
The independent assessment of IOM’s organizational capacity conducted in early 2019 for the period 2017-2018 by the Multilateral Organisation Performance Assessment Network (MOPAN<sup>9</sup>), confirmed transparency of the IOM Development Fund criteria. MOPAN found that the Fund invests time and effort in project development, to ensure that funded initiatives have *“the maximum chance of acquiring strong design in exchange for use of funds”*. In addition, MOPAN notes that sustainability is difficult to achieve where project cycles are short, as is the case of IOM Development Fund projects, which for the most part are pilot interventions, and that further financial support needs to be secured to reap benefits in terms of sustainability.

In terms of relevance of the application of the selection criteria within the authorized thematic scopes, the graph for 2018 (found on the next page) is representative of the trends noted for the previous years. Community and economic development take slightly over 20 per cent of the overall portfolio, while the protection and assistance to vulnerable migrants, including counter-trafficking, closely follow at 19 per cent. The migration research, publication and migration profiles take up to 13 per cent and labour migration 12 per cent of the portfolio. Immigration and borders remain at a steady nine per cent, as well as migration, environment and climate change as a new thematic area at seven per cent with mainstreaming migration into development at six per cent. The Fund also supports community stabilization initiatives, health promotion, and exceptionally, the international migration law.

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<sup>9</sup> The MOPAN assessments provide a snapshot of four dimensions of organizational effectiveness (strategic management, operational management, relationship management, and knowledge management), and also cover development effectiveness (results) assessing international organizations worldwide and collecting data from a number of partner countries, see details: <http://www.mopanonline.org/>. MOPAN comprises 18 countries that share a common interest in assessing the effectiveness of the major multilateral organizations they fund, including UN agencies, international financial institutions and global funds.

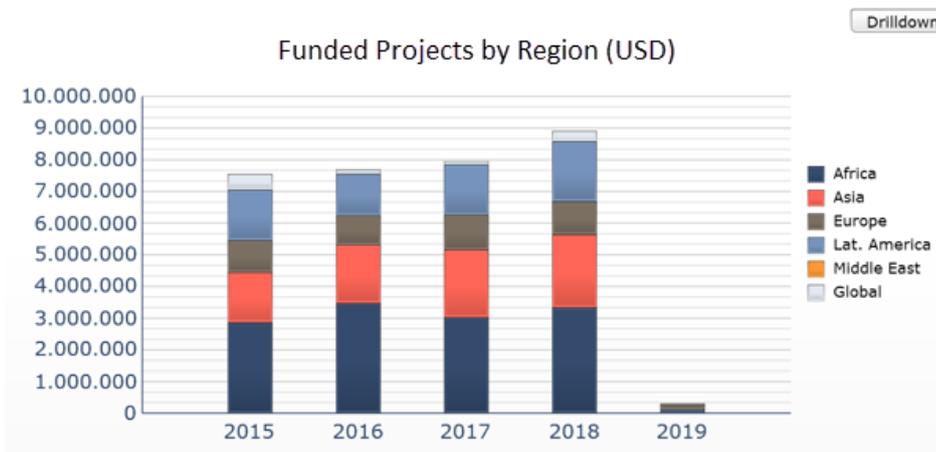
## FUND ALLOCATION PER PROJECT TYPE IN 2018



Source: <https://developmentfund.iom.int>

When thematic scopes and geographical coverage are juxtaposed, the analysis of PRIMA figures shows that in the past three years most of the African portfolio has been directed into the community and economic development sector, with 27 per cent of projects implemented under this thematic area addressing economic challenges of disadvantaged communities, fighting poverty, stimulating growth and creating economic opportunities. The community and economic development projects usually target diaspora engagement and investment, skills development, financial literacy and remittances management, promoting migrant entrepreneurship and return of qualified professionals.

The second most prominent sector in Africa is labour migration and human development, taking 23 per cent of the overall implemented projects. Thirteen per cent of projects belong to migration policy research with six per cent allocated under MECC and disaster risk reduction. The rest of the portfolio is equally divided among migration health, counter-trafficking, border management, protection and assistance to vulnerable migrants, return assistance, preparedness and response to emergencies (with slightly less than five per cent each).



Source: PRIMA for IOM Development Fund

In terms of the Asia Pacific region, figures show that the protection of migrant workers throughout the labour migration cycle is the top priority for state and non-state actors, with almost 40 per cent of projects falling under this thematic area. IOM Development Fund projects build capacities of state and regional institutions to manage labour mobility and human development, including the promotion of ethical recruitment and labour supply chain management, rights-based pre-departure, post-arrival orientation and awareness raising campaigns to ensure safety and dignity of labour migrants. The trends were also confirmed in the Asia Pacific review for the period 2013–2017, showing a steady growth in funding from USD 1.1 million in 2013 to USD 2.2 in 2017 reaching 23 countries.

More attention is given to the monitoring of disease patterns in the Asia Pacific region and to establishing migration and health policies and units within health administrations, with 20 per cent of projects belonging to the migration health sector. The rest of the portfolio is divided equally among migration research, MECC and disaster risk reduction, preparedness and response to emergencies (10 per cent each) as a considerable amount of capacity-building projects support displacement arising either from natural disasters or conflicts (hazards).

As far as the Latin America and Caribbean region is concerned, similarly to Africa, with over 20 per cent of the overall portfolio, the most prominent thematic area is community and economic development. The rest is equally divided among counter-trafficking, migration policy research, migration law, labour migration and migration health, each with 15 per cent of implemented projects. The portfolio for Europe is divided between community and economic development (over 20 per cent), more than 10 per cent for counter-trafficking and assistance to vulnerable migrants, and less than 10 per cent for integrated border management, health promotion, migration policy research, labour management and internally displaced population. There were no allocations for the Middle East in the past three years; only one project was approved in 2014 and another in 2015 relating to labour migration and the protection of migrant workers.

Upon analysis of local ownership in project design, the survey respondents unanimously confirm that the Fund takes due attention of local ownership and sustainability in project design, being one of the main criteria for project selection. Despite this prerequisite, the analysis of CO responses shows that 60 per cent of IOM offices in fact initiate the project design and approach governments for funding (42 per cent initiated the project design for all projects and 18 per cent approached governments for certain projects).

In terms of policy and strategic frameworks, the appropriate institutional framework is enabled for the projects as selection criteria requires projects to be clearly linked with Migration Governance Framework (MiGOF), Sustainable Development Goals (SDGs) as well as national and regional migration policies and strategies. The review of data from PRIMA shows that projects respond directly to Objectives 1 and 3 and Principles 1, 2 and 3 of the MiGOF, and also to SDG 10 (Reduce inequality within and among countries), SDG 8 (Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all) and SDG 13 (Take urgent action to combat climate change and its impacts). The same conclusions are made in the mandatory ex-post project evaluations and in the annual Review of ex-post evaluations conducted by the Fund (i.e. 22 projects analysed in 2018 and nine others in 2017).

Design of projects also takes due consideration of cross-cutting issues, including the rights-based approach (RBA) and the views of genders and all vulnerable groups, with the Fund's Guidance clear on the integration of gender in the project cycle, requesting project reporting and monitoring and evaluation to be aligned with IOM gender markers. The review of ex-post evaluations confirms that in terms of cross-cutting issues, the gender mainstreaming is considered during project design (mainly at the request of the Fund) and that the adherence to RBA was evident for most projects.

MOPAN concludes that IOM Development Fund projects help improve gender equality and the empowerment of women. Additionally, a review of MECC Projects in 2016 found gender had been mainstreamed into nine out of 15 MECC projects.

### Budgeting

#### CO respondent said:

*"The budget has been at the same level for over 10 years. Over this time local salaries have increased significantly so the current budget often barely covers a local project manager position. M&E must now also be covered in this same budget. So, it is time to increase project budgets to \$ 200-300,000 for national and \$ 400-500,000 for regional projects."*

The funding formula or the budget allocation and application for the IOM Development Fund have not been amended since the two Council Resolutions creating the Fund were agreed upon. Namely, Council Resolution No. 1035 of November 2000 per which a total of USD 1.4 million from Discretionary Income is allocated each year to the Fund's Line 1, and Council Resolution No. 1150 of 7 June 2007 according to which 25 per cent of Discretionary Income (excluding security) in excess of USD 20 million is allocated each year to the Fund as Line 2.

The funding lines remain similar in operations and scope, the only difference being that Member States subject to Article 4 of the IOM Constitution are not eligible to benefit from funding under Line 2.<sup>10</sup> The ceiling for funding of national projects remains USD 100,000 under Line 1 and USD

<sup>10</sup> Section IV, paragraph 17 (a) of Standing Committee on Programmes and Finance Resolution No. 18 states that: "Access to funding under Line 2 will be linked to outstanding contributions, and Member States subject to Article 4 of the Constitution will not be eligible for funding." The phrase "subject to Article 4" refers to the status of a Member State whose current arrears in the payment of its financial contributions to the Organization equal or exceed the amount of the contributions due from it for the preceding two years and whose loss of voting rights in accordance with Article 4 of the IOM Constitution shall become effective in a year's time if at that time the Member State is still in arrears to the said extent, but not a Member State whose loss of voting rights has become effective but whose voting rights were maintained or restored by the Council after being satisfied that the failure to pay is due to conditions beyond the control of the Member State.

200,000 under Line 2. For regional projects it is USD 200,000 under line 1 and USD 300,000 under Line 2, with follow-up funding previously funded under Line 1 admissible under Line 2.

The latest SCPF Resolution No. 18 on budget regulations and practices of 27 June 2018 has reapplied the above formula stating that the total budget amount available for the Fund cannot exceed the total miscellaneous income, constituted from unearmarked contributions and interest income<sup>11</sup>.

Seventy per cent of Member States responding to the survey conclude that the current total budget for the Fund is not adequate (i.e. USD 6.7 million), given the increase in eligible Member States from 88 in 2010 to 123 in 2019. But, only three MS were ready to financially contribute to the Fund with an earmarked contribution. Six Member States have not commented on the budget, noting that it is difficult to respond to the budget question with a yes/no answer based only on the increase in the number of eligible Member States. Although the demand from the Member States greatly exceeds the available funding (some ROs and interviewers provide figures that the demand is higher by almost 100 per cent), a detailed financial analysis is not provided to adequately back up the decision-making process on the budget revision for the Fund.

**MS respondent noted:**

*“In recent years several migratory crises have occurred in many parts of the world, and an evolution of migration has been observed, which is why we consider it necessary to expand the Fund operations and budget.”*

Similarly, almost 80 per cent of ROs and over 60 per cent of COs agree that the budget for the Fund is not adequate, which results in implementation challenges as limited project budgets do not allow for an identification of quality consultants or support staff for instance, and also limit the ability to cover the office expenditures for the IOM offices. A Regional Office respondent in addition noted in terms of the overall budget for the Fund that approximately 44.6 Member States are financially supported every year, if an average budget per project is USD 150,000, then the Fund provides support to less than one third of the total number of eligible MS.

A number of ROs and COs noted that the increased budget would enable the funding of other priorities, such as AVR and emergency situations related to capacity-building, reconstruction in post-crisis situations, focusing on capacity-building and migration management, country migration networks and similar activities that target the initiation of policy, strategic and institutional frameworks.

The evaluation additionally notes that during the past decade the overall budget for the Fund increases every year (from USD 5.1 million in 2011 to USD 7.5 million in 2016, 8.9 million in 2017 to 9.5 million in 2018 – see Effectiveness section for details), while the project budgets and scope of thematic interventions remain unchanged. For 2019, the overall budget is expected to be at the level of USD 15 million, which would allow for the revision of project budget ceilings as well as the increase of resource capacity of the Unit to provide smooth support to the review of project applications, selection, implementation, monitoring and follow-up.

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<sup>11</sup> Section IV, paragraph 13 of Standing Committee on Programmes and Finance Resolution No. 18 states the following: “The Director General is requested to allocate one million four hundred thousand United States dollars from Operational Support Income for the development of migration projects in favour of developing Member States and Member States in transition, on the basis of an equitable regional distribution, without prejudice to funds already allocated for these purposes, referred to as funding Line 1.” Section IV, paragraph 14 states that: “Twenty-five per cent of Operational Support Income (excluding security) in excess of USD 20 million will be allocated to the IOM Development Fund, referred to as funding Line 2.”, while in paragraph 15 of the same section it states that “The total amount available for the IOM Development Fund (excluding direct voluntary contributions) cannot exceed total miscellaneous income (unearmarked contributions and interest income).”

In terms of eligibility to Lines 1 and 2, all eligible Member States continue to apply for funding and/or benefit from funded projects under both lines, except for those Member States that are subject to Article 4 of the IOM Constitution and cannot access Line 2. This article refers to Member States that have not paid their annual membership fee<sup>12</sup> to IOM during the last two consecutive years and that have not negotiated a repayment plan with IOM Administration. The Fund continues to strictly apply the restrictive measure of Article 4. One Member State respondent noted that in their case restrictive measures have been applied due to a delayed payment of outstanding contribution, but no explanation or follow-up by the Fund has been provided.

In the context of regional projects, non-IOM Member States can be included among the beneficiaries, only where most of the beneficiaries are from eligible Member States. Non-IOM Members are ineligible to apply directly for support from the Fund.

The equitable allocation of funds across and within regions remains a core management principle in assessing requests for funding, as confirmed by all those participating in surveys and interviews. The IOM Development Fund continues to set clear targets for disbursement and disburses resources as planned and in a way that responds to the Fund's operational context, as well as responsibilities emerging from its growing role and mandate. These are clearly accounted for in documentation submitted to the SCPF.

### *Administrative management*

The interviewees and surveyed Member States, ROs and COs did not report any issues with IOM Development Fund administration and management, as in most cases high satisfaction in applying Fund's procedures and guidelines was noted, including the transparency of decision making process and relevant overall Fund management, in line with its original intent (as reported with more detail under Efficiency). Transparent monitoring and evaluation practices are rooted in the Fund's criteria and guidelines, but also project design and implementation, to ensure relevance and sustainability of the Fund's interventions.

Internal monitoring and evaluation mechanisms are highly satisfactory, including several Information and Communication Technology (ICT) solutions to enable frequent and independent monitoring and capturing of best practices. A "self-evaluation" Access database was created in 2010 to collect information on all projects and enable the assessment of result achievements and impact, sustainability, follow-up activities and seed funding from all sources. Information is systematically collected from IOM offices that provide data on the outcome, impact and sustainability of Fund projects.

PRIMA for the IOM Development Fund is a project development, management, monitoring and reporting ICT solution, enabling results-based management (RBM) and monitoring of Fund's operations since 2015 (project development, activation, management and monitoring of work plan, project revision and reporting stages). It contains statistical reports, results matrices, narrative and financial project reports, which are populated and available in real time. The system captures and stores all ongoing and completed project data and documents throughout the project

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<sup>12</sup> Since 2009 the IOM assessment scale is fully equated to the scale of the United Nations through the application of an equation factor, which equates the smaller number of IOM Member States to the larger United Nations membership. The United Nations General Assembly adopted the assessment scale for 2019, 2020 and 2021 through resolution 73/271 of 22 December 2018, reaffirming the fundamental principle that the scale is established according to capacity to pay. Lowest percentage is 0.0011 and highest 23.6869.

lifecycle. It also enables online project endorsement and management at HQ, RO and CO level. As of now, PRIMA contains data on 749 projects funded from the inception of IOM Development Fund operations. The relevance of PRIMA for the IOM Development Fund as a highly effective monitoring and management tool was recognized by IOM management; currently it has been used as a basis for PRIMA for ALL to be used by all IOM offices worldwide by 2020 (more details are available under the Efficiency section).

In terms of the relevance of the Fund’s name, over the past years discussions about amending it have been held, as briefly referred to in previous evaluations. The Fund initially was established to support IOM developing Member States and Member States with economies in transition and was named the 1035 Facility in reference to the number of IOM Resolution. However, the role was not appropriately reflected in the name and it was decided to include the notion of development; subsequently it was renamed as the IOM Development Fund. However, this may raise confusion as the Fund is not strictly related to the migration development nexus as it also covers other migration fields. Additionally, the abbreviation associated with the Fund (IDF) can be confused with other fund names, which include for instance the European Development Fund, EDF, or the Nordic Development Fund, NDF.

While an amendment to the Fund’s name would require discussion with the Member States, the current solution to use its full name, rather than its acronym, seems accepted by all parties.

*Ownership by Member States*

The beneficiaries of the IOM Development Fund remain the IOM developing Member States and Member States with economies in transition (see Annex 4 for detailed listing). Eligibility is based on the most recent version of the list of low-income to upper middle-income economies as designated by the World Bank<sup>13</sup>. Countries that would otherwise be eligible because they are on the World Bank list will be excluded upon joining the European Union. Voluntary withdrawal from eligibility remains open to any eligible Member State.

In past years, the contributing Member States have traditionally been the governments of Belgium, Austria and United States of America, providing unearmarked contributions as part of the Operational Support Income that fund the IOM Development Fund, with earmarked contributions, and to some limited extent the online individual contributions, as seen in the table below:

**Contributing Member States and online contributions**

	2018	2017	2016	Total in USD
Sweden	574,713	630,676	-	1,205,389
United States	57,566	350,000	400,000	807,566
Austria	39,600	-	-	39,600
Online contributions	798	287	540	1,625

*Source: IOM Development Fund Annual Reports*

<sup>13</sup> Source: <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>.

The Fund requests IOM offices to work in close coordination with the eligible Member States from the project application stage and to take close consideration of the national policy and legal frameworks, with government endorsement letters to accompany the project applications.

In theory, these letters provide for local ownership and include paragraphs regarding national institutional framework, policy and legal frameworks, resources and human capacity, social and technical developments that are all required to sustain expected benefits from the planned intervention. However, as noted before, in over 60 per cent of cases it is IOM that initiates the project design and approaches the government for endorsement of the project idea and for cooperation, showing IOM willingness to assist the government, which may bring into question the full ownership and commitment of Member States.

**CO respondent noted:**

*“The project was prepared by IOM and project partner and proposed to the four governments for review and approval. Technical inputs by government counterparts were duly incorporated to a revised version of the project which, at the end, was the one that is currently implemented.”*

Similarly, the Review of ex-post evaluations concluded that the involvement of national stakeholders in project design is insufficient, as projects, especially the regional ones, have not always been accompanied by strong commitment from benefiting Member States. For regional projects, the Review notes a high ambition in terms of the envisaged results vis-à-vis human and financial resources available to the project. These projects must rely mostly on existing IOM staff who already have additional responsibilities in place.

It was in addition noted that the existing efforts to proactively involve the national stakeholders on IOM’s behalf are inadequate during the formulation and design stages. The CO respondents noted that the process is time consuming, and instead of organizing participative workshops with all partners, IOM offices organize individual meetings with specific national stakeholders and partners, without necessarily including representatives from migrant communities.

Due to the limited national stakeholder involvement in project design, delays inevitably occur during project implementation (further details under Effectiveness). Changes in the operational environment due to elections, institutional reshuffles, low resource capacity, delayed review of project outputs and signing of cooperation agreements, different priorities on government agendas also cause revisions of result definitions, results matrices, budget and duration.

IOM offices try to bridge these gaps by providing regular updates through project Steering Committee (SC) meetings, separate briefings for government officials by the Chief of Mission or other staff, meetings with focal points of relevant ministries, joint field visits, joint review of methodology, joint selection of targeted municipalities and joint review of systematized information, or working groups with beneficiary ministries and agencies to discuss and coordinate practical aspects of project implementation.

The ex-post evaluations found that the most successful and sustainable projects were guided by the needs assessment conducted through the established project stakeholder consultation groups or SCs, which enable follow-up and decision-making thorough stakeholder

**CO respondent said:**

*“The close and constant liaising with host governments is causing significant challenges throughout the project lifecycle: design, approval, implementation, no-cost extensions or changes in the objectives or activities requests, etc. It is a cumbersome process which slows down everything.”*

consultation. Direct consultations with migrants and migrant communities were also found to be limited at the design stage, as projects reflected migrant needs through consultations with government counterparts. Focal points from migrant communities were found to be extremely helpful to enable sharing of migrant views during project design.

## RECOMMENDATIONS

The IOM Development Fund Unit is advised to:

- (1) Prepare financial analysis of the actual demand for projects by Member States (the number of prospective and rejected applications) versus the approved allocations to propose the increase of the total number of approved projects per region, to accompany the consistent rise of the overall Fund budget and enable a greater number of Member States to benefit from the Fund.
- (2) Per survey results, also consider revisiting the budget ceilings and exclusion criteria under national and regional projects to be presented to the Member States at the SCPF.
- (3) Ensure adequate staffing levels within the Unit to effectively support the increase in budget and operations.
- (4) Update: (i) financial guidelines based on received input from Country Offices to include detailed instructions for budget preparation (i.e. eligible expenses, partner contributions, both financial and in kind, etc.); (ii) visibility strategy for the Fund and increase visibility of projects and investments in the field.

Country Offices are requested to:

- (5) Whenever relevant, proactively involve the national stakeholders in the needs' assessments and the formulation of project design through participative workshops, stakeholder consultation groups and later during implementation in SCs with all partners, including the representatives from migrant communities, to ensure national commitment and local ownership.

## 2.2 Effectiveness of Operations

**Key finding:** The criteria and guidelines for the approval of project funding are applied consciously and accountably by the Fund, including the restrictive measures for MS that do not comply with access eligibility criteria as they are subject to Article 4. The Fund and project performances are effective despite the limited ownership, timeframes and budgets.

### *Application of criteria and guidelines*

The Fund remains focused on planning and mapping resources needed against the agreed priorities that clearly respond to MS requests. The planning of resources, as reported in the IOM Annual Programme and Budgets, effectively corresponds to disbursement plans.

**MS respondent said:**

*“These funds must maintain their purpose of promoting the creation of capacities for a better management of migrations. They should not deviate to other issues even when they are of vital importance, since there are other sources of financing for such purposes.”*

Eighty per cent of respondents from Member States confirm the above, noting their satisfaction with the application of criteria and guidelines. Four Member States were not satisfied with the criteria application, noting that criteria application should be priority and needs based, and more flexible. Member States continue to clearly support the priority of implementing capacity-building projects, which encompass training, policy elaboration, study tours, research and feasibility studies, provided that such projects are sustainable and yield concrete results. The exclusion criteria are aligned with Member State needs as well, and exclude movements, emergencies, major conferences, projects mainly supporting IOM staff and office costs and AVRR projects.

Over 80 per cent of RO respondents confirm satisfaction with the provision of information by the Fund (40 per cent express high satisfaction), application of criteria, guidance on project application and submission, restrictive measures, reporting processes, updates and knowledge management. Only three RO respondents express dissatisfaction, of which two are highly unsatisfied, mostly because of the rigid application of Fund’s criteria and guidelines.

**RO respondent noted:**

*“Whilst accessing IDF funds is a relatively straight forward process, once the projects are under development and implementation, IDF is one of the most difficult donors that our country offices have to deal with. They are extremely inflexible when it comes to project implementation, at times rejecting mission activities and incurred expenses which have clear links to project activities.”*

Over 90 per cent of CO respondents are satisfied with the managerial and administrative support (over 42 per cent highly satisfied) as well as with the application of criteria and procedures for the Fund.

The great majority of respondents note that timely consultation and support on technical and budgetary matters remain one of greatest Fund’s features.

The criteria and guidelines for the approval of projects to be funded continues to be strictly applied, as well as the application of restrictive measures for Member States, which are in arrears with their annual contributions to the Organization. One Member State noted that restrictive measures are applied effectively but without an explanation of the rejection provided by the Fund.

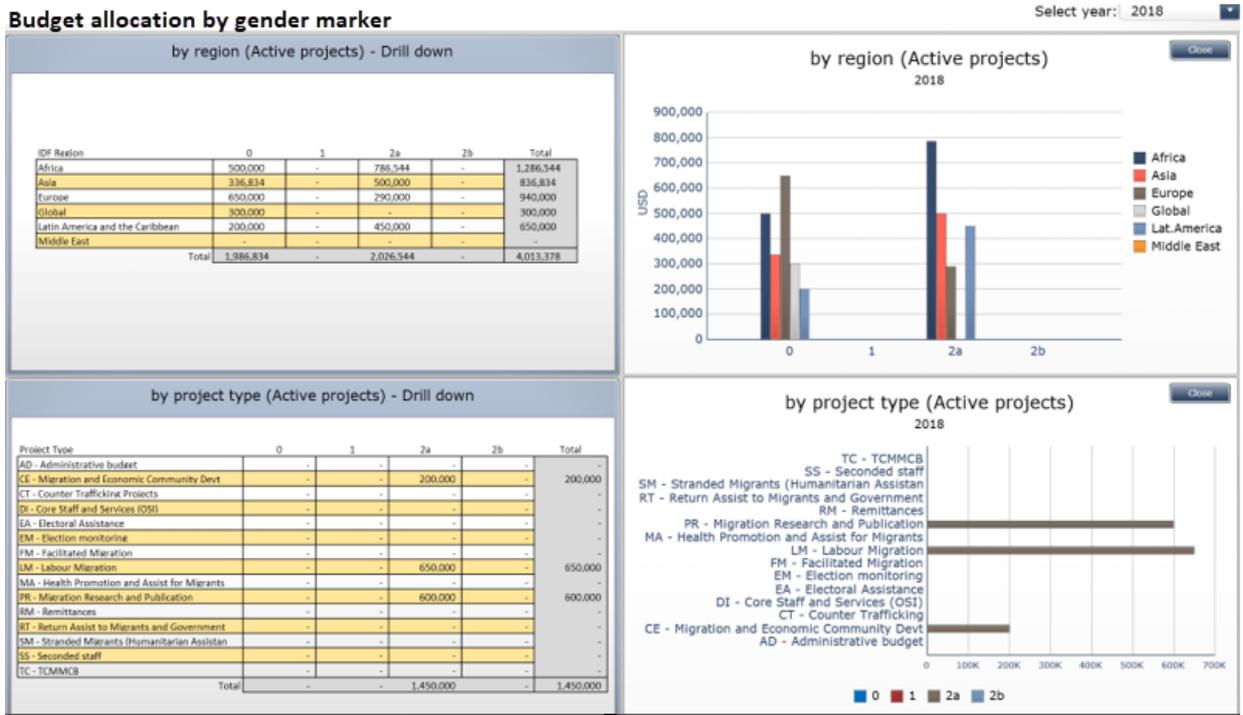
MOPAN notes that overall IOM organizational systems are cost and value-conscious and enable financial transparency and accountability; and, that the IOM Development Fund in particular applies transparent decision-making for resource allocation based on funds committed or forecasts planning in line with IOM’s projectized nature, as reflected in the annual IOM Programme and Budget and the Fund guidelines. MOPAN concludes that the Fund’s internal decisions and criteria for resource allocation are clear and internal funding mechanisms allow for flexible allocation of funds.

Gender perspective is well addressed in project design, implementation and reporting with PRIMA effectively following up on IOM gender markers<sup>14</sup>. The Fund requires project endorsers

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<sup>14</sup> The IOM Gender Marker is a new tool that assesses how well IOM projects incorporate gender considerations and is linked with ICT solutions such as PRIMA so that IOM can track how much of its funding is being allocated to projects that promote gender equality. The

to include gender equality and gender mainstreaming in all programmes and relationships with internal and external stakeholders per updated Strategic Plan 2019–2021. As of 2018, the new gender markers are being used for all projects, with PRIMA showing that all projects approved in 2018 and 2019 have at a minimum a gender marker code of 2a.



Source: PRIMA for IOM Development Fund

The analysis of the Fund portfolio shows that only two out of 53 projects approved in 2018 had a gender code of 2b. The project design documents show that the number of gender-specific projects is somewhat limited even if many of the project activities include a gender perspective, confirming that during project design stage Member States are not prioritizing a gender specific project.

In addition to ensuring that gender has been mainstreamed into all projects, IOM had set a target of 5 per cent of budgets to be spent on gender-specific activities, corresponding to a 2b code. In 2018, two gender-specific projects were approved (as in 2017), i.e. “Mainstreaming Gender into Local Migration and Development Priorities in Kyrgyzstan” for USD 100,000 and “Mainstreaming Human Rights and Cross-Cutting Themes in the Essentials of Migrations Management” for the same total budget.

MS, RO and CO survey responses note that projects across regions tackle gender roles and the role of women in beneficiary societies in a satisfactory manner, to support the understanding of operational context for the project and the key role women play in community empowerment and resilience. Economic empowerment of women is improving despite the strong gender cultural challenges, especially in rural areas, in which women’s participation in economic activities is socially rejected. Governments organize regional conferences more frequently on the topics of gender, migrants in a situation of vulnerability, development and migration to show how migrant

classification of gender marker codes is as follows: (i) 0 implies a project does not include gender perspective; (ii) 1 implies some but insufficient inclusion of gender; (iii) 2a implies sufficient inclusion of gender (mainstreamed); and (iv) 2b implies focus on gender perspective (targeted).

women, for instance, can make a change in everyday lives, for themselves, their families and their communities.

Ex-post evaluations of Fund projects note that gender mainstreaming in project development is constantly improving but that in some cases the gender perspective is not accounted for during implementation. Fund project reviews show in addition that enhanced border management include relevant gender considerations, and project designs address the engendered migration due to the unequal policies that govern human mobility between males and females in Asia.

### *Project performance*

The Fund has implemented 151 projects totalling USD 26 million in the past three years. As per the table below, the number of eligible Member States has doubled in 2018 when compared to 2016 but the number of allocations has not proportionally followed the beneficiary increase. PRIMA statistics in addition show that over 30 per cent of projects in 2017 are delayed for various reasons, with only 30 per cent of projects completed on time in 2016. Survey results confirm that over 50 per cent of IOM Country Offices have not provided for timely report submission, regular communication or updates on results achievement to the Fund.

### **Fund Administration**

	<b>2018</b>	<b>2017</b>	<b>2016</b>
Line 1	1,432,544 <sup>15</sup>	1,422,236	1,458,819
Line 2	8,101,834 <sup>16</sup>	7,504,387 <sup>17</sup>	6,010,330 <sup>18</sup>
No of Projects	52	53	46
Benefitting Member States	122	102	68
<b>Total Budget in USD</b>	<b>9,534,378<sup>19</sup></b>	<b>8,926,623</b>	<b>7,469,149</b>

*Source: IOM Development Fund Annual Reports*

The Fund continues to align the distribution of regional allocations with the representation of eligible Member States in the regions. The African region remains the most prominent when it comes to the approved allocations in the past years, with over 40 per cent of its project portfolio implemented there. The Asia Pacific region is second, with over 25 per cent of projects, and Latin America and the Caribbean closely follow with 20 per cent. Europe usually takes up to 10 per cent, while not even one per cent is for the Middle East, as reflected in the graphs on the next page:

<sup>15</sup> USD 1,400,000 Operational Support Income and recovered funds from closed Line 1 projects

<sup>16</sup> USD 7,210,506 Operational Support Income, USD 218,651 recovered funds from closed Line 2 projects, USD 39,600 Government of Austria, USD 574,713 Government of Sweden, USD 57,566 Government of the United States of America and USD 798 online contributions

<sup>17</sup> USD 6,127,496 Operational Support Income, USD 395,928 recovered funds from closed Line 2 projects, USD 630,676 Government of Sweden, USD 350,000 Government of the United States of America and USD 287 online contributions

<sup>18</sup> USD 5,331,290 Operational Support Income, USD 278,500 of recovered funds from closed Line 2 projects, USD 400,000 Government of the United States of America and USD 540 online contributions

<sup>19</sup> The Governments of Belgium and the United States of America provided an unearmarked contribution during 2018, 2017 and 2016 which was part of the Operational Support Income that funded the IOM Development Fund.



IDF Region	2014	2015	2016	2017	2018	Total
Africa	17	19	16	21	20	93
Asia	9	11	12	13	13	58
Europe	3	7	5	6	7	28
Global	0	0	2	1	2	5
Latin America and the Caribbean	5	11	11	12	11	50
Middle East	1	1	0	0	0	2
Total	35	49	46	53	53	236

Source: PRIMA database

In terms of the project implementation over the past three years, PRIMA records the total of 64 projects in 2018, out of which 53 are active. The reasons for rejecting 11 projects are not clearly stated for most projects, except in instances where endorsement letters were found to be missing, contributions were not paid, political risks have materialised or seed funding has not been enabled, with the premature nature of projects also noted. For most rejected projects, PRIMA provides that “other criteria” has not been fulfilled.

For 2017, PRIMA records show that only three projects have been completed while 50 projects remain active. Among them, 30 per cent are already delayed (17 projects). Savings are noted under at least 10 projects, which shows an improved cost-effectiveness and more benefits (additional outputs) provided for the beneficiary governments. With regards to rejected projects, again details for rejection have not been clearly stated, except in one instance where a project did not meet the political criteria.

Per 2016 PRIMA statistics, only 20 projects were completed while 27 projects remain active. Only 15 projects or 30 per cent of the overall total for 2016 were completed on time, with two projects completed before the end of the project cycle. For the remaining projects, durations were extended from two to 18 months under both funding lines. Savings were made for a couple of projects, enabling a cost-effective implementation and the delivery of supplementary outputs (capacity building, design of databases by local consultants, promotional and visibility material,

etc.). PRIMA does not provide details for project rejection, aside from mentioning that projects were premature in nature and, in one case, low IOM staff capacities were indicated.

The analysis of data from PRIMA and information from ex-post evaluations and Fund Reviews shows that in over 80 per cent of cases both regional and national projects either have reached or exceeded the originally planned results thanks to close collaboration with national partners and stakeholders. Projects were found to be highly flexible to changes in external conditions, with counterparts highly appreciative of IOM's flexibility to adapt to the emerging needs and priorities to achieve the capacity-building aim of government counterparts. Most projects reached direct beneficiaries, with many reaching over 60 per cent of indirect beneficiaries.

The financial and technical capacities provided by the projects were confirmed to have contributed to the results achievement, which assured both support to the government and good communication with all stakeholders. Some stakeholders noted that for some activities it would have added value to engage local experts to ensure local context and expertise are coupled with international expertise, with technical and SCs to be set up for appropriate follow-up.

All reviews and ex-post evaluations confirm that the active involvement of government counterparts during the design stage was the main success factor for increased project effectiveness, including the credibility of project results. Communication and follow-up were most effective when project advisories or SCs were set up and co-chaired by government officials. This ensured stakeholder engagement from the beginning on tasks ranging from reviewing project deliverables to providing comments and feedback on the project workplan and adopting project outputs. In terms of visibility of project actions, investment and the donor, Member States, ROs and COs find it is not always optimal under projects, especially in the field as confirmed by survey respondents.

**Member State respondent**  
said: *"There is not enough visibility of IOM's investments in the field."*

When comparing project duration across regions and thematic scopes, the average project length remains between 18 and 28 months for all projects (including migration policy, counter-trafficking, migration health, labour migration, MECC, migration profiles, etc.) with the minimum project length of 10 months and maximum of almost 38 months (including both national and regional projects). On average, there are at least two revisions of timelines per project, with less than 30 per cent of projects completed within the originally specified timeframe. The average time extension is six months with the maximum extension between 12 and 18 months.

Unrealistic timeframes were evident for at least 60 per cent of projects which required extensions, as did almost 80 per cent of migration policy projects. Some of the risks associated with external factors were anticipated in the results matrix. However, in many instances, the most frequent unanticipated external risk was the inability of both the project and IOM to influence government procedures and decision-making, highlighting the necessity for preparation of comprehensive needs and risk assessments.

Additional risks causing delays included prolonged government approvals of cooperation agreements and project staff due to which the official staff was not in place at project start, delaying consultation of stakeholders and establishing of SCs. Translation, editing and publication of material was found to take time and rarely was forecast correctly, leading to project extensions. Further areas considered weak included: not sharing the project deliverables with all project stakeholders, especially those involved in development; not having a clear plan to

disseminate outputs; and, once distributed, there was no follow-up to ensure awareness on project deliverables. Due to inadequate budgets some projects could not reach a greater number of beneficiaries, for example, a higher budget allocated to output dissemination or training delivery would have reached more regions and thus beneficiaries.

In addition to the above, government reshuffles, political unrest, limited technical capacity, financial, time and human constraints impeded government support causing lack of project ownership and poor quality of project outputs. Inability to identify appropriate focal points, to foster dialogue or to establish a consensus amongst government officials also was noted across regions in addition to tensions in target communities, reluctance of authorities towards amendments of their policies, resistance from senior levels to set up robust monitoring of private recruitment agencies beyond the basic reporting requirements. The availability of disaggregated data remains limited with flawed data systems noted in many benefiting Member States.

**CO respondents noted:**

*“The implementation has been very poorly managed, with many of the deliverables not implemented. The idea of implementing a project in one country and getting it managed in another, has not worked, at all. It would have been more effective to get it managed directly in the implementing country, given the fact that the focal point of this project better understands the needs for its implementation, but also the context for its timely implementation and success.”*

Finally, the analysis of performance under regional projects showed that projects with remote management sites were difficult to implement. Such projects were overly ambitious despite having benefitted from a higher budget and reaching a greater number of beneficiaries. Unrealistic timeframes do not allow for adequate preparation, review and approval of project outputs, as the management site in one country may not fully grasp the issues and challenges encountered in benefiting country(ies), due to which implementation of activities and coordination between the countries suffered. Compared to other regions, the implementation of regional programming in the Asia-Pacific is noted to be smooth, with over half of the funds allocated in 2017 put towards regional projects (USD 1.2 million). Two out of 10 projects

were designed for the Association of Southeast Asian Nations (ASEAN).

Several CO respondents pointed out that for an effective implementation of IOM Development Fund projects, the CO has to be well-established, in terms of technical and resource capacities, as the funding structure for the Fund is noted to be inflexible, with “stringent” rules and short phases for proposal design and reporting. Budgeting for consultants and staff costs under multi-country projects was noted to have an impeding effect on the project as not only did the projects require full-time staff, which the CO was not able to cover, but consultancy fees were underbudgeted which impacted the quality of consultants that were employed.

Reviews and ex-post evaluations noted limited M&E mechanisms throughout project implementation, despite the rigorous implementation of monitoring and evaluation mechanisms by the Fund. Although projects use certain monitoring tools, such as workplans, Excel spreadsheets and PRIMA, a substantial monitoring of the exchange in knowledge among training participants and migrants for instance, or follow-up on outputs, was found to be missing (for example, follow up on trafficking victim cases referred to partner non-governmental organizations and government officials). With regards to training and workshop reports, there were inconsistencies between the contents described in the narrative sections of project interim

and final reports and the results matrix, and there were issues relating to the reliability of the reported data.

*Complimentary actions*

**MS respondent said:**  
*“It will be relevant for IOM to assess the Development Fund... for example in relation to the planned capacity building mechanism and its startup fund, and how the two might affect each other.”*

IOM is actively involved in global discussions on safe, orderly and regular migration, to provide strong impetus and recognition to migration as best governed through the international cooperation. The UN Member States recognized the need for a comprehensive approach to human mobility and enhanced cooperation at the global level. The UN Member States are currently working on the establishment of a ‘capacity-building mechanism’ to include a Start-Up Fund on Safe, Orderly and Regular Migration to support the Member States. Essentially, UN entities at the country-level will work with national partners

in identifying migration governance needs and for which joint programming, capacity-building and funding is necessary. Complementarity and non-duplication will be ensured by sharing the information and using Fund to pilot initiatives for consideration later by the Start Up Fund (see Annex 6 for detailed comparison between the funds).

For the Start-Up Fund country- or region-specific projects will require the endorsement of the States concerned. Projects at the country level will be signed off by the UN Resident Coordinator with projects needing input from more than one UN entity to ensure complementarity with UNDAF and other UN pooled-funds (see Annex 6). IOM is currently part of the working group to ensure complementarity of actions.

The UN Network on Migration, under the overall strategic guidance and direction of an Executive Committee, with IOM serving as Coordinator and Secretariat, will oversee the Fund implementation. The Start-Up Fund will be administered by the UNDP Multi-Partner Trust Fund Office.

<b>RECOMMENDATIONS</b>
<p>The IOM Development Fund Unit is advised to:</p> <ol style="list-style-type: none"><li>(1) Instruct project developers to: (a) submit a risk management strategy for all new projects within the first quarter of project implementation and (b) concentrate on the gender perspective and thoroughly analyse which prospective projects could have a gender marker of 2b, per consultations with Member States.</li><li>(2) Reconsider timeframes under national and regional projects to effectively address the issue of excessive time extensions.</li><li>(3) Instruct staff to: (a) standardize PRIMA data inputting process to provide details on project rejection and other relevant information consistently; and (b) provide project managers with written guidance on reporting essentials , i.e. relating to the follow-up and monitoring of project outputs, the preparation of training and workshop reports, streamlining the content of narrative and financial reports and for the results matrix ensure the reliability of the reported data and to support RBM.</li></ol>

## 2.3 Efficiency of the IOM Development Fund

**Key finding:** Sound and accountable management by the Support Unit remains the Fund’s key feature. The efficiency of funding reached with the current financial formula remains confirmed, with fundraising activities implemented at a modest level. PRIMA remains a highly efficient analytical, management and monitoring ICT solution but the staffing levels of the Unit are likely to be inadequate with the increase of the overall budget and operations for the Fund.

### Support Unit

#### Member State respondent noted:

*“The reporting to the SCPF constitutes a good, steady level of reporting of the development of the Fund. That said, we take note of point 14 in the last SCPF report on the Fund -- The IOM Development Fund is committed to undertaking ex-post evaluations of all funded projects in 2018. All evaluations carried out during the year will be collated and summarized, and the main findings and recommendations will be made available in the first half of 2019 as part of the Fund’s results-based management approach -- We strongly support the effort to implement a robust evaluation system using RBM to be applied on all projects. We therefore look forward to the coming report in this regard.”*

All survey respondents expressed high satisfaction with the Fund’s Unit, including satisfactory administration, management, reporting and application of procedures and guidelines reported by 80 per cent of RO and 90 per cent of CO respondents. Nineteen Member States are either satisfied or highly satisfied with the overall Fund management, administration and reporting processes. Four Member States were not satisfied with the provision of information by the Fund, among which one Member State confirmed the visibility of the Fund investments is not satisfactory in the field. The Fund is increasingly active in visibility activities, tackled through promotional materials, digital communication and advertising. During 2018, with the support of the Media and Communications Division, the Fund developed an awareness-raising and fundraising campaign that will be launched in public spaces during 2019 in collaboration with the private

sector.

In terms of the amount and frequency of information provision, the evaluation found that: a) IOM Development Fund project status is reported on biannual basis during SCPFs, detailing information on approved projects, regional distribution and issues noted; b) an annual report is regularly submitted during SCPFs for Member State comments; c) six-monthly newsletters provide information and articles on funded interventions; d) information sheets are translated in all three IOM official languages and frequently sent to IOM Member States; and e) the website (<https://developmentfund.iom.int>) contains information on the funded projects, application procedures, distribution of allocations per project category, the list of benefiting MS, guidance notes, status reports, reviews of ex-post evaluations or thematic scopes across regions. Fund staff members can also be contacted at: [IOMDevelopmentFund@iom.int](mailto:IOMDevelopmentFund@iom.int).

The current findings in addition show that the number of projects to review, comment on and submit to IOM Director General for approval remains significant and is expected to increase with the overall Fund budget almost doubled for 2019 (circa USD 15 million). Survey responses confirm that the quality of applications also is questionable, taking significant time and coordination among project developers to prepare applications of good quality. This, in addition

to the aforementioned regular reporting is expected to pose a burden on the Unit, which consists of two full-time staff members, namely the Fund Administrator and Assistant, a Junior Professional Officer at 40 per cent and a temporary staff member located at Headquarters, supported by the Project Monitoring and Finance Support Unit of three staff members and one temporary staff in Manila, MAC.

Staff in Headquarters performs Fund management tasks, including project reviews and

**Several CO respondents confirmed:**

*“The IDF staff has been extremely responsive and maintained communication throughout the project. Whenever we have had an issue, we have been able to receive a response within 24 hours and solutions are offered”*

*“Being small staffed unit, they are capable and able to respond in time and support the mission whenever needed”*

*“Timely, solutions oriented, accessible”*

submissions for approval, monitoring of project implementation and reporting, management of ex-post evaluations, preparation of reports to be submitted to IOM Governing Bodies, besides information sharing with IOM Member States and monitoring of information exchanges with IOM Offices on project endorsement and implementation.

MAC staff provides support with information management, financial reporting, closure of accounts and overall PRIMA aspects for the projects. However, several surveyed COs reported that colleagues in the field do not receive official feedback (letter or email) on the reasons why the proposals were not approved by the Fund, which does not provide opportunities to improve the quality of future project applications. In terms of financial guidelines for the Fund, CO respondents note insufficient detail under eligibility of expenses or

payment instructions for project partners, and that guidance provided during the pre-development and implementation stages is not consistent.

The Unit ensures that financial allocations made against available funding are on schedule, with 100 per cent of the overall funding allocated by the end of 2018, and monitors sustainability, co-funding and seed money. The projects are all recorded in PRIMA, ensuring that RBA and gender perspectives are integrated in project design. At the end of December 2018, the staff administered 133 active projects.

In addition, the Unit has updated the IOM Development Fund Strategic Plan 2019–2021 as well as developed an Action Plan for 2019.

The Government of Japan contributes funding for the part-time JPO to oversee fundraising, project applications and reports, and carry out Project Performance Reviews. So far, fundraising activities have not resulted in significant monetary results. The Fund has developed the Public Awareness and Fundraising Strategy 2018–20 to strengthen support from the traditional donor States and explore fundraising possibilities with non-traditional donor-States and with the private sector. The collaboration with the Donor Relations Division, which oversees fundraising efforts on behalf of IOM is surprisingly low and not utilized to its best potential.

MOPAN confirms that IOM’s overall organizational systems are cost and value-conscious and enable financial transparency and accountability. In addition, the allocation of resources to partners is noted to be applied in the standard form and per clear criteria in the case of the IOM Development Fund, with guidance notes for the allocation of funds updated on a yearly basis and available online. The ex-post evaluations and reviews confirm the above and conclude positively

on project cost-efficiency and implementation within budget. They also mention established processes to ensure the minimization of costs in conjunction with the maximization of benefits by leveraging mostly in-kind external resources from partners.

### *M&E, RBM and reporting*

MOPAN concludes positively on the Fund's commitment to RBM and learning from evaluations, referring to mandatory ex-post evaluations conducted by regional M&E officers. The Fund exerts high commitment to RBM and evaluative evidence to inform planning, design and project management. A Project Performance Review tool was introduced in 2017, and thematic and performance reviews are regularly conducted, including the Reviews of South-East Asia and Central Asia 2013–2017, Migration Profiles 2011–2014, Counter-trafficking Protection 2013–2018, Labour Migration 2011–2014, Migration Health 2005–2015, MECC 2008–2015, among others.

In terms of the structure and content of ex-post evaluation reports, per RO and CO survey responses and the analysis of actual reports, the evaluation found that the quality of reports varies in terms of clarity of findings and conclusions. Evaluation criteria ranges from covering all five DAC criteria and cross-cutting issues in most of the ex-post evaluations, to just covering impact and sustainability criteria. The amount of detail provided in many reports is excessive; the total number of report pages spans from 11 to over 80 pages (including annexes).

The Fund currently is requesting each office developing a project proposal to allocate five per cent of the budget for ex-post evaluations and to submit a results monitoring framework within the first month of implementation to improve M&E framework for all projects. This is to ensure a portion of evaluations is conducted by external evaluators, per MOPAN recommendations, to provide for external independent findings and decrease the heavy workload Regional M&E Officers have. Any remaining balance is used for PPRs or mid-term evaluations. The formal guidance for the latter is under preparation.

RO and CO survey responses commend the Fund's promotion of knowledge management and RBM in the field. They also confirm that the mechanism or platform to enable effective exchange of knowledge, best practices related to effectiveness and impact are missing. Although the offices are informed on the project's effectiveness and impact via ex-post evaluation reports, project reports and other materials from PRIMA, ROs noted it is oftentimes premature to measure impact six to twelve months after project implementation.

### *PRIMA*

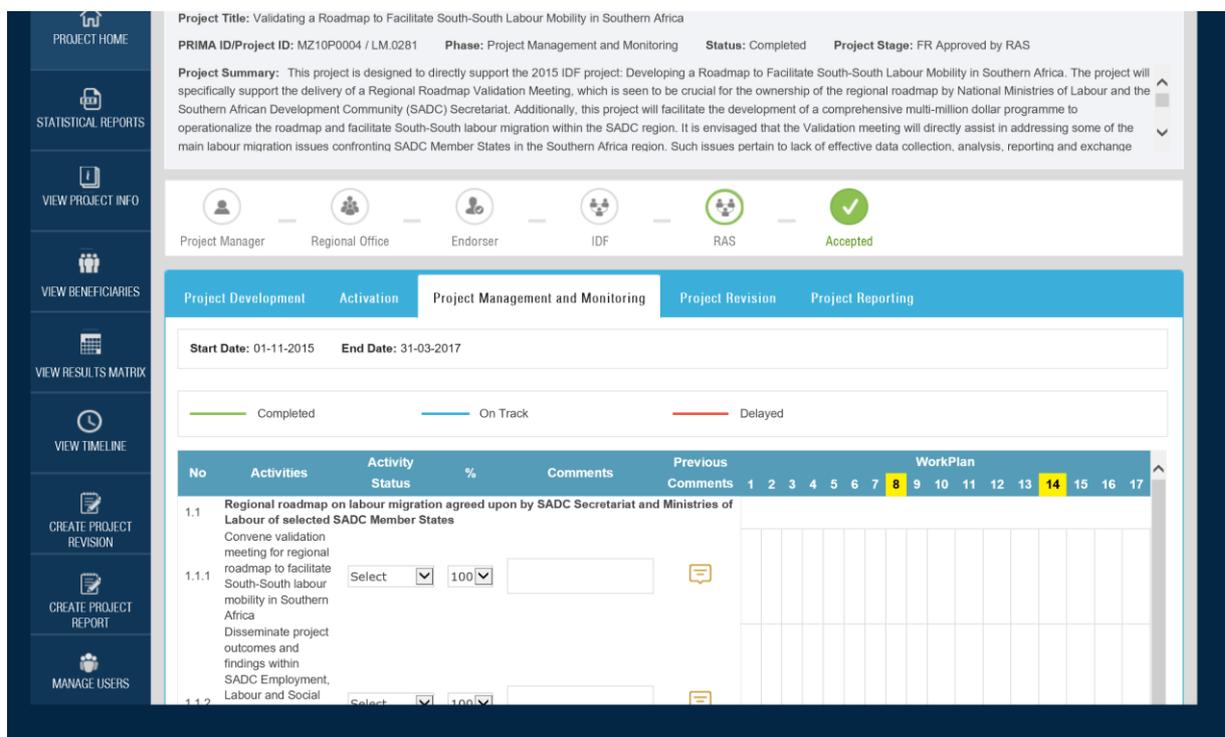
PRIMA remains a transparent and accountable ICT solution, which operationalizes the RBM approach to programming for the Fund. It continues to be used by the Fund, ROs and COs as the platform for all workflows regarding project cycle management, from the project development, programming and endorsement stages to monitoring and evaluation of project performance thus enabling the Fund to monitor and report on project results, lessons learned and replicate the good practice.

The above is confirmed by RO and CO survey responses, except for two RO respondents and six from COs who consider that the system is difficult to use without good training and internet

**RO respondent said:**

*"I think PRIMA is a great platform to streamline communication between country offices, RO and IDF, however it needs to be considered that it is difficult to use the platform in mission with low bandwidth and limited connectivity. If there was an offline option for submission, it would be greatly appreciated."*

connection. The amount of emails and alerts generated by PRIMA for budget revisions, adjustments and consolidation between the Fund, CO, the Manila and Panama Administrative Centers for validation, was found to be time-consuming and cumbersome, when considering the short project life span for which the implementation is paused until the budget approval is received. Despite these glitches, the benefits of PRIMA are recognized by the Organization overall; as part of an Organization-wide intervention PRIMA currently is being expanded to PRIMA for ALL. The new solution will fundamentally change IOM reporting and project performance tracking, aiming to provide ‘real-time’ project management information, bringing a systematized process to IOM’s operations.



Source: Screenshot of PRIMA for IOM Development Fund

The Fund shared the lessons learned from the roll-out of PRIMA for IOM Development Fund, provided requirements for the organization-wide system and assisted its testing.

MOPAN concludes that PRIMA for the Fund proactively identifies poorly performing interventions, tracks and addresses them, and provides regular reporting on the status and evolution of such interventions. The same is expected from PRIMA for ALL, which upon full implementation will allow project managers to proactively identify, track and address poorly performing interventions.

**RECOMMENDATIONS**

The IOM Development Fund Support Unit is advised:

- 1) With stretched human resources in mind and increased project proposals expected in 2019, to review mode of providing updates to Member States at the two sessions of SCPFs.
- 2) Coordinate with ROs an official feedback mechanism for rejected applications so that relevant COs and MS can improve the overall quality of future project design and their understanding of the Fund criteria.
- 3) Establish official collaboration with the Donor Relations Division in terms of implementation of fundraising strategy.
- 4) Standardize the reporting process under ex-post evaluations to ensure reports bring relevant and concise information up to maximum 20 pages excluding annexes. Consider using the PPR tool and adjust it to ex-post nature of reporting to streamline the process under more straightforward projects.
- 5) Make a “self-evaluation” database available to ROs and COs to establish a platform for the exchange of knowledge and best practice in terms of results and impact achievement.

## 2.4 Overall impact and sustainability

**Key findings:** Project achievements have reaped numerous positive impacts as noted by the eligible Member States who responded to the questionnaire, through statements at the SCPF or during Fund conducted reviews. The sustainability of the Fund is relatively secure but the sustainability of projects remains questionable due to the pilot nature of some projects and limited local ownership.

### *Impact from the Fund*

Over 90 per cent of Member State respondents confirm that the Fund continues to serve the purpose of a capacity-building tool and a source of seed funding. The governments in addition state that the funding provided by the IOM Development Fund remains an important financial source that supports the building of capacities in migration management worldwide. Visible and positive impact has materialized from projects in many instances and in some cases is yet to materialize despite the short projects’ lifecycle and pilot nature.

Advancements in policy and legal frameworks were identified by MS respondents as positively impacting government structures, such as improving diaspora engagement policy framework, as diaspora was noticed to be involved more in development of several African countries.

**Several MS respondents confirmed:**

*“Our country has been able to advance in the migratory issues with the support and experience of IOM, which made us realize that the Fund fulfils its function”*

*“IOM has always been an ally in the development of projects related to the migratory issue, from the improvement of the accepting centers of the returning migrants to the development of systems of consular protection”*

*“We are very satisfied with the projects of assisted return and capacity building as well as the development and implementation of the project on the health of migrants”*

For instance, IOM Development Fund projects have supported the Government of Chad to identify and engage with diaspora members abroad through the creation of a diaspora database and website, laying the foundation to bring back the diaspora members in response to the lack of human resources and local capacity in the education and health sectors.

In Ghana, the recommendations from the migration policy are currently being implemented, such as establishing a coordination platform for key stakeholders, i.e. Ghana Migration Commission, or setting as a priority policy development with regards to labour migration and diaspora engagement. Remittances are also included in the medium-term National Development Policy (2018–2021), with Ghana lessons learned used in leveraging remittances in Nigeria.

Togo saw a positive impact from capacity-building in the development of a migration sectoral policy.

Benin confirmed that the capacities of border police and border management were strengthened and more efficient assistance to migrants is currently provided. Morocco noted benefits from the pilot project on vocational training and livelihood opportunities for regularized migrants. It identified an approach to professionalize civil society intervention for economic integration to help strengthen networking with civil society to enable socio-professional careers for migrants.

El Salvador confirmed the impact from the assisted return and capacity building projects as well as from the development and implementation of a project improving the health of migrants. In the case of Honduras, improvements to migrant resource centres were well noted as was the development of a consular protection system. Regarding the migration management system developed for the Ministry of Foreign Affairs, the overall process became more expeditious as beneficiaries (Hondurans abroad) started receiving support in a timelier manner. The system has allowed monitoring of assistance to migrants to ensure their protection abroad.

In Colombia, concrete positive impact was noted in terms of the production of cocoa and coffee. The irrigation systems and fertilizers installed in the country increased income and production for beneficiaries.

The MS survey respondents further noted, the link between migration and development has been strengthened, as migration is now prioritized into many governments’ medium-term economic frameworks for monitoring the achievements of the governments’ Development Plan Vision 2030. Many governments gave additional spotlight to migration, with weekly radio and TV programmes across Europe. In Africa and Latin America information on migration policies and raising awareness on safe migration was shared.

Evidence-based policing and data collection have been strengthened through the preparation of migration profiles which are used to indicate government positions in policy negotiations. In the case of Timor-Leste, the strategic and evidence-based policymaking supported the process of identification of Migration Governance Indicators. The highest levels of the Secretariat of State

for Vocational Training and Employment (SEPFOPE) were supported in the implementation of the national action plans. Discussions have been initiated within SEPFOPE to introduce a regulation for private recruitment agencies, develop the national law on migrant workers, and strengthen the data management system for incoming and outgoing migrant workers.

In East Africa border management has significantly been strengthened. As an example, the East African Community electronic passports and laissez-passers have been rolled out in an effort to boost faster border clearance in support of the wider regional strategy to enhance integration. Rwanda recently joined other East African Community states (Uganda, Kenya and Tanzania) that have started issuing electronic passports to their citizens following the implementation of the ICT Strategy 2015–2018 funded by the IOM Development Fund. Rwandans can now apply for visas and new travel documents online.

The Member States considering joining the European Union,<sup>20</sup> which benefitted from the Fund for the first time, confirmed that their governments have been involved in ensuring that the agreed funding corresponds with the original purpose for the projects, with the perceived positive impact of migration management at border crossings. The most significant impact is seen in an increased capacity of institutional stakeholders to establish migration units and allocate additional budgets to tackle migratory issues.

The elaboration of analyses and by-laws enabled implementation of the newly adopted legislation in line with the EU standards as well as enhanced capacities for the protection and identification of victims of trafficking and the most vulnerable categories of migrants. In Albania for instance, the development of a migration policy had a catalytic effect and contributed to the development of the National Strategy on Migration Governance 2019–2022 and the Action Plan, which addressed a major policy gap in Albania. The Fund supported the harnessing of positive impact of Albanian migration for the development of the country by raising awareness on the importance of diaspora engagement, placing it higher on the Government agenda.

The surveillance of the Belarus-Ukraine border was strengthened, and a virtual contact point was set up at the border between both countries. The border agency of Belarus was taught how to conduct accelerated readmission procedures based on best EU practices.

The projects also enhanced the capacity of Member States to implement the ASEAN qualifications reference frameworks and to collect, share and manage labour market and migration information data based on labour migration workshops and discussions on the information portal. Recommendations to expand the proposed portal were presented to benefit all migrants regardless of skills and legal status, and to link it with national labour market information systems (LMIS) in ASEAN.

In Kiribati and Tuvalu, LMIS generates the interest of Government counterparts and other development agencies. The Government is currently considering to extend LMIS and link it with the Australian and New Zealand systems. While Kiribati has a policy of resilience within the country, LMIS is considered as an option for increased labour mobility and benefiting the country through temporary migration.

Other examples from the ASEAN countries speak positively of the Fund's impact as projects have proven to be catalytic in providing seed funding for new initiatives or business areas, such as in the case of IOM Corporate Responsibility in Eliminating Slavery and Trafficking (CREST)

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<sup>20</sup> <https://www.euneighbours.eu/en/policy/european-neighbourhood-instrument-eni>

funding in Viet Nam. CREST is a regional partnership initiative of private and public sector actors working together to uphold human and labour rights of migrant workers in business operations and supply chains.

The Fund was instrumental in supporting labour migration management in ASEAN. Both the creation of an information sharing mechanism and an improved use of labour migration and economic data have provided visible impact for the region and have magnified the importance of regional collaboration. To further strengthen the impact, the Fund provided additional support to strengthen capacities in skills recognition, recruitment, and labour migration information.

There have also been government success stories with regards to migration health policy. Sri Lanka, the Philippines and Thailand are considered champions of health-related migration management processes. These three countries, along with Australia, Brazil, Costa Rica, East Timor, Ecuador, Egypt, Germany, Indonesia, Maldives, Mexico, Myanmar, Nepal, Pakistan, South Africa, Switzerland, and Zimbabwe were signatories to the “Columbo Statement”, at the Second Global Consultation on Migrant Health in February 2017. This broad support for acknowledging and pledging to address the externalities associated with the migration and health nexus indicate its growing importance.

Projects in Sri Lanka have reportedly provided catalytic funding to support policy development and have led to broader regional impact. Support for the conduct of researches has contributed to the set-up of a global consultation, where Sri Lanka’s first inground health assessment guidelines with a nationally led process helped inform the 2nd Global Consultation on Migration that they hosted in 2017.

Thanks to the development of migration health policies, migration health is on agenda of the participating Member States in Asia. Capacities in terms of preparation of policies, legislation, guidelines (such as pre-departure health assessment guidelines and orientation training curricula) have increased. Positive impact is noted in Nepal where Government capacity in the development and implementation of the National Strategic Action Plan on Migration Health was strengthened.

Likewise, the support to migrant resource centres in Nepal fosters a safer and more humane migration as the Government’s central database (information on migration process/recruitment) is interlinked directly with the migration resource centres throughout the country. This benefits migrant communities with accurate and reliable information and counselling.

Impact on the empowerment and protection of women is noted, as the projects supported the development of a regional tool to standardize processes to assist, protect and empower migrant women. This has produced a positive effect within RCM member countries: Canada, USA, Mexico, Belize, Guatemala, El Salvador, Honduras, Nicaragua, Costa Rica, Panama and Dominican Republic, which now share a common vision.

Internally, impact is regularly assessed through mandatory ex-post evaluations, thematic reviews and PPRs. All the latter illustrate how projects contributed to the development of government capacities, migration policies, informed inclusion of migration issues in any planning and policy formulation, and improvements to the livelihoods and well-being of migrants and communities in both their countries of origin and destination.

Finally, all interviews and survey respondents confirm that a positive forthcoming impact from the IOM Development Fund projects is the creation of opportunities to liaise and cooperate with the official counterparts and technical ministries. Depending on the project, this can be within a

single country through a national project or else at a regional or global level. Participants in capacity-building events confirmed that contacts provided means to further cooperate and exchange best practices and lessons learned.

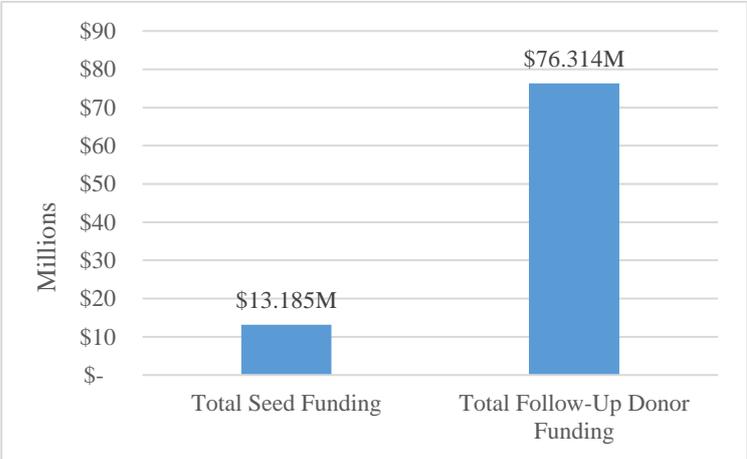
*Seed funding and projects sustainability*

The consistent growth of operations over the past two decades and the recognition of the Fund’s valued support by the Member States speak positively on its sustainability and that of the projects. The survey responses by the Member States provide evidence for this, as do the ex-post evaluations and reviews conducted by the Fund. They conclude that when partner governments are involved from the very beginning of a project (design), benefits continue after project completion.

There are many examples of seed funding as an outcome of IOM investment. The project on harnessing the positive impact of Albanian migration for the development of Albania was followed by a three-year project on diaspora engagement for the socio-economic development of Albania, funded by the Italian Government for EUR 2.8 million.

Similar examples are noted in ASEAN where a project has proven to be catalytic in providing seed funding for new initiatives or business areas, such as for CREST funding in Viet Nam. CREST has helped with the creation of 11 projects across the region with employers and has curated USD 9.6 million, creating evidence-based and in-road avenues for new engagement.

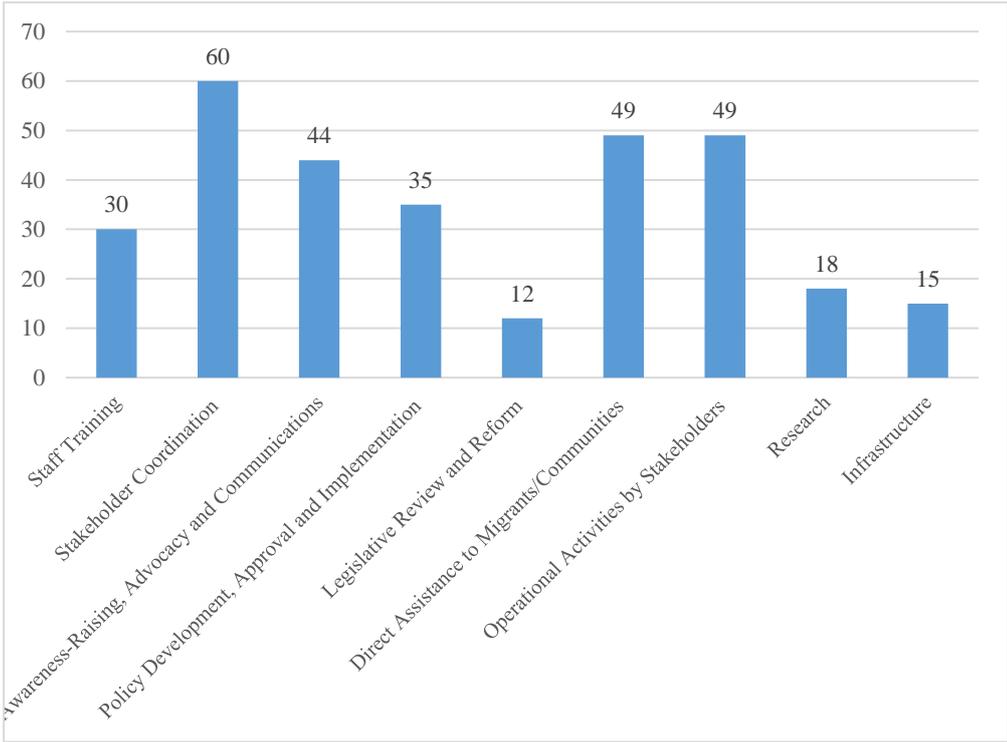
In March 2019 the Fund assessed the sustainability aspects of all completed projects funded since 2014, totaling 95 projects for USD 13.2 million (of which 24 per cent were regional projects). Findings show that 36 per cent of the targeted projects resulted in follow-up donor funding of USD 76.3 million, which is 56 times the original budget as seen in the graph below. The main donors included EU, Germany, Norway and Switzerland.



*Total seed funding and follow-up donor funding. Source: IOM Development Fund Sustainability Review March 2019*

In terms of national follow-up funding (including in-kind contributions), in over 50 per cent cases (or 49 projects) evidence showed that the national budget allocation was linked to the IOM Development Fund project initiative. The extent of the national budget allocation varied for each target project and was difficult to quantify since governments often do not disclose budgetary information or make it publicly available.

Typically, the sustained benefits by the governments include coordinating structures (task committees, SCs, technical and sector working groups) set up by the Fund and continued despite government changes. In the graph below, 60 projects are reported to have sustained coordination mechanisms; mass media campaigns funded by the governments; referral mechanisms for victims of trafficking published; processing of human trafficking cases by governments; establishment of shelters for victims of trafficking; inclusion of migration in development policy frameworks and migration policies, strategies, action plans, primary and secondary legislation developed and validated by governments; migration policies have spurred and provided data for labour migration policies, and have led to revised Immigration Acts and new projects in other thematic areas; updates to migration profiles; inclusion of specific units in government structure with budget for staff; and training continued following the conduct of Train the Trainer manuals.

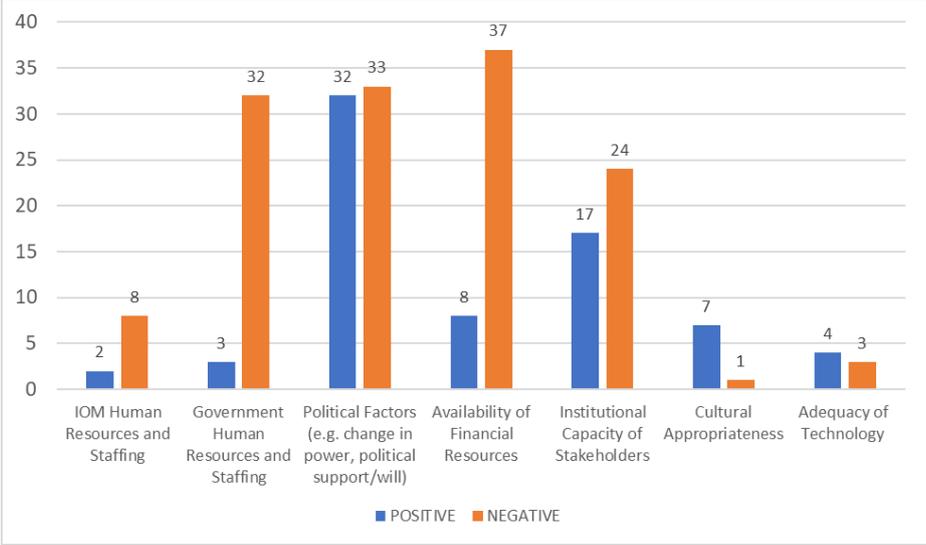


Sustained elements per intervention – Source: IOM Development Fund Sustainability Review March 2019

For example, strengthening the security of the Belarus-Ukraine border project (with co-funding contribution to the EC project) resulted in the Joint Action Plan developed by the border authorities of Belarus and Ukraine; joint border patrols have continued to be conducted as regular practice. Streamlining employment of foreign workers and migration management project in the North Macedonia resulted in recommendations from the project feasibility study incorporated into the legislations on foreigners and their employment, contributing to the adoption of new laws on foreigners and employment of foreigners.

The strengthening of a labour migration management project in Ethiopia that included a legislative review of overseas employment, resulted with institutional restructuring (a separate overseas employment directorate, composed of eight teams and respective staff assigned within the Ministry of Labour and social affairs, was established) Private employment agencies whose licenses had been suspended also have been re-licensed. Bilateral labour agreements with four destination countries (KSA, Qatar, Jordan and United Arab Emirates) have been finalized, and finally, TVET institutions have been selected to provide skills training to potential migrants and labour attaches are being assigned to major destination countries.

As reflected in the graph below, the main factors continuing to impede project sustainability include: a limited availability of national financial resources political factors such as changes in political power) and, staff turnover, particularly at administrative and operational levels.



Factors affecting project sustainability – Source: IOM Development Fund Sustainability Review March 2019

Survey responses confirm that only four Member States are prepared to ensure additional funding for the continuance of project benefits, confirming that efforts to raise the Fund’s financing capacity need to increase through contributions from the more developed Member States. This is acknowledged in the ex-post evaluations as well as in reviews. Indeed, major risks identified to jeopardize project sustainability remain the lack of financial and human resources and structural and political changes within the governments.

RO and CO survey respondents confirm that the provision of information on follow-up activities and additional funding secured after project have ended is not optimal. Furthermore, communication on all the latter could be improved between the Fund, ROs and COs.

Limitations concerning sustainability which were highlighted in the reviews and ex-post evaluations, included: structural issues related to mandates and legislative frameworks; and, technical capacity gaps that challenged the ability of stakeholders to act on project recommendations. Exit strategies are developed during project implementation, but roles and responsibilities, along with the budget have not been clarified in many cases.

**RECOMMENDATIONS**

The Fund Support Unit is advised to:

- (1) Instruct project developers to design an exit strategy in the initial implementation quarter for all projects. This should include clear roles, responsibilities and the budget needed for the implementation of project objectives.

### 3. Conclusions

The evaluation found that the IOM Development Fund criteria, guidelines and administrative management remain relevant and transparent. The same conclusion is made concerning the formulation of the list of eligible Member States. The relevance of criteria was confirmed by 16 eligible Member States, responding to the evaluation questionnaire, who acknowledged the satisfaction regarding the relevance of project selection and exclusion criteria.

Seventy per cent of surveyed Member States concluded that the 2018 budget used in the questionnaire of USD 6.7 million was not adequate, when considering the increase in eligible Member States from 88 in 2010 to 123 today. But then only three MS who responded were ready to financially contribute to the Fund with an earmarked contribution. However, it is to be noted that the Member States that provided contributions did not answer the questionnaire. Although the demand from the Member States greatly exceeds the available funding (some ROs confirm the demand is 100 per cent higher than the funding available), a detailed financial analysis is not available to adequately back up the decision-making process for the Fund's budget revision.

While the overall budget for the Fund has been increasing by 10 to 20 per cent each year since 2011, the project budget's ceilings and exclusion criteria remain unchanged. For 2019, the overall budget is USD 15 million. This might allow for an amendment of project budget ceilings under Line 1 and Line 2 as requested by respondents to the survey, and for the adequate resource capacity of the Unit to be ensured to support the review of project applications, selection, implementation, monitoring and follow-up. Such a level of funding needs to be guaranteed, but it is not as it can fluctuate based on the Organization's global overhead and income.

As confirmed by IOM Country Offices, in over 60 per cent of cases IOM initiates the project design, often in line with broad discussions with the government. IOM then approaches the government for endorsement, weakening Member States' proactive ownership and commitment, which may not be fully rooted in the project design. The triangulation of findings also shows that the involvement of other national stakeholders in project design is insufficient, especially during design phase, including for the regional projects too. The CO respondents noted that the process is time-consuming; instead of organizing participative workshops with all partners, IOM offices organize individual meetings with specific national stakeholders and partners, without necessarily including representatives from migrant communities. By being proactive, IOM complies with its role of assisting its Member States in managing migration by proposing projects.

In terms of effectiveness of projects funded, results were achieved in more than 80 per cent of cases, but on average, with at least two projects and budget revisions, and less than 30 per cent of projects completed within the originally specified timeframe. The average time for no-costs extension was six months with a maximum extension of 18 months, showing unrealistic timeframes for most projects. Most of the risks associated with external factors have been anticipated in the results matrix. However, in most cases, external risks that have not been envisaged but materialized, including the inability of both the project and IOM to influence government decision-making or time frames. In terms of sustainability, the evaluation noted that when partner governments are involved from the inception of a project and throughout its implementation, the sustainability of benefits upon project completion is better guaranteed.

Concrete evidence in terms of the Fund's impact and that of selected projects, as over 90 per cent of Member State respondents confirmed that it continues to serve capacity-building and is a source of seed funding. This was also confirmed by IOM offices in the surveys.

Governments also state that the funding provided remains an important financial source that supports the reinforcement of capacities in migration management worldwide. The consistent growth of projects funded over the past two decades and the recognition of Fund's valued support by the Member States speak positively on the Fund's relevance and importance.

All survey respondents expressed high satisfaction with the Fund's Support Unit. This included: satisfactory administration, management, reporting besides application of procedures and guidelines.

The following recommendations present a summary of analyzed evaluation criteria of relevance, effectiveness, efficiency and overall impact and sustainability for the IOM Development Fund:

## 4. Recommendations

### The Fund Unit is advised to:

- (1) With the increased overall budget for the Fund in mind:
  - a. Prepare a financial analysis of the actual demand for projects by Member States (including the number of prospective and rejected applications) versus the approved allocations so as to propose an increase in approved projects per region, to accompany the consistent rise of the overall Fund budget and enable a greater number of Member States to benefit from the Fund.
  - b. Per survey results, consider revisiting the budget ceilings and exclusion criteria under national and regional projects to be presented to the Member States at the SCPF.
  - c. Ensure adequate staffing levels within the Unit to effectively support the increase in budget and operations.
  - d. Review how updates are provided to Member States at both SCPF sessions, considering the stretched human resources and increase in the number of project proposals expected in 2019.
- (2) Update:
  - a. Financial guidelines to include detailed instructions on budget preparation (i.e. eligible expenses, partner contributions both financial and in kind, etc.); and,
  - b. The Fund's visibility strategy to increase visibility of projects and investments in the field.
- (3) Instruct Unit staff to:
  - a. Standardize PRIMA data recording processes to consistently provide further project rejection details and other relevant information.
  - b. Provide written guidance on reporting to project managers (monitoring of project outputs, preparation of training and workshop reports, streamlining content between narrative and financial reports and results matrix to support RBM).
  - c. Coordinate an official feedback mechanism with ROs for all rejected applications so that relevant COs and MS can improve the overall quality of future project design and their understanding of the Fund criteria.
- (4) Establish an official collaboration with the Donor Relations Division with regards to implementing a fundraising strategy.

- (5) Instruct RO and CO project developers for all future projects to submit: (i) a draft risk management strategy and (ii) an exit strategy within the first quarter of project implementation and to provide regular updates; and to (iii) concentrate on the gender perspective and thoroughly analyze prospective projects taking into account 2b gender marker.
- (6) Standardize reporting under ex-post evaluations to ensure relevant and concise information of 20 pages at maximum. Consider using the PPR tool and adjusting it to the ex-post nature of reporting to streamline the process.
- (7) Grant ROs and COs access to the “self-evaluation” database to establish a platform for the exchange of knowledge and best practice in terms of results and impact achievement.

**Country Offices are advised to:**

- (8) Whenever relevant, proactively involve the national stakeholders in the needs’ assessments and the formulation phases of project design through participative workshops, stakeholder consultation groups and later during implementation in SCs with all partners, including the representatives from migrant communities, to ensure national commitment and local ownership.

## Annex 1: Terms of Reference

### FOURTH EVALUATION OF THE IOM DEVELOPMENT FUND

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#### 1. BACKGROUND

Since 2001, the IOM Development Fund (originally named the 1035 Facility), has provided a unique global resource aimed at supporting developing Member States in their efforts to strengthen their migration management capacity. With over 700 projects implemented in more than 115 countries worldwide since its inception, the Fund has addressed the capacity building needs of eligible Member States, also by providing essential "seed funding" for innovative projects.

Council Resolution No. 1035 (LXXX) of November 2000, requested *'the Director General to allocate one million United States dollars from the Discretionary Income for the development of migration projects in favour of developing Member States and Member States in transition, on the basis of an equitable regional distribution, without prejudice to funds already allocated for these purposes'*. A total of USD 1,430,000 was allocated to the Facility for its first year in 2001 and the amounts allocated the following years were established at approximately the same level of USD 1,400,000.

In June 2007, in addition to the annual budgeted USD 1,400,000 allocation, Council Resolution No. 1150 of 7 June 2007 approved the IOM Strategy, which, inter alia, states that *'25 per cent of Discretionary Income (excluding security) in excess of the 2007 Programme and Budget Discretionary Income of USD 20.5 million will be allocated to an expanded 1035 Facility starting in 2008' and that 'the total amount available for the expanded 1035 Facility (excluding direct voluntary contributions) cannot exceed total miscellaneous income (unearmarked contributions and interest income)'*. The Resolution also limits access to those new funds stating that *'access to funding under Line 2 will be linked to outstanding contributions, and Member States subject to Article 4 will not be eligible for funding'*.

In July 2012, the Executive Committee adopted Resolution No. 134, revising the excess amount by stating, inter alia, that *'25 per cent of Operational Support Income (excluding security) in excess of USD 20.0 million will be allocated to the IOM Development Fund referred to as funding Line 2'*. The funding made available through the above formula for Line 2 in 2017 and 2018 was USD 6,127,496 and USD 7,210,506 respectively (the amounts exclude recovered funds and direct voluntary contributions).

The allocation and application of the Fund has been recently updated and is now guided by Standing Committee on Programmes and Finance Resolution No. 18 on budget regulations and practices of 27 June 2018 (S/22/RES/18).

For several years, the demand for funding from eligible Member States has been exceeding the available funding levels and the IOM Development Fund is dedicated to proactively bridge the gap with fundraising campaigns to increase awareness of the Fund and to meet the global

demand for these seed funding projects, which is estimated in the range of USD 15 million.

Priority projects are identified by Member States in coordination with IOM offices worldwide and include activities that strengthen migration management practices and promote humane and orderly migration, in line with the initial criteria and subsequent revisions recommended by the three evaluations of the Fund (2003, 2005 and 2011). The activities not eligible for consideration include IOM movements (transport and resettlement), emergencies, conferences and similar events that are a continuation of existing initiatives, as well as assisted voluntary returns and reintegration. Funds allocated to IOM staff and office costs should not exceed a level representing 30% of the total project cost.

Eligible Member States can access one of two funding lines and projects range from USD 50,000 to USD 200,000 for national projects and USD 100,000 to USD 300,000 for regional projects depending on which funding line is chosen. Country eligibility is based on the most recent version of the list of low-income through to upper middle-income economies as designated by the World Bank. Equitable allocation of the funds across regions and within regions remains a core management principle in assessing requests for funding under the Fund.

However, in recognition that the demand for funds may exceed available funding, additional criteria may also be taken into account, such as the level of IOM Development Fund support previously received, efforts in securing additional funding support through donor outreach, the level of active engagement and support from the benefiting Member State(s) for the project, and risks to successful project implementation, including IOM's capacity to implement the project.

The IOM Development Fund funded projects are managed by the relevant IOM Offices or, in exceptional cases, the relevant IOM Headquarters unit, in coordination with the government of the benefiting Member State. The IOM Development Fund has developed the Project Information and Management Application (PRIMA) system, which is used to develop, review, manage, report and track all projects.

A small unit has been established within the Department of Migration Management to manage the Fund, monitor projects implementation and reporting, including the mandatory ex-post evaluations, conduct reviews and prepare the reports to be submitted to IOM Governing Bodies. The unit consist of two full time staff in headquarters and three full time staff in the Manila Administrative Centre. The Unit has also been supported by a JPO over recent years<sup>21</sup>.

## **2. EVALUATION OBJECTIVES**

As suggested in Document S/23/10 presented at the Twenty-Third Session of the Standing Committee on Programmes and Finance (SCPF) of October 2018, a fourth evaluation of the Fund will be conducted by the Office of the Inspector General in early 2019.

The main intent is to review the status and relevance of its disbursement criteria, including the relevance of its name, the level of funding attained via the existing formula compared to the expectations of Member States, the performance of projects, the impact of the projects and of

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<sup>21</sup> The Government of Australia funded a full time JPO for 3 years 2013-2016 and the Government of Japan for 2 years part-time 40% from 2017-2019.

the Fund, measured inter alia through the mandatory ex-post evaluations and the Fund unit's reviews, as well as aspects of sustainability of projects implemented.

The evaluation will consider all the developments that can be related to the success and relevance of the Fund since the third evaluation of 2011, with a focus on the last three years, and will also examine external factors that could justify changes in the criteria and management, for instance in terms of establishing priority areas for projects related to the 2030 Agenda for Sustainable Development.

The evaluation will also examine the work of the IOM Development Fund support unit in managing the fund, in fundraising and in reporting.

The overall objective of the evaluation is:

“To evaluate the relevance of the criteria, guidelines and administrative management of the IOM Development Fund considering the Fund's original intent, the efficiency of its fundraising and funding mechanisms, as well as the performance and achievements of projects implemented within the framework of the Fund, with a focus on outcome, impact and sustainability of projects funded and of the Fund itself. “

More specifically, the evaluation will analyse and propose recommendations in the following areas:

- Relevance of the Fund criteria and management guidelines and procedures in line with the original objective and specificity of the Fund, including the establishment of the list of benefiting Member States;
- Effectiveness in strictly applying the criteria and guidelines for the approval of projects to be funded, including the application of restrictive measures for benefiting Member States not complying with instructions in terms of funds management;
- Performance of funded projects in line with the Fund's objectives, as well as the outcome, impact and sustainability of the projects;
- Effectiveness of the Fund in achieving its overall goals and meeting IOM Member States' expectations, as well as its global impact;
- Efficiency of funding reached with the formula proposed in the Resolution as well as of its fundraising activities;
- Performance of the IOM Development Fund unit in the overall management of the Fund, including an analysis of the use of PRIMA as an IT tool, and of the staffing needs and coverage;
- Any other issues raised by Member States and the IOM Administration on the objective of the Fund, its financing and its reporting to Member States.

### **3. EVALUATION METHODOLOGY**

As with the previous evaluations, it will be essential to receive feedback from the Member States on the topics proposed for analysis under the objectives of the evaluation. A survey will be conducted, and sufficient time given to complete the questionnaire and forward it to the Office of the Inspector General (OIG). Confidentiality will be guaranteed.

The survey will include general questions concerning the analysis of the criteria and guidelines, as well as questions regarding the effectiveness, outcome, level of funding, impact and sustainability of funded projects, focusing primarily on the recent projects completed in the last three years. Additional interviews with Member States (for instance those contributing financially to the Fund) will be examined depending on the feedback received from the written questionnaire.

Surveys and interviews with IOM departments and offices will be conducted to complement the data, together with a review of the evaluations, global synthesis reviews and project performance reviews conducted during the period. Any specific surveys conducted with IOM's Missions worldwide by the Fund unit since the third evaluation in 2011, as well as project and financial reports of selected samples of projects implemented in the last three years will complement the documentation review, together with correspondence with Member States, specific agreements and sub-agreements signed within the framework of selected projects, follow-up projects and any other material relevant to the exercise.

#### **4. RESOURCES AND TIMING**

The Office of the Inspector General will conduct the evaluation. Costs for the evaluation will be covered by OIG.

It is anticipated that the questionnaires will be sent to Member States in March 2019, with a timeframe of one month for their completion. A draft report should be submitted in May 2019 and a final report available in July 2019 at the latest.

The evaluation report, its recommendations and the proposed follow-up by the IOM Development Fund unit could be presented to Member States at the SCPF Autumn Session of 2019.

## Annex 2: Interviews and Bibliography

### Interviews Conducted

- 1) Alessia Castelfranco, Head of Unit, IOM Development Fund, Department of Migration management, IOM Headquarters Geneva;
- 2) Grant Robertshaw, DRM/ICT – PRIMA for ALL roll-out, IOM Headquarters Geneva;
- 3) Mohammed Abdiker, DOE Director, IOM Headquarters Geneva;
- 4) Leonard Doyle, Head, Media and Communication Division, IOM Headquarters Geneva;
- 5) Diane Cartier, Oversight Officer, OIG, IOM Headquarters Geneva;
- 6) Renate Held, DMM Director, IOM Headquarters Geneva;
- 7) Eugenio Ambrossi, Chief of Staff, IOM Headquarters Geneva;
- 8) Willem Von Brat, Accounting Officer, ACO, IOM Headquarters Geneva;
- 9) Laura Thompson, Deputy Director General, IOM Headquarters Geneva;
- 10) Dona Ionesco, Head of MECC, IOM Headquarters Geneva;
- 11) Damien Thuriaux, IBM Senior Specialist, DMM, IOM Headquarters Geneva;
- 12) June Lee, Senior Research Officer, RES/ICP, IOM Headquarters Geneva;
- 13) Vassiliy Yuzhanin, Senior Labour and Human Mobility Specialist, DMM, IOM Headquarters Geneva;
- 14) Theodora Suter, Gender Officer, Gender Coordination Unit/ODG, IOM Headquarters Geneva;
- 15) Lee Kanthoul, Gender Specialist, Gender Coordination Unit/ ODG, IOM Headquarters Geneva;
- 16) Alina Narusova, Senior Policy Officer, ODG/GCM – UN Network on Migration, IOM Headquarters Geneva;
- 17) Alberto Brenes, Chief of Budget, DRM/BUD, IOM Headquarters Geneva;
- 18) Jacqueline Weekers, Director of MHD (Migration Health Division), IOM Headquarters Geneva;

- 19) Joe Appiah, Director of Resource Management, IOM Headquarters Geneva;
- 20) Romina Procel, Support Officer, ODG/RBM, IOM Headquarters Geneva;
- 21) Shalohm Chikono, RBM/KM Assistant, ODG, IOM Headquarters Geneva;
- 22) Alice Sironi, Migration Law Specialist. ICP/IML, IOM Headquarters Geneva;
- 23) Clarissa Azkoul, Deputy Chief of Staff, ODG, IOM Headquarters Geneva;
- 24) Johan Rautenbach, Director of Office of Legal Affairs, IOM Headquarters Geneva;
- 25) Margaux Casagrande, Programme Assistant, IDF Unit, IOM Headquarters Geneva;
- 26) Kei Fukagawa, JPO IDF and Immigration and Border Management, IOM Headquarters Geneva;
- 27) Gregoire Goodstein, Chief of Donor Relations Division, IOM Headquarters Geneva;
- 28) Helga Bras, Special Advisor to the DG, ODG, IOM Headquarters Geneva;
- 29) Donald Cochrane, Advisor/Atache, Canadian Mission to Geneva;
- 30) Josephine Alfaro Siruno, Project Monitoring and Finance Officer, Support Unit, MAC (skype interview).

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IOM Development Fund Self-Assessment Database “1035 evaluation and output”

## Annex 3: Condensed Survey Reports

### Questionnaire Survey for Member States

The IOM Development Fund (originally named the 1035 Facility) was established in 2001 and has proven to be a flexible and unique global resource for eligible Member States in efforts to strengthen their migration management capacities. With over 700 projects implemented to date in more than 115 countries worldwide, the Fund continues to address the capacity-building needs of eligible Member States, also by providing essential “seed funding” for innovative projects.

The Fund has evolved since its inception in 2001, reaching an average annual budget of USD 8 million, and, in recent years, the demand from Member States has greatly exceeded the available funding.

As mentioned in document S/23/10, presented at the Twenty-third Session of the Standing Committee on Programmes and Finance in October 2018, a fourth evaluation of the Fund will be conducted by the Office of the Inspector General in the first half of this year. The main aim of this evaluation of the Fund is to review the status and relevance of its disbursement criteria, including the relevance of its name, the level of funding attained via the existing formula compared with the expectations of Member States, the performance and impact of the Fund and its projects, and the sustainability of the projects implemented.

The evaluation will also examine the work of the IOM Development Fund Unit in terms of managing the Fund, organizing fundraising campaigns and reporting.

Feedback from Member States is very important for the evaluation exercise and we would greatly appreciate if you could take time to complete this short questionnaire and return it by **18 April 2019** to Elma BALIC, Oversight Officer, Office of the Inspector General, at [ebalic@iom.int](mailto:ebalic@iom.int).

**Section A** is to be completed by all Member States and **Section B** by eligible Member States only. Your response will remain confidential and will be used only for the purpose of this evaluation. Information regarding criteria and procedures can be found on the IOM Development Fund website (<http://developmentfund.iom.int/>).

Thank you in advance for your feedback.

Office of the Inspector General

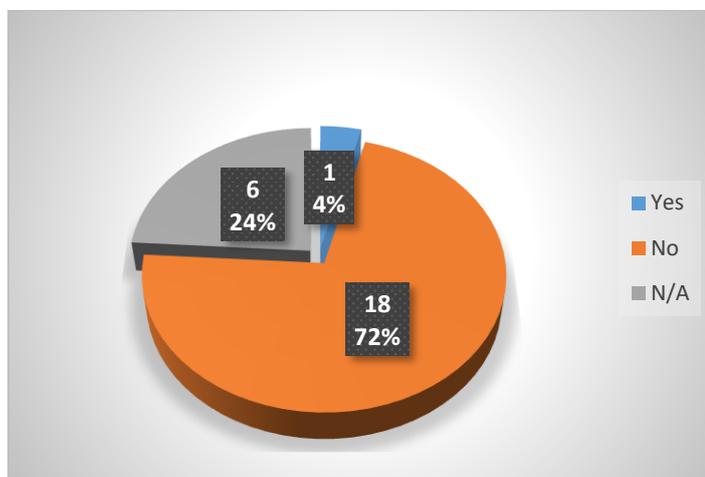
## Member States which participated:

- 1) Japan
- 2) Sweden
- 3) Chad
- 4) Chad II
- 5) Honduras
- 6) Togo
- 7) El Salvador
- 8) Mali
- 9) Jordan
- 10) Ukraine
- 11) Belgium
- 12) Cuba
- 13) Guatemala
- 14) Norway
- 15) Benin
- 16) Ecuador
- 17) Myanmar
- 18) Madagascar
- 19) Zimbabwe
- 20) Morocco
- 21) The Arab Republic of Egypt
- 22) Ethiopia
- 23) Nigeria
- 24) Botswana
- 25) Tunisia

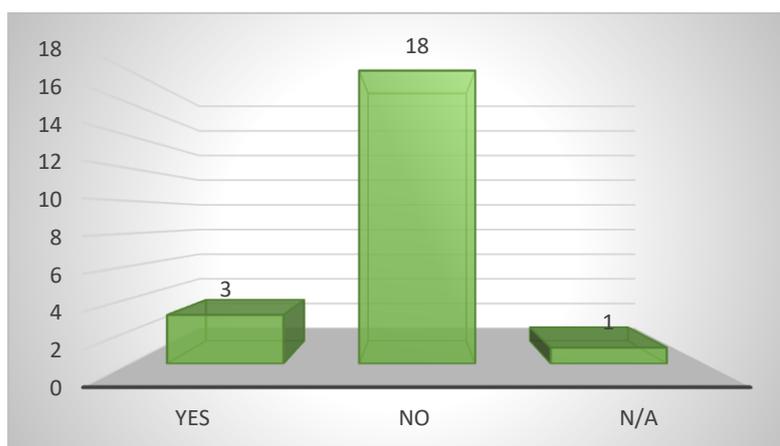
## Summary of responses:

### SECTION A: IOM Development Fund management and criteria

- 1) Does your Government believe that the IOM Development Fund budget for 2019 of USD 6.7 million (Programme and Budget for 2019 (C/109/6/Rev.1)) is adequate (also considering the increase in eligible Member States from 88 in 2010 to 123 in 2019)?

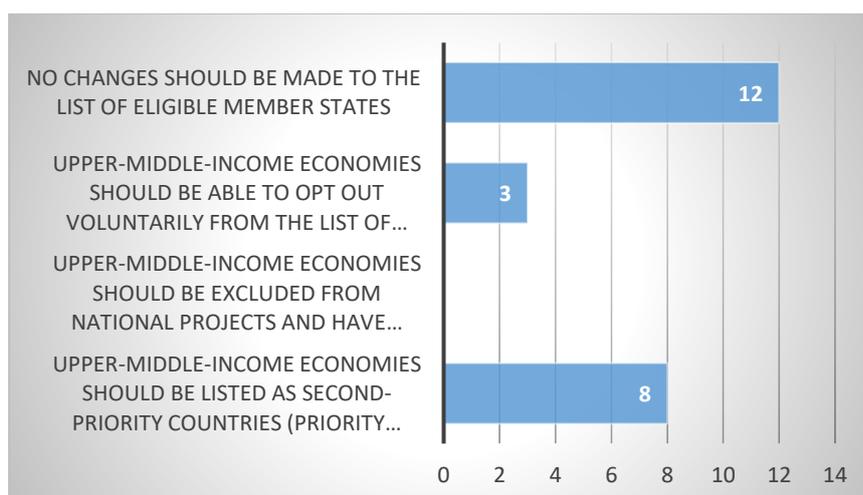


2) **Would your Government be ready to financially contribute to the Fund with an earmarked contribution?**

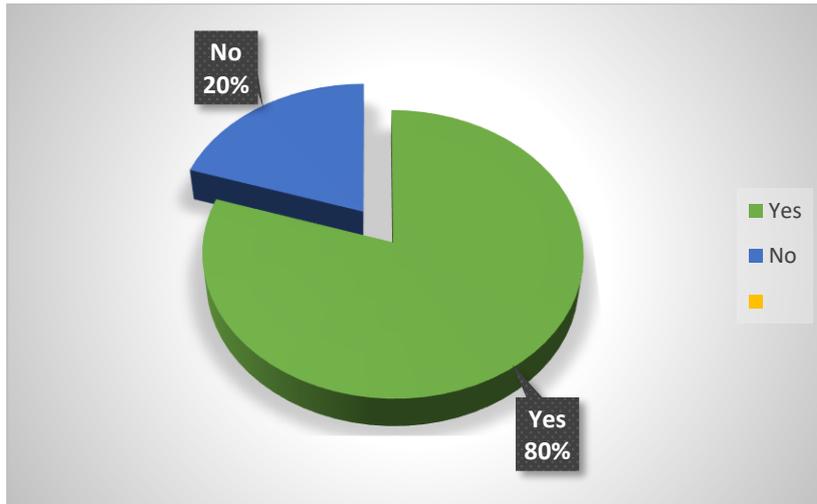


3) **Given the significant increase in the number of eligible Member States, without a consequent increase in the annual budget of the Fund, does your Government believe that (select only one answer):**

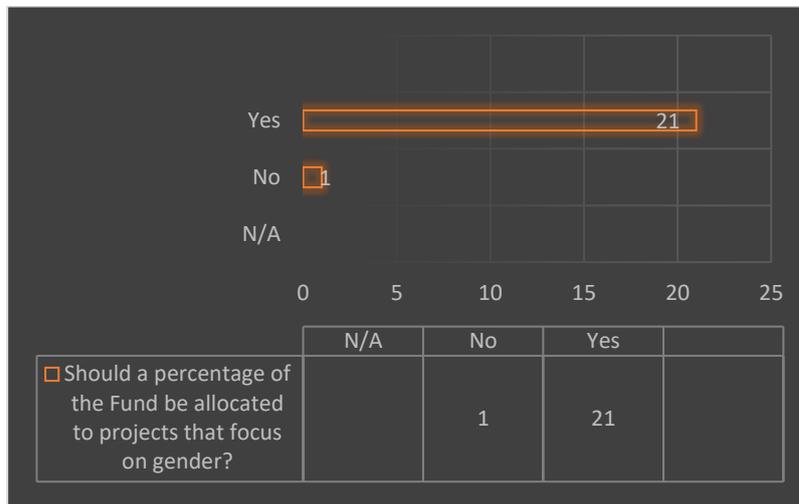
- The eligible Member States categorized as upper-middle-income economies (see the annex to the questionnaire) should be listed as second-priority countries to access the Fund (with priority given to low-income and lower-middle-income economies).
- The eligible Member States categorized as upper-middle-income economies should be excluded from national projects and have access only to regional projects.
- Governments of eligible Member States categorized as upper-middle-income economies should be able to opt out voluntarily from the list of eligible Member States.
- No changes should be made to the list of eligible Member States.



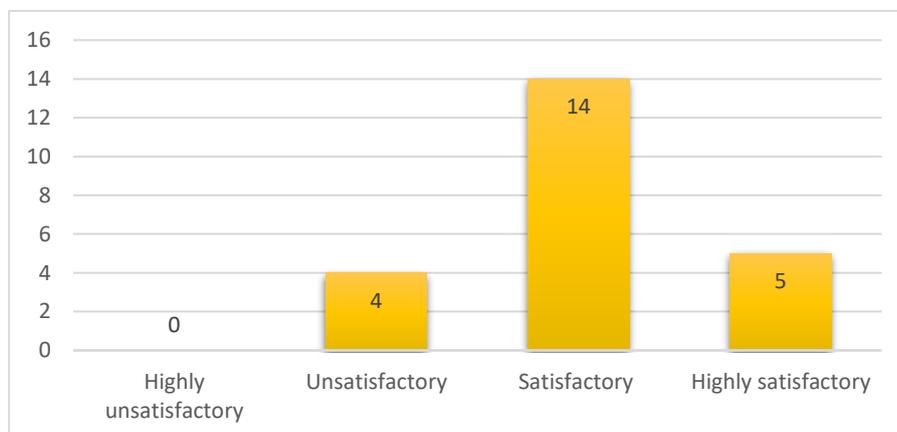
4) Is your Government satisfied with the IOM Development Fund project selection and exclusion criteria (refer to <https://developmentfund.iom.int/eligibility-criteria>)?



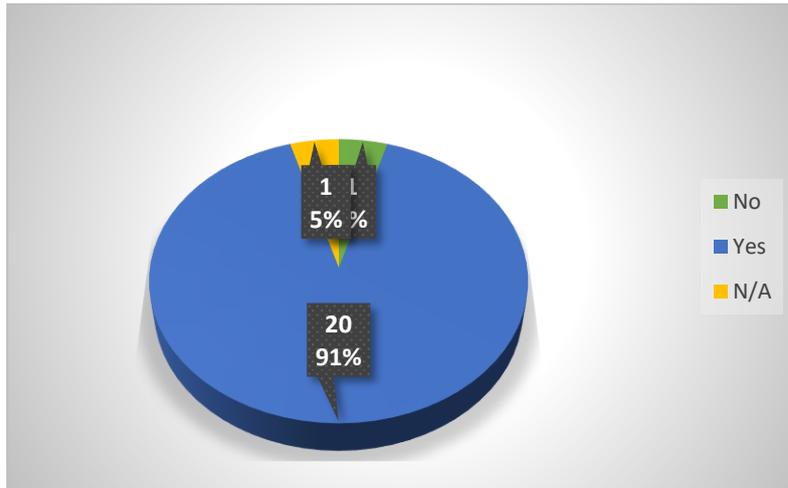
5) Do you believe that a percentage of the Fund should be allocated to projects that focus on gender?



6) How would your Government rate the administration, management and reporting of the IOM Development Fund?

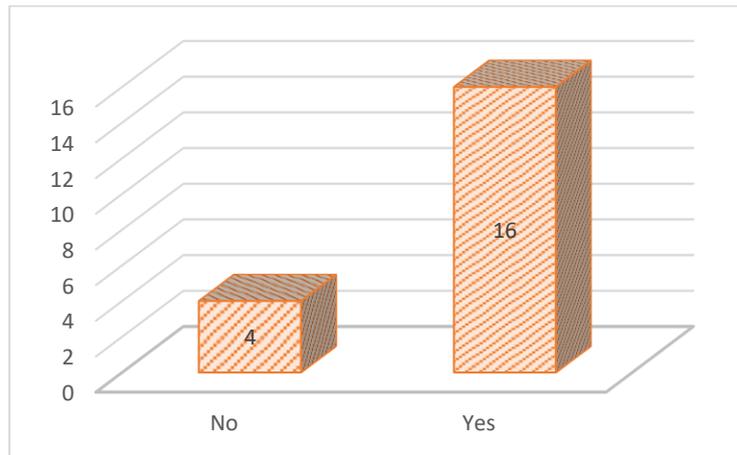


7) Does your Government believe that the Fund serves its purpose (i.e. a capacity-building tool and source of seed funding) and that it is a valued funding mechanism?

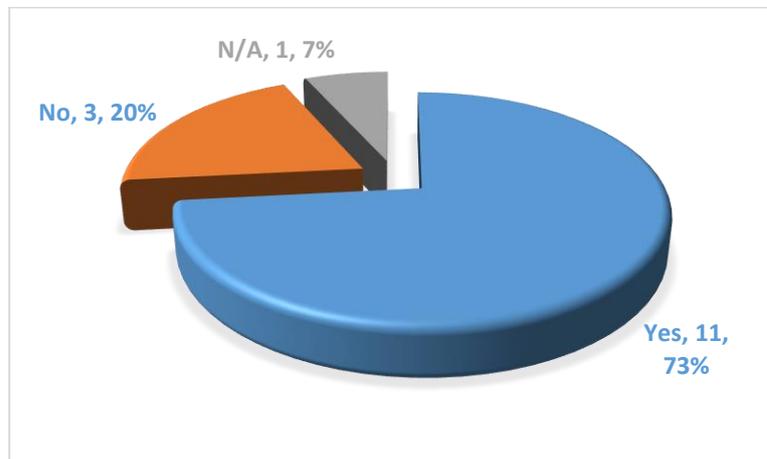


**SECTION B: IOM Development Fund support projects**

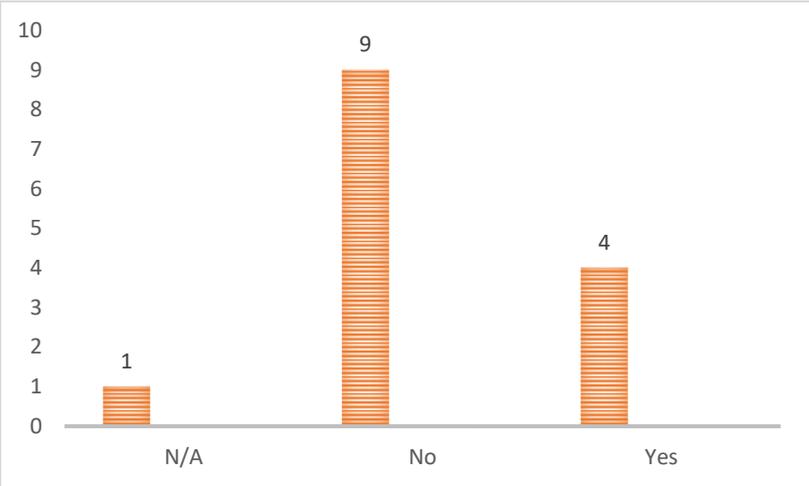
8) Has your country benefited from IOM Development Fund support in the last three years?



9) Did your Government provide any support for the continuation of project activities after the project(s) ended?



10) Was additional funding secured after the end of the project(s)?



## Online Survey for IOM Regional Offices

The IOM Development Fund (originally named the 1035 Facility), was established in 2001 and has proven to be a flexible and unique global resource for eligible Member States and Member States with economies in transition in efforts to strengthen their migration management capacities (<https://developmentfund.iom.int>). With over 700 projects implemented to date in more than 115 countries worldwide, the Fund continues to address the capacity building needs of eligible Member States, also by providing essential "seed funding" for innovative projects.

The Fund has evolved since its inception in 2001, reaching an average annual budget of USD 8.0 million, and in recent years, the demand from Member States has greatly exceeded the available funding.

As mentioned in document S/23/10 presented at the Twenty-third Session of the Standing Committee on Programmes and Finance in October 2018, a fourth evaluation of the Fund will be conducted by the Office of the Inspector General in the first half of this year. The main aim is to review the status and relevance of its disbursement criteria, including the relevance of its name, the level of funding attained via the existing formula compared with the expectations of Member States, the performance and impact of the Fund and its projects and the sustainability of the projects implemented.

The evaluation will also examine the work of the IOM Development Fund Unit in terms of managing the Fund, in organizing fundraising campaigns and reporting.

Feedback from the IOM Regional Offices (ROs) is very important for the evaluation exercise and we would greatly appreciate if you could take time to complete this short questionnaire as fully as possible and submit your answers online by **5 April 2019**.

**Section A** relates to Fund management and criteria and **Section B** to projects' implementation in your region. Your response will remain confidential and will be used only for the purpose of this evaluation.

Thank you in advance for your feedback.

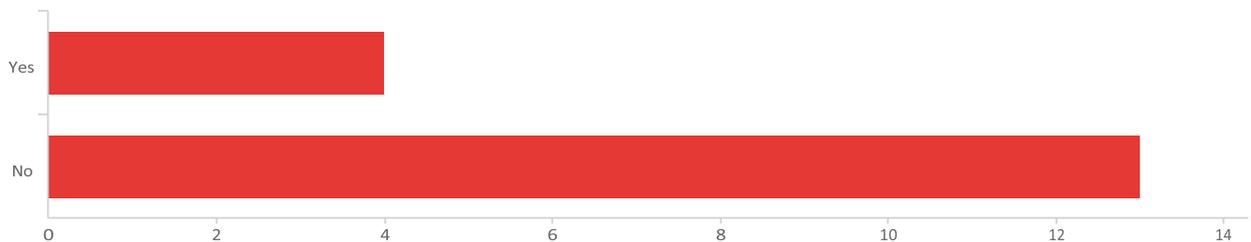
Office of the Inspector General

## Regional Offices which participated:

- 1) RO Vienna
- 2) RO Dakar
- 3) RO Pretoria
- 4) Regional Office for Asia and Pacific, Bangkok
- 5) MENA
- 6) RO Brussels
- 7) ROAP
- 8) San Jose
- 9) Asia-Pacific
- 10) Dakar
- 11) ROAP
- 12) Regional Office for East and Horn of Africa
- 13) Don't want to share
- 14) RO San Jose, Costa Rica
- 15) IOM RO Vienna
- 16) ROAP
- 17) Bangkok
- 18) Pretoria
- 19) Buenos Aires
- 20) San Jose

## Summary of responses:

- 1) Do you believe that the IOM Development Fund global budget for 2019 of USD 6.7 million is adequate (also considering the increase of eligible Member States from 88 in 2010 to 123 in 2019)?

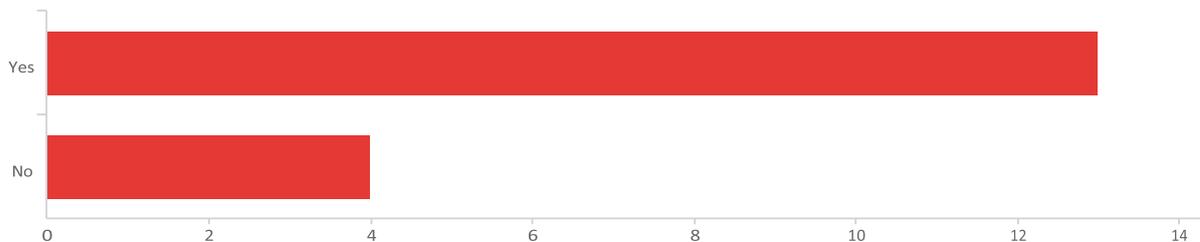


1 Yes 23.53% 4

2 No 76.47% 13

17

- 2) Are you satisfied with the IOM Development Fund's project selection and exclusion criteria?

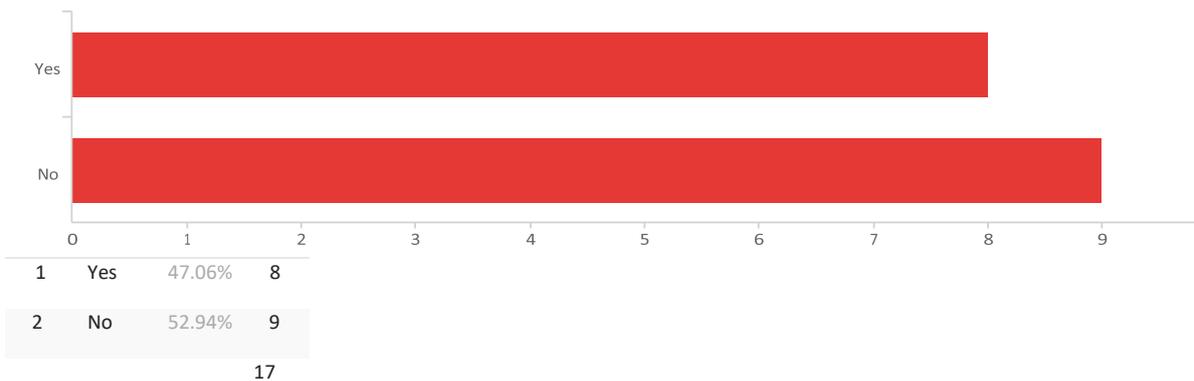


1 Yes 76.47% 13

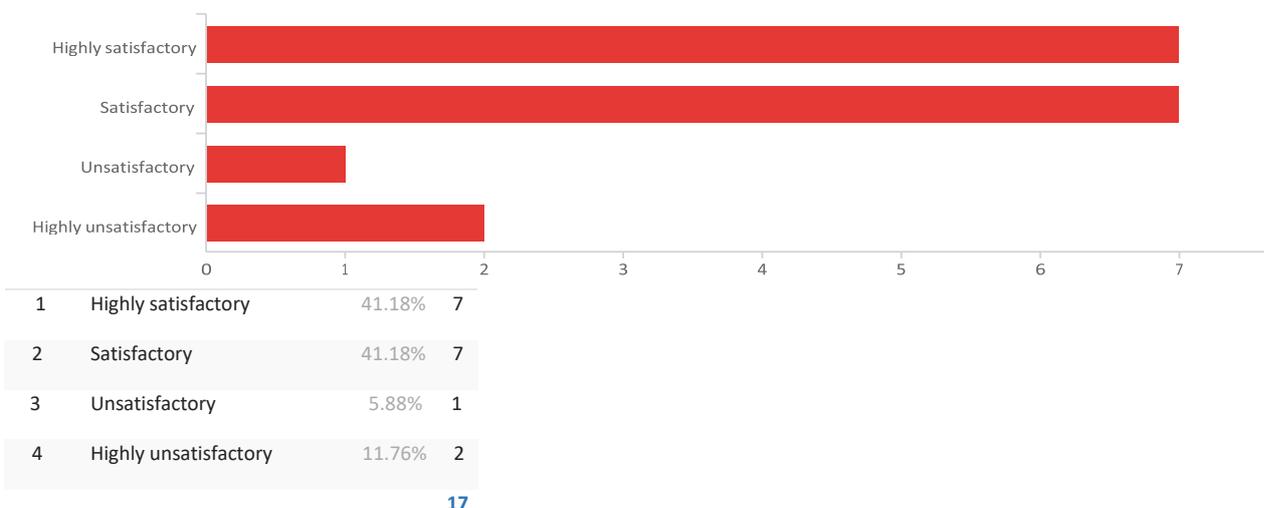
2 No 23.53% 4

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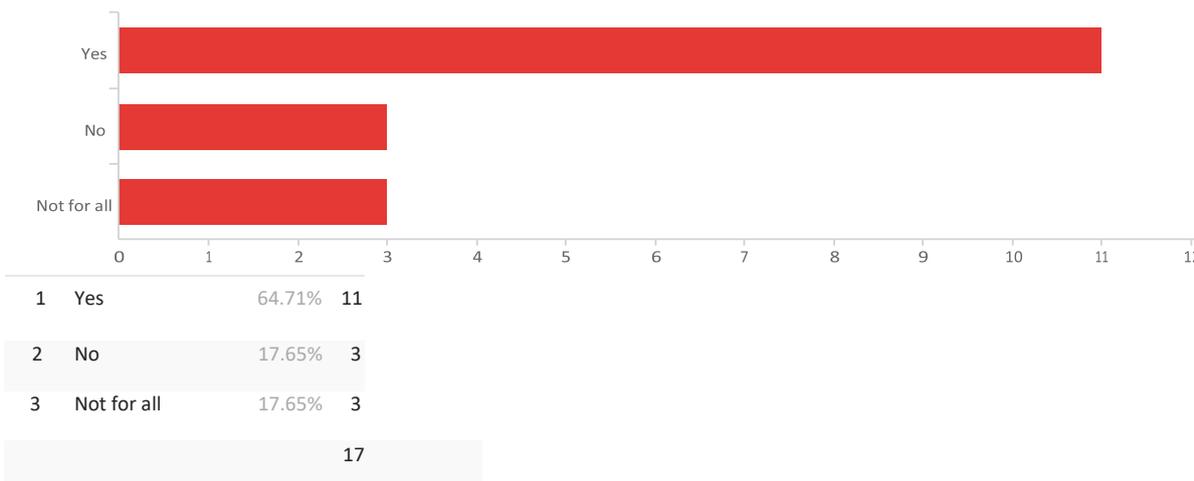
**3) Do you believe that a percentage of the Fund should be allocated to projects that focus on gender?**



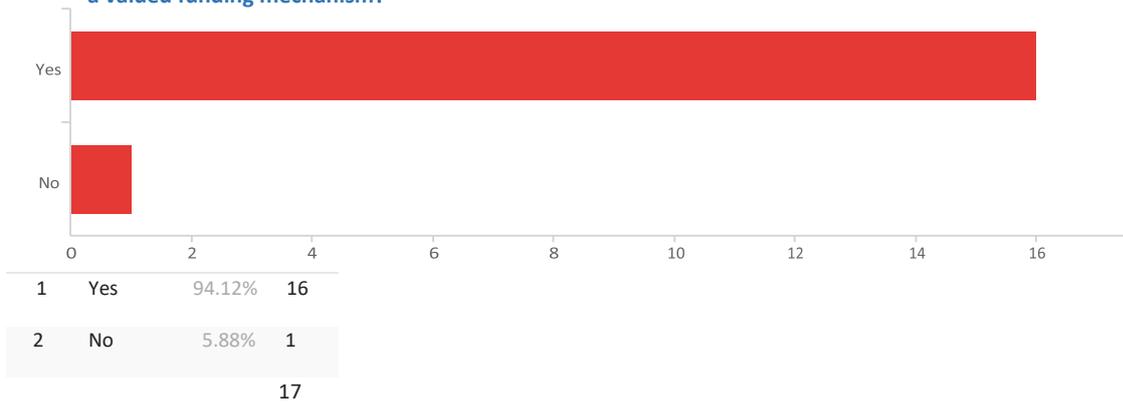
**4) How would you rate the support provided by the IOM Development Fund regarding the provision of information, guidance on project application and submission, development and reporting processes, updates and knowledge management?**



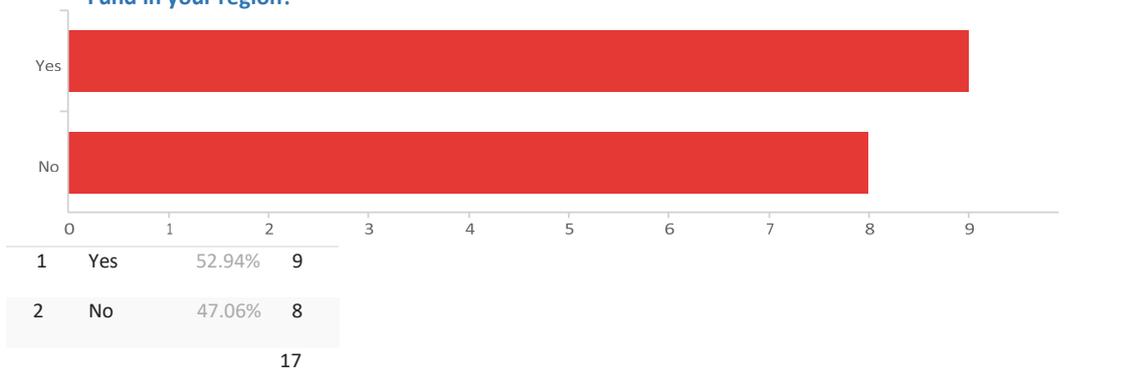
**5) Are you regularly informed if the requirements by IOM Country Offices in your region regarding the IOM Development Fund projects are being met (reporting submission in PRIMA; communication and updates on results achievement, issues or identification of success stories, etc.)?**



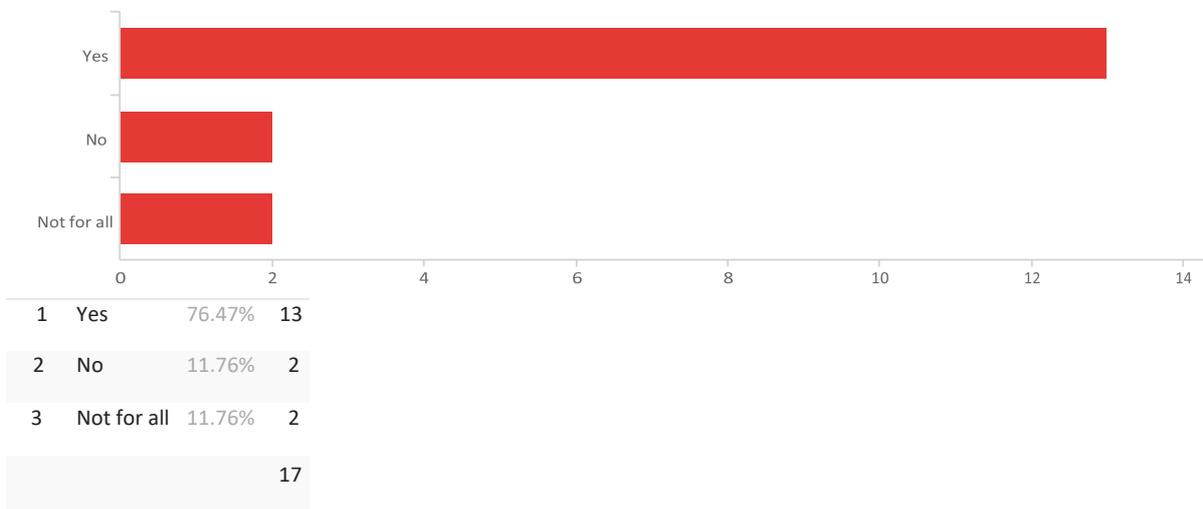
6) Do you believe that the Fund serves its purpose (i.e. a capacity building tool and source of seed funding) and that it is a valued funding mechanism?



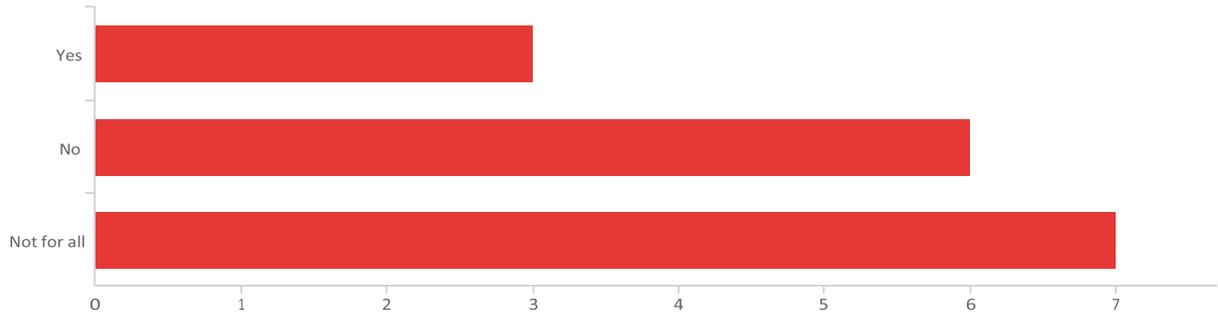
7) Are you satisfied with the application processes and procedures for the projects funded by the IOM Development Fund in your region?



8) Do you systematically receive from COs the mandatory documentation (Member State's letters requesting funding) to show governments have been consulted and are in support of the project proposed?

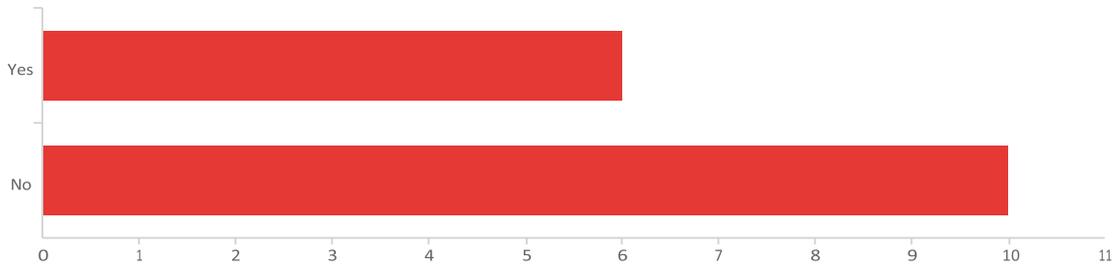


9) Do your Country Offices keep you informed of follow up activities or additional funding being secured after the projects' end?



1	Yes	18.75%	3
2	No	37.50%	6
3	Not for all	43.75%	7
			16

10) Do you have sufficient information to bear a judgement on the impact (if any) of the projects implemented in your region, for instance to support replication in other countries?



1	Yes	37.50%	6
2	No	62.50%	10
			16

## Online Survey for IOM Country Offices

The IOM Development Fund (originally named the 1035 Facility), was established in 2001 and has proved to be a flexible and unique global resource aimed at supporting eligible Member States in efforts to strengthen their migration management capacities (<https://developmentfund.iom.int>). With over 700 projects implemented to date in more than 115 countries worldwide, the Fund continues to address the capacity building needs of eligible Member States, also by providing essential "seed funding" for innovative projects.

The Fund has evolved since its inception, reaching an average budget of USD 8 million per year, and in recent years, the demand from the Member States greatly exceeds the available funding. The Fund proactively aims to bridge the gap with fundraising campaigns to increase awareness of the Fund and the budget available.

As suggested in Document S/23/10 presented at the Twenty-Third Session of the Standing Committee on Programmes and Finance (SCPF) of October 2018, a fourth evaluation of the Fund will be conducted by the Office of the Inspector General in early 2019. The main intent is to review the status and relevance of Fund's disbursement criteria, including the relevance of its name, the level of funding attained via the existing formula compared to the expectations of Member States, the performance and impact of the projects and of the Fund, as well as aspects of sustainability of the projects implemented.

The evaluation will also examine the work of the IOM Development Fund Unit in managing the Fund, in organising fundraising campaigns and in reporting.

Feedback from IOM Country Offices (COs) is very important for the evaluation exercise and we would appreciate if you could take the time to complete this short questionnaire as fully as possible and submit your answers by **03 April 2019**.

Your response will remain confidential and will be used only for the purpose of this evaluation.

Thank you in advance for your feedback.

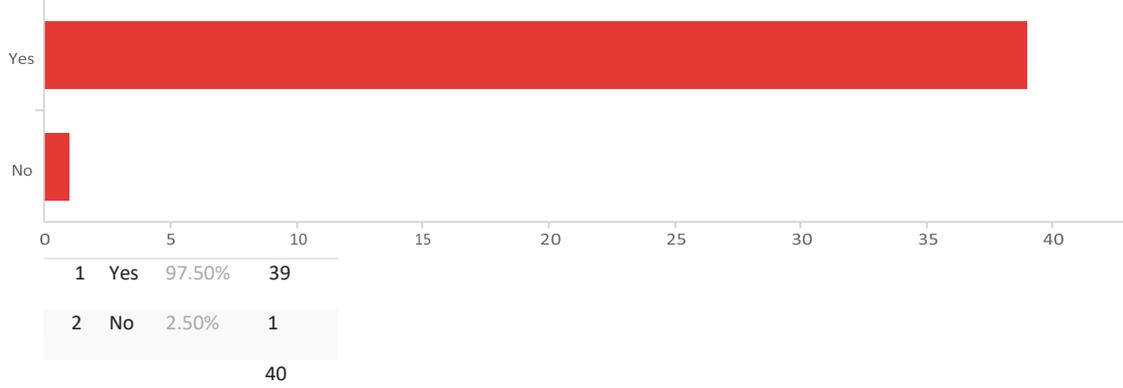
Office of the Inspector General

## Country Offices which participated:

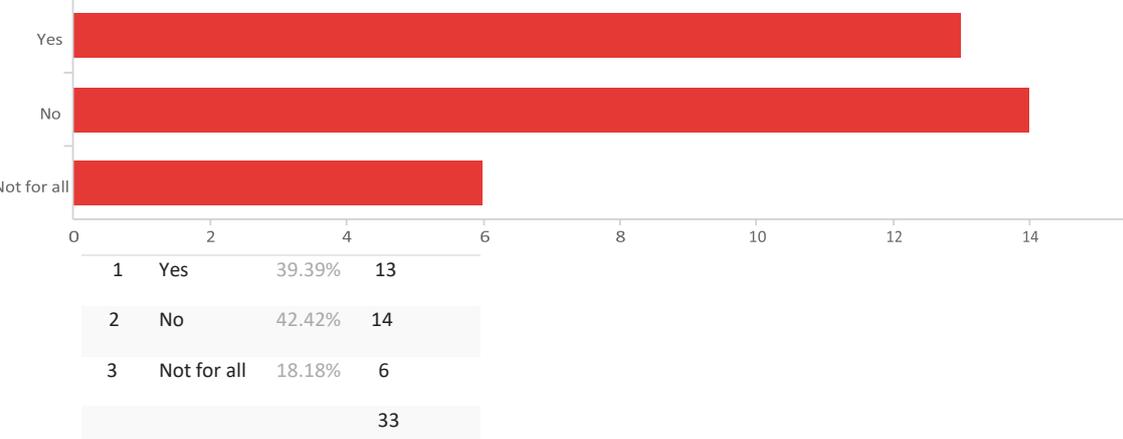
- 1) IOM Bangladesh Mission
- 2) N'Djamena Chad
- 3) NEPAL
- 4) EL SALVADOR
- 5) Djibouti
- 6) Côte d'Ivoire
- 7) Mauritius
- 8) IOM Skopje
- 9) Gabon
- 10) Bolivia
- 11) Jordan
- 12) Albania
- 13) Vanuatu
- 14) Belarus
- 15) Suva, Fiji
- 16) AZERBAIJAN
- 17) Australia
- 18) IOM Viet Nam
- 19) Afghanistan
- 20) Jordan
- 21) HONDURAS
- 22) IOM Thailand
- 23) Bolivia
- 24) IOM Belarus
- 25) IOM Algeria
- 26) Timor-Leste
- 27) Nigeria
- 28) IOM COLUMBIA
- 29) Jamaica
- 30) Arab Republic of Egypt
- 31) Panama
- 32) Zambia
- 33) Timor Leste
- 34) Ghana
- 35) IOM Albania
- 36) Panama
- 37) Northern Triangle of Central America
- 38) Marshall Islands
- 39) Thailand
- 40) Bangladesh

Summary of responses:

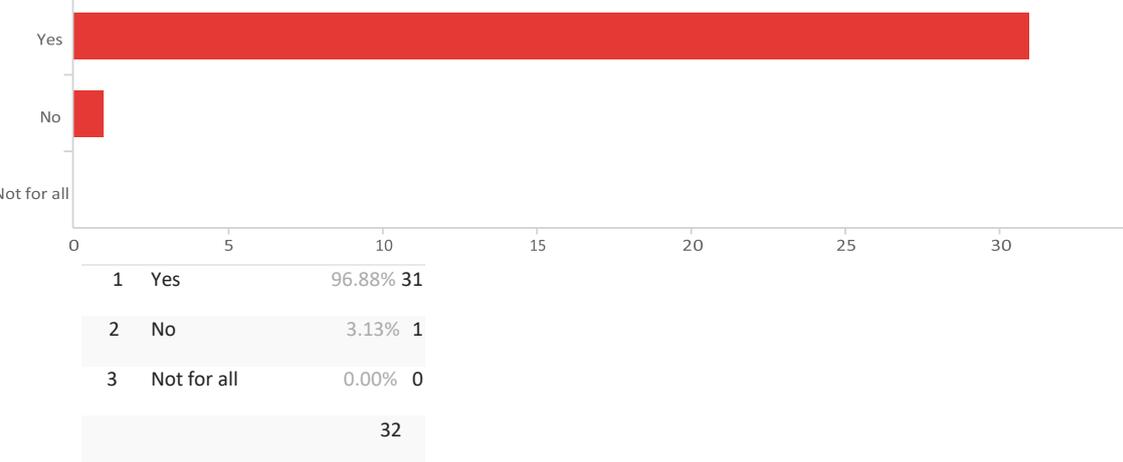
1) Has your office implemented a project/projects funded by the IOM Development Fund in the past three years?



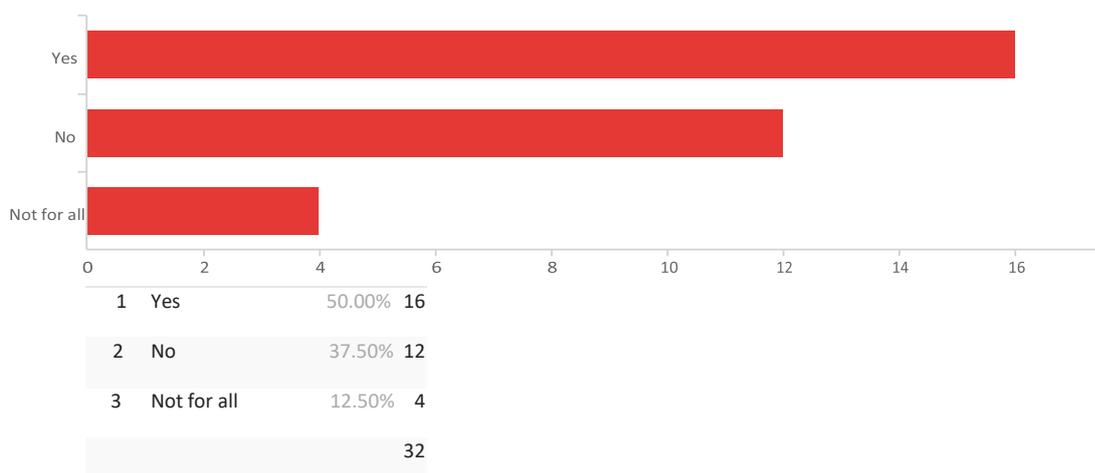
2) Did the government approach you to access the Fund and to coordinate the project(s)'s design?



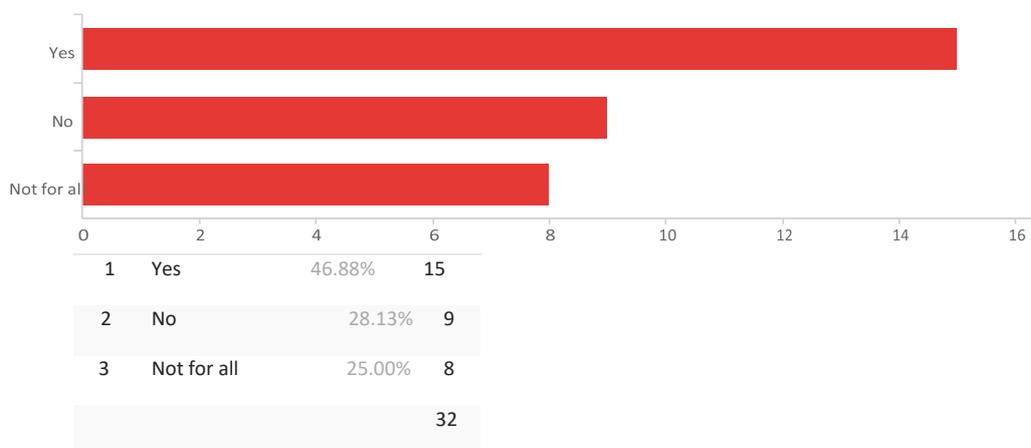
3) Did you regularly inform the Government on the Fund's project(s) progress?



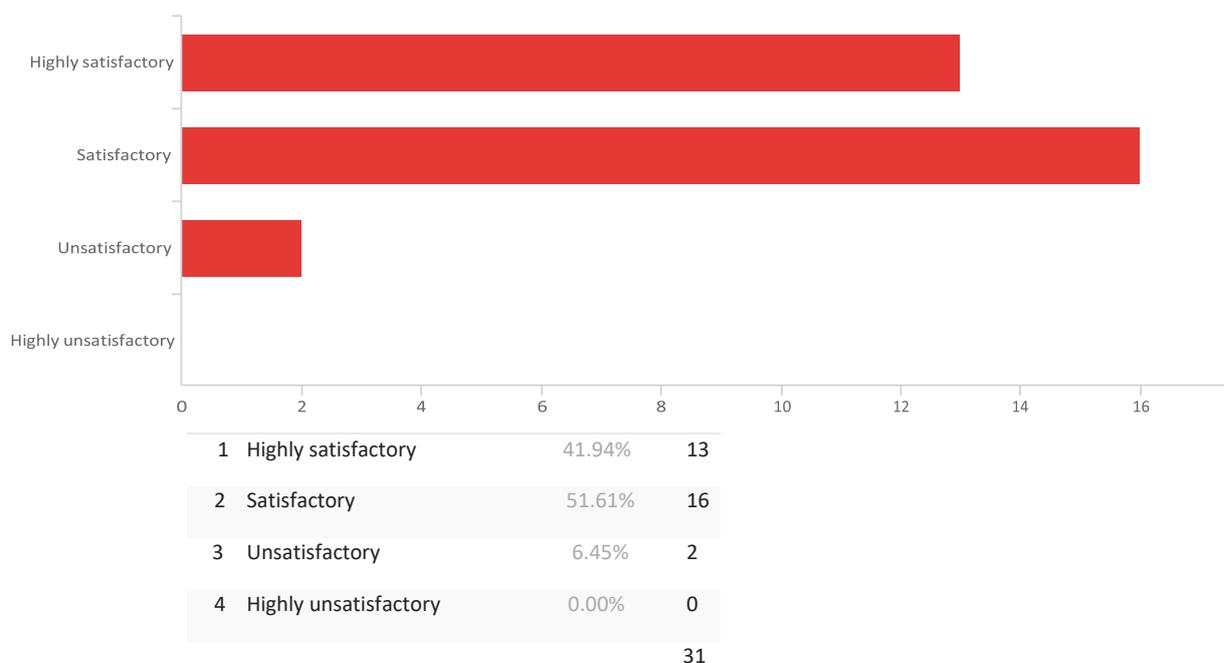
**4) Did you manage to secure follow-up or additional funding after the project(s)'s end?**



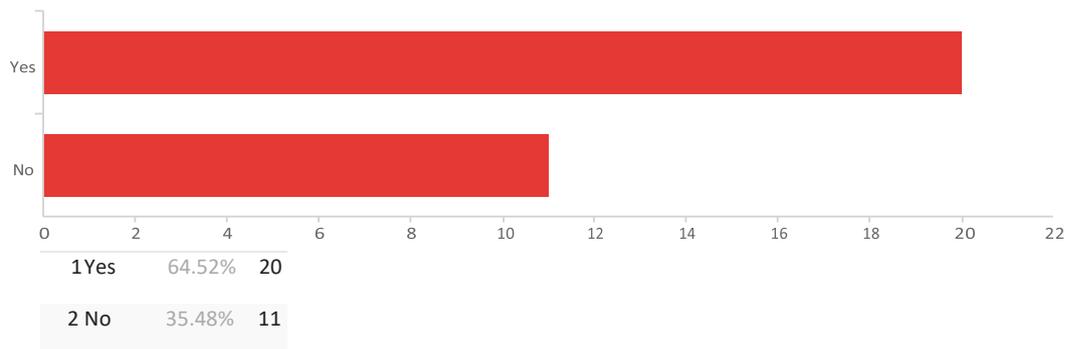
**5) Did you achieve your commitments towards the IOM Development Fund on time (timely report submission in PRIMA; regular communication and updates on results achievement, issues or identification of success stories, etc.)?**



**6) How would you rate the IOM Development Fund Unit's managerial and administrative support?**

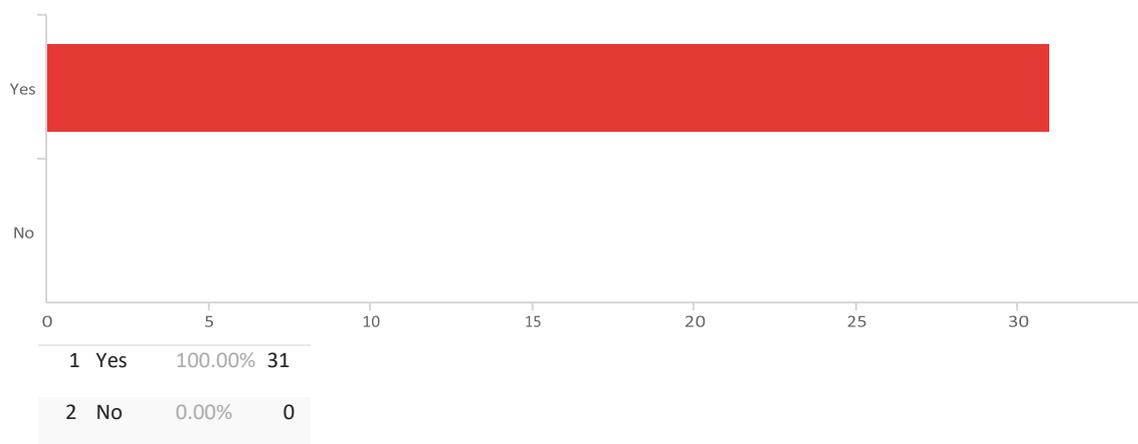


7) Would you change anything in the IOM Development Fund procedures and criteria, e.g. country eligibility, project budget levels, exclusion criteria for thematic areas, procedures for project submission, implementation and reporting?



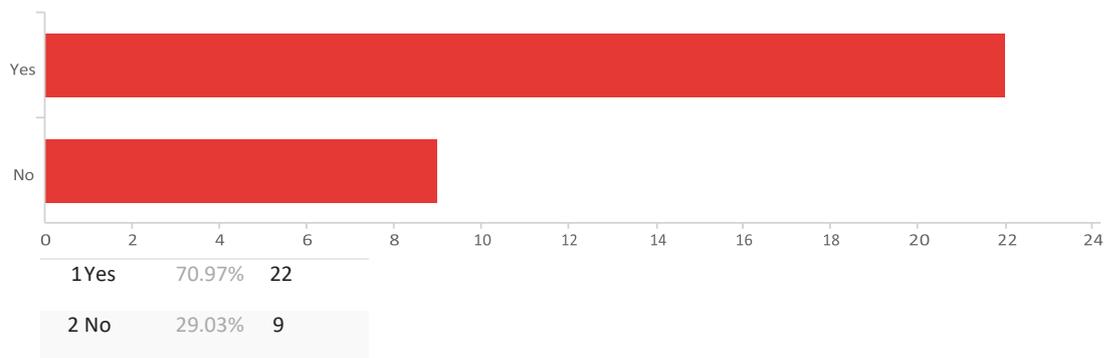
31

8) Do you believe that the IOM Development Fund (and its projects) has a positive image with, and is valued, by the governments and other stakeholders?



31

9) Do you believe that a percentage of the Fund should be allocated to projects that focus on gender?



31

## Annex 4: Eligible Member States<sup>22</sup> for IOM Development Fund funding as of 31 December 2018 - Funding Line 1 – total 122 Member States

<b>Africa</b> 52 Members (43%)	<b>Africa (continued)</b>	<b>Asia and Oceania</b> 31 Members (25%)
Algeria	Tunisia	Afghanistan
Angola	Uganda	Bangladesh
Benin	United Republic of Tanzania	Cambodia
Botswana	Zambia	China
Burkina Faso	Zimbabwe	Fiji
Burundi		India
Cabo Verde		Iran (Islamic Republic of)
Cameroon	<b>Middle East</b> 2 Members (2%)	Kazakhstan
Central African Republic		Kiribati
Chad	Jordan	Kyrgyzstan
Comoros	Yemen	Maldives
Congo		Marshall Islands
Côte d'Ivoire	<b>Latin America and the</b> 25 Members (20%)	Micronesia (Federated States)
Democratic Republic of the Congo		Mongolia
Djibouti		Myanmar
Egypt		Nauru
Eritrea	Argentina	Nepal
Eswatini	Belize	Pakistan
Ethiopia	Bolivia (Plurinational State of)	Papua New Guinea
Gabon	Brazil	Philippines
Gambia	Colombia	Samoa
Ghana	Costa Rica	Solomon Islands
Guinea	Cuba	Sri Lanka
Guinea-Bissau	Dominica	Tajikistan
Kenya	Dominican Republic	Thailand
Lesotho	Ecuador	Timor-Leste
Liberia	El Salvador	Tonga
Libya	Guatemala	Turkmenistan
Madagascar	Guyana	Tuvalu
Malawi	Haiti	Vanuatu
Mali	Honduras	Viet Nam
Mauritania	Jamaica	<b>Europe</b> 12 Members (10%)
Mauritius	Mexico	Albania
Morocco	Nicaragua	Armenia
Mozambique	Panama	Azerbaijan
Namibia	Paraguay	Belarus
Niger	Peru	Bosnia and Herzegovina
Nigeria	Saint Lucia	Georgia
Rwanda	Saint Vincent and the Grenadines	Montenegro
Sao Tome and Principe	Suriname	Republic of Moldova
Senegal	Venezuela (Bolivarian Republic of)	Serbia
Sierra Leone		North Macedonia
Somalia		Turkey
South Africa		Ukraine
South Sudan		
Sudan		
Togo		

<sup>22</sup> Note: Grenada, the Lao People's Democratic Republic and Palau are not included in the above list as they were admitted as Member States of the Organization at the Second Special Session of the Council, held on 29 June 2018. Uzbekistan is not included in the above list as it was admitted as Member States of the Organization at the 109th Session of the Council, held from 27 November 2018.

## Funding Line 2 – 94 Member States<sup>23</sup>

<b>Africa</b> 34 Members (36%)	<b>Middle East</b> 1 Members (1%)	<b>Asia and Oceania (continued)</b>
Algeria Angola Benin Botswana Burkina Faso Burundi Cabo Verde Central African Republic Côte d'Ivoire Democratic Republic of the Congo Djibouti Egypt Ethiopia Ghana Guinea Kenya Lesotho Madagascar Malawi Mali Mauritania Mauritius Morocco Namibia Niger Rwanda Senegal Sierra Leone South Africa Sudan Togo Tunisia Zambia Zimbabwe	Jordan	Mongolia Myanmar Nepal Pakistan Papua New Guinea Philippines Samoa Solomon Islands Sri Lanka Tajikistan Thailand Timor-Leste Tonga Turkmenistan Tuvalu Vanuatu Viet Nam
	<b>Latin America and the</b> 22 Members (23%)	
	Argentina Belize Bolivia (Plurinational State of) Brazil Colombia Costa Rica Cuba Dominica Dominican Republic Ecuador El Salvador Guatemala Guyana Haiti Honduras Jamaica Mexico Nicaragua Panama Paraguay Peru Saint Lucia	
	<b>Asia and Oceania</b> 25 Members (27%)	
<b>Europe</b> 12 Members (13%)	Albania Armenia Azerbaijan Belarus Bosnia and Herzegovina Georgia Montenegro Republic of Moldova Serbia North Macedonia Turkey Ukraine	
Bangladesh China India Iran (Islamic Republic of) Kazakhstan Kyrgyzstan Marshall Islands Micronesia (Federated States of)		

<sup>23</sup> The Line 2 list of eligible Member States (and budget for each region) cut-off date for the year is 30 June. Cambodia, Chad, Comoros, Fiji, Maldives, Mozambique became eligible for Line 2 funding when they came off the list of Member States with outstanding assessed contributions to the Administrative Part of the Budget which equal or exceed the amount due from them for the preceding two years, which took place after 30 June 2018. Note: Grenada, the Lao People's Democratic Republic and Palau are not included in the above list as they were admitted as Member States of the Organization at the Second Special Session of the Council, held on 29 June 2018. Uzbekistan is not included in the above list as it was admitted as Member States of the Organization at the 109th Session of the Council, held from 27 November 2018.

## Annex 5: Upper-middle-income Member States A/O July 2019

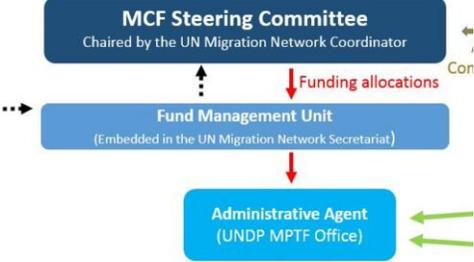
Of the 123 countries eligible to receive IOM Development Fund funding, 48 are categorized as upper-middle-income economies by the World Bank. These are shown in the table below.

Albania	Kazakhstan
Algeria	Libya
Armenia	Maldives
Azerbaijan	Marshall Islands
Belarus	Mauritius
Belize	Mexico
Bosnia and Herzegovina	Montenegro
Botswana	Namibia
Brazil	Nauru
China	North Macedonia
Colombia	Paraguay
Costa Rica	Peru
Cuba	Saint Lucia
Dominica	Saint Vincent and the Grenadines
Dominican Republic	Samoa
Ecuador	Serbia
Fiji	South Africa
Gabon	Suriname
Grenada	Thailand
Guatemala	Tonga
Guyana	Turkey
Iran (Islamic Republic of)	Turkmenistan
Jamaica	Tuvalu
Jordan	Venezuela (Bolivarian Republic of)

## Annex 6: Comparison<sup>24</sup> between the Start-Up Fund on Safe, Orderly and Regular Migration and IOM Development Fund

	Start-Up Fund	IOM Development Fund
Established	Dec 2018 by the General Assembly via adoption of Global Compact as a component of the capacity building mechanism (paragraph 43)	2000 at the request of IOM Member States by DG Brunson McKinley
Duration	Duration through the first International Migration Review Forum in 2022. It may be extended based on approval by the Migration MPTF's Steering Committee.	Resolution based so IOM Member States would have to change the resolution to dissolve or amend.
Aim	Start-up fund for initial or complementary financing for projects to support Member States' implementation of the Global Compact	Resolution 1035 - Discretionary Income for the development of migration projects in favour of IOM developing Member States and IOM Member States in transition, on the basis of an equitable regional distribution, without prejudice to funds already allocated for these purposes
Title	The fund will be referred to as the Start-Up Fund for Safe, Orderly and Regular Migration (Migration MPTF).	IOM Development Fund (changed from shortened 1035 Facility in 2011).
Embedded	Secretariat support to the Migration MPTF's Steering Committee embedded in the United Nations Network on Migration	Embedded in the structure of the IOM
Eligibility	UN-pooled funding model based on country-level needs: resources allocated to UN entities engaged in joint programming, after endorsement by the Resident Coordinator and host country. UN entities can transfer funds to government and stakeholder partners engaged in the design and implementation of such programmes. In line with GCM Objective 23, regional and global programmes are also eligible, requiring at least 2 UN entities to carry out such activities.	IOM low income to upper middle-income economies (IOM Member States) as listed in the World Bank list

<sup>24</sup> Provided by IOM Development Fund Support Unit

<p>Managed by:</p>	<p>Under oversight of the Steering Committee, Fund Management Unit (fund management) and the MPTF Office (administrative agent)</p>	<p>Special Unit within Dept of Migration Management in IOM HQ.</p>
<p>Decision making:</p>	 <p>Actual decision making is done by the Steering Committee consisting of a permanent Chair (IOM DG as the Network Coordinator) + 3 UNMN members + 3 donors + 3 countries (origin/destination/transit) + 3 other stakeholders on a staggered, rotating basis.</p>	<p>Director General on each application recommended by Fund Unit</p>
<p>Costs of Management</p>	<p>1% UNDP MPTF Office as the Administrative Agent; 3% Fund Management Unit over the lifetime of the Migration MPTF and subject to the approval of the Steering Committee.</p>	<p>&lt;5% total budget</p>
<p>Participating UN agency support costs</p>	<p>Each Participating United Nations Organization will assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent. Such funds will be administered by each Participating United Nations Organization in accordance with its own regulations, rules, directives and procedures. The indirect costs of the Participating United Nations Organizations recovered through programme support costs will be harmonized at 7%.</p>	<p>No overhead charged</p>
<p>Contributions</p>	<p>Contributions to the Migration MPTF may be accepted from Member States, regional bodies, inter-governmental organizations, non-governmental organizations, businesses, foundations and individuals.</p>	<p>Contributions accepted from Member States, regional bodies, inter-governmental organizations, non-governmental organizations, businesses, foundations and individuals.</p>
<p>Endorsement by benefiting country/countries</p>	<p>Every country-specific request to the Migration MPTF would be based on the relevant Member State's needs in</p>	<p>Request and endorsement must include a letter from the relevant</p>

	implementing the Global Compact, with the prerequisite of their full endorsement of the support to be provided by the United Nations system and other stakeholders.	government(s) arm (capital) and involvement in design of the project.
Project budget size	Pending contributions to the Migration MPTF's initial first year target of USD25m, USD5m will be allocated under each of the five thematic areas . Any adjustments to project budget size will be decided by the Steering Committee.	Global budget subject to formula calculation on OSI (cap on Miscellaneous Income: 2019 USD 15m)National Max USD 200,000, regional USD 300,000
Project Development Review process	UN Resident Coordinator and national government endorsement; initial review by the Fund Management Unit before submission to the Steering Committee	IOM Project Handbook process
Agency managing projects	Each request for funding would require joint programming calling on the capacities and expertise of at least two UN entities, as well as partnership with local authorities and other non-UN stakeholders, including migrants and migrant organizations directly, where appropriate.	Each request for funding is made to the IOM and the IOM Country Office will manage the project.
Eligibility of thematic areas	As a programmatic framework, the Migration MPTF will cluster the Global Compact's 23 objectives (fully listed below) under 5 thematic areas.	The Fund will consider all capacity building initiatives covering all IOM thematic areas. Initiatives excluded include emergency responses, movements, AVRs, large conferences and ongoing dialogues.
Evaluations	All programme budgets will need to include a provision for monitoring and evaluation amounting to at least 3% of the total programme budget.	Expost evaluation is mandatory
Gender mainstreaming	The implementation of the Fund will be in full compliance with the Guiding Principles of the GCM which require a gender responsive approach.	Mandatory to reach a 2a gender marker.
Reporting	SG biennial report to the General Assembly, and annual meeting of the Fund Steering Committee with a broader-based 'consultative forum'. Annual narrative and financial reporting of each programme	Reporting to member States at each SCPF; 6 monthly reporting and Final report for all projects