



Norad

Til: Utanriksdepartementet, v/ ass. utanriksråd for utviklingssaker

Via: Norad, direktøren

Frå: Evalueringsavdelinga, Norad

Kopi:

Seksjon for etatsstyring, budsjett og forvaltning
Seksjon for utviklingspolitikk
Seksjon for globale initiativ og likestilling
Royal Norwegian Embassy in Abuja
Royal Norwegian Embassy in Bangkok
Royal Norwegian Embassy in Dhaka
Royal Norwegian Embassy in Luanda
Royal Norwegian Embassy in Jakarta
Royal Norwegian Embassy in Maputo
Royal Norwegian Embassy in Nairobi
Royal Norwegian Embassy in Pretoria
Royal Norwegian Embassy in Astana
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Permanent Mission of Norway in Geneva
Permanent Delegation of Norway to the Council of Europe, Strasbourg
Vest-Balkan Seksjonen
Seksjon for Russland, Eurasia og regionalt samarbeid
Seksjon for Afrika I
Seksjon for Afrika II
Seksjon for Øst-Asia og Oceania (Asia I)
Seksjon for Sør-Asia og Afghanistan (Asia II)

Vedlegg:

IOM sine kommentarer til den endelege rapporten datert 08.04.2011.

v

0900530-119

Arkivkode:
841

Dato:
04.05.2011

Vår saksbeh.:
Siv Lillestøl

Hans P. Melby

14/5

Notat

Evaluering av Internasjonal organisasjon for Migrasjon (IOM) sin innsats mot menneskehandel - Oppfølgingsnotat

I samsvar med instruks for evalueringsvirksomheten i norsk bistandsforvaltning, følger med dette Evalueringsavdelinga sitt notat med forslag til oppfølging av evalueringa av Internasjonal organisasjon for migrasjon (IOM). Føremålet med notatet



er å gi ei oppsummering av funna, konklusjonane og tilrådingane i evalueringa samt å presentere kommentarane vi har mottatt frå dei involverte partane. I tillegg kjem Evalueringsavdelinga med sine vurderingar av rapporten samt med forslag til oppfølging.

Rapporten er utarbeida av konsulentar under kontrakt med det amerikanske selskapet Berkeley Policy Associates (BPA).

1. Bakgrunn og føremål

Evalueringsavdelinga i Norad har etter forslag frå Seksjon for globale initiativ og likestilling i Utanriksdepartementet fått utført ei evaluering av IOM sin innsats mot menneskehandel. IOM er Noreg sin største enkeltpartner i arbeidet mot menneskehandel. Evalueringa omfattar norsk støtte frå 2000 til 2010. I denne perioden mottok IOM i underkant av 90 millionar kroner frå Noreg til sine prosjekter mot menneskehandel i ulike delar av verda.

Evalueringa har vurdert mandatet til IOM og evaluert planlegging, gjennomføring og resultat av innsatsen i fem land: Bangladesh, Kirgisistan, Makedonia, Nigeria og Noreg. Rapporten vurderer òg samanhengen mellom evaluering og institusjonell læring i IOM.

2. Sentrale funn og konklusjonar

Evalueringa finn at hovudstyrken i arbeidet til IOM mot menneskehandel ligg i aktivitetar retta mot kapasitetsbygging, auka bevisstgjering blant sårbare grupper samt støtte til offer for menneskehandel. I mange tilfeller er IOM den einaste organisasjonen som gir støtte direkte til offera for menneskehandel inkludert støtte til rehabilitering (hus, klede og rådgiving) samt støtte til tilbakeføring i samfunnet (inkludert kompetansebygging og tilgang til kreditt).

Rapporten finn at IOM har medverka til kapasitetsbygging av nasjonale styresmakter og frivillige organisasjonar i dei undersøkte landa. Dette inkluderer alt frå gjennomføring av informasjonskampanjar retta mot sårbare grupper til opplæring av offentlig tilsette i å identifisere offer for menneskehandel. I Makedonia, Kirgisistan, Bangladesh og Nigeria har IOM medverka til utarbeiding av nasjonale strategiar og handlingsplanar mot menneskehandel, medan Bangladesh, Kirgisistan og Nigeria har fått støtte til oppbygging av nasjonale og internasjonale nettverk for koordinering av tiltak mot menneskehandel. I Noreg har IOM utvikla eit frivillig returprogram der 35 personar har fått hjelp til å reise heim, og i Nigeria har dei heimvente fått støtte til rehabilitering og tilbakeføring i samfunnet.

IOM kan dokumentere resultat av alle aktiviteter og har oversikt over talet på personar som har deltatt på kurs og opplæringstiltak, kor mykje og kva type informasjonsmateriale som er produsert samt talet på personar som har mottatt støtte. IOM manglar derimot systematisk rapportering på kva endringar og varige verknader tiltaka har ført til. Spesielt er dette tydelig når det gjeld informasjonskampanjane som IOM har sett i gang i tre av dei undersøkte landa for å førebygge menneskehandel. Ingen av desse kampanjane kan dokumentere at informasjonen har ført til auka bevisstheit blant sårbare grupper og at farane for at folk blir offer for denne type handel dermed har blitt redusert.

Respekt for menneskerettar er eit av hovudprinsippa for IOM sitt arbeid. Rapporten stiller likevel spørsmål ved om internasjonale standardar for menneskerettar er godt nok innarbeida i prosjekta.

Finansieringa av IOM sine aktiviteter skjer gjennom årlege tildelingar på prosjektnivå. Dette skaper problem både for planlegging, gjennomføring og langsiktig innsats. Ein konsekvens er at IOM etablerer tiltak der givarar gir støtte heller enn å utvikle tiltak der behova er størst.

IOM har ikkje eit formelt mandat til å arbeide mot menneskehandel. Men IOM tolkar det generelle mandatet sitt slik at organisasjonen kan arbeide med alle aspekt i kampen mot menneskehandel, frå førebygging til rettshandheving. Andre organisasjonar meiner at IOM går utanfor sitt mandat og hevder at manglande samarbeid og koordinering frå IOM si side fører til overlapping av aktiviteter mellom dei ulike organisasjonane på dette feltet. Evalueringsrapporten slår fast at sjølv om rettshandheving er ein viktig del av arbeidet mot menneskehandel, så er det ikkje sikkert at denne bør utførast av IOM.

Rapporten finn at Noreg er ein verdsett partner i den globale kampen mot menneskehandel. IOM roser Noreg for å vere fleksibel, involvert og mindre driven av nasjonale interesser enn andre givarar.

3. Tiltakingar i evalueringsrapporten

Tiltakingane til IOM fokuserer på å betre dei interne prosessane i organisasjonen, inkludert innføring av behovsanalysar før prosjekt blir sett i gang, rapportering på resultat samt innføring av interne oppfølgingsmekanismer for å sikre at lærdomar blir brukte i planlegginga av framtidige aktiviteter.

Vidare tilrår rapporten at IOM utviklar ein overordna strategi for arbeidet mot menneskehandel og at IOM betrar samarbeidet med andre aktørar som jobbar mot menneskehandel. Dette for å unngå overlapping av aktiviteter og for at IOM skal få styrka tilgang på fagekspertise. Rapporten nemner spesielt at IOM bør nytte



ekspertisen som finst i andre organisasjonar; som for eksempel ILO og UNICEF, når det gjeld korleis ein kan sikre rettane til barn som er offer for menneskehandel.

Rapporten tilrår vidare at IOM sikrar og dokumenterer at internasjonale standardar for menneskerettar inkludert rettar til kvinner og barn, blir oppretthaldne i alle aktivitetar. Rapporten rår blant anna IOM til å utvikle sjekklister ("guidance notes") for dei tilsette i organisasjonen som seier noko om korleis dei skal halde seg til saker som potensielt kan ha sterk innverknad på rettane til offera for menneskehandel.

Hovudtilrådinga til Noreg er å gi fleirårige tildelingar til IOM sine prosjekt for å sikre ei meir langsiktig og berekraftig støtte.

4. Synspunkt til involverte partar

Konklusjonane og tilrådingane i rapporten har vore drøfta med involverte partar i evalueringsprosessen samt på eit godt besøkt seminar den 17. mars 2011. Den endelege rapporten har og vore sendt på ein formell kommentarrunde.

Munnlege og skriftlege tilbakemeldingar indikerer at evalueringa vil bli brukt i ei vidareføring av samarbeidet mellom IOM og Utanriksdepartementet, samt at tilrådingane i rapporten vil bli lagt til grunn i framtidig planlegging og gjennomføring av bistand på dette området.

IOM har uttrykt takksemnd overfor UD og Norad for å ha initiert og gjennomført denne evalueringa. IOM meiner den endelige rapporten gir eit rett bilde av IOM sin innsats, og at funn og tilrådingar i rapporten er nyttige i organisasjonen sitt framtidige arbeid mot menneskehandel. Spesielt tre av tilrådingane i rapporten meiner IOM vil vere til hjelp for at IOM skal kunne nå måla sine i kampen mot menneskehandel:

- *Tilråding 3* om at IOM bør fortsette med å gi støtte både til offer for menneskehandel og til andre migrantar som har behov for hjelp. IOM meiner at offera for menneskehandel er best tent med at IOM og kan tilby hjelp til andre. Dette gjeld for eksempel einslige barn som er spesielt sårbare for misbruk og utnytting.
- *Tilråding 4* om at IOM bør fortsette diskusjonar (internt og eksternt) om kva tilnærmingar til førebygging mot menneskehandel som er mest effektive. IOM imøtekjem kritikken i rapporten om at organisasjonen ikkje kan dokumentere endringar og varige verknader av informasjonskampanjane sine. IOM testar no ein alternativ kampanje som heiter "buy responsible". Denne kampanjen rettar seg mot forbrukarar og informerer dei om kva varer og tenester som blir produsert og levert av menneske som er i ein vanskeleg situasjon anten som offer for menneskehandel eller som utnyttta migrantar. IOM vurderer og ein meir systematisk bruk av



ressurssentera for migrantar for å gi informasjon som kan førebygge menneskehandel.

- *Tilråding 24* om at IOM bør styrke evaluering av tiltaka sine. IOM peikar på at dei no er i gang med å gjere organisatoriske endringar som gjer det mogeleg å betre IOM sine modellar for prosjektutvikling, gjennomføring og måling av resultat. Ei prosjekthandbok er under utarbeiding og vil bli publisert i juni 2011. Denne prosjekthandboka vil og legge vekt på at IOM skal gjennomføre behovsanalysar for tiltak blir sett i verk for å sikre at planlagde aktivitetar er relevante.

Vidare imøtekjem IOM kritikken om at organisasjonen ikkje har utvikla ein overordna strategi for arbeidet mot menneskehandel. Ein peikar på at dette dels har samanheng med at givarar gir kortsiktig prosjektstøtte og at det derfor ikkje finst midlar til å utvikle eller iverksetje ein slik global strategi. Organisasjonen trekk og fram dårlege erfaringar med å få gjennomført regionale strategiar i Sør Afrika og Latin Amerika, då ulike og tildels motstridande prioriteringar blant givarar har gjort det vanskelig å iverksetje desse.

Når det gjeld kritikken i rapporten om at IOM kunne samarbeida betre med andre aktørar på feltet seier IOM at dei ynskjer å koordinere innsatsen sin med ander aktørar der det er behov for dette. IOM meiner spesielt at organisasjonen samarbeidar godt med nasjonale styresmakter og NGO-ar med operasjonell kapasitet på landnivå, men at samarbeidet med andre internasjonale organisasjonar til tider ville ha medført kostbare forsinkingar og at IOM i slike situasjonar heller vel å gjennomføre aktivitetane aleine.

Seksjon for Globale Initiativ og Likestilling finn rapporten nyttig og relevant, også sett i forhold til IOM sin pågåande innsats for flyktningsstraumane frå Nord-Afrika. Seksjonen er einige i funna og konklusjonane i rapporten og har spesielt kommentert at funna som peiker på at IOM ikkje alltid samarbeider og koordinerer tiltaka sine med andre relevante aktørar på landnivå, er i samsvar med tidlegare observasjonar.

Tilrådingane i rapporten vil ifølgje seksjonen, bli lagt til grunn i det vidare samarbeidet med IOM, spesielt vil seksjonen følgje opp tilrådingane om å betre måling og dokumentasjon av resultat (særlig av førebyggingsstrategiar/-kampanjar) og sterkare ivaretaking av menneskerettane i IOM sine tiltak. Seksjonen har og notert seg at evalueringa rår IOM til å utarbeide ein overordna strategi for arbeidet sitt mot menneskehandel, samt at rapporten slår fast at rettshandheving er ein viktig del av arbeidet mot menneskehandel, men at dette området kanskje bør utførast av IOM.

Ambassadane i Skopje og Abuja har kommentert på utkast til rapport og stiller seg bak funna i rapporten. Dei meiner rapporten gir eit rettferdig bilde av IOM sin innsats i Makedonia og Nigeria. Ambassaden i Abuja meiner funna i rapporten bør brukast i den vidare dialogen med IOM om framtidig samarbeid. Ambassaden peiker vidare på at det er behov for å prioritere mellom tilrådingane i rapporten samt å få klarlagt på

kva nivå dei ulike tilrådingane skal gjennomførast. Ambassaden har spesielt notert seg tilrådinga om at IOM bør utvikle ein langsiktig og overordna strategi for arbeidet mot menneskehandel. Ambassaden peiker likevel på at tiltak på landnivå må setjast i verk under sensitive og til tider vanskelige kulturelle forhold, noko som medfører behov for fleksible og praktiske tilnærming som ikkje alltid vil vere fullt i samsvar med overordna strategiar og internasjonale konvensjonar.

5. Vurderingar og tilrådingar frå Evalueringsavdelinga

Evalueringsavdelinga meiner at rapporten i si endelege form i stor grad har svart på mandatet. Etter vår vurdering er rapporten av god kvalitet, der funn og konklusjonar kan forsvarast.

Evalueringsavdelinga tilrår følgjande oppfølging:

- Tilrådingane til evalueringsteamet blir lagt til grunn i noverande og framtidig planlegging og gjennomføring av bistand relatert til tiltak mot menneskehandel.
- Spesielt bør Utanriksdepartementet drøfte dei tilrådingane som rapporten tek opp med IOM, med sikte på å betre dokumentasjonen og rapporteringa av resultat.

Vi minner og om den vidare prosedyren. I tråd med evalueringinstruksen skal utanriksråden på grunnlag av notat frå den avdelinga som er ansvarlig for tiltaket som er evaluert, gjere vedtak om kva saker som skal følgjast opp, innafor kva tidsrammer, og av kven. Denne oppfølgingsplanen skal sendast til involverte partar innan seks veker med kopi til Evalueringsavdelinga og til Norads direktør. Vidare skal den ansvarlege avdelinga seinast innan eit år rapportere til utanriksråden om korleis planen er følgt opp.



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Organisation internationale pour les migrations (OIM)
Organización Internacional para las Migraciones (OIM)

0900530-117

8 April 2011

Dear Mr. Eidhammer,

EVAL 20/4-11

IOM would like to express its sincere appreciation to Norad for having initiated this evaluation, and for the opportunity to work in partnership and to respond to the conclusions of the Evaluation Report. In general, we believe the key findings and recommendations to be fair, and helpful to the Organization as it considers how best to evolve its approach to countering trafficking in persons in the future. IOM welcomes, in particular, the following recommendations as crucial directional changes that will improve the effectiveness of the Organization's global counter-trafficking response:

- *Recommendation 3: that IOM continues and increases its current efforts to expand victim support services to other migrants in need.*

IOM is convinced that trafficked persons are best protected by a holistic assistance framework that responds to the specific needs of individual migrants in need, without prejudice to their categorization as trafficked persons, migrants who have been abused or exploited, or who are particularly vulnerable to abuse and exploitation such as unaccompanied migrant children. In addition to being more equitable, such an approach is likely to improve the identification of victims of trafficking. By reducing the pressure to identify too quickly whether an individual is a victim of trafficking, and therefore eligible for a wide range of assistance measures, this approach allows for a process of direct assistance provision during which trafficking indicators are more likely to be revealed.

- *Recommendation 4: that IOM continues, both externally and internally, the discussion it has initiated with regard to the effectiveness of different approaches to prevention.*

Much of the international effort to prevent trafficking has been focused on projects that aim to raise public awareness of trafficking, and particularly the awareness of aspirant migrants or vulnerable groups in their countries and communities of origin. Whether such campaigns are effective is an open question. Even when they raise public awareness of trafficking as a risk, a change of behaviour of the intended beneficiaries is not always guaranteed and the impact difficult to measure. One alternative, currently being tested by IOM under the 'Buy Responsibly' label, is to address consumer demand for the goods and services that are produced and provided by trafficked and exploited

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migrant workers. Migrant Resource Centres, which encourage safe and informed migration by providing general support and information to aspirant migrants about migration opportunities, may be also more effective in this regard and give the counter trafficking information campaigns a more precise operational framework.

- Recommendation 24: that IOM strengthens its evaluation of project outcomes, including development of robust, project-specific logical framework models and an articulated theory of change.

IOM's ongoing restructuring exercise has created an opportunity to strengthen its project development and implementation model, and a working group was established to draft a new IOM Project Handbook to be published in June 2011. The Handbook places significant emphasis on the development of outcome-level results as a means of reinforcing the importance of logical theories of change in project development. This is one way in which IOM is attempting to ensure that serious consideration is given to evaluation in project development. IOM is convinced that increasing the evaluation capacity of the Organization is a critical requirement if it is to learn lessons from project implementation, and identify, replicate and refine best practices in counter-trafficking.

IOM regards these three recommendations as particularly important pillars to the development of the next phase of IOM's global response to counter trafficking in persons. The Organization has also prepared an annexure of additional commentary on selected key findings that would benefit from further information or clarification.

IOM is grateful for the consistently strong support of the Norwegian government for its counter-trafficking work. We welcome and look forward to continuing the dialogue with you on ways of strengthening our approaches to strategic planning, programmatic implementation, and thematic evaluation to ensure a robust and effective evidence-based response to trafficking in persons.

Sincerely,

A handwritten signature in black ink, appearing to read 'Irena Vojackova-Sollorano', written over the typed name.

Irena Vojackova-Sollorano

Director, Department of Migration Management

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Annexure

1. IOM's Mandate and Platform for Responding to Human Trafficking

Mandate

IOM's mandate to work in the area of anti-trafficking is derived principally from its Constitution and endorsed Strategy by its Member States. As a crime often occurring in a migration context and which tends to victimize migrants disproportionately, IOM regards its involvement to combat trafficking and protect its victims as a logical interpretation of this charge. The Organization's 132 member states explicitly entrusted IOM 'to assist States in the development and delivery of programmes, studies and technical expertise on combating [...] trafficking in persons, in particular women and children, in a manner consistent with international law.'¹

This broad instruction serves to endorse the role of IOM as an anti-trafficking actor that can work to address the full cycle of activities. This does not mean that IOM is the only organization who can or should implement all activities in all places, or that IOM should work in isolation without the benefit of partnerships. Rather, it means that the Organization's member states have not restricted the role of IOM to a specific area of counter-trafficking intervention. Instead, restrictions are set by the ability of the Organization, usually through a country mission, to convince host and donor governments of the merits of its projects, as well as IOM's comparative advantage as an implementer, with its technical competencies and its capacity to work in an effective and efficient manner. Within this framework, when an IOM project is endorsed and funded, IOM regards this as a mandate to implement.

IOM's broad mandate occasionally intersects with those of other intergovernmental organizations, making proper coordination particularly important. Contrary to the statements made by a few of those surveyed during the evaluation, IOM does not interpret its mandate as prohibiting its working with criminal justice actors or limiting its work to certain aspects of labour migration. In some countries, IOM has embedded counter-trafficking activities within broader Capacity Building on Migration Management Programmes (CBMMP) to ensure that the law enforcement agencies that are trained on border management, for example, are also able to identify trafficked persons and meet the standards required when working with them. In others, counter-trafficking activities are part of broader labour migration initiatives which count national ministries of labour as the primary counterpart.

¹ IOM Council Resolution 1150 (XCIII) and Annex.

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For IOM, the question of whether its mandate for intervention extends across the counter-trafficking spectrum is well settled. The Organization would however agree that there remains much for international organizations to do to strengthen cooperation and ensure

that gaps are filled and duplication of effort avoided at the national, regional, and global levels of the international counter-trafficking response.

Global Strategy

Despite the integral and pioneering role that IOM has played in the international response to trafficking in persons, the Evaluation Report rightly observes that IOM has not developed a formal, written global counter-trafficking strategy. In part this has been due to the projectized nature of the Organization that limits its capacity to allocate resources in support of a global strategy. At regional level, where IOM has developed several written strategies for *inter alia* sub-Saharan Africa and Latin America, the Organization's capacity to implement them has been limited by the diverse and occasionally conflicting priorities of donor governments. These experiences have inculcated a sense of caution in IOM for large-scale strategies that are not firmly underpinned by the financial resources to realize their implementation, although there is recognition among IOM's counter-trafficking project staff of the importance of a shared global objective and contributing purposes.

The closest that IOM has come to a global strategy to counter trafficking was the 3-year Strategic Plan (draft) developed by IOM's Counter-Trafficking Unit in Geneva in 2008. Consisting of 8 purposes² and buttressed by a number concrete results, the 2008 Strategic Plan (draft) was an early forecast of a number of the recommendations proposed by the Evaluation Report and has proven to be a guiding document for many IOM country missions. As the Evaluation Report notes, the 2008 Strategic Plan (draft) was drafted with the intention to provide a framework for what the CTU itself could

² IOM's Strategic Plan (draft) consisted of the following purposes:

- i. *Further knowledge and understanding of existing migrant protection principles and guidelines, and encourage programmatic development in support of vulnerable and exploited migrants, in addition to trafficked persons;*
- ii. *Strengthen the knowledge base and generate global and regional data on all trafficked, exploited, and vulnerable migrants, including stranded migrants, that are assisted by IOM;*
- iii. *Strengthen stand-by global AVR support mechanisms, including the Global Assistance Fund (GAF) and the facility to provide Humanitarian Assistance to Stranded Migrants (HASM), to assist trafficked, and exploited migrants, as well as those migrants identified as highly vulnerable to abuse and exploitation;*
- iv. *Evaluate the impact of IOM interventions to learn lessons, disseminate good practices, and ensure more effective results;*
- v. *Strengthen the capacity of states to protect, integrate, and reintegrate migrants, and encourage regional organizations and networks to develop regional migrant protection and responsibility-sharing frameworks;*
- vi. *Engage a broader range of stakeholders in partnerships to protect vulnerable and exploited migrants;*
- vii. *Raise awareness to change behaviour;*
- viii. *Strengthen IOM's capacity to provide individually tailored, sustainable reintegration support to migrants who return voluntarily to their communities of origin.*

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achieve, and did not aspire to provide a global counter-trafficking strategy for the Organization as a whole.

IOM's ongoing restructuring will create eight regional offices, each of these with a staff member responsible for a 'migrant assistance' portfolio including counter-trafficking regional strategies.

Economic Development

Economic development programmes are rightly at the core of much of IOM's work, including its community stabilization efforts in the aftermath of conflicts or natural disasters, and its migration and development initiatives which seek to harness the capacities and resources of migrant diaspora communities to further economic development in countries of origin. In providing direct assistance to individual trafficked persons, IOM regularly offers financial or technical support to help beneficiaries pursue small business ventures and achieve some measure of economic sustainability. Such economic support is necessary to prevent re-trafficking and contribute to rehabilitation.

The Evaluation Report misinterprets somewhat IOM's position on the role of economic development in combating trafficking in persons. IOM recognizes that economic disparity, along with poverty, lack of opportunity, and discrimination, are factors that contribute to making people vulnerable to human traffickers.³ While these are not, therefore, the 'root causes' of trafficking, it is nonetheless logical that efforts made to stimulate economic development should reduce the influence of these factors.

The question for IOM, therefore, is not whether economic development contributes sufficiently to trafficking prevention; it is whether the limited resources that are earmarked for trafficking prevention are best spent on economic development – an endeavor that requires a long-term, comprehensive investment. It may make better sense to ensure that ongoing economic development initiatives, such as those associated with the achievement of the Millennium Development Goals, have mainstreamed an awareness of local trafficking dynamics.

2. IOM's Activities – Design and Implementation

Needs Assessments

With the publication of its new 'IOM Project Handbook', a renewed emphasis is placed on the value of comprehensive needs assessments as a means of ensuring that a project is relevant and appropriately targeted, involves the right partners and stakeholders, and that the rationale for IOM involvement is clear. The handbook also provides some guidance on conducting needs assessments in a projectized environment, where the lack of financial resources may limit the methodology of the

³ They are also some of the push factors that encourage migration. IOM's mission is not to discourage migration, but to help promote 'safe and orderly migration that benefits both migrants and society.'

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assessment. The Organization's 'learning-by-doing' approach is one solution which was highlighted in the Evaluation Report; needs that provide the basis for one project are often first identified while carrying out another. Another is IOM's 1035 Facility that may, while subject to a set of strict eligibility criteria, provide financial resources to support a comprehensive needs assessment in some cases.

Cooperation and Partnerships

IOM works with a wide range of partners in implementing its counter-trafficking projects, with the actual configuration of these partnerships largely determined by the national context and the needs of the project. With projects that provide direct assistance to victims for example, IOM will typically work with host governments and NGOs with operational capacity, while capacity building projects to support legislative development, establish national referral systems, or train officials are more likely to involve other international actors as well. As noted in the Evaluation Report, IOM's capacity to work operationally at community level, while simultaneously working at the highest levels of government where policy is developed, has frequently made the Organization a reference point on trafficking, allowing it to knit together many of the relevant stakeholders.⁴ The Kyrgyz Republic is but one example of a country where IOM was able to bring together and capacitate a large number of national NGOs to work with victims, while helping to serve as a catalyst so that their experiences were reflected in high level national policy discussions. In much of the Western Balkans, IOM developed an exit strategy, and has been able to withdraw from its direct assistance role after transferring its experience and skills to state institutions and NGOs.⁵

IOM is also committed to ensuring proper coordination with its UN partners. It participates in multi-lateral fora at national level (egs. the Mixed Migration Task Forces in Somalia and Yemen, UN Country Teams), regional level (eg. UNIAP), as well as at global level (egs. ICAT, UN.GIFT project). The Organization has also actively pursued operational cooperation with other organizations when there has been a clear need to do so. In 2008, for example, after several cases in which IOM had been unable to find sustainable solutions for victims of trafficking who could not remain in the country of destination or the country origin because of security concerns, the Organization engaged UNHCR to strengthen protection solutions for trafficked persons. A project was developed and implemented, and resulted in a framework agreement, joint training on the trafficking/asylum nexus for approximately 80 IOM and UNHCR staff members in four regions, and a number of national-level standard operating procedures between the two organizations. IOM is also increasingly developing and implementing joint projects with other international organizations, notably ILO and UNODC.

⁴ Evaluation Report, p.39.

⁵ From 2006 to 2009, IOM implemented exit strategies throughout much of Southeast Europe, including Bulgaria and Romania.

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International Organization for Migration (IOM)
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As noted in the Evaluation Report, cooperation between international organizations does not always reach the desired level, and differing views about issues of mandate and relative capacity are not uncommon in contexts where there are many legitimate actors with diverse interests, and an intense competition for financial resources. In some national contexts, an international agency has asked IOM to delay the implementation of an activity for a lengthy period of time to allow it to gain institutional approval for its participation. In others, the Organization has been asked to contribute project funding to pay for an expert position within an intergovernmental organization lacking capacity, including an additional 14% overhead cost, as a means of ensuring interagency cooperation. IOM places a high priority on cooperation with other international actors, but in such cases will often prefer to proceed in a way that ensures the speed and effectiveness of delivery and to keep costs down; qualities that host and donor governments typically appreciate. In IOM's experience, many donor governments choose to fund IOM's activities across the broad spectrum of counter-trafficking intervention because:

- a. they understand the Organization's broad mandate and appreciate its comprehensive vision of migration;
- b. IOM is well regarded both for its expertise in the area and its record of delivering efficiently and effectively on its project commitments;
- c. IOM has extensive operational capacity through its 400+ offices in approximately 125 countries;
- d. IOM is a highly active in the area of project development, and generates a large number of innovative proposals that host and donor governments find attractive;
- e. IOM is cost effective with its standard 5% overhead on most projects significantly lower than most other international organizations.

Comprehensive Programming

In many countries, IOM was often the first international organization to work on trafficking directly, and so it tended to develop comprehensive programmes to address the innumerable needs. An example of this is SACTAP, which was the first significant counter-trafficking programme in South Africa and the SADC region. At the time of its development in 2002, there were clear needs for research, public awareness raising, institutional capacity building, and direct assistance for victims. In a region in which so little was known, it was logical that the research and data collection component provided much of the content for the training materials that were developed, while helping to target the information campaigns. It also helped programme staff to find and assist victims of trafficking. At the same time, the screening and identification of the prospective victims also contributed data to the research activities, as did interaction with police and immigration officials during the training activities. The 2006 Norwegian-funded Review of SACTAP concluded: 'All major activity areas of the programme (research and strategy, support for legislation, awareness-raising, capacity building, and victim support) have shown results. There are mutually supporting links between these. All were needed, and dropping any one would have weakened the overall programme.' In IOM's experience, comprehensive programming has the advantage of ensuring that the different components are

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mutually reinforcing, and one of the Organization's strengths is that it is capable of implementing such programmes.

Human Rights

IOM is generally confident that human rights standards are being met in the implementation of its counter-trafficking projects, although it acknowledges that government actors at times set a lower standard than that required by the OHCHR Recommended Principles and Guidelines on Human Rights and Human Trafficking. As an intergovernmental organization without a formal global protection mandate, IOM prefers to engage an offending government bi-laterally to encourage it to meet the required standards. However, IOM acknowledges that more could be done to ensure that specific activities are designed with clear human rights indicators to better measure how projects meet human rights standards. The Organization is currently developing a guidance note on human rights and human trafficking, and welcomes the Evaluation Report's recommendation that it examine the feasibility of creating human rights indicators checklists for project developers and managers.

3. IOM Activities – Results, and Evaluation

Programming for Results

IOM recognizes the need to strengthen its reporting of outcome- and impact-level results. With this in mind, the Organization's new IOM Project Handbook mainstreams a results-based management approach and places a strong emphasis on project outcomes as 'the changes in institutional performance, or the behaviour of groups or individuals, which are expected to occur in the medium term, after the project has ended'. The Handbook creates a new mandatory template for IOM project proposals; requiring that IOM project developers include both outcome-level indicators and a detailed assessment of the most appropriate type of evaluation for the project. While these measures should improve outcome-level reporting on IOM counter-trafficking projects, the outstanding challenges are that IOM has limited institutional capacity to conduct evaluations without earmarked externally-secured funding, and that IOM counter-trafficking projects tend to be short-term with few donors interested in supporting an evaluation of a project which has a duration of single year. Both of these points are discussed adequately in the Evaluation Report.

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