

STANDING COMMITTEE ON PROGRAMMES AND FINANCE

Eighteenth Session

REPORT OF THE

STANDING COMMITTEE ON PROGRAMMES AND FINANCE

ON THE EIGHTEENTH SESSION

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Rapporteur: Mr M. Auajjar (Morocco)

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**STANDING COMMITTEE ON PROGRAMMES AND FINANCE
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Introduction

1. The Standing Committee on Programmes and Finance (SCPF) met at the Centre International de Conférences Genève (CICG) for its Eighteenth Session on 16 and 17 June 2016. Three meetings were held. The first was chaired by Ms M. Maurás (Chile); the second and third were chaired by Mr B. de Crombrughe (Belgium).

2. The following Member States were represented:¹

Albania	Ghana	Paraguay
Algeria	Greece	Peru
Angola	Guatemala	Philippines
Argentina	Haiti	Poland
Australia	Holy See	Portugal
Austria	Honduras	Republic of Korea
Belarus	Hungary	Romania
Belgium	India	Samoa
Benin	Iran (Islamic Republic of)	Senegal
Botswana	Ireland	Serbia
Brazil	Italy	Slovakia
Bulgaria	Jamaica	Slovenia
Burundi	Japan	Somalia
Cambodia	Jordan	South Africa
Cameroon	Kenya	South Sudan
Canada	Latvia	Spain
Chile	Lithuania	Sweden
Colombia	Luxembourg	Switzerland
Congo	Madagascar	Thailand
Côte d'Ivoire	Mali	Togo
Cyprus	Malta	Trinidad and Tobago
Czech Republic	Mauritius	Tunisia
Denmark	Mexico	Turkey
Djibouti	Morocco	United Kingdom of Great Britain and Northern Ireland
Dominican Republic	Namibia	United States of America
Egypt	Nepal	Uruguay
El Salvador	Netherlands	Venezuela (Bolivarian Republic of)
Estonia	Niger	Yemen
Ethiopia	Nigeria	Zambia
Finland	Norway	Zimbabwe
France	Pakistan	
Gabon	Panama	
Germany		

¹ The list of participants is contained in document S/18/17/Rev.1. Unless otherwise indicated, all documents and slide presentations are available on the Standing Committee section of the IOM website, access to which is restricted.

3. Pursuant to a request from the delegate of the Permanent Delegation of the European Union and the Permanent Representative of the Netherlands on behalf of the European Union rotating presidency, the Member States invited a representative of the European Union to participate as an expert in the consideration of items 3 to 5 and 8 to 16 of the provisional agenda (S/18/1).

I. Adoption of the agenda

4. The Standing Committee adopted the agenda as contained in document S/18/1.

II. Credentials of representatives

5. The Standing Committee noted that the Director General had examined the credentials of the representatives of the Member States listed in paragraph 2 and found them to be in order.

III. Report of the Director General

(a) Presentation by the Director General

6. The Director General delivered the statement contained in document S/18/16.

7. In responding to the Director General's presentation and statement, representatives welcomed the new reporting structure, which was anchored in transparency and results-based management. They agreed that 2015 had witnessed unprecedented levels of migration; IOM had done much to maintain its position as the global lead on migration issues, including by working hard to ensure that migration was fully taken into account in the 2030 Agenda for Sustainable Development. IOM had also contributed significantly to major global processes, including the Twenty-first Conference of the Parties to the United Nations Framework Convention on Climate Change (COP21), the World Conference on Disaster Risk Reduction, the World Humanitarian Summit and the Valletta Summit on migration. That lead position must be upheld and acknowledged in the relationship agreement currently being negotiated with the United Nations. The possibility to build IOM's relationship with the United Nations constituted a valuable opportunity for IOM to increase and strengthen its partnerships. That notwithstanding, IOM's independence must be upheld, and duplication of work should be avoided. The high-level plenary meeting of the United Nations General Assembly on addressing large movements of refugees and migrants, which would take place on 19 September 2016, would be a particularly important opportunity for IOM to demonstrate its leadership role.

8. In view of IOM's efforts to respond to the steep increase in migration-related challenges that had arisen in 2015, the dedication of its staff deserved particular mention. Many staff members worked in difficult and dangerous circumstances and demonstrated high levels of commitment and professionalism. Staff flexibility shown during IOM's response to the Ebola virus disease outbreak had been particularly commendable.

9. The Administration was encouraged to take urgent action to ensure equitable geographical representation of staff members. The fact that there were so few women in senior positions gave similar cause for concern. The staff of the Organization must be appointed fairly, and must be truly representative of the membership, in order to be able to meet its needs to the full.

10. The Director General welcomed Member States' comments and their depth of engagement on migration issues, and expressed particular gratitude for the way in which IOM had been included in discussions on migration at the regional level, particularly the Valletta Summit on migration and the EU-Horn of Africa Migration Route Initiative (the Khartoum Process). The policies and tools that IOM created together with Member States were being used effectively. IOM was endeavouring to ensure that the situation of migrants who were not covered by international legal frameworks figured on the agenda of the high-level plenary meeting on 19 September 2016 and in the future global compact on migration. He particularly welcomed the expressions of support for IOM as the lead global organization for safe, regular and orderly migration; every effort would be made to ensure that it was mentioned as such in the draft agreement with the United Nations.

(b) Annual Report for 2015 and Organizational Effectiveness Report for 2015

11. The Standing Committee adopted Resolution No. 7 of 16 June 2016, taking note of the Annual Report for 2015 (C/107/4).

12. The Standing Committee adopted Resolution No. 8 of 16 June 2016, taking note of the Organizational Effectiveness Report for 2015 (S/18/3).

IV. Financial Report for the year ended 31 December 2015

13. The Standing Committee had before it the Financial Report for the year ended 31 December 2015 (C/107/3), the draft resolution on the adoption of the Financial Report (S/18/L/13), the Statement of the External Auditor to the Eighteenth Session of the Standing Committee on Programmes and Finance on the financial operations of the International Organization for Migration for the financial year 2015 (S/18/15) and the Report of the External Auditor to the 107th Session of the Council of the International Organization for Migration for the financial year 2015 (S/18/CRP/10).

14. The Administration drew attention to the main sections of document C/107/3. The Organization had recorded its largest ever financial year in 2015, with a combined total expenditure under the Administrative and Operational Parts of the Budget of approximately USD 1.6 billion, or 9 per cent more than in 2014. The carry-forward relating to the staff security mechanism in the Operational Part of the Budget had decreased by over USD 1.1 million – the result of several security-related incidents, including staff evacuations and the attack on the IOM office in the Central African Republic – to a minimal level of USD 1.7 million. In that regard, it was vital for Member States to understand the need to include a line item on staff security in project budgets. The Operational Support Income reserve, on the other hand, had increased by more than USD 2.7 million, to just over USD 25 million. That reserve was used to set aside surpluses, if any, in Operational Support Income, which varied depending on the amount of project-related overhead generated in a given year. The Organization's high level of activity in 2015 had resulted in additional project overhead of about USD 5 million that had been largely used to cover unforeseen expenditures and project shortfalls, in accordance with the IOM Financial Regulations. Lastly, the exchange loss indicated in the Statement of Financial Performance predominantly existed on paper only and appeared because, although IOM worked in more than 60 currencies, it drew up its Financial Statements in only one currency, the United States dollar.

15. The Administration further drew the Standing Committee's attention to a number of points relating to the Notes to the Financial Statements. Referring to Note 9, on property, plant and equipment, it reported on the discussions engaged with the Government of Switzerland about future plans for the Headquarters building, which was nearly 35 years old and had never been renovated, and thanked the Swiss authorities for their cooperation in that regard. A further update would be provided at the next Standing Committee session, to be held in November. Referring to Note 25, on contingent liabilities, it reported a positive development: the Government of France had notified IOM on 29 January 2016 that the internal procedures for exempting staff residing in France from tax liability had been completed. Another contingent liability related to projects co-funded by the European Commission, for which IOM was obliged to sign agreements before all funding had been guaranteed. Although the Organization's exposure in terms of co-funding stood at about USD 1.6 million at the end of 2015, it had rarely suffered a loss on such projects, which were monitored by a special committee. Note 25 discussed three other contingent liabilities: project funds frozen in bank accounts in Guatemala pending the outcome of legal action; a potential disallowance of expenditure in Afghanistan following the dismissal of a contractor there for non-performance; and disputed expenditures relating to IOM services provided in connection with an out-of-country voting project for Iraq conducted in 2004 and 2005.

16. A representative of the External Auditor, the Comptroller and Auditor General of India, read the statement of the External Auditor set out in document S/18/15.

17. The Administration thanked the Comptroller and Auditor General of India for the professional audit services provided from 2010 to 2015. It agreed with all the recommendations made and would work hard to implement them. The fact that the Office of the Inspector General and other key oversight units had been bolstered under the budget-strengthening plan made it more likely that sufficient resources would be available to that end.

18. One representative stressed that the Organization was expected to implement all the External Auditor's recommendations in a time-bound manner. He commended the flexibility of its response to crises in, for example, Iraq and the Syrian Arab Republic, and trusted that it would act with similar flexibility in future crises.

19. Referring to Recommendation 1 in document S/18/CRP/10, another representative urged the Administration to comply fully with the terms of International Public Accounting Standard (IPSAS) 17 and revalue all IOM property as soon as possible. A worrisome number of recommendations remained outstanding, and the Administration should allocate the human and financial resources required to implement them. The recommendations pertaining to the Human Resources Strategy 2012–2015 were judicious, in particular the recommendation that the Strategy's milestones and achievements be examined with a view to its reformulation for future periods. Given that the succession planning initiatives launched in 2013 had yet to be completed, the Administration should step up its efforts to ensure that they were speedily and efficiently implemented. In line with Recommendations 13 and 14, continued improvements in gender and geographical equity were required throughout the Organization, at all levels and in all offices. He commended the production of a risk register in the context of workshops carried out at Headquarters, and asked whether a similar register existed at the Manila Administrative Centre. He also asked for further information on the appointment of the Chief Risk Officer mentioned in document S/18/CRP/10.

20. A third representative urged IOM to deepen its partnerships with regional economic communities, civil society organizations, public-private entities and other stakeholders, in order to strengthen its operational capabilities and efficiency. IOM should conceptualize and develop its projects based on local requirements and make maximum use of local resources. It should assess and report on its activities using quantifiable parameters under the principles of outcome-based assessment. An institutional mechanism should be put in place to receive end-user feedback on the quality of the services provided, and the cost of IOM operations should be routinely analysed in the light of expenditure by the Organization's peers.

21. The Administration reasserted its commitment to accord high priority to the implementation of all recommendations made by the External Auditor or, for that matter, by the Office of the Inspector General. It would be in a better position to do so now that, as a result of the budget reform process, IOM's control and oversight functions had been strengthened. The Chief Risk Officer had been appointed and had already conducted a number of workshops in various locations.

22. The Standing Committee adopted Resolution No. 9 of 16 June 2016 on the Financial Report for the year ended 31 December 2015.

V. Revision of the Programme and Budget for 2016

23. The Standing Committee had before it the Revision of the Programme and Budget for 2016 (S/18/9) and the related draft resolution (S/18/L/14).

24. The Administration drew attention to the key items for decision in respect of the Programme and Budget for 2016. The Administrative Part of the Budget had been revised upwards by CHF 32,762, to CHF 44,197,532, as a result of the admission of five new Member States late in 2015 and a surplus of CHF 30,322 brought forward from the 2014 Administrative Part of the Budget. The Administration proposed to use the additional funds to expand IOM's staff exchange programme, in line with the recent diversity and inclusion study (see section VIII) and the aim to build national staff capacity.

25. Thus far in 2016, anticipated funding for the Operational Part of the Budget was estimated at over USD 1.3 billion, an increase of approximately 12 per cent compared to the same period in 2015. With several more months remaining before year end, the total for the year was likely to surpass the previous year's total of USD 1.6 billion. Expenditure had gone up across all geographical and programme areas.

26. The budget-strengthening plan adopted in Council Resolution No. 1265 of 26 November 2013 would come to an end in December 2016. The Administration would organize a consultation with Member States in advance of the Nineteenth Session of the Standing Committee, to allow IOM line managers to report on their achievements under the plan.

27. One delegate suggested that the consultation should cover some of the points raised by the External Auditor in document S/18/15, notably the absence of internal control of procurement procedures in some Regional and Country Offices and the resulting potential for fraud.

28. Another delegate expressed support for the increase, in percentage terms, of the allocations for the Migration Policy and Research, Movement, Emergency and Post-crisis Migration Management, and Regulating Migration areas, and requested that more funds be allocated to Migration and Development.

29. One group of Member States endorsed the adoption of the draft resolution and expressed appreciation for the proposal to use the additional funds available under the Administrative Part of the Budget to build national staff capacity. It encouraged Member States to make voluntary contributions enabling IOM to take efficient and effective action in emergency situations.

30. The Administration confirmed that internal control would be on the agenda of the forthcoming consultation on the budget reform process.

31. The Standing Committee adopted Resolution No. 10 of 16 June 2016 on the Revision of the Programme and Budget for 2016.

VI. Outstanding contributions to the Administrative Part of the Budget

32. The Administration introduced the document entitled Status report on outstanding contributions to the Administrative Part of the Budget and Member State voting rights (as at 30 April 2016) (C/107/5). The total of outstanding assessed contributions had increased to CHF 5,051,500 since April 2015. As at 30 April 2016, 23 Member States had lost the right to vote because they were in arrears by two years or more. Since the document had been issued, payments had been received from Burundi, Japan, Kazakhstan, Mali, Mauritius, New Zealand, Serbia and Ukraine.

33. One delegate underscored the need for all Member States to meet their responsibilities and provide the Organization with the funding it required to respond flexibly.

34. The Director General said that the Administration made every effort to make it simple for Member States to recover their voting rights, offering easy plans for the payment of arrears and accepting payments in local currencies. Together with the Director of Resources Management and the Senior Regional Advisers, he would be calling on the Permanent Missions of the countries concerned in the coming months, to assist them in their efforts to elicit payments of arrears.

35. The Standing Committee urged Member States whose contributions had been outstanding for two or more consecutive years to pay their contributions in full or, in consultation with the Administration, to agree to a payment plan and to fully respect the payment conditions.

VII. Assessment scale for 2017

36. The Administration introduced the document entitled Proposed adjustment to the IOM assessment scale for 2017 (S/18/4) and recalled that the IOM assessment scale was fully equated to that of the United Nations and adjusted to take account of the smaller membership of IOM. In view of the recent application for membership of the Organization received from the

Government of China, the assessment scale set out in column 3 of the annex to document S/18/4 would have to be revised. The revised assessment scale would be submitted to the Standing Committee at its next session, in November 2016, after a decision had been made by the IOM Council at its Special Session in June 2016 with regard to the admission of China, Solomon Islands and Tuvalu. In the event that those countries were admitted in June 2016, their contributions for the remainder of 2016 would be calculated on a pro rata basis and would total approximately CHF 1.3 million.

37. With regard to the budget for 2017, in line with Section VII of Resolution No.134 on budget processes and mechanisms, adopted by the Executive Committee on 3 July 2012, contributions from the new Member States would be added to the budget total, in order to strengthen the Organization's capacity to meet the new challenges posed by their accession. That procedure was consistently applied for all new Member States. The total addition to the budget for China, Solomon Islands and Tuvalu would be approximately CHF 3.8 million, based on an assessment scale percentage of approximately 8.5 per cent. A second, unrelated budget increase for 2017 was under discussion by the Working Group on IOM–UN Relations and the IOM Strategy. The proposed increase of CHF 2.9 million currently before the Working Group would be specifically earmarked for cost-sharing fees for membership in the United Nations Development Group and the Chief Executives Board, and also to cover two specific staff posts in New York and two in Geneva.

38. The Director General added that China represented 20 per cent of the world's population and accounted for a large proportion of the world's migrants, as a sending and receiving country. During his recent visit to China and negotiations with the Chinese Ministry of Foreign Affairs, areas for cooperation had been identified, which would have a significant effect on the workload of the Organization, particularly the IOM Liaison Office in China and the Regional Office for Asia and the Pacific.

39. The Standing Committee took note of the proposed adjustment to the IOM assessment scale for 2017 and agreed to re-examine it at its nineteenth session, once further adjustments had been made to take account of the admission of three new Member States in June 2016. The Standing Committee also agreed to review the assessment scale for 2018 in the spring of 2017.

VIII. Report on human resources management

40. The Administration reported on human resources management in IOM and drew attention to the results of a comprehensive diversity and inclusion study that had been undertaken at the end of 2015, which had included quantitative and qualitative analyses of IOM staff and a review of best practices in other international organizations and the private sector. Following the analysis, concrete measures had been proposed to improve succession planning and achieve greater gender parity and geographical diversity, in line with the Director General's priorities and recommendations made by the External Auditor. A dedicated position and steering committee were proposed to be established to champion staff diversity and ensure that the recommendations proposed in the workplan could be implemented.

41. The Administration supplemented its introductory remarks with a slide presentation and a handout with the proposed workplan to advance diversity in IOM.

42. In the discussion that followed, representatives commended efforts to improve diversity and equality and to boost succession planning, which was not a straightforward task in a projectized organization such as IOM. Concerns were raised that women were underrepresented in senior positions in the Organization. While the data collected were interesting, greater consideration should be given to the reasons why women were unable to access those posts, either as external applicants or as internal candidates. Further information on planned measures to redress that balance would be welcome. The quota set to ensure a minimum of one female applicant on the shortlist for all Professional category positions seemed insufficient. Equitable recruitment, promotion and mobility were essential, with regard to both gender and geographical diversity. More details on the human resources implications of becoming part of the United Nations system would also be appreciated. Maintaining expert knowledge, and thus ensuring effective succession planning, was essential to uphold and enhance capacity for humanitarian and emergency response. One representative wished to know what was meant by the term “stretch assignment” and what the composition of the steering committee would be.

43. The Administration explained that, historically, certain bottlenecks in geographical and gender diversity had existed: the Organization had been Europe-based and work in the field tended to be male dominated. Human resources for emergency response had to be mobilized quickly, and diversity in staffing was not always thoroughly considered. Stretch assignments were created by establishing a roster of women, in particular those from countries that were not members of the Organisation for Economic Co-operation and Development, who would be considered for relevant temporary international assignments. Such assignments gave staff members visibility and the possibility to be competitive when applying for other international positions.

44. A Harvard study had shown that the inclusion of more than one woman on a shortlist increased the possibility of a woman being selected for a post by 75 per cent. Care was being taken to strike a balance between efforts to foster gender equitable recruitment and meeting the need to fill vacancies in a timely manner. Greater outreach and advocacy efforts were nonetheless required to ensure that female staff members were prepared to apply for promotions as they became available, particularly since research showed that women tended to apply for a post only when they had met all of the skills and competency requirements. While it was known that the composition of the new steering committee on diversity would be high-level, its specific membership had not yet been decided.

45. Succession planning was indeed challenging in a projectized environment. Plans were in place to create a pool of female candidates for leadership positions. Three programmes had been established under the Human Resources Strategy 2012–2015: for leadership roles, young professionals and interns. Further efforts and resources were required to implement them. Since IOM already followed the United Nations model of benefits and entitlements, the human resources implications of becoming part of the United Nations system were not likely to be significant, although IOM would be able to participate in discussions on hardship packages and other entitlements for field operations.

46. The Director General added that gender and geographical equity of staff remained to be achieved and constituted an ongoing challenge. The Administration was committed to making progress in that regard. Specific measures must be taken to ensure that sufficient women were identified for senior positions, such as through requests to Chiefs of Mission to identify the best women candidates among their national staff, emphasizing the preference for women

candidates in vacancy notices, and encouraging female junior programming officers, interns and secondees to remain in the Organization. Any further suggestions from Member States on how to promote equity in recruitment and promotion would be welcome.

47. The Deputy Director General underscored the importance of the diversity and inclusion study, which had provided data and evidence to underpin measures to promote gender and geographical equity. Thus far, implementation of the diversity measures proposed in the Human Resources Strategy had been incomplete owing to insufficient funding.

48. The Standing Committee took note of the presentation and the comments made by the Administration and Member States.

IX. Report of the Chairperson of the Working Group on IOM–UN Relations and the IOM Strategy

49. The Chairperson of the Working Group on IOM–UN Relations and the IOM Strategy introduced his note on the Working Group’s fifteenth meeting (document WG/REL/2016/11). The draft relationship agreement it referred to remained a work in progress: the Administration had conveyed the comments made by the Member States on 10 June to the United Nations in New York, and he himself, in a meeting with the Deputy Secretary-General of the United Nations on 13 June, had stressed the Member States’ message in support of the Director General’s efforts, under Council Resolution No. 1309 of 25 November 2015, to obtain explicit recognition in the agreement of IOM as the lead organization on migration. A reply was expected at any moment from the United Nations, but its late arrival unfortunately precluded a decision by the Standing Committee on the matter at its current session. He therefore proposed that the Standing Committee decide to ask the Working Group to continue its discussions with a view to submitting a recommendation directly to the Special Session of the Council on 30 June 2016, for its consideration.

50. In the ensuing discussion, many speakers thanked the Chairperson of the Working Group for his able conduct of the Group’s work, and the Director General and his staff for their assiduous efforts to obtain an agreement that reflected the views of Member States. The proposal for the Working Group to report directly to the Special Session of the Council was endorsed.

51. Many speakers also expressed full support for a closer relationship between IOM and the United Nations and recognition of IOM as the global lead agency on migration within the United Nations system. In addition to coordinating migration-related operations and developing migration programme policy, IOM – the only international organization with migration as its sole mandate – provided the strong voice needed to coordinate the strategic global migration governance discussion. As such, it required full access to all international discussions, especially in view of the implementation of the 2030 Agenda for Sustainable Development. A closer relationship would also boost the “Delivering as one” approach and facilitate IOM’s participation in the cluster system. In keeping with the Director General’s three Cs – continuity, coherence and change – Member States wanted continuity in IOM’s flexibility, nimbleness and responsiveness in operations. They also wanted it to bring coherence to the dialogue on migration management and to keep the substance of that dialogue where the expertise was, namely in Geneva. In preparing for the changes that a closer relationship implied, the Administration should consult with Member States and let them know how they could

support IOM as it made its place within the United Nations system. Some delegates said that it was up to Member States to promote IOM as the lead organization on migration in other forums as well, including in New York.

52. Speakers also underscored that the relationship agreement, which was scheduled to be formalized at the high-level plenary meeting on 19 September 2016 in New York, had to be fully aligned with the terms of Council Resolution No. 1309. It should in particular allow IOM to maintain its mandate, independence, and timely and cost-effective mode of operation, and should not be artificially broadened with a view to weakening the Organization or creating duplicate services elsewhere in the United Nations system. One delegate noted that only IOM provided migrant data in a way that was useful for governments, agencies and institutions, which needed the data for planning and decision-making. That role should be reflected in the relationship agreement. That said, two other delegates agreed with the Chairperson of the Working Group: the relationship agreement was not an end in itself, but rather a means to achieving that end.

53. Two delegates agreed that the change in status would require additional staff in both New York and Geneva, and expressed support for the associated costs. However, two others had reservations about the need for extra staff. One considered that the functions arising from IOM's change in status were already being successfully performed by existing staff and that there was no credible evidence that a change in status would increase the workload of the Special Liaison Office in New York. In that regard, she asked for clarification of the discrepancy between the staff numbers listed in document WG/REL/2016/10 and those indicated on the Special Liaison Office homepage. The other delegate proposed that IOM actively seek cost savings through enhanced synergies and rationalization. He suggested that, rather than hiring two mid-level officials in New York and two in Geneva, it would suffice to engage one such official in New York and one in Geneva during the first year the agreement was in force. Additional personnel could be recruited after proper evaluation and on the decision of the Council. His proposed amendment to operative paragraph 3 of the draft resolution on the cost implications of a strengthened relationship between the United Nations and IOM (Annex IV to WG/REL/2016/1/Rev.2) was met with interest by a third delegate, who pointed out that the fact that Member States' assessed contributions were in some cases decreasing did not relieve them of the duty carefully to examine new spending requests.

54. The Chairperson of the Working Group agreed that the relationship agreement had to preserve the essential characteristics of IOM set out in Resolution No. 1309.

55. The Standing Committee decided that the Working Group on IOM–UN Relations and the IOM Strategy would continue its discussions, with a view to submitting a recommendation directly to the Council for consideration at its Special Session on 30 June 2016.

X. Exchange of views on items proposed by the membership

(a) Migration, environment and climate change: Institutional developments and contributions to policy processes

56. The Administration presented the document entitled Migration, environment and climate change: Institutional developments and contributions to policy processes (S/18/8), underscoring the advocacy role played by IOM to increase recognition of migration in climate change processes at the international level, in particular at COP21, the Climate Vulnerable

Forum and the World Conference on Disaster Risk Reduction. IOM had also contributed significantly to the process leading to the adoption of the Nansen Protection Agenda and to the preparatory work for the Platform on Disaster Displacement.

57. The Administration supplemented its remarks with a slide presentation.

58. In response, many representatives acknowledged the strong links between climate change and migration. They welcomed the efforts to integrate climate change into IOM activities and, conversely, to bring migration into multilateral discussions on climate change. The publication of the Atlas of Environmental Migration (currently available only in French) was particularly welcome. Efforts to promote migration as an answer to the challenges of climate change, by building resilience using the resources garnered through remittances, were viewed positively. While IOM had a valuable contribution to make to global policy processes, and its expertise and added value must be used to their optimal potential, duplication of work with other entities should be avoided. Climate change should be mainstreamed in disaster risk reduction strategies, and humanitarian protection gaps for people crossing international borders should be filled. The follow-up to the Nansen Initiative would be particularly important and IOM had a substantial contribution to make to that process. More information on the modalities of IOM engagement in the development of the new Platform on Disaster Displacement would be welcome.

59. Examples of innovative partnerships with Member States and at the multilateral level would be welcome. IOM should continue to work with Member States to support their capacity-building efforts, and contribute to international discussions to expand its contribution to policy debate and ensure that migration was firmly integrated into the climate change agenda. Since climate-related migration was often internal, or occurred between countries of the South, further consideration should be given to addressing the specific challenges of those types of migration. Concern was raised about the difficulty in identifying environmental reasons as a cause for migration, since they were usually inextricably linked with other causes of movement.

60. The Administration welcomed the expressions of support from Member States, and said that data collection and statistics on environment and climate change were a work in progress. Thus far, activities undertaken, their location, duration and the number of people assisted had not been specifically tracked as “climate migration” activities. Pilot projects had therefore been set up in six Member States to assess the situation in terms of the environment, climate change and migration, working with local research communities, holding meetings with policymakers and conducting training. Joint work was being done with local authorities to integrate migration into climate change adaptation strategies and assess efforts to implement the Paris Agreement. All of those efforts were evidence of innovative engagement and IOM’s work with new partners.

61. IOM was participating in the work of the steering group and consultative committee for the new Platform on Disaster Displacement in follow-up to the Nansen Initiative, and was pleased to be able to provide expertise and technical support and to enhance its collaboration with the Office of the United Nations High Commissioner for Refugees (UNHCR). Humanitarian protection was a complex and multifarious issue. The new Atlas of Environmental Migration contained sections on international humanitarian law and international migration law. Efforts were being made to help States review their policies and assess the extent to which they were equipped to respond to the whole question of the environment, climate change and migration. Given the extremely complex and comprehensive

nature of the issue, IOM needed to strike a balance between trying to address all aspects of climate change and migration and avoiding the risk of therefore not addressing any aspect in sufficient detail. Every effort was being made to enhance the understanding of migration in a climate change context and to foster dialogue. Despite the development of a comprehensive global framework on climate change and migration, Member States should rest assured that IOM would continue to set priority actions and activities.

62. The Director General added that IOM was committed to work alongside Switzerland, Norway, Germany and UNHCR in the development of the new Platform on Disaster Displacement. Work in that regard would continue to grow owing to the ever increasing consequences of climate change and environmental degradation.

(b) Role of IOM in the cluster system

63. The Administration introduced the document entitled Role of IOM in the cluster system (S/18/7). Appointed in 2005 to lead the Camp Coordination and Camp Management (CCCM) Cluster in natural disasters, in partnership with UNHCR, which leads the same cluster in conflict situations, the Organization had in recent years increasingly been requested by Member States and by the United Nations Emergency Relief Coordinator to, in specific instances, participate in the coordination of other clusters – health, shelter and non-food items. The clusters did not, of course, function in a vacuum. IOM worked closely with the ministry concerned in each case, and in conflict zones took care to ensure impartiality and neutrality. It had also developed several tools for government capacity-building, and was mainstreaming activities to prevent gender-based violence into its CCCM work.

64. The Administration supplemented its introductory remarks with a slide presentation.

65. The presentation prompted a number of questions. The Administration was asked about IOM's view of the World Humanitarian Summit (May 2016), at which many Member States had committed to the Grand Bargain for humanitarian effectiveness. Interest was expressed in IOM's engagement in clusters besides the CCCM Cluster: on what basis did IOM decide to implement activities in other clusters, in particular when collaboration with other agencies needed to be ensured?

66. Several delegates commended IOM for the importance it placed, as the CCCM lead in natural disasters, on addressing violence against women and girls in emergency settings. In some cases, their governments had supported IOM endeavours to mainstream the prevention of gender-based violence into CCCM responses.

67. One delegate, noting that the Displacement Tracking Matrix developed by IOM laid the groundwork for more effective and efficient humanitarian action, asked how IOM saw the role of the Displacement Tracking Matrix in the CCCM Cluster, and how the Organization planned to lead discussions that could contribute to more consistent common data collection and joint analysis, as prioritized in the Grand Bargain.

68. The Administration was also asked how IOM, a project-based organization, was able to ensure that staff members funded by cluster contributions were dedicated to cluster work; for more information on the disaster risk reduction activities mentioned in the presentation; and how IOM coordinated with the organization that had primary responsibility for protection of civilians, notably in conflict situations, when it managed protection-of-civilians sites.

69. Two delegates expressed appreciation for IOM's efforts in the humanitarian reform process launched in 2005 through the Transformative Agenda of the Inter-Agency Standing Committee (IASC). One delegate expressed appreciation for the joint efforts of IOM and UNHCR to develop global understanding, approaches and tools for better management of displaced populations through the CCCM Cluster.

70. Several delegates shared the concern expressed in paragraph 21 of document S/18/7, that the cluster system currently tended to be excessively process- and coordination-driven at the expense of operational effectiveness. One asked what IOM was doing to bolster government capacity to cope with emergencies and make the most of associations with other players, while a second wondered what could be done to correct the situation. A third delegate wanted to know IOM's exact position on coordination within the United Nations system, given that elsewhere in the document it asserted that the humanitarian community had to look beyond agency mandates and silos and that it was currently negotiating a relationship agreement with the United Nations.

71. The representative of Japan announced that her government had just approved a contribution of USD 500,000 for IOM CCCM activities in the wake of the earthquake in Ecuador.

72. In reply to the questions asked, the Administration started by noting that the term "camp coordination and camp management" was in some respects misleading. It would be more accurate to speak of the management of populations displaced to multiple locations, many of them buildings and makeshift sites rather than actual camps. In terms of government capacity-building, in many countries struck by natural disasters, not only did IOM operate hand-in-hand with the government during the emergency phase to manage displacement sites, it also worked with the government on disaster preparedness and capacity-building. The result was not just improved preparedness at national level, but also lessons learned that could be applied globally and had been passed on in global CCCM networks. The Global CCCM Cluster had evolved and expanded to support humanitarian operations around the globe in the coordinated management of displaced populations, providing tools, guidance and capacity-building.

73. The Displacement Tracking Matrix had in fact been used for overall coordination directly with the Office for the Coordination of Humanitarian Affairs or with a national emergency management agency, outside the cluster system, in several cases in recent years, notably Iraq and Nigeria. In addition, there were new initiatives that involved the global cluster leads to discuss joint assessments and how the data could be better used for effectiveness in humanitarian action. Those discussions would be key to moving from a process- and coordination-driven system to greater operational effectiveness. Whereas in the past, information on disaster-related needs became available once or twice a year, the Displacement Tracking Matrix was now able to make that information available monthly or even twice a month, facilitating coordination not only in terms of planning but also in respect of detailed operations and the locations where people were in need of assistance.

74. Moreover, the IASC Transformative Agenda and the Grand Bargain struck at the World Humanitarian Summit both represented attempts to change processes and make the members of the humanitarian community accountable more to the people they were trying to reach, rather than to each other. In response to concerns about paragraph 21 of document S/18/7, it was explained that the statement reflected the general view, conveyed through an inter-agency working group on the Humanitarian Programme Cycle. Coming from field colleagues, the

statement put emphasis on processes, guidelines, “ticking the box and feeding the system” over the focus on issues at hand and adapting the system to fit the local needs and realities.

75. The Administration thanked the governments that were supporting its efforts, as the CCCM lead in natural disasters, to reduce the risk of and prevent gender-based violence. Regarding its engagement in other clusters, IOM was an active participant and partner in many other clusters, with the greater part of its involvement being in the Shelter and Non-food Item, Protection, Health, and Water, Sanitation and Hygiene Clusters. IOM’s responsibilities and involvement in a cluster was dependent on the operational scenario and the available partner organizations. IOM had, for example, often made health teams established to assess fitness for travel available to conduct other health-related activities, when requested to do so by the Health Cluster Coordinator. The Organization’s involvement in other clusters had started with country-level leadership of a cluster that it did not lead globally, when the Organization was asked to head the first-ever shelter cluster established in Pakistan after the roll-out of the humanitarian reform.

76. The Administration also thanked the Government of Japan for its contribution to the Organization’s CCCM activities in Ecuador. It was thanks to such contributions that IOM was able to maintain the rapid response teams needed in crisis situations despite being a projectized agency.

77. The Director General added that, in his experience, no agency was more active in the IASC than IOM. The Organization’s staff spared no effort to make the cluster system work and ensure cross-cluster coordination. He thanked all Member States that had provided support for the Displacement Tracking Matrix, which was in great demand within the United Nations system. As the IASC Champion on Protection from Sexual Exploitation and Abuse, he remained committed to mainstreaming protection against gender-based violence throughout the cluster system.

78. The Standing Committee took note of the two documents presented by the Administration and of the comments by Member States.

XI. Report on IOM response to migration crises

79. The Administration introduced the document entitled Report on IOM response to migration crises (S/18/6) in a slide presentation.

80. Several delegates expressed profound appreciation for the work done by IOM in migration crisis situations in recent years. The Organization had proven to be a flexible and adaptable player, often acting on short notice, as the international community struggled to cope with simultaneous Level 3 emergencies and increased resettlement programming. Its activities included advance document screening services for visa processing at consular offices, the organization of assisted voluntary returns, promotion of the social and cultural integration of migrants, cost-effective and safe resettlement of vulnerable refugees, and migrant reception. One delegate said that, after having resettled over 25,000 refugees with IOM assistance, her government had organized a number of lessons-learned exercises, including with its partners in Geneva, and was streamlining its regular refugee resettlement process and identifying new processes as a result.

81. Interest was expressed in the thematic reference groups the Administration had established on critical issues such as cash-based programming, accountability, and prevention of sexual exploitation and abuse, and in the policy frameworks those groups were expected to develop.

82. Two delegates commended the measures taken by IOM to mainstream existing humanitarian principles into all of its crisis and post-crisis responses, specifically by developing the Principles for Humanitarian Action and the Framework on the Progressive Resolution of Displacement Situations. They looked forward to learning more about the testing of the Framework.

83. One delegate, noting that annual resettlements had increased by 54 per cent worldwide and that the high-level plenary meeting of 19 September 2016 aimed to double them, said that non-traditional resettlement countries needed to begin or expand resettlement programmes and encouraged the Administration and Member States to consider how IOM could help those countries obtain the expertise and resources needed to develop sustainable resettlement programmes.

84. The same delegate, noting the shortfall in funding for the Migration Emergency Funding Mechanism, urged donors to contribute and thereby support IOM's humanitarian response capacity and contribute to the replenishment of the Mechanism.

85. Two representatives underscored the value of partnerships in responding to the current migration crises, which had seen the emergence of complex multi-stakeholder operations involving States, organizations, non-governmental organizations (NGOs) and volunteers.

86. One representative noted that the priority currently being given to certain refugee initiatives had diverted resources from other areas of concern around the globe. In addition, the high levels of stakeholder engagement and information-sharing those initiatives had generated had created high expectations that could be met only with the investment of significant resources. Governments as well as IOM needed to make adjustments in how they used available resources in the "new normal", with a view to limiting the impact on other priorities.

87. The Director General observed that the IOM response to migration crises constituted the largest single area of growth in the Programme and Budget. All the more reason, therefore, to heed the appeal made during the discussion for contributions to the Migration Emergency Funding Mechanism.

88. The Standing Committee took note of the document entitled Report on IOM response to migration crises (S/18/6) and of the Member States' comments.

XII. Update on the Migrants in Countries in Crisis Initiative

89. The Administration reported the launch, by the Migrants in Countries in Crisis Initiative, of the new *Guidelines to protect migrants in countries experiencing conflict or natural disaster*. Developed through a comprehensive consultative process, using research and policy analysis, and published on 10 June 2016, the 15 guidelines could be adapted by all stakeholders to ensure optimal emergency preparedness, response and post-crisis action, and were based on 10 core principles.

90. The Administration supplemented its report with a slide presentation.

91. Several representatives welcomed the Guidelines, which would constitute an essential tool for all stakeholders in migration management and would contribute to achievements in the context of the broader international agenda, such as the 2030 Agenda for Sustainable Development and the high-level plenary meeting on 19 September 2016. While expressing their commitment to the Migrants in Countries in Crisis Initiative, they pointed out that the Guidelines would prove useful only if properly applied; Member States might require assistance from IOM in that regard.

92. The Administration shared the view that IOM had an important role to play in supporting Member State efforts and would encourage constructive dialogue and sharing of best practices and lessons learned. The Guidelines would be made available in six languages, and would be accompanied by an online repository of best practices, through which Member States would have access to information about the measures being taken by specific stakeholders.

93. The Director General thanked the co-Chairs of the Migrants in Countries in Crisis Initiative Working Group and all of the Member States that had joined the Friends of the Initiative. The Initiative and the Guidelines had brought visibility to vulnerable and often unseen migrants, and had filled a major gap in crisis management and humanitarian assistance. Creative approaches were required to protect migrants in situations of crisis. For example, after the return of some 35,000 of its nationals, the Government of Bangladesh had taken out a soft loan from the World Bank to repay IOM, thus replenishing the Organization's resources and enabling the repatriation of more migrants. In another innovative initiative, the Government of the Philippines had instituted an insurance scheme for Philippine migrants abroad to guarantee them immediate help in the event of a crisis. Feedback from governments on the implementation of the Guidelines would be welcome.

XIII. IOM Development Fund

94. The Administration introduced document S/18/5 (IOM Development Fund – Final report: 1 January to 31 December 2015). In 2015, the IOM Development Fund had received funds thanks to voluntary unearmarked contributions made by three Member States (Austria, Belgium and the United States) to Operational Support Income. In addition, the United States had made a direct contribution of USD 400,000 to the IOM Development Fund and the Government of Australia had approved the continued funding of a seconded official from the Department of Immigration and Border Protection.

95. The IOM Development Fund Unit had made significant efforts to continue developing, testing and implementing the Project Information and Management Application (PRIMA), which staff in the Field and at Headquarters were finding very useful for tracking projects and extracting data. During the year, the Unit had also evaluated projects to build government capacity to counter trafficking in persons. The evaluation, which was available on the Fund website, had provided valuable insights for project developers and had recommended that funding be made available for project evaluations six months to one year after a project was completed – a procedure the Unit now applied to all newly funded projects.

96. The Administration's presentation was followed by a short video highlighting some of the projects financed by the Fund.

97. Many Member States underscored the exceptional support the IOM Development Fund provided to build developing country capacities in migration management and policy development and thanked the donors for their generosity. The fact that the project funds were granted rapidly for a project start the same year was especially appreciated.

98. Two representatives invited Member States in arrears and with economies in transition to pay their assessed contributions so that they would become eligible to benefit under Line 2 of the Fund.

99. One representative agreed that the evaluation of counter-trafficking projects had provided valuable information and data that could be used to fine-tune counter-trafficking efforts. Another representative underscored the need to obtain feedback from the beneficiaries and the vital importance of monitoring and evaluation to stronger programming.

100. The Africa Group considered that reliable migration data at national, regional and continental level would promote lasting solutions to the continent's migration challenges. In that regard, one representative thanked the Fund for supporting the establishment of an annual continental forum for inter-State dialogue and intraregional cooperation on migration. The first meeting of the forum, held in Accra, Ghana, in September 2015, had recommended that IOM set up a technical secretariat to coordinate and follow up on the forum's annual recommendations.

101. The Standing Committee took note of document S/18/5 and of the comments made by the Administration and Member States.

XIV. Statement by a representative of the Staff Association

102. A representative of the Staff Association Committee introduced the Plan of Action 2016–2017, which had priority areas of work identified by taking account of collective matters and individual staff situations. The first area was the finalization of the process to establish a global staff association by 2017 to represent all IOM staff worldwide. The establishment of such an association would require a full-time chairperson; funding would therefore need to be allocated.

103. Streamlining the internal justice system was the second priority area. In that regard, the Committee would work closely with the Administration, the Office of the Director General, the Office of the Inspector General, the Ombudsperson and the Ethics and Conduct Office to prevent conflict escalation.

104. The Committee would focus on fairness in the application of the Unified Staff Regulations and Rules, working with the Administration to ensure the fair application of the revised human resource recruitment policy, with a view to rectifying certain inconsistencies that had been brought to light by the previous Staff Association Committee. Support from Member States would be appreciated, in order to guarantee that IOM staff worldwide received identical treatment, whatever their nationality or duty station. Potential changes to emoluments and staff rights and duties under the new relationship agreement with the United Nations would be monitored to ensure a predominantly no-loss outcome for staff members.

105. The Committee welcomed the research undertaken into staff diversity and inclusion, and would continue to support the Administration's efforts to implement recommendations with regard to recruitment, career development and staff development and learning. Recruitment of women to senior positions should start with the promotion of current staff members. The Committee was concerned that some staff members faced difficulties in exercising their functions, which could lead to reduced motivation and health problems. While the appointment of a staff welfare officer was a positive step, one individual would not be able to address the needs of all staff across the Organization. Effective prevention mechanisms should therefore be established to guarantee protection for all.

106. In response, the Director General expressed his appreciation and support for the work of the Staff Association Committee and its ongoing contribution to ensure that IOM staff felt valued and were assured fair treatment. The establishment of a global staff association would serve to ensure representation of all staff members irrespective of grade or duty station. Streamlining internal justice had been a priority throughout his tenure. The budget-strengthening process had been particularly pertinent in that regard, with additional resources being used to enhance internal justice. The work of the staff members who served on the Joint Administrative Review Board was greatly valued: they were often able to find solutions to formal appeal cases without requiring recourse to the International Labour Organization Administrative Tribunal.

107. The Committee's efforts to ensure fair application of the Unified Staff Regulations and Rules – rolled out thus far for all Professional staff and for General Service staff in 40 countries – were much appreciated. New human resources policies to support the Unified Staff Regulations had been the subject of comprehensive consultations. There would be no change to the emoluments owed to staff members or to their rights and obligations under the new relationship agreement with the United Nations.

108. Every effort was being made to ensure staff diversity, and staff well-being was a top priority, particularly since so many IOM staff members were serving in difficult and often very dangerous duty stations. The staff welfare officer would be appointed in the very near future, and while one position would not be enough, it was at least a step in the right direction.

109. The Chairperson expressed appreciation on behalf of the membership for the work done by IOM staff and welcomed the Director General's positive working relationship with the Staff Association Committee, which contributed greatly to ensuring that staff were fully motivated and mobilized.

XV. IOM partnerships with the private sector

110. The Deputy Director General presented a report of the progress made in the implementation of the Private Sector Strategy. The Administration had assigned one staff member and invested USD 250,000 in 2016 with a view to taking some initial steps in the implementation of the Strategy, including: the creation of a due diligence process to assess the risks of partnering with specific private sector entities; the identification of a basic partner relationship management tool; the provision of support to Field Offices endeavouring to secure private sector partnerships; and the reaching out to potential new partners. The Administration had also developed a standard overhead rate for financial contributions from the private sector and drafted institutional guidelines for recording in-kind contributions.

111. The Deputy Director General also stated that, as IOM core funding covered less than 20 per cent of the budget required for the implementation of the Private Sector Partnership Strategy 2016–2020 in 2016, there was a huge funding gap for 2016 and 2017. In order to close that gap, she and the Chief of the Donor Relations Division had contacted a number of donor countries that had strongly supported the Strategy’s development. Those countries had all, without exception, confirmed the importance of engagement with the private sector, but had not formally committed to providing financial support for that purpose.

112. IOM’s projectized business model did not allow the Organization to invest core budget funding or unearmarked contributions in organizational capacity-building to scale up such initiatives. And yet, funds contributed for the implementation of the Private Sector Partnership Strategy would be well invested. They would allow the Organization to achieve its goals and objectives, and help it have a greater impact and reach more beneficiaries, address the staggering humanitarian needs and contribute to implementation of the Sustainable Development Goals.

113. She strongly believed that IOM was well placed to work with the private sector: it was operational, worked close to its beneficiaries and had a business model similar to that of private sector entities. In her experience, private sector entities were also increasingly interested in working with IOM, not only on humanitarian assistance but also on development and migration management initiatives.

114. In reply to a query from the floor, she said that the question now related not so much to the Administration’s priorities as to whether or not to go ahead with the Strategy. The Administration had reached the limit of what it could achieve with internal funding. It had requested additional funding in order to implement the Strategy, which would imply hiring the external expertise it needed, bolstering its capacity to work with the private sector and building a network with private sector entities. If those funds were not forthcoming, the Strategy would simply be noted as a good initiative that would have been implemented had sufficient funding been made available.

XVI. IOM global initiatives funding status

115. The Administration introduced the status of the Organization’s funding initiatives with a slide presentation. Although for the first time the International Dialogue on Migration was fully funded for the year, a number of other projects were experiencing funding shortfalls, including:

- The “I am a migrant” platform, which allowed migrants to tell their stories in their own words on a website and on social media, thereby painting a more balanced picture of migrants and their contributions to society;
- The Missing Migrants project, an important source of information for the media, researchers and the general public that was part of a broader effort to engage communities around the world;
- The three-day Regional Child Protection Coordination Forum, which would be held in the coming months and was intended to identify the strengths, weaknesses and needs of asylum, migration and child protection systems and propose mid- to long-term solutions and good practices that could be replicated;

- A mobile phone application (MigApp) that would allow IOM to provide migrants with easily accessible, reliable and user-friendly information on risks, rights and services, and would allow migrants to provide feedback on their needs and the services they had used, share experiences and help IOM identify risks and migration trends;
- The Displacement Tracking Matrix, for which funding at the global level was urgently required beyond September 2016;
- A capacity-building initiative conducted jointly by the Ethics and Conduct Office and the Gender Coordination Unit, covering shared values that stood as bulwarks against fraud and harassment, and the prevention of sexual exploitation and abuse;
- The Migration Emergency Funding Mechanism, which allowed IOM to respond in a timely manner to migration crises around the world;
- The IOM Development Fund;
- The Global Assistance Fund, which provided case-specific, immediate and comprehensive protection and support for people who had been, or were at risk of being, trafficked and were unable to benefit from other programmes.

116. The Administration reminded the Member States that, while the Organization needed financial support, whenever possible in the form of unearmarked contributions, it also welcomed alternative support such as in-kind contributions and staff secondments.

117. The Chairperson encouraged the Member States to contribute to the various initiatives described. Such contributions constituted an outstanding investment in the Organization's work.

XVII. Closure of the session

118. The Chairperson declared the Eighteenth Session of the Standing Committee on Programmes and Finance closed on Friday, 17 June 2016, at 1.05 p.m.