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IOM STAFF SECURITY STRUCTURE AND FUNDING

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Security Environment

1.   Global security management for international organizations has continued to encounter mounting challenges in recent years. Increased exposure to threats (such as the bombing of the United Nations Baghdad Headquarters) and related staff safety and security concerns have required international organizations to redouble efforts related to staff and asset security management.

2.   IOM's activities in certain locations (Iraq, Afghanistan, Pakistan, Côte d'Ivoire among others) faced serious operational security challenges during 2003 and 2004.

3.   The spillover of global security concerns associated with "the war on terror" into the work of the international humanitarian community has increased risks and threats that a few years ago did not exist. These changes require organizations, including IOM, to rethink their approach to security management and how best to protect staff and assets when operating in high-risk environments. Security threats are constantly evolving, therefore security management aimed at proactively identifying and mitigating new risks is vital. Dealing with these risks and threats is now an ongoing process that requires forward thinking, planning, new techniques, additional equipment, resources and funding.

Developments in the United Nations on Security Management

4.   The Administration has carefully reviewed document A/59/365 dated 11 October 2004 "Strengthened and unified security management system for the United Nations", which highlights, *inter alia,* that:

- security functions must have consistent and predictable long-term funding;

- a number of agencies experienced difficulty in forecasting and budgeting accurately for shared security costs;

- security is a prerequisite to programme delivery and a core responsibility of Member States of the United Nations.

5.   As IOM is not part of the United Nations system, the cost-sharing arrangement will continue to be applicable for IOM's participation, even if the General Assembly adopts the recommendations outlined in document A/59/365 (see in particular paragraph 65).

6.   If the recommendations of the United Nations report contained in A/59/365 are adopted by the United Nations, IOM's share of the Office of the United Nations Security Coordinator (UNSECOORD) fees will increase substantially, considering the enlarged security structure

proposed in the United Nations. The Administration will closely follow the potential impact of the United Nations proposals on IOM's participation and report to the governing bodies.

IOM's Staff Security Structure

7. Recognizing the growing importance of staff security, a Staff Security Unit (SSU) was established in 2002 and became fully operational in February 2003 with the launching of the Security Operations Centre and the SSU Training Unit in MRF Manila, Philippines.

8. The core SSU staff consists of two posts: the Head of SSU and the Operations Centre Analyst, which are funded under the Administrative Part of the Budget. The position of Security Trainer is currently funded through donor funds. The development of this trainer position in synergy with core SSU staff members has proven invaluable to the Organization in the areas of security training, mission security management assessment and investigation. However, without sufficient regular and predictable funding, this important position will have to be discontinued in 2005.

Staff Security Unit (SSU)

9. <u>The SSU Operations Centre in Manila</u> focuses on information collection, analysis and its timely dissemination to IOM Missions worldwide. In full operation since 2003, it serves as a crisis management centre and provides backup to the United Nations Philippines Operations Centre. Standard formats to produce and disseminate updated security reports and advisories used for staff travel planning have been developed and SSU can operate around the clock during emergencies. Support is provided to each Mission's security management system, focusing particularly on the 53 IOM Missions currently operating in UNSECOORD security "phased" countries.

10. A global network of <u>IOM Security Focal Points (SFP)</u> has been established in Missions without a dedicated IOM Field Security Officer (FSO). There has been a very positive response from various IOM Missions regarding the importance of SFPs and improved communications on mission security management. The SFPs have proven effective in tracking security incidents, identifying threats and offering sound, proactive, precautionary security advice to mission staff. The IOM FSOs and SFPs work in cooperation with country United Nations Field Security Coordinators.

11. <u>Communication and Training</u> - security advisories, bulletins, assessments and security training material to enhance awareness and to raise security consciousness are regularly issued. In 2003 and 2004, SSU conducted several regional Security Training Workshops in which over 110 IOM staff members participated. In December 2003, IOM was subcontracted to conduct the United Nations Security Awareness Induction Training (SAIT) for approximately 500 to 600 staff members of the United Nations and other international organizations prior to re-entry into Iraq. As of September 2004, some 400 UN/IGO/NGO staff had received the SAIT training.

12.   SSU has also actively promoted the UNSECOORD Basic Security in the Field interactive CD-ROM training, a mandatory requirement for all staff members of the United Nations and its specialized/associated agencies. The training is directly tied to travel security clearances and it must be successfully completed before a staff member can travel to a United Nations Security Phased country. The training is now included in IOM's staff recruitment procedures. In addition, a Telecommunications Officer was deployed to develop a comprehensive database to track, maintain and manage the Organization's assets. Effective management and standardization of these assets will improve IOM's emergency communications capabilities and is expected to enhance cost-effectiveness.

13.   Pursuant to the Administration's proactive efforts in addressing staff safety and security concerns, a fully dedicated Professional Security Officer for Emergency Operations has been deployed to conduct Field assessment missions in Jordan, the Syrian Arab Republic, Iraq, Pakistan, Egypt, Sudan, Kuwait, Afghanistan and Côte d'Ivoire. During the build-up to the Iraq conflict, SSU worked closely with IOM Iraq Programme Managers in facilitating the recruitment and deployment of FSOs. To date, IOM has deployed a Regional Security Advisor (RSA) to Amman, Jordan (for the Iraq programme), Kabul, Afghanistan and Bogotá, Colombia. These positions are funded from the projects implemented in those locations.

14.   Comprehensive Project Planning is essential to the success of any project. In order to ensure that project planning addresses security needs, provisions for security requirements directly related to project implementation are included where applicable. Project proposals are reviewed for required security needs, and recommendations are provided to guide managers in addressing this important issue in the initial stages of programme development.

15.   An IOM Security Policy with associated Operational Security Guidelines has been developed to complement UNSECOORD security policies and procedures. This Security Policy is now being distributed to all IOM staff members and Offices worldwide.

16.   Security Equipment   - throughout 2004 the SSU worked closely with the IOM Field Procurement Unit (FPU) to procure and fund various physical security assets for personal, mission and programme use. The assets included access control and alarm systems, fire safety equipment, emergency lighting, generators, HF/VHF radio systems, Global Positioning System (GPS) devices, digital cameras, blast film and protective helmets and vests. This equipment and security improvements partially addressed the Minimum Operating Security Standards (MOSS) compliance needs of some Field Offices.

17.   Professional, proactive and relevant security services for IOM staff and Missions worldwide will continue to be provided, including actively researching and developing other services directed towards enhanced staff safety and security.

Current Funding Mechanisms of IOM's Security Structure

18.   The funding for the IOM security structure, services and the SSU comes from a combination of sources. These can be summarized as follows:

(a)   The posts of the Head of SSU and the Operations Centre Analyst based in Manila are covered under the Administrative Part of the Budget, as approved in the Programme and Budget for 2003.

(b)   IOM's Memorandum of Understanding (MOU) with UNSECOORD provides participation in their global security management system. This system provides general security guidance and support to all IOM Missions where there is a United Nations presence. Participation in the UNSECOORD system comes at a cost determined biennially by the United Nations. IOM's portion of these fees is met through income generated from a portion (2.5 per cent) of the 12 per cent project-related overhead. The costs for the next biennium (2004 to 2005) are estimated at approximately USD 3 million, without taking into consideration changes foreseen as a result of the recent review of the United Nations security mechanism contained in UN document A/59/365.

(c)   In 2003, through donor funds, security enhancements were funded in 46 IOM Missions. In 2004, additional technical security assistance needs have either been covered through *ad hoc* sources of funding or are not being met. It is foreseen that these needs will increase as the growing number of IOM Field Offices are expected to move towards meeting Minimum Operating Security Standards (MOSS), implementing costly but necessary security upgrades, such as blast film, access control and enhanced perimeter security in compliance with the provisions of the Malicious Act Insurance.

Funding needs

19.   IOM solicits donor funding to meet the above MOSS compliance standards and requirements, the cost of the SSU professional Security Trainer's position and the technical support to IOM Missions for personal protection equipment and physical security enhancements to Mission Offices.

20.   The UNSECOORD services do not cover technical or structural support to IOM Missions for security enhancements that include basic security infrastructure and emergency telecommunications. Nor do they address the requirements of offices to meet Minimum Operating Security Standards (MOSS) set by UNSECOORD which are directly tied to the Malicious Acts Insurance policy that covers IOM staff working in Missions with a security risk.

21.   To maintain a reasonable quality of security services to staff and Missions, an enhanced team of security staff should be established and funding secured. Drawing on the experience gained since SSU became functional in 2002, the Administration believes that, in addition to the Head of the Unit and the Operations Centre Analyst which are currently funded under the Administrative Part of the Budget, an Administrative Assistant as well as a Security Training Officer are needed to facilitate cooperation with UNSECOORD and to keep pace with evolving challenges and help manage institutional security concerns.

Risks

22.   Due to the limited response to the appeal for funds needed to fully support the security needs of Field Offices, activities such as security assessments to key Missions and security training seminars were suspended, and Field Offices operating in locations with United Nations security phases have been forced to prioritize responses to security requirements and fulfil them only to the extent allowed by available resources.

23.   Non-compliance with the security protocols due to lack of funding can potentially result in refusal by the insurance provider to settle claims, which can expose the Organization to undue risks and consequences.

Project-related overhead of 2.5 per cent

24.   In approving the Programme and Budget for 2003, (Resolution No. 1076), the Council authorized an increase in the project-related overhead from 9.5 per cent to 12 per cent and stated that the income generated from this increase of 2.5 per cent was to be used to meet the financial requirements of participation in the UNSECOORD mechanism for staff security.   The Administration has so far only used the income resulting from the increase to pay for its fees as a participating agency in the UNSECOORD mechanism.

25.   At the time of establishing the level of increase in the overhead rate, the Administration was not certain of its UNSECOORD obligations as there were discussions to increase the fees substantially for all participating agencies.   There was also uncertainty about the level of additional overhead to be generated as this was subject to the level of activities implemented by the Organization.

26.   The income from the increased overhead has, in the event, been more than the Organization's current UNSECOORD obligations, and will thus result in a surplus of approximately USD 1.5 million by the end of 2004.

Recommendations and Proposals

27.   Taking a longer-term view of the financing of IOM's staff security structure and the United Nations security structure review following the recommendations in United Nations report A/59/365, the Administration recommends that the present level of overhead dedicated to the coverage of IOM's participation in the UNSECOORD mechanism remains unchanged until the full impact of the United Nations review and its implications are known.

28.   The Administration proposes that the Member States authorize the use of the income from the 2.5 per cent overhead to cover MOSS compliance requirements, in addition to the UNSECOORD fees, which would be in line with Resolution No. 1076, plus directly related staff costs.

29.   The total non-projectizable budgetary needs, in addition to the UNSECOORD fees to meet the MOSS requirements of IOM Offices in a phased approach and to enhance and support the current core staff security unit structure, are estimated as follows:

MOSS Compliance	USD	1,000,000
Security Training Officer	USD	110,000
Administrative Assistant	USD	10,000

30.   MOSS compliance requires that offices and operational procedures are in conformity with established standards and include: office blast film, perimeter fencing, radio communications, security guards, personal security flak vest/helmets, bunkers, razor wire, fire fighting equipment, radio systems, treasury security, first aid kits, vehicle safety equipment, security and first-aid training.

31.   As security needs are dependent on the assessed risks associated with the operational environment, the Administration will continue to discuss this important issue with Member States and include appropriate funding proposals in the annual Programme and Budget document for consideration by Member States.