International Organization for Migration (IOM)

MOPAN

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Multilateral Organisation Performance Assessment Network

EXPLANATORY NOTE

MOPAN is the only collective action mechanism that meets member countries' information needs regarding the performance of multilateral organisations. Through its institutional assessment report, MOPAN provides comprehensive, independent, and credible performance information to inform members' engagement and accountability mechanisms.

MOPAN's assessment reports tell the story of the multilateral organisation and its performance. Through detailing the major findings and conclusions of the assessment, alongside the organisation's performance journeys, strengths, and areas for improvement, the reports support member decision-making regarding multilateral organisations and the wider multilateral system.

PREFACE

ABOUT MOPAN

The Multilateral Performance Network (MOPAN) comprises 22 members* that share a vision to promote an effective multilateral system trusted to deliver solutions to evolving global goals and local challenges.

MOPAN'S MISSION

MOPAN is a network of members who assess multilateral organisations, shape performance standards, champion learning and insights to strengthen development and humanitarian results, and promote accountability.

Capitalising on the Network's unique cross-multilateral system perspective and expertise, MOPAN members work together to deliver relevant, impartial, high-quality, and timely performance information as a public good through an inclusive and transparent approach.

MOPAN's performance information mitigates risks, informs decision-making and supports change, helping to increase knowledge and trust amongst all stakeholders, and ultimately to achieve a stronger and better performing multilateral system.

FIGURE 1: **MOPAN MEMBERS AS OF 1 OCTOBER 2023**

Australia	Belgium	Canada	Denmark	Finland	France
Germany	Ireland	Italy	Japan	Korea	Luxembourg
Netherlands	New Zealand*	Norway	Qatar	Spain	Sweden
Switzerland	Türkiye*	United Kingdom	United States		

*New Zealand and Türkiye are observers.

ABOUT THE ASSESSMENT OF THE INTERNATIONAL ORGANIZATION FOR MIGRATION

This report provides a diagnostic assessment and snapshot of the International Organization for Migration (IOM) and tells the story of IOM's performance within its mandate. It is the second MOPAN assessment of IOM, with the first completed in 2017-18. This assessment therefore covers the period from January 2019 through to March 2023, when evidence collection for this assessment was completed.

The assessment was conducted through a rigorous process and took a collaborative approach, by integrating the perspectives of a wide range of stakeholders. This collaborative approach provides multilateral organisations and MOPAN members with a robust assessment of organisational strengths and areas where there is scope to improve organisational performance.

The assessment draws on multiple lines of evidence (documentary, survey, and interviews) from sources within and outside the organisation to validate and triangulate findings across 12 key performance indicators, which are in turn broken down into more than 220 individual indicators.

In 2022, MOPAN's study on *Rethinking Effective Humanitarian Organisations* (MOPAN, 2022) concluded that MOPAN needed to adapt its framework for assessing organisations working in crises to better reflect the nature of humanitarian operations – including the policy environment – and the practical requirements of working in crisis situations. MOPAN then worked under the guidance of a Humanitarian Advisory Group – including MOPAN members, multilateral organisations, policy leaders and think tanks – to develop an adapted framework for multilateral organisations primarily working in crisis contexts. That framework has been applied for this assessment. The adapted framework aligns to the five MOPAN 3.1 performance areas – Strategic, Operational, Relationship and Performance Management. However, the micro indicators (MIs) have been adapted to ensure that they reflect the due diligence and learning needs of MOPAN members and multilateral organisations. Accordingly, the Elements to guide the rating against the MOPAN rating scale have also been adapted to fit these MIs.

On Monday 15 May 2023, the Member States of the International Organization for Migration, the United Nations Migration Agency, elected Ms. Amy E. Pope as its next Director General during the 6th Special Session of the IOM Council.
Photo: Muse Mohammed

The 2022 Global Chiefs of Missions meeting took place in Geneva featuring all of IOM's chiefs of missions, regional directors, and other visiting colleagues to a range of thematic topics and key issues.

Photo: Muse Mohammed

The following operating principles guided the implementation of this assessment. MOPAN's Methodology Manual (MOPAN, 2020) describes how MOPAN's principles are operationalised.

Box 1: Operating principles

MOPAN will generate **credible, fair and accurate** assessments through:

- *implementing* an impartial, systematic, and rigorous approach;

- *balancing breadth with depth*, adopting an appropriate balance between coverage and depth of information;

- *prioritising quality* of information over quantity;

- *adopting a systematic approach*, including the use of structured tools for enquiry/analysis;

- *providing transparency*, generating an "audit trail" of findings;

- *being efficient*, building layers of data, seeking to reduce burdens on organisations;

- *ensuring utility*, building organisational learning through an iterative process and accessible reporting;

- *being incisive*, through a focused methodology, which provides concise reporting to tell the story of an organisation's current performance.

Source: MOPAN 3.1 Methodology: Manual, http://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf.

This assessment report is composed of two parts, the Analysis Summary and the Technical and Statistical Annex. **Part I: Analysis Summary** is structured into four chapters. **Chapter 1**, which introduces the organisation and its context, is followed by **Chapter 2,** which presents a high-level overview of key findings. **Chapter 3** presents the scoring, while **Chapter 4** provides information about the assessment methodology and its process.

Detailed findings per key performance indicator and micro indicator are available on the MOPAN website www.mopanonline.org, alongside the results of the external partner survey and the list of supporting evidence documents.

ACKNOWLEDGEMENTS

IOM staff delivering basic supplies to people sheltered in a school due to geotechnical failures in the Guillén neighborhood of Tegucigalpa.
Photo: Ismael Cruceta

IOM organised a two-day storytelling workshop in the IDP site of Kabasa, Dolow in Somalia, to promote the mental health of displaced women and men.
Photo: Claudia Rosel Barrios

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ABBREVIATIONS AND ACRONYMS

AAP	Accountability to Affected Populations	**MECR**	Migration, Environment, Climate Change and Risk Reduction Division
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action	**MEFM**	Migration Emergency Funding Mechanism
CCCM	Camp Coordination and Camp Management	**MI**	Micro-indicator
		MiGOF	Migration Governance Framework
CERF	Central Emergency Response Fund	**MIRAC**	Migration Resource Allocation Committee
COs	Country Offices	**MOPAN**	Multilateral Performance Network
COVID-19	Coronavirus disease	**NFI**	Non-food Items
DAC	Development Assistance Committee	**OECD**	Organisation for Economic Co-operation and Development
DDG	Deputy Director General		
DG	Director General	**PRIMA**	Project Information and Management Application
DMM	Department of Migration Management		
DTM	Displacement Tracking Matrix	**PRISM**	Processes and Resources Integrated Systems Management
ERP	Enterprise Resource Planning		
HDP	Humanitarian-Development-Peace	**PSEA**	Preventing Sexual Exploitation and Abuse
HNO	Humanitarian Needs Overview	**PSEAH**	Protection from Sexual Exploitation, Abuse and Harassment
IASC	Inter-Agency Standing Committee		
ICT	Information and Communication Technology	**RMO**	Resource Management Officer
		ROs	Regional Offices
IDPs	Internally displaced persons	**SDG**	Sustainable Development Goals
IGF	Internal Governance Framework	**SEA**	Sexual Exploitation and Abuse
IOM	International Organisation for Migration	**SRF**	Strategic Results Framework
IT	Information Technology	**TRD**	Transition and Recovery Division
KPI	Key Performance Indicator	**UN**	United Nations
L1	Level 1	**UNHCR**	United Nations High Commissioner for Refugees
L3 Emergency	Global Emergency Response		
MECC	Migration Environment and Climate Change	**UNICEF**	United Nations Children Fund
		USD	United States Dollar

IOM's Mobile Medical Team provides medical assistance to migrants in Yemen who have newly arrived from the Horn of Africa on the second busiest maritime route in the world.

Photo: Rami Ibrahim

INTERNATIONAL ORGANIZATION FOR MIGRATION
PERFORMANCE AT A GLANCE

INTERNATIONAL ORGANIZATION FOR MIGRATION:
PERFORMANCE AT A GLANCE

OVERALL PERFORMANCE REFLECTIONS

IOM is an agile, entrepreneurial and delivery-focused organisation

IOM's core strength is its agility and responsiveness, with a capacity to deliver effectively around the world, including in the most challenging contexts. In a global environment characterised by escalating threats and crises, IOM's operational strengths are highly valued by its funders and member states. This is reflected in the organisation's success in attracting funding. Its budget rose from USD 2.1 billion in 2019 to USD 2.99 billion in 2022, of which 57% is currently going to humanitarian response – propelling IOM to the frontline of the international response to situations of mass population displacement.

IOM's organisational challenges are in many respects the flipside of its strengths

IOM's strengths are also the root cause of many of the shortcomings identified in this assessment. The organisation's rapid growth is a result of its success in attracting project finance, resulting in a hefty 97% of its resources being earmarked for specific activities or locations. To rebalance its resourcing, IOM has negotiated a new financial framework with its funders, securing a commitment to increase the assessed contribution by USD 60 million over five years from 2023 (IOM, 2022). However, this will only marginally reduce its reliance on earmarked funding, to 93%, and thus will not significantly change IOM's overall funding situation.

In practice, this heavily earmarked financial framework, and its impact on the operating model, means IOM is geared towards the delivery of short-term projects – where it consistently delivers strong results – but leaves IOM with limited scope to allocate resources strategically towards the delivery of its mandate. Indeed, one key finding is that senior management may need to clarify and rationalise IOM's priorities, given the constraints imposed by its financial model, to avoid spreading the organisation too thin. In particular, external stakeholders – including governing board

In the IOM Migrant Resources Centre in Bossaso, Somalia. IOM nurse providing medical screening and medicine to an Ethiopian migrant.
Photo: IOM/ Muse Mohammed 2022

members, host governments and peer organisations – raised concerns that IOM's model of maximising project funding by taking on a broad range of project activities was diluting its organisational focus and creating uncertainty as to how IOM understands its role, priorities, and strategic advantage.

Reliance on project finance also contributes to the under-resourcing of IOM's central functions, relative to the size and complexity of its operations, and makes it difficult for IOM to consolidate its strategic approach to its mandate as the UN's global migration agency. IOM also faces difficulties in adequately resourcing early warning and contingency funds to support anticipatory action and emergency response, and to reduce reliance on funder preferences in determining priorities in emergency contexts.

Therefore, the dilemma facing IOM is how to address gaps in organisational capacity without compromising the traditional strengths that are so attractive to funders. In line with this, MOPAN members noted that IOM could have been more proactive in making the case for why, as the UN's migration agency, it needed new forms of funding, including unearmarked funding for core functions. This is not entirely surprising: IOM maintains a relatively small Donor Relations Division within its Department of External Relations, with only limited capacity for donor intelligence and engagement.

IOM has invested in organisational reforms; implementation will take time

IOM has worked hard to address the shortcomings identified in the 2017-2018 MOPAN assessment (MOPAN, 2019), implementing an ambitious programme of organisational reforms. It has adopted a new Strategic Vision 2019-2023 (IOM, 2020) with goals and performance metrics, supported by regional and, where appropriate, country strategies. These strategies have brought greater coherence across the organisation and helped IOM position itself within the UN system. Its new leadership structure, with two new Deputy Director Generals and the reorganisation of its headquarters around ten central departments, including a new Department of Strategic Planning and Organizational Performance, have strengthened its ability to integrate planning and operations. A new Internal Governance Framework has improved oversight and control mechanisms, allowing the organisation to take a more holistic and integrated approach to compliance issues. Risk management systems have also been strengthened.

In 2020 Husnia attended a vocational training programme provided by the Geneina Technical School on behalf of the EU-IOM Joint Initiative. "They gave us various options in handicraft making and I chose perfume-making becuase its quick and easy to market and a lot of Sudanese women look for it."

Photo: Muse Mohammed

IOM's reforms have been far-reaching and complex and will necessarily take some years to implement across a global organisation. Many of the shortcomings identified in this assessment are recognised by IOM's management and are the subject of ongoing initiatives, which need to be operationalised and consolidated. The reforms on strategic direction and corporate structures that need to be rolled out and/or consolidated include:

● Providing a clearer, and perhaps rationalised, hierarchy of corporate priorities and policies, and addressing IOM's fast-growing role as a humanitarian actor, while taking care not to undermine its core strengths as an agile, entrepreneurial, and delivery-focused organisation.

● Building a clearer narrative about the organisation's global mandate, and a more proactive advocacy strategy for promoting global co-operation on migration.

● Presenting a clear roadmap from global priorities to country priorities by improving planning processes and ensuring that these are, where possible, multi-annual and results-based.

● Ensuring that recent structural reforms at HQ level are replicated across the field network, and that all regional and country offices are adequately resourced and incentivised to pursue corporate priorities. This includes a need to further capacitate country offices to take up a policy dialogue and advocacy role at the national level.

● Rolling out a new Enterprise Resource Planning system, due in 2024, to standardise key business processes, and identifying opportunities for efficiency gains through greater centralisation of corporate functions.

● Addressing the under-resourcing of certain control and governance functions.

Strengthening IOM's workforce planning and human resource management also remains a core challenge, to improve staff retention, avoid loss of institutional memory and clarify duty of care processes. IOM's workforce has grown by

Renee Lariviere, Regional Refugee Coordinator from the United States Embassy in Warsaw visited the Kasprzaka Collective Shelter, alongside IOM staff. The Collective Shelter in Warsaw hosts over 200 long-term residents who fled the war in Ukraine.
Photo: IOM 2023/ Alexey Shivrin

262 Bangladeshi nationals arrived safely in Dhaka after fleeing fighting in Sudan as part of a major repatriation effort by the Government of Bangladesh and IOM.

Photo: IOM

70% over the assessment period, to 32 000 people, including 7 000 non-staff and 5 000 consultants. Yet IOM's human resources functions are significantly under-resourced. Many key staff are on temporary contracts or graded lower than comparable positions in other UN agencies, contributing to poor staff retention and loss of institutional memory.

In addition, IOM has put in place policies and codes of conduct on preventing sexual exploitation and abuse, and sexual harassment (PSEAH) that meet UN and international standards, and these are supported through mandatory staff training and a network of PSEAH focal points. However, the resources available to support PSEAH functions vary across country offices. The assessment was unable to confirm that IOM's victim-support processes are active.

Reforms have also involved putting in place some of the building blocks for a results-based management system, efforts now need to continue at pace to build the systems required and ensure that results data is well integrated into planning and budget processes. In the meantime, IOM's planning and budgeting processes are only loosely results-based, and the reporting of results against corporate priorities is done through a manual process.

As part of this more systematic orientation towards results, IOM needs to continue to invest in knowledge management and learning, ensuring that lessons from both successful and unsuccessful operations are captured, shared, and used to inform programming. This includes further strengthening IOM's evaluation function, which although significantly improved does not yet meet UN standards for independence.

IOM plays an important lead role in the multilateral system as the UN's migration agency

In this review period, IOM has significantly increased its engagement with global policy processes, becoming a more effective advocate on migration issues and increasing its visibility as the UN's global migration agency. Central to this is IOM's critical role as the co-ordinator of the UN Network on Migration, which supports UN system-wide implementation of the Global Compact on Migration. The new Policy and Research Department has boosted IOM's capacity to take consistent evidence-based positions on global policy issues, including promoting a greater global understanding of climate change as a driver of migration.

Our assessment finds that IOM is a strong partner for member states, providing quality services and capacity building support on migration issues, and tailoring its support to national needs and priorities. It also plays a key role in ensuring that migration is integrated into UN planning and programming at country level, and is active in UN co-ordination structures, including country teams and humanitarian clusters.

However, prioritising a systematic approach to climate and migration that spans from advocacy to programming is a key ongoing challenge. While IOM is beginning to take on a policy dialogue and advocacy role at the national level, many of its country offices are not well resourced for this. Given the anticipated acceleration of global migration flows due to climate change, there will need to be dialogue between IOM and its funders on what role the organisation is expected to play delivering results in this challenging area, and how this will be resourced.

Humanitarian assistance is the main driver of growth in IOM's global portfolio

IOM is an effective operator in crisis settings, with a growing global portfolio of humanitarian assistance, now representing 57% of its budget. It has systems and procedures in place to respond rapidly and flexibly to emergencies, including through an emergency roster of pre-vetted staff. This has made IOM an increasingly important actor in the international humanitarian system. It is active within a broad range of co-ordination processes and joint initiatives at both international and field levels, including in its capacity as global co-lead of the Camp Coordination and Camp Management (CCCM) cluster, which operates in 33 countries. IOM's Displacement Tracking Matrix collects data on the movement of internally displaced persons (IDPs) in over 80 countries and is an important input into inter-agency humanitarian needs assessments.

Gender equality is well integrated into project design, although evaluations suggest scope for greater depth of analysis. In terms of leaving no one behind, IOM has tools and methods for identifying vulnerable migrants and ensuring they are provided with tailored support. It is committed to respecting humanitarian principles but could do more to integrate them systematically across its operations, including explicitly referencing them in its Strategic Vision, strengthening training and putting in place processes and forums to promote and track compliance. While IOM has strengthened its approach to protection, it needs to develop a protection strategy and strengthen the Protection Division.

In humanitarian emergencies, IOM's responsiveness is hampered to some degree by a lack of adequate contingency or reserve funding, given the scale of its operations. This lack of reserves is offset by its ability to access new funding rapidly in response to emergencies, either directly from donors or through UN trust funds, especially country based pooled funds, the Central Emergency Response Fund (CERF), and the UN Peacebuilding Fund. However, it has limited ability to re-allocate resources to underfunded emergencies, and it is still at an early stage of developing an organisation-wide approach to early warning.

IOM is committed to working across the humanitarian-development-peace nexus and has been supportive of inter-agency initiatives, but still has some way to go to promote this way of working across its field network. One useful step forward is the piloting of a new approach to conflict sensitivity. This should be focused on integrating conflict analysis and conflict sensitivity more systematically across operations, to support delivery of a humanitarian-development-peace nexus approach. Two linked challenges are how to best promote localisation, including by improving processes for engaging and working with local implementers, and how to institutionalise accountability for affected populations across the organisation's operational activities.

FIGURE 2: **IOM'S PERFORMANCE RATING SUMMARY**

How to read these charts

Micro-indicator

1.1 1.2 1.3 1.4 1.5 1.6 1.7

1

Key Performance Indicator

Highly satisfactory (3.51-4.00)

Satisfactory (2.51-3.50)

Unsatisfactory (1.51-2.50)

Highly unsatisfactory (0-1.50)

No evidence / Not applicable

Outer wheel (ORGANISATIONAL PERFORMANCE):

Performance management
- 8.2 Monitoring systems
- 8.1 Evaluation function
- 7.4 Results-based management
- 7.3 Results are communicated transparently
- 7.2 Results architecture
- 7.1 Theories of change

KPI 8 Evidence-based planning and programming
KPI 7 Results management

Strategic management
- 1.1 Long-term vision
- 1.2 Organisational architecture
- 1.3 Financial framework
- 2.1 Humanitarian principles
- 2.2 Human rights
- 2.3 Gender
- 2.4 Environment and climate change

KPI 1 Organisational structure and financial framework
KPI 2 Cross-cutting issues

ORGANISATIONAL PERFORMANCE

KPI 6 Coherent partnerships
- 6.5 Global policy and advocacy
- 6.4 Humanitarian-development-peace nexus
- 6.3 Localisation
- 6.2 Quality funding
- 6.1 Partnerships based on results and equality

KPI 5 Relevance and agility
- 5.9 Empowering national governments
- 5.8 Durable solutions for IDPs
- 5.7 Accountability to affected populations
- 5.6 Anticipatory responses
- 5.5 Integration of cross-cutting issues
- 5.4 Contributes to overall response
- 5.3 Risk management
- 5.2 Conflict sensitivity and do no harm
- 5.1 Targeting need and vulnerability

KPI 3 Operating framework
- 3.1 Organisational structure
- 3.2 Resource mobilisation
- 3.3 Staffing
- 3.4 Corporate systems
- 3.5 Financial and administrative processes
- 3.6 Crisis response

KPI 4 Cost and value consciousness systems
- 4.1 Fiduciary controls
- 4.2 Transparent resource allocation
- 4.3 Results based budgeting
- 4.4 Oversight and assurance
- 4.5 Value for money
- 4.6 Counterterrorism rules
- 4.7 Data management
- 4.8 Whistle-blowers
- 4.9 SEA prevention/response
- 4.10 SH prevention/response

Relationship management
Operational management

Lower wheel (RESULTS):

KPI 12 Sustainability
- 12.1 Building resilience

KPI 9 Delivery of results
- 9.1 Delivery of results
- 9.2 Results achieved
- 9.3 Environment and climate
- 9.4 Protection of vulnerable people
- 9.5 Cross-cutting issues

KPI 11 Efficiency
- 11.2 Timeliness
- 11.1 Cost efficiency

KPI 10 Relevance
- 10.1 Responding to needs

RESULTS

ABOUT THE INTERNATIONAL ORGANIZATION FOR MIGRATION (IOM)

Established in 1951, the International Organization for Migration (IOM) is the leading intergovernmental organisation in the field of migration, with 175 member states and offices in over 100 countries. Its mandate is to promote humane and orderly migration for the benefit of all, by providing services and advice to governments and migrants. It supports four broad areas of migration management: migration and development, facilitating migration, regulating migration and forced migration. In 2016, it become a related organisation of the United Nations, formalising its participation in UN forums such as the Inter-Agency Standing Committee (IASC) and giving it a global mandate to advocate on behalf of migrants and their rights.

Global developments over the past decade have given greater prominence to IOM's migration mandate. In 2018, the Global Compact for Safe, Orderly and Regular Migration was adopted, signalling that migration policy had become a matter of international concern. Large-scale movements of people as a result of conflicts in Syria, Afghanistan, Ukraine and other places, as well as growing numbers displaced by climate change, have also increased the need for IOM's services. The organisation has become a leading provider of humanitarian support in migration crises, including situations of internal displacement. As a consequence, its budget has grown from around USD 1 billion in 2010 to USD 2.99 billion in 2022, with most of its funding in the form of short-term project finance – earmarked voluntary contributions were USD 2.72 billion in 2022 (IOM, 2023), or 97% of the organisation's total funding.

Kateness migrated from Malawi to South Africa in search for better opportunities when she saw her cousin taking that same path. However once there, she didn't found what she hoped for. Having reached out to IOM, she was assisted with return and reintegration support. She attended business trainings and together with her mother she now runs a little castor oil production business in Blantyre.
Photo: IOM / Beyond Borders Media 2022

Ag Zeini Mohamed is 115-year-old. A native of Ansogo, a district in Northern Mali's Gao region, he fought for the French Army during the Second World War. After that he was involved in conflicts worldwide, including those in Indochina and Biafra. In 38 years of military service, this centenarian — who presents himself as the memory bank of six Malian generations — has travelled much of the world. He also lived in Togo and Ghana, before settling in Burkina Faso. In 2017, he received help from IOM to finally return home through the EU-IOM Joint Initiative for Migrant Protection and Reintegration.
Photo: Alexander Bee / IOM

FIGURE 3. **IOM IN NUMBERS**

32 000
staff
(including non-staff
and consultants)

4 072
active projects
in 2022

557
field offices
in over
100 countries

175
member states

2 022
combined
revenues of
USD 2.99 billion

97%
of funding
is earmarked

Total combined
revenue grew
140%
between 2019-2022

Source: IOM (2023), *Financial Report for the Year Ended 31 December 2022, C/114/3*

ABOUT THIS ASSESSMENT

This is the second MOPAN assessment of IOM. The first was conducted in 2017-2018 (MOPAN , 2019). Belgium, Canada and the Netherlands championed the assessment on behalf of the MOPAN network. This assessment covers the period from January 2019 through to March 2023 but is also forward looking. The assessment draws on multiple lines of evidence (documentary, survey, and interviews) from sources within and outside the organisation to validate and triangulate findings across 12 key performance indicators, which are in turn broken down into more than 220 individual indicators.
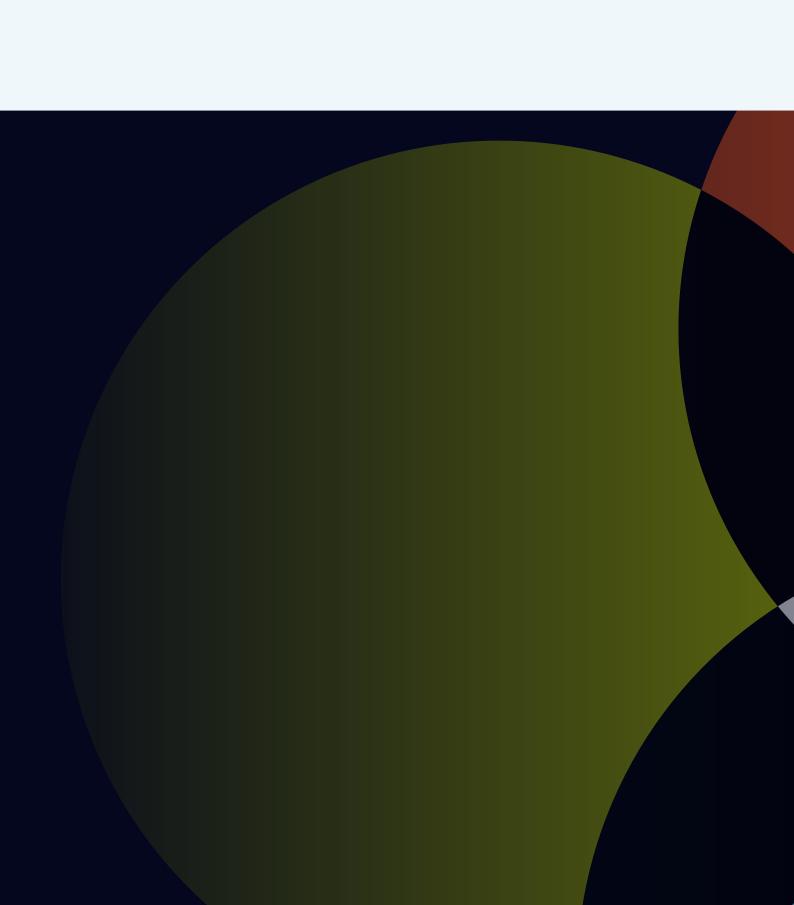
Methodology applied in this assessment

MOPAN's 2022 study on *Rethinking Effective Humanitarian Organisations* (MOPAN, 2022) concluded that MOPAN needed to adapt its framework for assessing organisations working in crises, to better reflect the nature of humanitarian operations – including the policy environment – and the practical requirements of working in crisis situations. MOPAN then worked under the guidance of a Humanitarian Advisory Group – including MOPAN members, multilateral organisations, policy leaders and think tanks – to develop an adapted framework for multilateral organisations primarily working in crisis contexts. That framework has been applied for this assessment. Key adaptations include:

- new crisis specific areas, such as anticipatory action, humanitarian principles, the humanitarian development peace nexus, localisation and accountability to affected populations;

- increased focus on other critical areas such as procurement and staff safety and security; and

- applying a crisis specific lens to areas such as gender, preventing sexual exploitation and abuse and sexual harassment.

The adapted framework aligns to the five MOPAN 3.1 performance areas – Strategic, Operational, Relationship and Performance Management and Results. However, the micro indicators (MIs) have been adapted to ensure that they reflect the due diligence and learning needs of MOPAN members and multilateral organisations. Accordingly, the Elements to guide the rating against the MOPAN rating scale have also been adapted to fit these MIs.

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BACKGROUND TO THE INTERNATIONAL ORGANIZATION FOR MIGRATION

INTRODUCING IOM

Mission and mandate

IOM was established in 1951 as an operational agency to manage the movement of migrants from Europe in the wake of the Second World War. According to its 1951 constitution, IOM provides a range of services to support the orderly management of migration, including voluntary repatriation, and provides a forum for international co-operation and co-ordination on migration issues. In 2016, IOM became a "related organisation" of the United Nations (IOM, 2016), formalising its participation in the UN system and giving it a global mandate to advocate for migrants and their rights. Since joining the UN in 2016, and in particular since assuming its critical role as the co-ordinator and secretariat of the system-wide UN Network on Migration in 2019, IOM has played a growing leadership and co-ordination role on migration issues across the UN, renewing agreements with a number of key UN and other partners as a result.

Global developments have seen IOM's mandate grow in importance. Large-scale movements of people as a result of conflicts, poverty and economic inequality, as well as growing numbers of people displaced by climate change, have made strengthening international co-operation on migration a pressing issue. In 2020, there were 281 million migrants globally, up from 249 million in 2015 (IOM, 2021). Looking to the future, climate change seems likely to trigger human migration on an unprecedented scale both within and beyond national borders, calling for rapid advances in the global governance framework.

Although it is designated as a non-normative agency within the UN system, IOM also plays a role as the UN's migration agency in supporting good migration governance in line with international law and guided by the relevant non-binding global frameworks, notably the 2030 Agenda and the 2018 Global Compact for Safe, Orderly and Regular Migration. At the heart of this work is global advocacy for the rights of all human beings, including migrants, in line with the values enshrined in IOM's Constitution, as well as support to member states in developing well-managed national migration policies, in accordance with UN Sustainable Development Goal (SDG) target 10.7.

IOM uses the Global Compact for Migration as a key reference point. Its 2015 *Migration Governance Framework (MiGoF)* provides options to states on migration policy, and it produces a range of guidance and tools to support this (MiGOF). In May 2018, the UN Network on Migration was established by the Secretary-General "to ensure effective, timely and co-ordinated system-wide support to member states in their implementation, follow-up and review of the Global Compact for Migration" (United Nations Network on Migration, 2020). The Secretary-General, endorsed by the UN General Assembly in the Global Compact for Migration, appointed IOM as the co-ordinator and secretariat. Through IOM's work, the organisation plays a crucial role facilitating partnerships between 131 clusters, sectors, working groups and co-ordination forums in 56 countries.

IOM also promotes international co-operation and evidence-based policy by generating and sharing data, and by bringing together, analysing, and disseminating data related to migration. Recently, IOM developed an institutional *Migration Data Strategy 2020-2025* (IOM, 2021a) with the goal of enhancing data availability and promoting its use to achieve stronger governance outcomes and positive impacts for migrants and societies. Since 2000, it has published a biennial *World Migration Report*, which provides data and analysis on global migration issues. The most recent report (IOM, 2021) provides key data and analysis at the global and regional levels, while also offering thematic chapters on a range of complex and emerging issues, such as COVID-19 impacts on human mobility and vulnerable populations, the Triple Nexus, efforts to tackle human trafficking, artificial intelligence and migration, disinformation about migration, slow-onset climate change, and migration and mobility inequality.

Infrastructure damage brought by the earthquake around Hatay City Centre, Türkiye.

Photo: Emrah Özesen/IOM 2023

IOM works on a rapidly evolving set of issues in a dynamic global context. It also plays an important role in the provision of humanitarian assistance and protection to vulnerable and mobile populations. IOM caseloads have grown rapidly in recent years, as part of the overall increase in global humanitarian need. As new displacement crises can emerge rapidly, IOM needs to maintain an agile emergency preparedness and response capacity.

Governance arrangements

IOM has 175 member states and a further 8 countries have observer status (IOM, 2023a). These states are represented in IOM's governing body, the IOM Council, which under the Constitution is responsible for approving policies, strategies, programmes and budgets. It meets once a year, and in special sessions in urgent circumstances.

The Director General is the senior official responsible for managing the organisation and delivering its strategic priorities, and is elected by the Council for a five-year term. During the period of this MOPAN assessment, IOM's Director General was António Vitorino, who held office from June 2018 to September 2023. His successor, Amy Pope, was elected by the Council in May 2023 and took up her functions on 1 October 2023, having served as a Deputy Director General since September 2021.

The Director General is supported by two Deputy Director Generals, responsible for Operations (including fundraising, operations, and external partnerships) and for Management and Reform (including finance, human resources, and ethics and conduct). Oversight bodies include: (a) the Office of the Inspector General, responsible for internal audit and investigations; (b) the External Auditor, appointed by the Council with a mandate to audit the accounts of the organisation in accordance with the principles set out in the Annex to the Financial Regulations and such other directives as the Council may give; and (c) the Audit and Oversight Advisory Committee, which assists the Director General in fulfilling his/her oversight responsibilities by ensuring the effectiveness of audit and oversight, risk management, and internal controls. Independent Oversight is reserved to the Office of the Inspector General, its Internal Audit and Investigation functions, and to the External Auditors. The Office of the Ombudsperson and Mediation Services helps to resolve employment-related disputes through Alternative Dispute Resolution (ADR) services and the reporting of systemic issues and recommendations for their resolution.

Organisational structure

IOM operates a highly decentralised organisational model, with headquarters in Geneva, 2 administrative centres in Manila and Panama, 9 regional offices, a Special Liaison Office in Addis Ababa, an IOM office in New York and, by the end of 2022, 557 field offices in more than 100 countries. At the time this assessment was carried out, just 3% of its staff were at headquarters (IOM, 2022). Two co-ordinating committees – on policy and management – facilitate communication between headquarters and the field. As of June 2023, IOM had a total of approximately 20 000 staff members (representing an increase of nearly 10% from the previous year), with a further 7 000 non-staff personnel and around 5 000 consultants. Staff numbers have doubled in the last six years. At the end of 2022, women accounted for 48%, and 172 nationalities were represented, with staff from non-OECD countries representing 83% of the workforce. Staff positions covered by core funding accounted for only 5% of the total workforce (IOM, 2022).

Elderly women carries a jerrycan full of water after fetching it from a borehole in Ladan, an informal settlement hosting nearly 3,000 displaced persons in Doolow. Most people living in Ladan have been displaced due to drought. This borehole, supported by World Vision, is the only water point providing clean water to the population in the area.
Photo: IOM/Claudia Rosel Barrios 2022

Strategic planning

IOM's strategic objectives are set out in a number of documents. The Migration Governance Framework (MiGOF), endorsed by the Council in November 2015, defines a set of objectives and principles, and provides an overall framework for IOM's engagement, planning and reporting, although without a specific delivery framework. The MiGOF has three principles and three strategic objectives (MiGOF):

MiGOF principles:
1. Adherence to international standards and the fulfilment of migrants' rights
2. Migration and related policies are best formulated using evidence and whole-of-government approaches
3. Good migration governance relies on strong partnerships.

MiGOF objectives:
1. Good migration governance and related policy should seek to advance the socioeconomic well-being of migrants and society
2. Good migration governance is based on effective responses to the mobility dimensions of crises
3. Migration should take place in a safe, orderly and dignified manner.

In November 2019, the IOM Strategic Vision, for the period 2019-23, was presented to the IOM Council, providing the organisation's first global strategy. It states that, by 2023, IOM should be "a driving force in the global conversation on migration, capable of supporting migrants at all stages in their journey" (IOM, 2020). It sets out three strategic priorities:

1. Resilience: IOM will prepare for large movements of people in the coming years, as a result of climate change, conflict, poverty, and other factors, taking a long-term and holistic approach to emergency response
2. Mobility: IOM will pursue innovative approaches to the design and implementation of systems to manage migration, based on deep technical knowledge of what works in which contexts
3. Governance: IOM will help participating governments to develop their capacity for migration governance and assistance, including through research, analysis, and data collection.

IOM has also developed nine regional strategies, designed to run concurrently with the Strategic Vision in five-year planning cycles. These analyse migration trends and challenges in each region and outline operational priorities under the three strategic pillars from the Strategic Vision. This MOPAN assessment took place at a time when the current five-year planning cycle was coming to an end and consultations on the next strategic plan have just begun.

IOM's website lists four broad areas of operation: migration management, crisis response, international co-operation and partnerships, and data and research; two frameworks (Agenda 2030 and the Global Compact for Migration); and four highlighted cross-cutting areas (gender equality, migration environment and climate change, countering xenophobia, and internal displacement) (IOM , n.d.).

Finances and operations

IOM's 2016 agreement with the UN designates it as an "independent, autonomous, non-normative organisation". The organisation has a predominantly project-based budgetary model and a decentralised organisational structure. It has a reputation for flexibility, efficiency, and strong logistical and operational capacity, enabling it to deliver valued services to its member states (Bradley, 2021). The last MOPAN assessment similarly listed its strengths as including "its strong field presence, operationally focused business model, ways of working and mindset, and service-oriented ethos" (MOPAN , 2019).
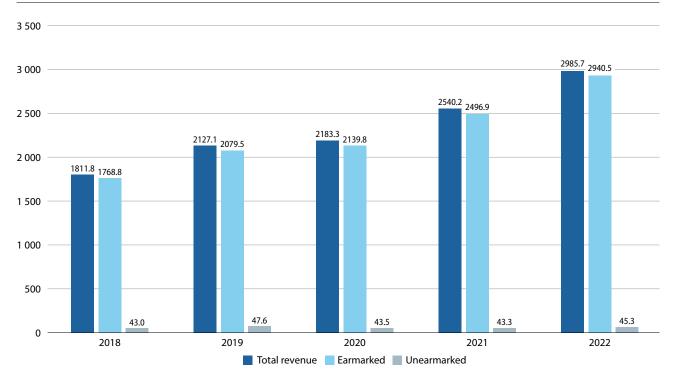
FIGURE 4. **IOM'S TOTAL COMBINED REVENUE (IN MILLIONS OF USD) FROM 2018 TO 2021**

Source: IOM (2023).

IOM's annual budget has increased year on year since 2000. Its combined total revenue in 2022, made up of assessed contributions, voluntary contributions and other income, was $2.99 billion – up 18% on 2021 (IOM, 2023).

Assessed contributions from members accounted for less than 2% of total consolidated expenditure in 2022 (IOM, 2023). Since the last MOPAN assessment, IOM's financial reports show annual increases in expenditure, reaching USD 2.5 billion in 2021 (IOM, 2022), up from USD 1.8 billion in 2018 (IOM, 2019).

IOM funding is highly project-based which constrains its ability to deliver agency-wide strategic priorities. The last MOPAN assessment noted that 99% of voluntary contributions were earmarked for specific purposes (MOPAN , 2019). Over time, there have been efforts to reduce IOM's dependence on earmarked funding. To oversee these efforts, in May 2010, IOM's member states established the Working Group on Budget Reform to undertake a comprehensive budget reform exercise seeking to also address the insufficient funding to support the organisation's core structure (IOM, 2020b). Discussions over the years with member states, led to the Standing Committee on Programmes and Finance (SCPF) agreeing, in June 2022, to budget reforms that will increase the administrative part of the budget by USD 60 million over a five-year period to provide IOM with a minimum of core funding (IOM, 2022); although the administrative budget remains a small proportion of the overall budget (IOM, 2022), and in 2022 accounted for only 2% of total expenditure (IOM, 2023).

In 2022, IOM received a total of USD 33.2 million in voluntary, unearmarked, multi-year contributions from 16 donors (down from USD 38.8 million in 2021) (IOM, 2023). In 2017, IOM established the Migration Resource Allocation Committee (MIRAC) to review unearmarked contributions and make recommendations to the Director General on how they should be allocated, based on internal priorities and strategic needs (IOM, 2020).

SITUATIONAL ANALYSIS

Organisational reforms

In 2019, in its management response to the previous MOPAN assessment (IOM, 2019), IOM reported that it had undertaken an ambitious review of its internal governance and launched a number of major reforms, including:

- Exploring the feasibility of shifting institutional budgeting processes towards results-based management, linking this with anticipated strategic results.

- Introducing project-level results-based budgeting through a new Project Information and Management Application (PRIMA) system.

- Redressing the balance of an overly project-based funding model, to attract multi-year, unearmarked contributions from member states and support corporate reform and growth.

- Strengthening risk management practices and change management capacities through additional resources and developing a new Risk Management Information System.

- Enhancing fiduciary risk management and compliance, and setting out better oversight and delivery chain assurances.

- Establishing an Environmental Sustainability Unit and aligning IOM's environmental management work with UN system-wide sustainability strategies and commitments.

- Initiatives to mainstream gender into IOM's work, coupled with further efforts on prevention of sexual exploitation and abuse and sexual harassment within the organisation, supported by staff training.

- Establishing a Policy Hub to lead on knowledge management across the organisation, and an increased budget for policy capacity, data and research, knowledge management, staff development, training, and communications.

- Enforcing a stronger and more independent evaluation function.

The Strategic Vision notes that IOM has "outgrown its governance architecture" linked to its expanding responsibilities with the UN system. It commits the organisation to investing in an Internal Governance Framework – "a modern and fit-for-purpose internal governance system which will be the functional backbone of the organisation and underpin all other areas of institutional development". It states that the Internal Governance Framework is not a static structure but will be regularly reviewed and revised in response to internal and external developments. However, the Strategic Vision also notes the lack of core funding as a critical constraint on organisational development (IOM, 2020).

This assessment finds that many areas of IOM have undergone reform in this assessment period, and these reforms are at various stages of implementation. In each performance area, the assessment has considered the organisational change during the review period, reflecting the maturity of these reforms.

Changes to the operating context

The assessment period has been marked by a number of large-scale new and ongoing displacement crises, including the impact of Russia's invasion of Ukraine in February 2022. At the end of 2022, the number of forcibly displaced individuals worldwide was estimated at 108.4 million – up from 68 million in 2018 (UNHCR, 2023). Global migration

flows have also increased over the period. In 2020, there were an estimated 281 million international migrants (equating to 3.6% of the global population), with two thirds of these being labour migrants (IOM, 2021).

Beyond rising caseloads, the key change in IOM's operating environment during the assessment period was the COVID-19 pandemic. Between 2020 and 2022, many countries around the world closed their borders, introduced quarantine rules and restricted freedom of movement (IOM, 2021). This had profound implications for populations of concern to IOM. Many migrant workers were left stranded in host countries, unable either to work or return home, and often ineligible for social assistance. Other migrants (such as students and medical tourists) were also stranded. There were large internal population movements in countries such as India, as people attempted to reunite with their families ahead of lockdown restrictions. IOM recorded many instances of forced returns, denials of entry and push backs at borders worldwide, including unsafe practices such as refusal to allow asylum seekers to disembark from unsafe boats or forced disembarkation in unsafe places (UNHCR and IOM, 2020).

IOM's global response to COVID-19 covered 140 countries. It included protection and livelihood activities, the distribution of vaccines, and the provision of information products and awareness raising for migrants. IOM also produced a wide range of guidance for governments on migration issues during the pandemic. To mobilise resources, IOM launched five funding appeals in 2020 and released a global call to action on COVID-19 and mobility in 2021 (IOM, 2022).

The pandemic also had major implications for IOM's own operations. From March to June 2020, resettlement operations were suspended, due to movement restrictions and increased operational risk, though urgent resettlement for critical cases continued. Assisted voluntary return and re-integration operations were affected by border closures and the more limited possibilities for in-person re-integration support. IOM's network of visa application centres was unable to assist migrants due to temporary closures or reduced operations during parts of 2020. By the end of 2020, 108 IOM missions were directly or indirectly affected by COVID-19 (IOM, 2022).

IOM's Multi-Purpose Community Hall (MPCH) in Yola, Adamawa state, Nigeria provides a safe space for activities such as lay counselling, basic emotional support, skills development and other activities targeting especially children, teenagers and women.
Photo: IOM/Natalie Oren

Box 2. IOM's main strengths and areas to improved identified in the MOPAN 2023 assessment

Main strengths

- Agility and responsiveness: IOM's highly decentralised structure and flexible procedures enable rapid and effective delivery in dynamic and often difficult operating environment.

- Strong track record in attracting project finance, excellent relationships with donors and pooled funds.

- Greater coherence to the organisation, driven by the strategic vision.

- Delivering on IOM's critical global leadership role as the UN's migration agency, including an important role in humanitarian co-ordination.

- A more coherent organisational structure at headquarters following major structural reforms.

- A stronger governance and control system under the Internal Governance Framework.

- Consistent support to women and the most left behind.

Areas for Improvement

- IOM's financial framework, with its heavy reliance on earmarked funding, remains the primary constraint for organisational development.

- A dilemma - for IOM and its funders - on how to set out IOM's narrative about its global mandate, consistently deliver its strategic vision, and address gaps in organisational capacity, without compromising IOM's entrepreneurial strengths.

- Finalising, operationalising, and consolidating the rollout of structural reforms and key business processes.

- Further capacitating IOM in its Network co-ordinator role at regional and country levels.

- Systematically integrating conflict sensitivity and accountability to affected populations in all programming, developing a protection strategy, and exploring options to promote localisation.

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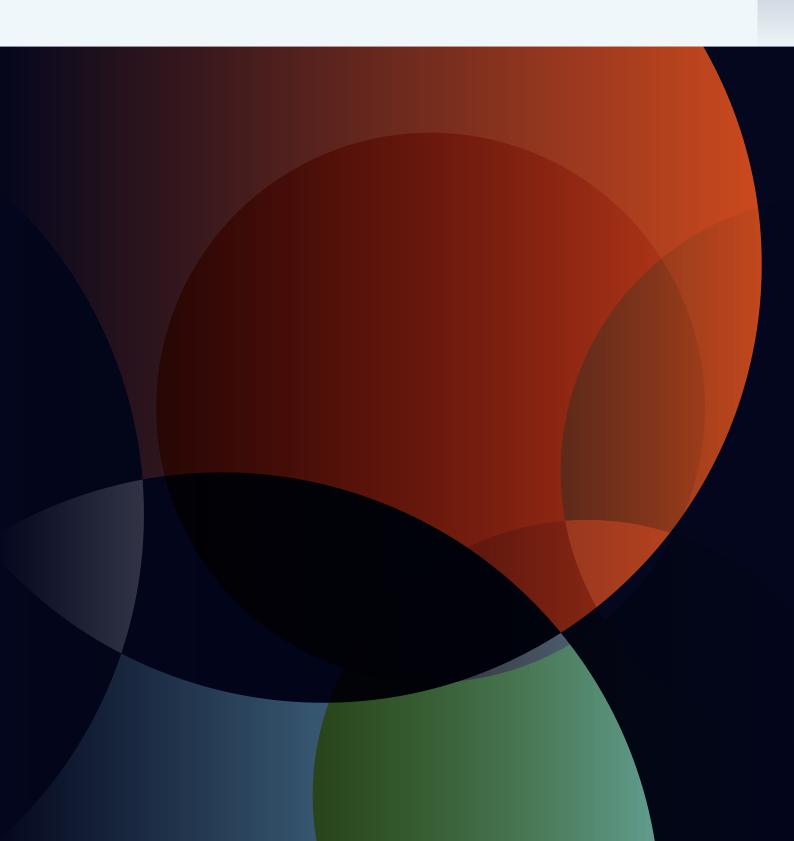
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DETAILED LOOK AT FINDINGS

IOM's warehouse team in Gaziantep show IOM Director General Antonio Vitorino a relief item kit that will be shipped to affected populations Northwest Syria.
Photo: ???

IOM'S ORGANISATIONAL JOURNEY

The period covered by this assessment – January 2019 to March 2023 – has been one of major organisational change for IOM. Many of the performance areas covered here have undergone reform, as the organisation has built up its capacity to support a growing budget and global portfolio of operations, and to take up its mandate as the UN's migration agency. These ambitious, multi-annual reform processes are at varying stages of implementation. This section assesses key organisational developments over the period, looking at how far IOM has come in both building on the strengths and addressing the shortcomings that were identified in the previous MOPAN assessment.

We note at the outset that IOM's traditional strengths as a responsive, delivery-focused, and primarily field-based organisation continue to be highly valued by its funders, and have contributed to its rapid growth as a global humanitarian actor. However, these strengths are also the root cause of many of the shortcomings identified in this assessment. In particular, IOM's financial framework and operating model are geared towards the delivery of short-term projects, and make it more challenging for the organisation to allocate its resources strategically towards the delivery of its core mandate. Reliance on project finance also contributes to the under-resourcing of IOM's central functions, relative to the size and complexity of its operations. A dilemma facing both IOM and its funders is how to address the resulting gaps in organisational capacity, without compromising IOM's traditional strengths.

IOM remains an agile, entrepreneurial and delivery-focused organisation

The previous MOPAN assessment found that IOM's core strength was its agility and responsiveness. The highly decentralised structure and flexible procedures enabled IOM to deliver rapidly and effectively in dynamic and often difficult operating environments, giving it a reputation as a "can do" organisation.

This remains IOM's core strength. In interviews conducted for this assessment, IOM's funders and external partners described IOM's comparative advantage in terms of its agility and effectiveness in responding to crises. In our survey, 78% of respondents agreed with the proposition that "IOM is able to quickly surge and scale up for new and escalating crises".

This operational strength is reflected in IOM's success in attracting funding. IOM's total income has grown from USD 2.1 billion in 2019 to USD 2.99 billion in 2022 (IOM, 2023). Currently 57% of the budget goes towards humanitarian response,

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Box 3. External partner survey – IOM's agility and responsiveness

"IOM's response to humanitarian crisis and their agility and willingness to support is amazing… IOM operates with a humanitarian focus and ensures that what has been asked of them is achieved. IOM's willingness and responsiveness when we require information etc is definitely one of their strengths."

– International implementing partner

"IOM is very dynamic. It always positions itself and its strategies to what is best needed by the host country."

– Host government

"IOM's procedures are very agile, perhaps among the fastest of all the co-operation partners with whom I have had the opportunity to work. This characteristic is of great value, since on many occasions delays in administrative matters have negative impacts on mission development and on the activities that are carried out. This situation does not occur with IOM."

– Host government

"From my experience with IOM, the staff is dedicated to the cause and available for any query or problems that need to be tackled immediately."

– National or local implementing partner

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making IOM a frontline actor in the international response to situations of mass population displacement. In a global context characterised by rapid, large-scale and often overlapping crises, IOM's services are in considerable demand.

IOM has a clearer long-term vision [Indicator 1.1]

The previous MOPAN assessment noted that IOM's institutional vision needed a "refresh" to reflect its new role as the UN's global migration agency. This has been accomplished through the adoption of the Strategic Vision 2019-2023 (IOM, 2020), which sets out the organisation's strategic direction and its contribution to global policy commitments, including the Global Compact for Migration and the 2030 Sustainable Development Agenda. The Strategic Vision outlines current and emerging migration challenges, and how the organisation is positioning itself to address them under the three pillars of resilience, mobility, and governance. The Vision is supported by a Strategic Results Framework, which provides a roadmap for implementation, with goals and performance metrics in four areas – migration governance, humanitarian assistance and protection, human mobility and resilience, and empowerment – as well cross-cutting themes and planned improvements in organisational effectiveness and efficiency. IOM has also developed regional and, where appropriate, sub-regional strategies, and these are supported by strategies and annual plans at the country level. The Strategic Vision is also complemented by an Internal Governance Framework, which outlines plans to strengthen IOM's oversight, management and internal systems.

According to stakeholders consulted for this assessment, the Strategic Vision has introduced greater coherence to the organisation and helped it to position itself within the UN system as both a humanitarian and development actor. However, stakeholders also pointed to a number of areas where IOM could further strengthen its corporate strategy and planning processes. Indeed, with several levels of strategy and planning documents, it can be difficult to identify priorities – and thus IOM would benefit from a clearer hierarchy of strategic, policies and planning documents. The Strategic Vision does not address IOM's growing role as a humanitarian actor, although this now absorbs the majority of its funding (there is, however, a Humanitarian Policy from 2015 and the Migration Crisis Operational Framework, which outlines the organisation's approach to crisis response). The planning processes underpinning the Strategic Vision are not yet multi-annual and are only loosely results-based. Country offices retain considerable latitude to set their own priorities, which may or may not link to IOM's Strategic Vision. This can be helpful to allow responses to be context based, and to work within priorities set out by UN Country Teams. However, in practice the project-based nature of IOM's funding creates strong incentives to deliver on donor preferences first and corporate priorities second.
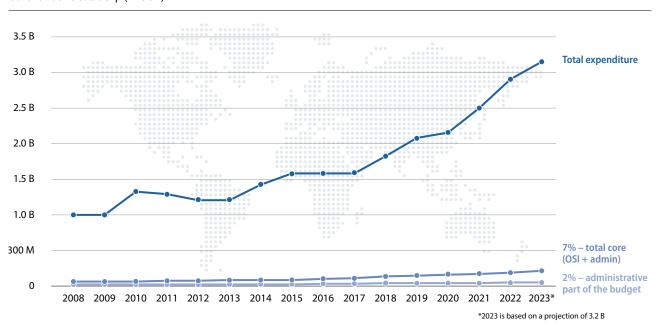
IOM's financial framework continues to limit its strategic focus and organisational development
[Indicator 1.3, 3.2]

While the Strategic Vision is an important step forward, IOM's priorities are in practice strongly influenced by its funding patterns. While IOM's income has grown rapidly over the assessment period, this has been largely in the form of short-term project finance. In contrast, its voluntary unearmarked funding has only grown marginally from USD 28.5 million in 2019 to USD 33.2 million in 2022 (including from MOPAN members Belgium, Denmark, France, Ireland, Republic of Korea, Netherlands, Norway, Sweden, Switzerland, United Kingdom and the United States of America), remaining just 1.1% of total funding. In 2022, in an attempt to rebalance resourcing, IOM secured a commitment from member states to increase the assessed contributions by USD 60 million over five years from 2023 (IOM, 2022). However, this will only marginally reduce IOM's reliance on earmarked funding, from 97% to 93% (Figure 5).

IOM has excellent relationships with its donors and is clearly very effective at securing project finance. It has also been successful at securing funding from UN-managed multi-partner trust funds (MPTFs). Since 2006, it has accessed 61 of the 197 trust and pooled funds managed by the United Nations, particularly the Central Emergency Relief Fund (CERF), country-based pooled funds and the UN Peacebuilding Fund.

However, external stakeholders have raised concerns that this pattern of funding reflects IOM's choice to maximise its project funding by taking on an ever-broader range of activities, at the expense of strategic focus. While activities are all thematically linked to migration, their breadth creates uncertainty among stakeholders as to how IOM understands its role, strategic priorities and comparative advantage as the UN's migration agency. This gap is linked to weaknesses in IOM's strategic communication function. In September 2021, a cross-organisational working group was established to review IOM's media and communication function, with task teams on corporate identity, advocacy and positioning, media and communications, and internal communication. The working group concluded that IOM lacks a clear organisational narrative. It defines its own comparative advantage primarily in terms of how it works (speed, responsiveness, flexibility etc.), rather than around the support it provides to migrants and the global migration challenges it works on.

FIGURE 5. **GROWTH IN IOM'S ADMINISTRATIVE AND OPERATIONAL BUDGETS**
Core funds vs total exp (in USD)

*2023 is based on a projection of 3.2 B

Source: IOM (2023).

The donors we interviewed also suggested that IOM had not been proactive in making the case for why, as the UN's migration agency, it needed new forms of funding, including unearmarked funding for core functions. IOM maintains a relatively small Donor Relations Division within its Department of External Relations, with only limited capacity for donor intelligence and engagement. There is clearly a need for a more strategic conversation between IOM and its member countries on whether the organisation should remain focused on project delivery or move towards a more strategic focus on the delivery of its core mandate, and on the implications of this for its financial framework.

Box 4. External partner survey – IOM's financial framework

"IOM with the support of Member States have made progress towards reforming their financial framework by increasing assessed contributions; however, it is still insufficient for the full realisation of the organisation's mandate and operations."

– Governing body representative

"It seems to me that IOM's funding and budgeting provides incentives for broadening activities to attract funding rather than focusing on some strategic areas of operation. I think budget reform, and securing a larger share of unearmarked funding, is key to address this."

– Host government

"Being largely project funding driven creates a huge dependency on donors and limits the ability to more independently drive the organisation's strategic priorities."

– Peer organisation

"IOM's financial structure hinders its long-term planning. While it is not the only organisation to be projectised, it has difficulties in financial planning to ensure staff and programmatic continuity. The organisation functions mostly through projects that don't necessarily fit into an overall programme or cohesive strategy. This has an impact on staff retention and on programme quality."

– Peer organisation

IOM is providing clean and safe water to rural communities living in the remote valley of Qaloocan that are affected by the extreme drought. The 60km square valley is home to hundreds of nomadic families.
Photo: IOM/
Claudia Rosel Barrios 2022

IOM's financial framework limits its organisational development in multiple ways. Firstly, it has been unable to invest in developing its core structure to keep pace with the scale of its operations (Figure 5). Instead, the limited core funding is currently entirely applied towards maintaining IOM's central administrative structures. Even so, it still depends on securing additional project funding to support essential headquarters roles, which are often under-resourced and insecure. This leaves the organisation with very limited flexibility in directing budgetary resources towards the priorities in its Strategic Vision and makes it difficult to move towards results-based budgeting. It also limits IOM's ability to direct resources towards preventive action or neglected crises: in our survey, just 45% of respondents (and, importantly, less than 20% of donor respondents) agreed with the proposition that "IOM's financial framework supports the effective implementation of the mandate and strategy".

IOM has created a more coherent organisational structure at headquarters level [Indicator 1.2, 3.1, 3.4]

IOM has undertaken major structural reforms at headquarters level. Its leadership function has been reorganised through the creation of two Deputy Director General (DDG) effective September 2021, which support the Director General (DG) with operations and with management and reform, respectively. The DG, DDGs and Chief of Staff now constitute the Strategic Leadership team. Following an organisational review, ten new central departments have been created, building on and rationalising existing structures. A new Department of Strategic Planning and Organizational Performance was also established, to facilitate co-operation across the organisation and better integrate strategic planning into its operations. Stakeholder feedback agreed that the restructuring had helped refocus the organisation around its strategic priorities.

These changes are yet to be replicated across the field network, which is planned for a later phase of the reforms. For the time being, country offices are financed almost entirely through project funding raised at the national or regional level. As a result, they vary considerably in structure and capacity across contexts. This creates a good level of flexibility in meeting local operational needs but leaves smaller country offices with few resources to respond to corporate priorities. It also means that country offices are incentivised to secure funding by meeting local needs and priorities, ahead of supporting corporate priorities. IOM plans to address this in the coming period by funding its two most senior country-level positions – the Chief of Mission and Resource Management Officer (RMO) – from core funding.

IOM is a heavily decentralised organisation, with just 3% of its staff working from its Geneva headquarters. The remainder are spread across 2 administrative centres (Manila and Panama), 9 regional offices, and 557 country and subnational offices. This level of decentralisation leaves critical corporate systems and functions under-resourced at headquarters level. While there are policies and procedures that determine spending and decision-making authority at different levels, these are implemented inconsistently, given variable local capacity, and the accountability framework is not always clear. Many key functions in country offices still depend on home-grown systems. IOM has an ongoing programme of "de-localisation" to redress the imbalance, including by shifting some functions to its Manila and Panama administrative centres.

IOM's procurement is also heavily decentralised, with around 90% of procurement actions undertaken by country offices, and with most supplies sourced locally. This has certain advantages, particularly in crisis situations, where local procurement is often faster and more cost-effective. However, it leaves the organisation poorly placed to achieve cost savings through strategic supply chain management at the regional or global levels. This is being addressed through the development of an Enterprise Resource Planning system, which will gradually replace the existing home-grown systems with a standardised and fully integrated supply chain management system that will enable IOM to identify where cost savings can be made.

IOM has invested in stronger governance and control systems [Indicator 1.2, 4.4, 5.3]

The Strategic Vision states that "IOM has outgrown its governance architecture" and commits the organisation to developing a new Internal Governance Framework (IGF) – namely, "a modern and fit-for-purpose internal governance

OM Staff carry out a distribution of relief items to flood-affected people in Sindh and Balochistan provinces. The relief items are distributed in coordination with various partners which include shelter kits.

Photo: Usman Ghani

system which will be the functional backbone of the organisation and underpin all other areas of institutional development". First produced in 2019, the IGF sets out the organisation's evolving governance architecture and a plan of action for putting key structures and systems in place. It is supported by a Board and Steering Committee, chaired by the DDG Management and Reform, and by an IGF Unit. Thirty percent of IOM's unearmarked funding has been allocated to its implementation in 2021 and 2022.

A key objective of the IGF has been to strengthen oversight and compliance, based on the "Three Lines of Defense Model" developed by the Institute of Internal Auditors and endorsed by UN (United Nations , 2014). Over the assessment period, IOM has invested in its investigative and oversight mechanisms, which are now much better resourced. IOM's Office of the Inspector General operates independently under its own charter, reporting to the Director General, and to the Council's Standing Committee on Programmes and Finance. The work of OIG is reviewed in an advisory capacity by the Audit and Oversight Advisory Committee. Its internal audit function implements an active programme of around 20 audits each year, in addition to external audit, and the audit function has been independently assessed as meeting international standards, although it has not received additional funding since 2016, despite the significant growth of the organisation. IOM also has an Office of the Ombudsperson and Mediation Services, which offers an alternative dispute resolution mechanism for employment-related matters and provides the organisation with reports on systemic issues and recommendations for their resolution to enable it to safeguard organisational effectiveness, efficiency, and accountability.

Overall, the IGF has enabled IOM to take a holistic and integrated approach to compliance issues, resulting in significant improvements over the assessment period. However, as operations continue to expand, IOM faces continuing challenges in funding key central functions, with the Department of Legal Affairs singled out in interviews as under-resourced.

IOM's organisational reforms have also covered risk management, with the establishment of an Enterprise Risk Management Unit within the Department of Strategic Planning and Operational Performance. A Risk Management

Framework and Policy has been put in place to ensure that risks are identified and used to inform planning and decision-making at headquarters, region, and country office levels. However, the risk management system is not fully operational, and the organisation is still in the process of defining its risk appetite at headquarters and country levels.

Until recently, IOM has lacked a strong set of corporate systems and business processes to support its operations. Over the assessment period, it invested in a number of systems to improve project and financial management, including its project management platforms, PRISM and PRIMA, under an ICT Strategy for 2022-2025 that sets out a plan to overhaul IOM's internal information systems through the development of a fully integrated Enterprise Resource Planning system, to be rolled out in 2024. Developing and deploying the components of this system is a multi-annual process and most of the benefits will be realised in the coming years. In the meantime, a number of key business processes, including supply chain management and important human resource functions, are still managed at country-office level, often through home-grown applications with limited capacity for co-ordination and with doubtful data security and system integrity.

People management remains under-resourced [Indicator 3.3]

IOM's workforce has grown rapidly over the assessment period, to a total of 27 000 personnel including staff and non-staff, to enable it to manage its expanding global portfolio. The ratio of positions covered by core funding to non-core or project-funded positions is 1:20. Overall, the reliance on project funding has made it more difficult for the organisation to invest in its people. For example, IOM has a relatively low ratio of human resources staff (approximately 50 staff members in the Professional and higher categories) to overall workforce. By comparison, UNICEF has 229 and UNDP has 176, for similar-sized workforces. A 2020 report by the Office of the Inspector General flagged recurrent concerns around human resource management, including "a lack of updated and relevant terms of reference, control gaps in local payroll processes, inadequate monitoring of relatives in the workplace, poor management of staff attendance and weak compliance with the Staff Evaluation System" (IOM, 2020). The organisation lacks a strategic approach to workforce planning and staff acquisition, and many of its key field positions are staffed several grades lower than comparable positions in other UN agencies. Career development for locally engaged staff is another area of weakness. Lack of secure funding compels the organisation to make excessive use of short-term, ungraded contracts, especially in crisis contexts. This contributes to poor staff retention and loss of institutional memory. Finally, IOM's duty of care processes for staff and contractors are not sufficiently clear or adequately resourced and need to be better integrated with contingency planning and risk management.

IOM is putting in place the building blocks for results-based management [Indicator 4.3, 7.2]

IOM is building a new organisational results architecture, based on the 2021 Strategic Results Framework (SRF). The SRF sets out objectives, long- and short-term outcomes and associated outputs, and is progressively being supported through the development of cross-cutting, programmatic, and effectiveness and efficiency indicators. It is, however, not accompanied by detailed and explicit theories of change. Through the updated PRIMA project management system, project developers are able to indicate which SRF short-term outcomes their projects contribute to and make use of a menu of standardised indicators. This is being done progressively as new projects are launched, and thus will therefore take some time before the rollout is complete. In due course, the PRIMA system will enable IOM to aggregate project portfolio results against a subset of SRF goals and targets. In the meantime, IOM uses a manual process (an institutional questionnaire) to collect results data from country offices, for aggregation at the corporate level. It has recently updated the format of its Annual Report to align with the Strategic Vision and the SRF. However, while there is progress on reporting, there is unfortunately limited evidence of performance data being used for planning and management purposes, which is a missed opportunity.

IOM is not yet in a position to adopt results-based budgeting, to systematically align its budgets with the priorities and results areas defined in the Strategic Vision and SRF, although the organisation has started work in this area. Through PRIMA, the organisation can break down expenditure according to the SDGs, to meet UN system-wide reporting

requirements. The new Enterprise Resource Planning (ERP) system, now under preparation, will increase IOM's capacity to align strategies, resource allocation and results reporting, and therefore allocate resources in a more results-focused way. The first stage will be to collect quality baseline data across the organisation's portfolio of 3 000+ projects, which is expected to take at least 2 full reporting years. MOPAN research suggests that developing a fully functioning results-based budgeting system is indeed a long-term undertaking (MOPAN, 2022). In the meantime, IOM's resource allocation reflects the evolving composition of its project portfolio, and is therefore a bottom-up process, with only limited ability to reallocate resources towards underfunded corporate priorities. IOM does, however, track certain measures of portfolio efficiency, such as the time required for project preparation, the share of projects requiring no-cost extensions and the timeliness of donor reporting, which can, in principle, support enhanced portfolio management.

Overall, the work of putting in place the building blocks for results-based management is well advanced, but IOM still has significant work ahead of it to reap the benefits. By shifting Chiefs of Mission and RMOs onto its core budget, IOM hopes to incentivise these staff to focus on key corporate processes, to balance their current focus on fundraising and portfolio management. However, questions remain about how country offices will resource the new budgeting and reporting requirements. Indeed, the assessment heard concern from staff in country offices that the number of reform initiatives now underway in IOM is overstretching the limited capacity available in the field.

IOM is beginning to invest in organisational learning [Indicator 8.1, 8.2, 3.1, 7.3]
Over the assessment period, IOM has increased its investment in knowledge management to ensure it generates lessons and good practices from its operations and makes these more systematically available across the organisation. It has strengthened its evaluation function, which in the last MOPAN assessment was described as "nascent" (MOPAN , 2019). The Central Evaluation Unit now conducts a more extensive annual programme of evaluations, including strategic and corporate evaluations (with recent cross-cutting evaluations of IOM's work on the humanitarian-development-peace nexus, the climate-migration nexus and sustainable development). Under its charter, the Unit has full discretion to set its own evaluation programme. The conduct of evaluations is supported by a network of regional monitoring and evaluation officers, and a formal management response to each evaluation is now required. However, the Unit does not enjoy the level of independence required by UN norms. During the assessment period, the Unit was relocated from the Office of the Inspector General to the Department of Strategic Planning and Organizational Performance (DPP), shifting from a direct reporting line to IOM's Director General to a system of one-to-one briefings – reportedly due to member state concerns that there were too many such direct reporting lines. In addition, the OIG is

Many returnees from Pakistan walk across the border to return to Afghanistan.

Photo: IOM/Léo Torréton

no longer part of the third line of defence reporting to IOM's Standing Committee on Programmes and Finance. A UN Evaluation Group peer review in 2021 noted the Unit's lack of structural and financial independence and observed that combining evaluation with monitoring undermines its operational independence, since monitoring is a managerial function (UNEG/OECD, 2021). Since this peer review, the Central Evaluation Unit has had its funding increased; it is now drawn from the core funding of the organisation and reported in the annual budget for IOM. IOM also complied with the UNEG recommendation to remove the monitoring function from the Central Evaluation Unit.

According to IOM's 2020 Annual Report, 105 IOM offices reported using evaluation findings to inform their programming and management practices. While there is no standardised policy-development process, headquarters departments have reportedly increased their consultations with field operations during the development of policies, frameworks and guidance material. However, IOM would benefit from a more structured process for capturing lessons from completed projects and feeding this back into project design. An internal concept note by the Innovation and Knowledge Management Unit states that "use and application of knowledge from evaluation, collection of good practices and lessons learned, and other quality assurance mechanisms are still ad hoc and fragmented". In the survey, only 27% of respondents agreed with the proposition that "IOM reports on poorly performing programmes to enable it to learn lessons from its mistakes."

Box 5. External partner survey – IOM's learning culture

"Project results are shared from IOM staff; however these are only output level results without deeper analysis of changing trends and responsiveness to participant feedback. […] IOM senior management often publicly shares how successful the project is, however, this is their own opinion without the data from participants or independent evaluation to back this up."

– International implementing partner

"Project level results or country level results are not clearly communicated, and IOM does not have a donor portal where regular reporting on emergency or even non-emergency country level operations are available. The PRIMA system could potentially offer some opportunity to provide more insightful reporting, but it has not reached its full potential."

– Governing body representative

IOM AS THE UN'S MIGRATION AGENCY

This section explores how IOM has developed into its role as the UN's global migration agency. This has entailed some important changes to the way the organisation works. Overall, our assessment finds that IOM has made significant progress towards taking up its mantle as the UN's global migration agency. At the global level, it co-ordinates the UN Network on Migration, and engages with member states and the multilateral system on migration issues. At the country level, it is active in promoting the integration of migration issues into UN planning processes. However, it still has some work to do in mainstreaming its global migration mandate into its country programming, given resource constraints and competing incentives in field offices.

IOM has expanded its global policy footprint [Indicator 6.5]

Over the assessment period, IOM has significantly expanded its level of engagement with global policy processes, in line with its role as co-ordinator of the UN Network on Migration.

IOM was appointed by the United Nations Secretary-General as the co-ordinator and secretariat of the UN Network on Migration in 2018, which was then endorsed by the United Nations General Assembly in the Global Compact for Safe, Orderly and Regular Migration (GCM). This role is reinforced by the Migration Multi-Partner Trust Fund, a United Nations inter-agency pooled fund established under the GCM, whose multi-stakeholder Steering Committee is chaired

by the IOM Director General and whose management is supported by a dedicated unit hosted by IOM. IOM also hosts the Secretariat for the Network, mainly funded from unearmarked MIRAC funding.

The Network was established to co-ordinate UN system-wide implementation of the Global Compact for Migration, provide capacity-building support to member states and to organise consultation events, including the International Migration Review Forum in 2022. IOM has attempted to facilitate common UN positions on migration policy issues through the UN Network on Migration, although this remains challenging due to competing institutional mandates and perspectives. The Network secretariat provided strong support to the International Migration Review Forum, which is an intergovernmental forum for review of progress under the GCM, which was held for the first time at UN headquarters in New York in 2022. Through its liaison office in New York and from Headquarters in Geneva, IOM participates in relevant migration and forced displacement deliberations at the UN, alongside engagement with the African Union through the Addis Ababa office.

IOM has also actively engaged in global processes for addressing and responding to internal displacement, particularly in the form of capacity and technical support to the work of the High-Level Panel on Internal Displacement and the SG's Action Agenda on Internal Displacement. IOM is also a member of the Steering Group established to support the overall efforts and provide strategic guidance to the work of the Office of the Special Adviser, driving the SG Action Agenda at the global level.

In a positive development, a new Department of Policy and Research was created to enhance the organisation's capacity to reach consistent, evidence-based positions on global policy issues. According to interviewees, it is helping to identify policy gaps and address cross-cutting themes. In MOPAN's survey, 72% of respondents agreed with the proposition that "IOM engages in effective global policy and advocacy", and only 3% disagreed.

However, in September 2021, a cross-organisational working group established to review IOM's media and communication function concluded that IOM needs to support its advocacy with clearer messages about the global changes it is working towards. An opportunity exists for IOM as co-ordinator of the UN Network on Migration to help frame a stronger global narrative around the value of safe, regular and orderly migration.

IOM engages in global advocacy on climate migration, but could be more active on policy engagement at the country level [Indicator 2.4, 9.3]

The most recent report of the Intergovernmental Panel on Climate Change clearly signals the risk that climate change will drive dramatically increased levels of human migration over the coming decade, through climate-related disasters and the deterioration of climate-sensitive livelihoods (IPCC, 2023). This suggests that policy development and co-ordination on migration at national, regional, and global levels will become an increasingly pressing issue in the coming years.

Accordingly, IOM has developed an Institutional Strategy on Migration, Environment and Climate Change 2021-2030, which examines how climate change is reshaping migration patterns, and sets out how the organisation will respond. The strategy focuses on mitigating risks of population displacement through climate change, with a particular focus on areas with high climate-related disaster risks.

In line with this strategy, IOM has made significant efforts to advance policy dialogue on climate migration at the global level, including with member states and within the multilateral system. According to stakeholders, IOM has helped encourage a focus on human migration in global climate change policy, and to secure a recognition of climate change as a growing driver of migration. IOM's Transition and Recovery Division (TRD), in collaboration with the Migration, Environment, Climate Change and Risk Reduction Division (MECR), has helped advance IOM's strategic positioning on climate, conflict, and migration. Together, they represent IOM on the UN Climate Security Mechanism,

an inter-agency initiative aimed at strengthening the capacity of the UN system to analyse and address the impacts of climate change on international peace and security. The Migration Multi Partner Trust Fund steering committee has also identified addressing climate migration as a strategic priority and has committed to increase its portfolio of joint programmes contributing to this objective.

However, IOM has yet to focus on climate migration or deliver results in this important area in its own programming on the ground. According to the 2020 Annual Report, 87 IOM offices were engaged in migration-focused environment and climate-change programming, and its climate portfolio continues to grow rapidly. However, a 2021 evaluation of IOM's MECR work found that policy advocacy on climate and migration is not prioritised across the field network, that there is no organisation-wide approach to advocacy, and that policy impacts are not monitored or reported. In practice, country offices work in areas where funding is available, which works against a strategic or collaborative approach. IOM is now taking steps to address the findings from this evaluation, as part of the preparations for COP 27.

At the country level, IOM plays an important role in the overall response [Indicator 3.2]

IOM's Institutional Strategy on Migration, Environment and Climate Change states that the organisation will support local action on migration-related challenges by working with national and local governments and other stakeholders. According to its 2021 Annual Report, 87 IOM offices participated actively in national and regional policy dialogues and events or provided capacity building support on migration policy (IOM, 2022). The IOM Development Fund, first set up in 2001, provides seed funding to help member states pilot new migration-related initiatives, and has supported over 1 000 projects across 125 countries (IOM, 2023).

The evaluation evidence shows that IOM's capacity-development support is generally contextually appropriate and tailored to the needs of recipient institutions. Over the assessment period, IOM has supported the development of national migration policies and laws, developed tools and methodologies, trained public officials, strengthened data systems, helped create new co-ordination structures, invested in contingency planning and crisis response capacity, and strengthened national communications plans. More substantial programmes include evidence-based research to inform national policy development. However, given short project cycles, the evaluations rarely go beyond output level to explore whether sustainable national capacity has been developed. While IOM's capacity building support is well regarded, there are also instances where IOM supports member states through direct implementation of migration-related activities.

According to internal stakeholders, IOM is beginning to take up a policy dialogue and advocacy role at the national level and has promoted the integration of migration into UN planning processes (UNSDCFs) and UN-wide programming. However, country offices are not well resourced for this function, which tends to be a secondary priority to project delivery. IOM still needs to find ways to align resources and incentives across its field network with its migration policy development role, including as the co-ordinator of the UN Network on Migration.

IOM IN EMERGENCY CONTEXTS

The adapted MOPAN framework used for this assessment is designed to highlight how well multilateral organisations operate in emergency contexts, and how well they participate in the international humanitarian system. This section sets out the results of the assessment in this area.

While IOM's mandate is on migration, it defines this broadly to include "the movement of persons away from their place of usual residence, either across an international border or within a State". In recent years, the balance of its operations has shifted towards humanitarian response in situations of internal displacement, responding to growing global needs and helping to fill an acknowledged gap in the international humanitarian system (UN Secretary-General's High-Level Panel on Internal Displacement, 2021). Humanitarian assistance has been the main driver of

IOM staff at the Ciudad Juárez cathedral, where they assist migrants who come for food every day,.

Photo: Alberto Cabezas / IOM 2023

growth in IOM's global portfolio over the assessment period, as the organisation has scaled up its response to major humanitarian crises around the world. It now accounts for 57% of IOM's budget.

IOM plays an important role in international humanitarian co-ordination [Indicator 3.6, 5.4]
IOM has become an important actor within the international humanitarian system, dedicating increasing resources to supporting system-wide responses to crises at both international and country levels. It is a longstanding member of the Inter-Agency Standing Committee (IASC), which is the senior co-ordination platform among UN humanitarian agencies and key partners. Since joining the UN in 2016, IOM has played an increasing leadership and co-ordination role in IASC activities. According to external stakeholders, it is one of the most active members of the Emergency Directors Group, a body composed of representatives of IASC agencies that advises and follows up on key strategic issues. It plays the role of global cluster co-lead for the Camp Co-ordination and Camp Management (CCCM) cluster, which operates in 33 countries. It leads the Shelter/Non-Food Items (NFI) cluster in several countries, under the overall lead of UNHCR and ICRC, reflecting the fact the IOM is sometimes the lead responder to major internal displacement crises. It is also active in other clusters and working groups, as well as in the overall humanitarian country team.

IOM's Displacement Tracking Matrix (DTM) tool collects data on the movement of displaced and mobile populations in 95 countries, including their protection and assistance needs. This data is a key input for inter-agency Humanitarian Needs Overviews (HNOs). In several contexts, IOM leads inter-agency working groups on needs assessment, given the centrality of DTM data.

According to internal stakeholders, IOM is keen to take on an even more active leadership role in humanitarian response but is not always able to resource this within its financial framework. In the survey conducted for this assessment, a strong majority (83%) of respondents agreed with the statement "IOM participates actively in the humanitarian architecture and overall response".

> **Box 6. External partner survey – IOM within the international humanitarian system**
>
> "IOM is present at the grassroot levels of the population." *– Host government counterpart*
>
> "IOM has an appropriate, comprehensive and sustainable programmatic response to the humanitarian needs of migrants based on its core values, addressing constantly the risk factors that contribute to vulnerability. IOM's Department of Operations and Emergencies that oversees individual specialised projects related to humanitarian principles, protection mainstreaming, prevention of violent extremism and prevention of sexual abuse and exploitation play a vital role regarding the effective crisis management in emergency response and post-crisis recovery." *– Governing body representative*

Despite funding constraints, IOM is agile in response to emergencies [Indicator 3.5, 3.6, 5.6]

IOM operates according to the IASC's scale-up procedures for emergency response, and has applied these to its internal policies, systems, and procedures. Emergencies are graded (L1 to L3), triggering the release of additional capacity and resources, and simplified procedures for deploying them. For L3 emergencies, the DG appoints an Emergency Co-ordinator and a cross-departmental task force at headquarters to oversee operations. Other emergencies are overseen by the DDG Operations. IOM maintains an emergency roster of staff, who are pre-vetted and classified by speciality, and can be redeployed from existing positions into new emergencies on a temporary basis. Streamlined procurement processes are available for emergencies, and there are also simplified procedures for logistics and contracting.

However, IOM's responsiveness to emergencies is hampered by its lack of adequate contingency or reserve funding, given the scale of its operations. It has a small Emergency Preparedness Account and an Operational Support Income Reserve, which can be drawn on to support the rapid launch of emergency responses, and – to a limited extent – to maintain staffing through gaps in donor contributions. The Migration Emergency Funding Mechanism (MEFM), established in 2011, bridges the gap between the launch of emergency operations and the subsequent receipt of donor funding. The MEFM is funded from voluntary contributions and replenished following the receipt of donor funding for the emergency in question. This mechanism has enabled IOM to kick-start its response to various crises, including the COVID-19 pandemic. However, it only has limited reach: the MEFM has never reached its intended funding level of USD 30 million; instead, its balance has been relatively stable through the assessment period at just over USD 2 million.

In practice, IOM's agility comes from its ability to raise new funding rapidly in response to emergencies, either directly from donors or through pooled mechanisms such as the CERF. Donors and other external partners interviewed for this assessment commended IOM for being one of the quickest agencies to respond to new emergencies. However, this funding arrangement requires IOM to "follow the money", with limited scope to choose the scale of its response to different crises or to redirect resources towards underfunded emergencies. This also incentivises country offices to take on a broad range of projects, contributing to a perception among external stakeholders that IOM seeks out available funding, rather than implementing a response to emergencies based on its comparative advantage and area of expertise.

IOM is in the early stages of developing an organisation-wide approach to early warning in addition to its emergency enterprise risk management system. It has, however, already developed ad hoc early warning systems in particular contexts, and often relies on inter-agency early warning platforms and the analysis they generate. There is a network of Emergency Focal Points across regional offices, which support country offices on emergency preparedness and contingency planning. The organisation maintains an Emergency Preparedness Dashboard, through which information from 70 countries on risks and levels of preparedness is consolidated. This tool is used as a baseline to

prioritise technical support for countries with higher risks levels and lower levels of preparedness. On the funding side, while some individual donors allow their contributions to be used for anticipatory action, IOM does not have its own funding instrument or sufficient reserves to enable anticipatory action.

Box 7. External partner survey – IOM's agility and responsiveness

"IOM is very agile because of its projectised nature, but the lack of core funding makes it difficult to quickly act on new crises. They first need to get the funding, so other organisations with more core funding can come in at an earlier stage. Once IOM has the funding, though, they are very agile and able to scale up."

– Governing body representative

"IOM is a large organisation that prioritises fundraising by chasing work regardless of its internal expertise. Very often that work either duplicates the work of other agencies or could be done better by other agencies with clearer mandates and experience in the given area. In its own area of expertise (migration) the quality of IOM's work is high. This is often not the case in work areas where IOM has limited expertise and no strong mandate."

– Peer organisation

"The organisation functions mostly through projects that don't necessarily fit into an overall programme or cohesive strategy. This has an impact on staff retention and on programme quality."   *– Peer organisation*

IOM promotes durable solutions for internally displaced persons [Indicator 5.8]

Responding to internal displacement crises is a major part of IOM's global operations. It is therefore surprising to find that the organisation lacks an overall IDP policy or strategy to guide its approach. IOM nonetheless has various policies and guidance materials that steer it towards the pursuit of durable solutions for IDPs, including a 2016 document on the Progressive Resolution of Displacement Situations and a series of commitments in the form of IOM's Institutional Plan to support implementation of the Secretary-General's 2022 Action Agenda on Internal Displacement. IOM has recently produced an Approach to Supporting Development Solutions to Internal Displacement, which provides an overview of the organisation's evolving approach and priority areas of focus for contributing to preventing and sustainably resolving displacement. This includes working with communities and local governments to ensure solutions are locally owned and nationally led, including through technical support and capacity building for member states on a range of issues such as development policy, legal identity and housing and land rights. In 2022, IOM had over 180 active community stabilisation and durable solutions projects in more than 80 countries and regions. Part of this programming includes flagship work on facilitating solutions in the form of return, re-integration or local settlement. A compendium on solutions to internal displacement is currently under development to document and elevate good practices and lessons from country offices. It has also contributed to inter-agency co-ordination and knowledge development in this field. A joint IOM/UNHCR study, "Bridging the Divide in Approaches to Conflict and Disaster Displacement", examined instruments and mechanisms on internal displacement, disaster risk reduction, climate change and development in five countries, to help promote new normative, institutional and co-ordination approaches to preventing and resolving internal displacement (UNHCR and IOM , 2021).

IOM is committed to humanitarian principles and protection, with some policy and capacity gaps still to fill [Indicator 2.1, 2.2]

IOM's commitment to humanitarian principles is set out in its Humanitarian Policy, which dates from 2015. The policy has a section outlining how humanitarian principles should be respected in operations and embedded in contingency plans, humanitarian appeals, and regional and country strategies. Many of IOM's Crisis Response Plans refer to humanitarian principles, and project proposals must demonstrate how they reflect the principles, given the operational context. However, IOM's Strategic Vision does not explicitly refer to humanitarian principles. The

The Türkiye / Syria earthquake: Necati and his stepmother live in a government-run settlement of 90 so-called relief housing units

Photo: IOM 2023/ Enver Muhammed

principles are reflected in IOM's training materials, but training on them is not mandatory. IOM participates in inter-agency discussions on how to resolve dilemmas around the humanitarian principles in complex crises, and in 2019 it joined the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP), to help staff learn how to deal with the challenges. However, internal stakeholders report limited awareness of humanitarian principles across the organisation, and IOM lacks internal forums for debating the issues or processes for tracking compliance. Given the scale of IOM's humanitarian operations, these are gaps that should be filled.

IOM has invested in developing its approach to protection over the assessment period, to ensure it addresses the most critical protection and human rights issues. By its own estimates, in August 2022 the organisation had 250 live projects with protection elements, with a combined budget of USD 440 million, showing the substantial scale of its protection activities. In 2020, it established a Protection Division, consolidating formerly separate protection units in the Departments of Operations and Emergencies and Programme Support and Migration Management, in recognition that protection spans both areas. The Division remains relatively small, however, and lacks expert advisers in important areas, such as child protection, gender-based violence and housing land and property. Despite this, IOM has produced several guidance documents, including a set of minimum protection standards. Following an internal review of its protection work, it has recently prepared a roadmap setting out further actions to strengthen its protection role. It is notable, however, that IOM lacks an overarching Protection Strategy. A draft Protection Policy was prepared in 2015 but not adopted by the IOM Council. It is anticipated that the proposed roadmap will ultimately lead to the adoption of such a strategy. In the meantime, a large majority of our survey respondents (80%) agreed that IOM consistently places protection at the centre of its work.

IOM is committed to working across the humanitarian-development-peace nexus, but lacks a clear set of processes for doing so [Indicator 5.2, 6.4]

IOM has formally adopted the 2019 OECD Development Assistance Committee (DAC) Recommendation on the humanitarian-development-peace (HDP) nexus, and the principle is reflected in its Strategic Vision, Strategic Results Framework and Migration and Sustainable Development Strategy. The Migration Crisis Operational Framework (which predates the DAC recommendation) contains useful guidance on bridging humanitarian and development interventions and encourages staff to look beyond immediate humanitarian needs and focus on recovery and longer-term objectives, such as community stabilisation, peacebuilding, and development. IOM has sought to build its

capacity in the peacebuilding area and is the second-largest recipient of funds from the UN Peacebuilding Fund, although this represented less than 1% of its revenue in 2022.

In 2021, as part of the headquarters restructuring process, the lead on the HDP Nexus was transferred to a newly created Department for Peace and Development Co-ordination, supported by a Special Advisor. Various tools have been developed to assist field staff in this area, and there are useful pilot and research activities underway in various countries.

Nonetheless, IOM still has some way to go to ensure that it systematically engages in a nexus approach. A July 2022 evaluation found that IOM had adopted nexus definitions and principles but had made limited efforts to build expertise and capacity across its field network (IOM, 2022). It further found that implementation was being held back by a range of factors, including reliance on short-term project funds, competing donor priorities, lack of knowledge management systems, capacity constraints among national and local counterparts, and insecure operating contexts. IOM is in the process of developing operational guidance to address these issues. IOM has reportedly been slow to develop funding appeals for multi-year, flexible funding in support of nexus-type working, despite the increasingly willingness of funders to support such activities. While IOM has been supportive of inter-agency nexus activities at the country level (such as collective outcomes), it remains weak at building synergies across its own portfolio, in the face of strong incentives on field offices to focus on project delivery.

An important enabler of nexus working is to promote conflict sensitivity, including through the systematic use of conflict analysis. This is work in progress for IOM. In 2020, it developed an Integrating Conflict Sensitivity Operational Guide (IOM, 2020), which outlines how conflict sensitivity should be incorporated throughout the project cycle. It also developed Standardized Guidance on Conflict Analysis (IOM, n.d). However, the assessment found that these tools are not mandatory and are not yet being systematically applied. IOM is currently piloting an approach to conflict sensitivity in Iraq and Sudan, with a view to rolling this out across the field network in due course.

Accountability to affected populations is partly integrated into IOM's operations [Indicator 5.7]

IOM has made a commitment to adhering to IASC guidance on accountability to affected populations (AAP). In 2021, it adopted an AAP mandatory compliance framework, which defines its target populations under the Migration Crisis Operational Framework and sets out guiding principles, operational commitments, and institutional responsibilities. IOM has also developed a community-based planning tool and integrated AAP into its protection approach. There is a network of AAP focus points in regional and country offices, and online training courses are available for staff. Under IOM's project handbook, AAP must be mainstreamed into project design, and this is supported by a range of tools.
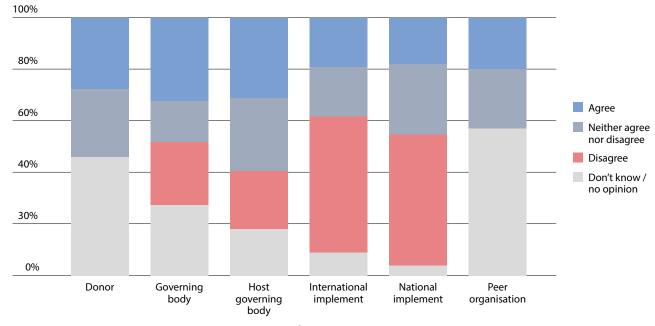
However, the assessment found that AAP is still only partially integrated into country strategies, programme designs and partnership agreements, and reporting on AAP activities is not systematic. IOM remains dependent on a single technical lead on AAP within its Department of Emergencies to provide technical support, co-ordination and strategic direction to the field network. Given the complexity of IOM's operations, there is still some way to go to institutionalise AAP across the organisation.

IOM's delivery model constrains its ability to support localisation [Indicator 6.1, 6.2, 6.3]

IOM is committed in principle to localisation but has opted out of the Grand Bargain commitment to spending at least 25% of its resources through local partners. Indeed, only a small fraction of IOM's budget (USD 144 million in 2021, or around 5%) is spent through national civil society organisations and governments. Instead, in practice, IOM implements the majority of its programmes directly. It works in partnership with local partners at various levels, and it has a handbook governing its partnerships which broadly aligns with good international practice. Nonetheless, given the predominance of direct delivery, we found limited evidence of IOM investing systematically in building the capacity of local actors. However, IOM has actively promoted the idea of localisation as global Camp Coordination and Camp Management (CCCM) cluster co-lead.

FIGURE 6. **SURVEY RESPONSES REGARDING THE QUALITY OF IOM'S FUNDING FOR IMPLEMENTERS**

**Responses to the question "How much do you agree or disagree with the following:
IOM's funding to partners allows for reasonable overhead costs?"**

Legend:
- Agree
- Neither agree nor disagree
- Disagree
- Don't know / no opinion

X-axis (Respondent type): Donor, Governing body, Host governing body, International implement, National implement, Peer organisation

Source: MOPAN survey of IOM partners, 2023

IOM is limited by its project-based delivery model in its ability to pass on quality funding to local implementing partners, given that only a small proportion of its own projects are multi-annual. The assessment was unable to establish whether muti-annual funding is regularly passed on to implementing partners on the same terms. However, in interviews, implementing partners expressed concerns about IOM's cumbersome contracting procedures. In the survey, relatively high proportions of both international and national implementing partners disagreed with

IOM Staff carry out a distribution of relief items to flood-affected people in Sindh and Balochistan provinces. The relief items are distributed in coordination with various partners which include shelter kits.
Photo: Usman Ghani

the survey, relatively high proportions of both international and national implementing partners disagreed with the propositions that "IOM's administrative and finance procedures are easy to understand and effective" and that its funding "allows for reasonable overhead costs." Internal stakeholders also noted a lack of clear understanding within the organisation of how risks are shared with implementing partners, and a lack of clarity over duty of care responsibilities. Despite this, in our survey, 82% of the survey respondents agreed with the statement that "Partnerships with IOM are respectful, constructive and rooted in equality", although with some dissenting voices (Box 8).

Box 8. External partner survey – Implementing partners on the quality of IOM's funding

"Partners are treated as implementing contractors and not as partners with principles rooted in equality. Funding streams are continually short-term with examples of several one-month funding extensions." "Partners do not have the ability to adequately plan for staff capacity building or project closeout. Furthermore, when partners do share feedback with IOM senior management, they are willing to meet and engage with partners; however, the results of these meetings do not result in tangible changes/ outcomes, especially [on] the issue of the hard copy submission of financial reports and long delay to review and disburse payments. It would be helpful for IOM to adapt its partnership approach and to find a method to offer partners to be treated more as equal partners with partnership agreements that reflect this, including with project advances to implement activities and build their capacities, rather than mostly relying on partners to self-finance project activities and then submit for reimbursement."
– International implementing partner

"At the local level, the duration of partnership is very short; the partnership is only for six months renewable; often the administrative procedures can take a month, hence the need to have a one-year partnership to enable better performance."
– International implementing partner

"The financial management of IOM with implementing partners should be reformed. The instalments should be timely sent as they are affecting the performance of the projects."
– National or local implementing partner

"There is overhead budget but not adequate because of short duration project with limited small amount of funding that is extremely fragmented. Its projects are usually less-than-a-year projects."
– National or local implementing partner

IOM has appropriate policies on the prevention of sexual exploitation and abuse, but needs to invest more in their implementation [Indicator 4.9]

IOM has an appropriate set of policy statements and codes of conduct on the prevention of sexual exploitation and abuse (PSEA) in its operations, and these meet UN and other international standards and requirements. Its PSEA policy and code of conduct apply to all categories of personnel (staff, third-party contractors, service providers and implementing partners), who are in principle required to read and sign them, but we were not provided evidence of the Standard of Conduct being signed by all categories of personnel. The Department of Human Resources logs signing as an ongoing activity. A PSEAH Unit was officially created in January 2022, comprised of two staff at headquarters and one in New York. The Unit is led by a PSEAH Coordinator who has been in place since 2021 and there is a PSEAH Task Force to support co-ordination at headquarters. There are also PSEA focal points at regional and country office levels, which dedicate 5-10% of their time to the issue. There is mandatory PSEA training for all staff, who must be retrained at a minimum once every three years. In 2022, the compliance rate for PSEA training among IOM staff was at 84.4% according to the Department of Human Resources. IOM has been active in various inter-agency PSEA processes and often plays a leading role. At the operational level, a PSEAH Toolkit and Checklist was adopted in September 2022 to provide a comprehensive guide to the issue, with resources, tools and best practice, but remains at an early stage of implementation.

At the field level, IOM's resourcing for PSEA varies significantly according to the size of each country office and the perceived level of risk. IOM reports that it has established full-time PSEA officers in approximately 30 high-risk countries, although country offices report difficulties in funding expertise on PSEA from programme funds, other than in a few of the larger emergencies. Some of its larger offices have undertaken risk assessments and developed PSEA action plans, although it is unclear how implementation of these are monitored. There are due diligence processes in place to ensure that implementing partners have the capacity to prevent and respond to PSEA, and IOM states that it works with partners to address any shortcomings. IOM also acknowledged gaps in how it manages PSEA with short-term contractors in high-risk contexts; when partnerships only span small, short-term projects, this can lead to increased risk of PSEA concerns being missed or overlooked. Overall, interviewees reported that IOM has made significant efforts to identify the resources needed to build its PSEA capacity at both headquarters and field levels, but that the area remains under-resourced.

IOM operates a range of reporting channels for SEA complaints, and complainants have the option to remain anonymous. Complaints are dealt with on a priority basis by the Office of the Inspector General, and there are safeguards in place to prevent retaliation against those bringing claims. However, interviewees report that complaints are not always dealt with in a timely manner and communication with complainants could be slow and sometimes non-existent. Interviewees also highlighted a backlog of investigations due to an unbalanced resource distribution among the departments involved in addressing allegations. IOM is committed in principle to a victim/survivor-centred approach to PSEAH and has a number of victim-support functions in place. However, the assessment was unable to confirm that IOM's victim-support processes are active. In interviews, it was suggested that this depends upon the level of donor resources available in each country.

CROSS-CUTTING ISSUES

The MOPAN assessment framework explores how well multilateral organisations have implemented their cross-cutting commitments across their programming and other activities. This section explores IOM's efforts to target the most vulnerable groups, in according with the "leaving no one behind" principle, to promote gender equality, and to mainstream climate and environmental considerations.

Overall, cross-cutting issues have been integrated into IOM's Strategic Results Framework, and IOM's Project Handbook specifies that cross-cutting themes must be considered and incorporated into the design and implementation of individual projects, with IOM's M&E Guidelines provide further guidance on related M&E considerations. PRIMA enables project developers to tag cross-cutting issues in their projects' outcomes and outputs and recommends relevant SRF indicators to measure progress from a project result and project performance perspective. Results data should be disaggregated accordingly, and evaluations are encouraged to address cross-cutting issues. With the adoption of innovative dedicated markers measuring the alignment with the GCM guiding principles (including human rights, gender, and child sensitivity), the Migration MPTF – where it provides funding - also actively contributes to the integration of cross-cutting issues into IOM's programming.

The assessment finds that IOM has adopted a significant range of policies and guidelines on cross-cutting issues over the assessment period, and that these are generally aligned with the organisation's Strategic Vision and with UN and other international commitments. However, IOM finds it challenging to implement these consistently. Capacity to take up cross-cutting commitments varies significantly across the field network, and technical support from headquarters and regional offices is limited. This means that the depth and quality of IOM's integration of cross-cutting issues varies across contexts, according to the priorities of leadership, capacity within field offices and, above all, the requirements of funders. In our interviews with IOM staff, many commented on the challenges the field network faces with absorbing and implementing IOM's growing range of policies.

IOM consistently supports women and vulnerable groups [Indicator 2.3, 5.1, 5.5, 9.2, 9.4]

IOM is committed to "leaving no one behind" under the 2030 Sustainable Development Agenda. It is an active participant in the ranking of needs that occurs during the development of Humanitarian Needs Overviews and Humanitarian Response Plans. Its Displacement Tracking Matrix (DTM) is a key input into those processes, helping to ensure that the needs of migrants and displaced persons are addressed. The DTM also provides an evidence base to inform IOM's own programming. Since the last MOPAN assessment, IOM has established a Gender and Diversity Coordination Unit, with six staff, although internal stakeholders considered it to be under-resourced.

Within each of its programming areas, IOM has tools and methods for identifying vulnerabilities and severity of need. IOM's Project Handbook states that needs assessments must be carried out during project design and should be disaggregated to identify the varying needs of vulnerable groups, including LGBTI, persons with disabilities and medical conditions, youth, and older people. They must also include gender analysis and consideration of how the programme will uphold "do no harm" principles. There are procedures in place to ensure that cross-cutting commitments are incorporated into programme designs, supported by appropriate indicators, and this is reviewed during the project approval process.

The evaluations reviewed for this assessment confirmed that IOM projects include interventions directed towards vulnerable groups (e.g., survivors of trafficking, single mothers, pregnant and lactating women) and were often designed with the flexibility to provide them with tailored support. There were also examples of IOM building the capacity of national counterparts to identify and support vulnerable migrants.

On gender, IOM's Gender Equality Policy 2015-2019 commits IOM to mainstreaming gender equality across its portfolio and to addressing gender-related vulnerabilities – particularly gender-based violence – in the design of its programmes. The policy is now being updated, following delays during the pandemic, for adoption in late 2023. The commitment to gender equality is restated in sector policies and programming guidance. The Project Handbook sets out detailed requirements for gender mainstreaming, including gender-balanced participation in project activities, inclusion of gender-sensitive results and indicators, and ensuring that interventions contribute to gender equality. Each project is assigned a gender marker code, allowing IOM to track whether gender objectives have been incorporated. Gender-sensitive indicators and targets have also been incorporated into the Strategic Results Framework, with targets for gender mainstreaming to be achieved by 2024.

The evaluation evidence confirms that gender considerations are routinely included in project design. Across the sample, projects had taken steps to target vulnerable women, to include women in project activities, and to disaggregate results by sex. Capacity building and training activities were generally assessed as gender sensitive. However, a number of evaluations questioned the depth of IOM's gender analysis and findings highlighted perceptions about the organisation's commitment to gender equality that varied by region and background of staff. While gender analysis is clearly taking place as mandated, it appears to be uneven in depth and quality across the organisation and the Gender Marker needs to be updated to go beyond project development to look at how it can be used for delivering better/good results to address the barriers faced by the different genders in accessing assistance and protection.

IOM's record on environmental sustainability is mixed [Indicator 9.3]

IOM adopted an Environmental Policy in 2022, setting out the organisation's approach to managing its environmental performance and implementing UN system-wide commitments on sustainability. The environmental sustainability area of work was co-ordinated by the Environmental Sustainability Programme between 2017 and 2021 and since 2022, it is co-ordinated by the Environmental Sustainability Unit, reporting to the Deputy Director General for Management and Reform.

Across our evaluation sample, only one of the 20 projects covered included an environmental component, although there was also no evidence of IOM's interventions being environmentally unsustainable. However, in our survey, only 39% of survey respondents agreed with the proposition that "IOM proactively considers climate change in all areas of its work".

OVERALL PERFORMANCE REFLECTIONS

IOM has made substantial progress across many areas

Overall, the assessment finds that this has been a highly productive period in IOM's organisational development. IOM has worked hard to address the shortcomings identified in the 2017-2018 MOPAN assessment (MOPAN , 2019) and to take up its mandate as a global migration agency. The reforms have been far-reaching and complex and will necessarily take some years to implement across a global organisation. Many of the shortcomings identified in this assessment are recognised by IOM's management and are the subject of ongoing initiatives, even if these were not yet operative during the assessment period.

IOM faces some on-going challenges, many linked to the financial framework

Despite lengthy discussions between IOM and its funders, IOM's financial framework remains the primary constraint on its organisational development. Even with planned increases in the assessed contribution, key central and regional functions remain under-resourced, relative to the scale and complexity of IOM's operations. If IOM's overall budget continues to grow at such a high rate, the proportion of income from assessed contributions is unlikely to change. IOM's funders clearly value its operational flexibility and field orientation. However, it is not tenable to expect IOM to deliver on a growing global portfolio of operations to the standards required in today's humanitarian system without also providing a more sustainable funding base for its core functions. The current financing framework also makes it difficult for IOM to take a fully strategic approach to its mandate as the UN's global migration agency. Given the anticipated acceleration of global migration flows in the coming years as a result of climate change, there will need to be dialogue between IOM and its funders on what role the organisation is expected to play in promoting global co-operation in this challenging area, and how this will be resourced.

Future considerations

This MOPAN assessment suggests a number of key areas of focus for IOM in the coming period, based on the key findings presented in this chapter:

On IOM's continued organisational journey

- Further strengthening the Strategic Vision, providing a clearer hierarchy of corporate priorities and policies, and addressing IOM's fast-growing role as a humanitarian actor, while taking care not to undermine its core strengths as an agile, entrepreneurial, and delivery-focused organisation.

- Presenting a clear roadmap from global priorities to country priorities by improving planning processes under the Strategic Vision and ensuring that these are, where possible, multiannual and results-based .

- Ensuring that recent structural reforms at HQ level are replicated across the field network and that all regional and country offices are adequately resourced and incentivised to pursue corporate priorities.

- Finalising the rollout of the Enterprise Resource Planning system to standardise key business processes, identifying other opportunities for efficiency gains through greater centralisation of corporate functions, and ensuring that central functions including the Department of Legal Affairs and Human Resources are adequately resourced.

- Developing more ambitious plans to reduce over-reliance on project-based funding to allow IOM to pursue its Strategic Vision more coherently, given that existing plans and initiatives will not significantly change IOM's overall funding situation.

- Strengthening workforce planning and human resource management, to improve staff retention, avoid loss of institutional memory, and clarify duty of care processes.

- Continuing with efforts to build the systems required for results-based management, and ensuring that results data is well integrated into planning and budget processes.

- Continuing to invest in knowledge management and learning, ensuring that lessons from both successful and unsuccessful operations are captured, shared, and used to inform programming.

On strengthening IOM's role as the UN's migration agency

- Building a clearer narrative about the organisation's global mandate and a more proactive advocacy strategy for promoting global co-operation on migration.

- Prioritising and resourcing a systematic approach to climate migration that spans from advocacy to programming.

- Further capacitating country offices to take up a policy dialogue and advocacy role at the national level.

- Further capacitating IOM in its Network Coordinator role at regional and country levels, to help better provide UN system-wide support to Member States in implementing the GCM, including through increased support from the Migration MPTF.
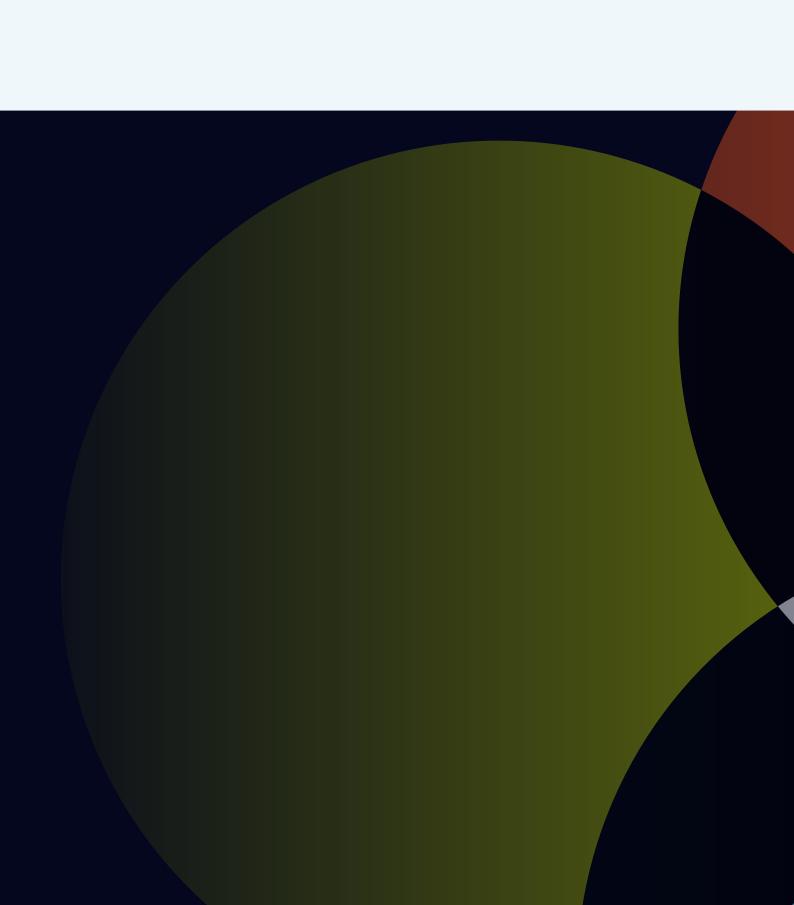
On strengthening IOM's increasingly central role in emergency response

- Seeking resources to improve early warning and contingency funding, to support anticipatory action and emergency response, and to reduce reliance on funder preferences in determining priorities in emergency contexts.

- Improving awareness of humanitarian principles across the organisation, by explicitly referencing them in its Strategic Vision, strengthening training and putting in place processes and forums to promote and track compliance.

- Developing a protection strategy and strengthening the Protection Division.

- Integrating conflict analysis and conflict sensitivity more systematically across operations to support delivery of a humanitarian-development-peace nexus approach.

- Institutionalising accountability to affected populations across the organisation.

- Exploring options for promoting localisation, including by improving processes for engaging and working with local implementers.

- Investing in the implementation of policies around preventing sexual exploitation and abuse, including victim-support processes.
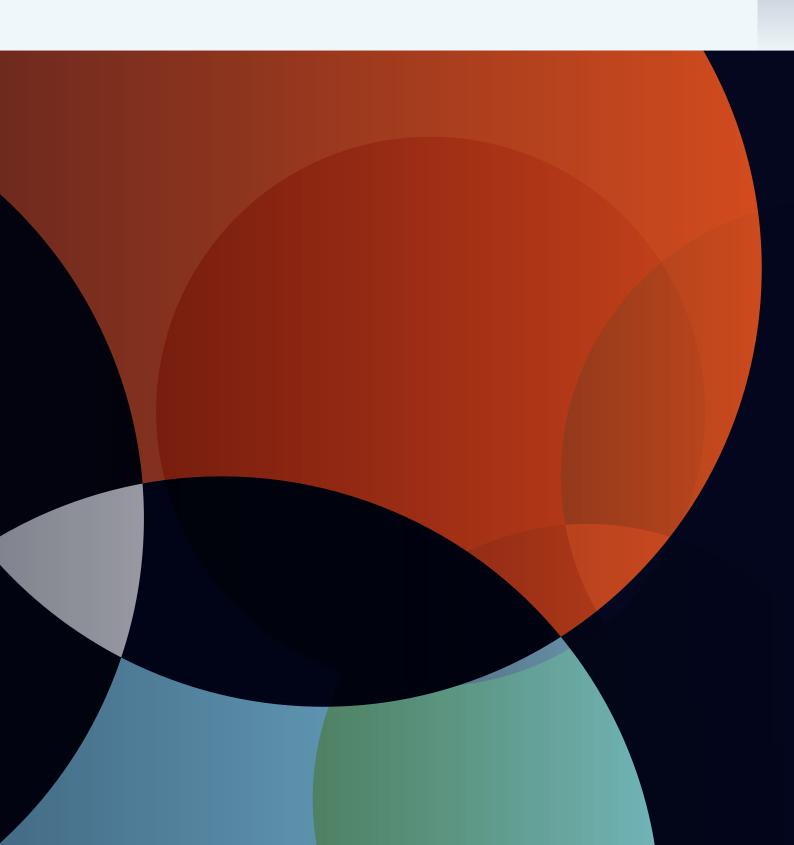
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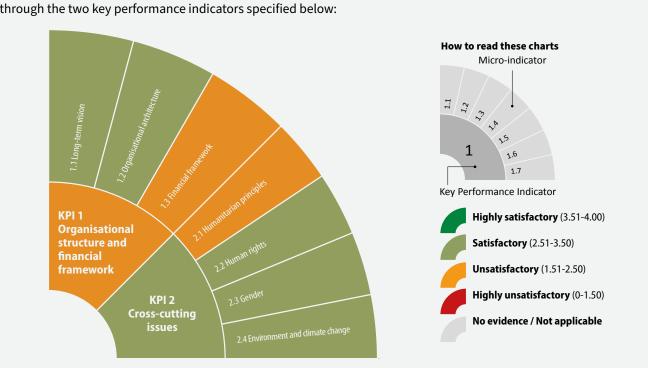
OVERVIEW
OF SCORING

The MOPAN assessment process involves scoring multilateral organisations against each Key Performance Indicator (KPI), micro-indicator and element, using the following rating scale.

FIGURE 7. **MOPAN 3.1 PERFORMANCE SCORING AND RATING SCALE, METHODOLOGY 3.1**

■ Highly satisfactory (3.51-4.00)   ■ Satisfactory (2.51-3.50)

■ Unsatisfactory (1.51-2.50)   ■ Highly unsatisfactory (0.00-1.50)   ■ No evidence / Not applicable

This section provides a summary explanation of the ratings that have been assessed for IOM against each KPI. Full details of findings and performance scores at each level can be found online on the MOPAN website – www.mopanonline.org

STRATEGIC MANAGEMENT

The **strategic management** performance area explores whether there is a clear strategic direction in place that is geared to key functions, intended results and the integration of relevant cross-cutting priorities. This area is assessed through the two key performance indicators specified below:
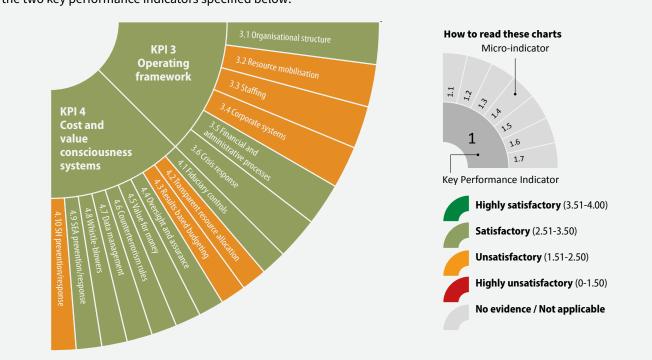

KPI 1 – Organisational structure and financial framework: IOM has made significant progress over the review period in articulating a long-term vision for the organisation, which is supported by a corporate results framework and complementary strategies at the regional and country levels. It has undertaken significant organisational reforms at headquarters level to align its structure with its strategic vision and plans to replicate these at the country office level. However, its financial framework remains heavily reliant on short-term project funding, which hampers its ability to allocate resources according to the priorities in its strategic vision.

KPI 2 – Cross-cutting issues: IOM is committed to respecting humanitarian principles but has not met the requirements for ensuring they are respected systematically across its operations. It has strengthened its approach to protection and human rights, which are central to IOM's work. Gender equality is well mainstreamed across its

policies and programming, although there is scope to improve the depth and quality of its interventions. IOM has had some success in promoting global awareness of the links between migration and climate change, but climate issues are not addressed systematically through its programming.

OPERATIONAL MANAGEMENT

This operational management performance area gauges to what extent the assets and capacities organised behind strategic direction and intended results ensure relevance, agility, and accountability. This area is assessed through the two key performance indicators specified below:
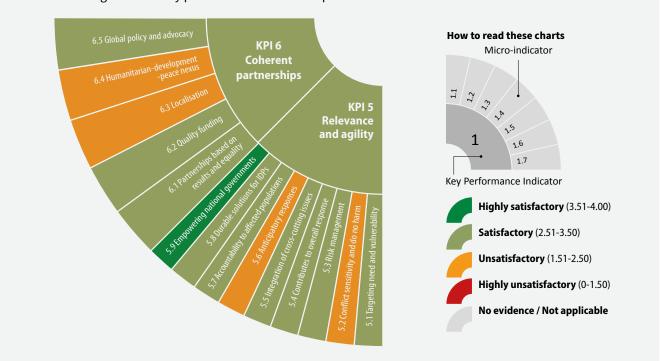

KPI 3 – Operating model: As a highly decentralised organisation, IOM is well set up to deliver context-appropriate results. It is highly effective at mobilising resources for its field operations, but has only limited capacity for donor intelligence, engagement, and communication, and has had limited success in diversifying its funding. IOM's human resource functions are under-resourced: it lacks a strategic approach to workforce planning, and a lack of job security undermines staff retention. Key corporate systems such as procurement are managed locally, which is often cost effective but does not support strategic supply chain management. Its financial and administrative processes are well adapted to crisis response.

KPI 4 – Cost- and value-conscious systems: IOM has appropriate systems to control against fraud and corruption. It lacks flexible resources to allocate to new or underfunded crises, and therefore depends on its own ability to raise new funds rapidly. The organisation is currently investing in some of the building blocks for results-based budgeting, but these are not yet in operation. Investigative, audit and oversight mechanisms are independent and adequately resourced. While there is no corporate approach to value for money, IOM is generally cost conscious and efficient. It is compliant with counterterrorism and related requirements. It manages its data responsibly, although IT infrastructure gaps in the field give rise to information security risks. It has appropriate systems for protecting whistle blowers. It has suitable policies and processes for the prevention of sexual exploitation and abuse (PSEA), but they are not yet fully resourced, and its commitment to a victim/survivor-centred approach is not yet fully in operation. It lacks a dedicated policy on sexual harassment but includes this as part of its policy on Respectful Working Environment, offers a range of reporting channels, and generally reacts in a timely way to complaints.

RELATIONSHIP MANAGEMENT

The relationship management performance area looks at whether the organisation has engaged in inclusive partnerships – and to what extent – to support relevance, leverage effective solution and maximise results. This area is assessed through the two key performance indicators specified below:
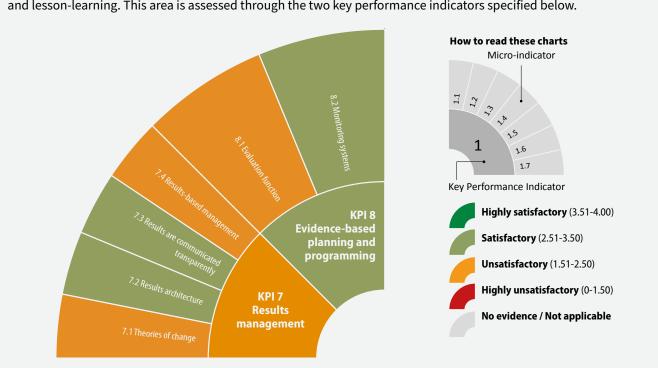

How to read these charts

Micro-indicator

Key Performance Indicator

Highly satisfactory (3.51-4.00)

Satisfactory (2.51-3.50)

Unsatisfactory (1.51-2.50)

Highly unsatisfactory (0-1.50)

No evidence / Not applicable

KPI 5 – Relevance and agility: IOM has tools for identifying those in greatest need and at risk of being left behind, and clear criteria for prioritising vulnerable individuals, but often struggles to produce disaggregated needs and results data. Conflict sensitivity is not applied systematically. The corporate approach to risk management has been considerably strengthened, with some remaining gaps. IOM is a strong contributor to inter-agency humanitarian response, playing an active role in needs assessment, joint funding appeals and cluster co-ordination. Cross-cutting issues are well integrated into programme design. IOM is yet to develop an organisation-wide approach to early warning and lacks funding instruments for anticipatory responses. IOM's commitments on accountability to affected populations are only partially integrated into its strategies and operations. The organisation is well set up to promote durable solutions for IDPs and has strong policies and practices in place to help national governments discharge their duties towards people affected by crises.

KPI 6 – Coherent partnerships: IOM has a growing network of external partnerships, and these are grounded in principles of equality and transparency. Given its dependence on short-term project assistance, it has only limited scope to pass on quality funding to implementing partners but does so to the extent possible. It is active in inter-agency process including humanitarian co-ordination, relevant clusters and UN Country Teams. IOM is also involved in localisation initiatives, but its direct delivery model constrains its ability to implement localisation through its own operations, and it has opted out of the Grand Bargain commitment to spending 25% of resources through local partners. IOM has committed to working across the humanitarian-development-peace nexus but is at a relatively early stage in institutionalising this work, and needs a more consistent approach to conflict-sensitive and risk-informed programming. IOM has significantly increased its engagement in global advocacy efforts on migration, but its country offices are not well resourced to engage in advocacy at the national level. IOM lacks a strategic communication function to support its global advocacy.

PERFORMANCE MANAGEMENT

The **performance management** performance area assesses the existence of systems geared to managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson-learning. This area is assessed through the two key performance indicators specified below.
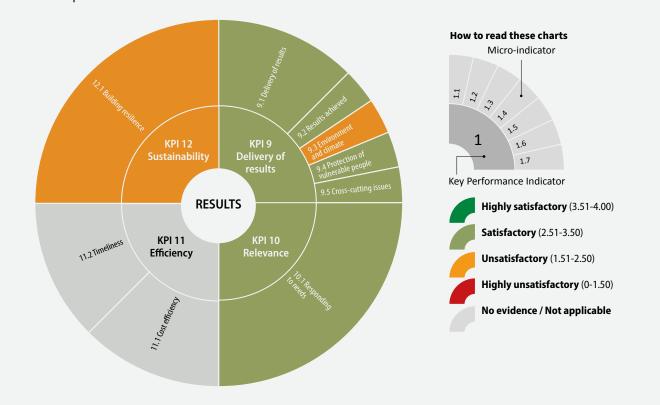

KPI 7 – Results management: IOM has invested in building its capacity for results-based management, but the system is still nascent. IOM's Strategic Vision does not have a theory of change (ToC) and it does not use ToCs to inform strategic planning. It has begun to develop a more coherent results architecture and has introduced standardised indicators that permit aggregation of some results to the corporate level, although this is not mandatory. Reporting to donors at project level is generally effective, but there is limited publication of corporate results data. For the time being, there is limited evidence of corporate performance data being used to support portfolio management.

KPI 8 – Evidence-based planning and programming: IOM has strengthened its corporate evaluation function, which conducts an annual programme of centralised evaluations with relative autonomy, although without the full independence required by UN norms. IOM's monitoring systems are effective at identifying and addressing underperforming programmes, and some learning is being captured. However, there is limited evidence of learning from evaluation and monitoring being used to inform programming, given wider weaknesses in IOM's systems for learning and knowledge management.

RESULTS

The **results** performance area assesses whether development and humanitarian objectives are achieved and whether results contribute to normative and cross-cutting goals. This area is assessed through the four key performance indicators specified below.

KPI 9 – Delivery of results: The available evaluations show a strong pattern of delivery of project objectives, suggesting a good level of operational effectiveness. IOM projects have delivered tangible support to migrants, returnees, and conflict-affected communities, and are generally effective at identifying and targeting vulnerable groups. Capacity building projects deliver well at output level, but short project cycles and shortcomings in monitoring arrangements made it difficult to conclude on the organisation's contribution to building sustainable capacity. IOM's service-delivery projects are inconsistent in the extent to which they work with and through national systems, and there is only limited evidence of the organisation building civil society or private sector capacity. Gender equality and women's empowerment are mainstreamed across the organisation's work. The evaluations call into question the depth and quality of IOM's gender-related interventions, and its gender-related outcomes are limited, given often challenging circumstances.
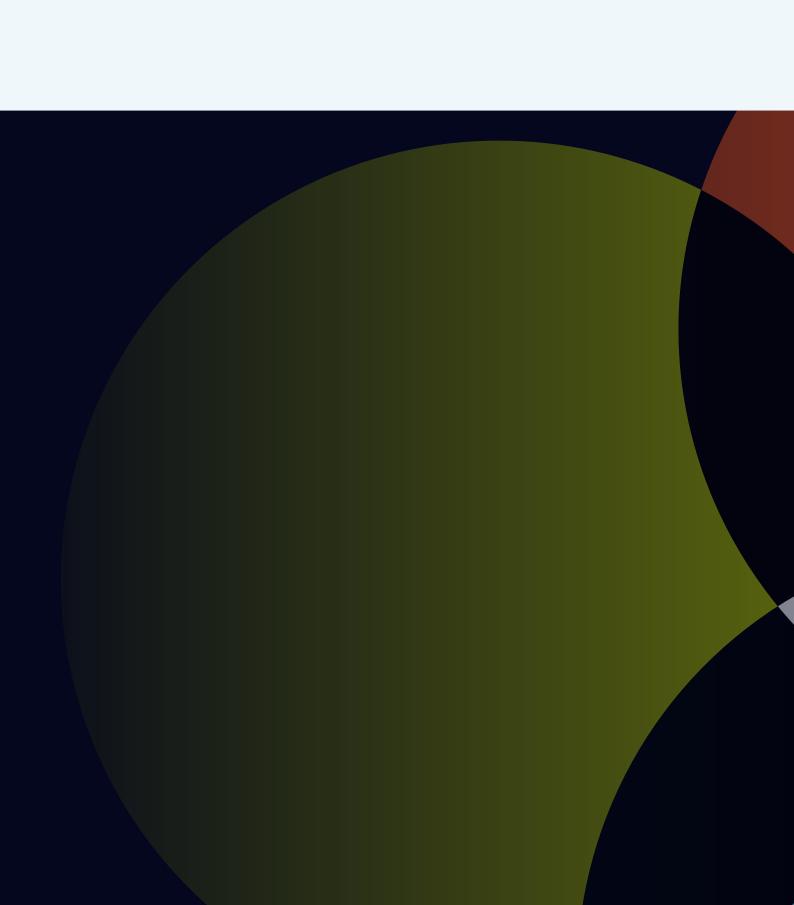
KPI 10 – Relevance: IOM's interventions generally rate well for relevance. Its capacity-building activities are assessed as well-aligned to the needs and priorities of member states, and service-delivery projects are relevant to the needs of the target populations, with evidence-based needs assessments and the flexibility to tailor support to the needs of vulnerable individuals. Some projects rate well for their consultations with affected communities, but there are also instances where consultations are limited to government counterparts. There is mixed evidence on learning and adaptability, which is often constrained by cumbersome administrative processes and short project cycles. There is good evidence of IOM projects adapting to the COVID-19 pandemic.

KPI 11 – Efficiency: IOM does not have a systematic approach to assessing value-for-money in its projects, and efficiency assessments in evaluations are mainly limited to examining budget utilisation and timeliness. The evaluation reports suggest a lack of attention to unit cost analysis and missed opportunities to use cross-project comparisons to generate learning on what interventions are cost-effective in which contexts. Project-level monitoring systems are often not robust enough, and often focus more on outputs than outcome-level results. The evaluations contain feedback from partners that IOM's administrative procedures, especially for recruitment and procurement, are complex and burdensome, and often a source of project delays. Due to these reasons, there is insufficient evidence to rate IOM on this indictor.
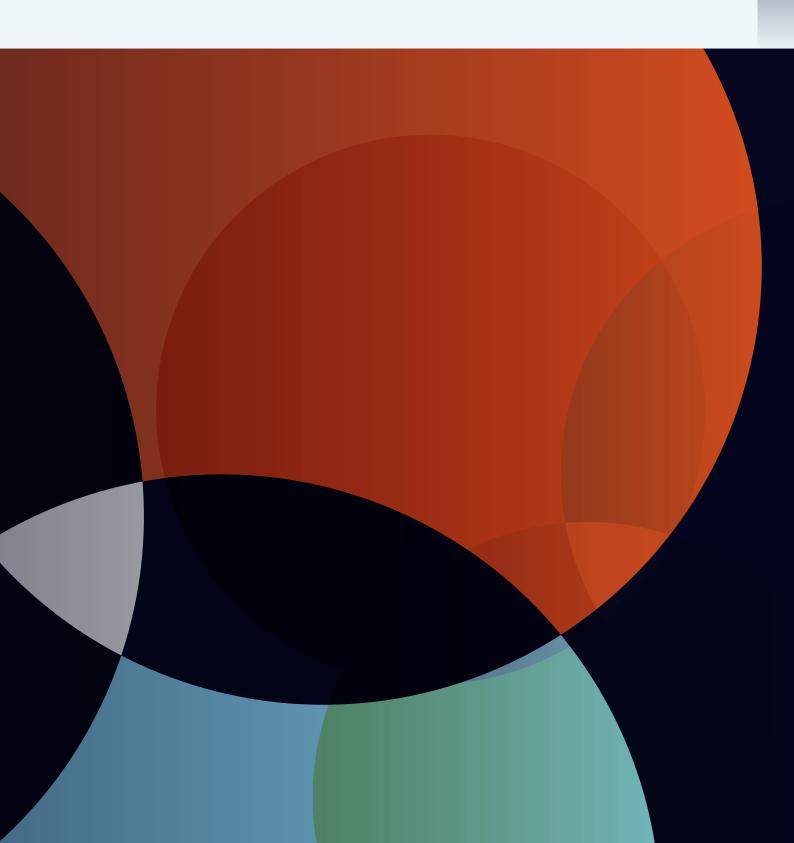
KPI 12 – Sustainability: Most IOM projects are short-term and lack a strong focus on sustainability. Many involve direct delivery of support to target populations, without working with and through national systems, and do not pay sufficient attention to the financial, political, and technical dimensions of sustainability. In its re-integration programmes, IOM has its own definition and survey-based method of assessing sustainability; by this measure, its projects rate well for sustainability. There are some strong examples of IOM projects tackling drivers of conflict and building resilience to future shocks. However, IOM is not yet taking a systematic approach to the Humanitarian Development Peace Nexus, and any initiatives in this area depend on the skills and priorities of key staff in country offices.

IOM is providing clean and safe water to rural communities living in the remote valley of Qaloocan, Somalia that are affected by the extreme drought. The 60km square valley is home to hundreds of nomadic families.
Photo: IOM/Claudia Rosel Barrios 2022

ABOUT THE ASSESSMENT

THE ASSESSMENT APPROACH

The approach to MOPAN assessments has evolved over time to adjust to the needs of the multilateral system. The MOPAN 3.1 methodology is the latest iteration, and has been used in all MOPAN assessments, including this one, since its endorsement by MOPAN members in early 2020 (MOPAN 2020).

Following MOPAN's 2022 study on *Rethinking Effective Humanitarian Organisations* (MOPAN, 2022), MOPAN held consultations with major stakeholders including MOPAN members, the DAC-UN Dialogue Group and the Grand Bargain signatories which uncovered significant appetite for MOPAN to either assess, or at least to promote learning, on progress towards global policy commitments with a particular focus on organisational change management and the right business models.

An adapted framework for multilateral organisations primarily working in crisis contexts was developed and applied for this assessment. The adapted framework aligns to the five MOPAN 3.1 performance areas – Strategic, Operational, Relationship, Performance Management and Results. However, the micro-indicators (MIs) were adapted to ensure that they apply a crisis lens. Accordingly, the Elements to guide the rating against the MOPAN rating scale were also adapted to fit these MIs.

Table 1 lists the performance areas and indicators used in MOPAN 3.1.

APPLYING MOPAN 3.1 TO THE INTERNATIONAL ORGANIZATION FOR MIGRATION

Interpretations and adaptations to the methodology

As the adapted assessment framework for multilateral organisations primarily working in crisis contexts was being piloted in this assessment of IOM, no further customisation was required. However, in the interpretation of the indicator framework, the assessment took account of the following overarching considerations with respect to IOM's operations:

- IOM is a multi-mandated organisation that implements both development and humanitarian programmes, and also has a global co-ordination and advocacy role. Some indicators were analysed with respect to the entirety of IOM operations, while others were analysed only with respect to its operations in crisis and protracted crisis settings.

- IOM has inter-agency co-ordination responsibilities with respect to the UN Migration Network, certain humanitarian clusters and other process. The assessment of its performance therefore included its ability to convene and influence the organisations that it co-ordinates.

- As described above, IOM had revenues of almost USD 3 billion, but only a small proportion of this was core and unearmarked funding, with over 97% of resources tied to specific projects. This budget structure had implications on its ability to meet some of the standards in the assessment framework, such as results-based budgeting. The assessment noted where performance shortfalls were linked to its funding profile, and explored whether IOM had maximised its performance within this constraint.

TABLE 1. **PERFORMANCE AREAS AND KEY PERFORMANCE INDICATORS**

Aspect	Performance area	Key performance indicator (KPI)
Organisational effectiveness	Strategic management	**KPI 1:** Organisational architecture and financial framework enable mandate implementation and achievement of expected results
		KPI 2: Structures and mechanisms in place and applied to support the implementation of global frameworks for cross-cutting issues at all levels
	Operational management	**KPI 3:** Operating model and human and financial resources support relevance and agility
		KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency and accountability
	Relationship management	**KPI 5:** Operational planning and intervention design tools support relevance and agility in partnerships
		KPI 6: Working in coherent partnerships directed at leveraging and catalysing the use of resources, and results
	Performance management	**KPI 7:** The focus on results is strong, transparent and explicitly geared towards function
		KPI 8: The MO applies evidence-based planning and programming
Development / humanitarian effectiveness	Results	**KPI 9:** Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals
		KPI 10: Interventions are relevant to the needs and priorities of affected people, as the organisation works towards results in areas within its mandate
		KPI 11: Results are delivered efficiently
		KPI 12: Results are sustainable

Source: MOPAN Adapted Framework for Multilateral Organisations Working in Crises

Lines of evidence

This assessment relied on three lines of evidence: a document review, a partner survey, and staff interviews and consultations. The assessment team collected and reviewed a significant body of evidence:

A document review: This comprised publicly available documents as well as guidelines and policies that are "current and in force". They were limited to those in final form (not draft versions), recognised by management, and available in English. The list of documents reviewed is available on the MOPAN website.

An online survey: External partners were sent an online survey. A total of 293 partners responded to the survey, a 39.2% response rate. The survey was conducted for four weeks from mid-December 2022 until mid-January 2023. Key survey results are available on the MOPAN website in an interactive format.

Interviews and consultations: These were undertaken virtually between 22nd November 2022 and 10th January 2023 as follows:

- A total of 51 interviews with IOM staff groups of which 16 were country/regional level interviews.
- A total of 8 interviews with key external partners and stakeholders.

METHODOLOGY FOR SCORING AND RATING

The approach to scoring and rating under MOPAN 3.1 was described in the 2020 Methodology Manual and can be found on MOPAN's website.

Each of the 12 key performance indicators (KPIs) contains several micro-indicators (MIs), which vary in number. The KPI rating was calculated by taking the average of the ratings of its constituent MIs.

Scoring of KPIs 1-8

The scoring of KPIs 1-8 is based upon an aggregated scoring of the MIs. Each MI contains several elements, which vary in number, that represent international good practice. Taking the average of the constituent scores per element, a score is then calculated per MI. The same logic is pursued at aggregation to the KPI level, to ensure a consistent approach. Taking the average of the constituent scores per MI, an aggregated score is then calculated per KPI.

Scoring of KPIs 9-12

The scoring of KPIs 9-12 is based upon a meta-analysis of evaluations and performance information, rated at the MI level, and aggregated to the KPI level. In this assessment of IOM, as there were only limited evaluation results, and thus confidence levels in the evidence were very low, KPIs 9-12 were not scored.

Rating scales

Whenever scores are aggregated, rating scales are used to translate scores into ratings that summarise the assessment across KPIs and MIs. The rating scale used under MOPAN 3.1 is shown below:

- **Highly satisfactory** (3.51-4.00)
- **Satisfactory** (2.51-3.50)
- **Unsatisfactory** (1.51-2.50)
- **Highly unsatisfactory** (0.00-1.50)
- **No evidence / Not applicable**

- **High evidence confidence**
- **Medium evidence confidence**
- **Low evidence confidence**

A score of "N/E" means "no evidence" and indicates that the assessment team could not find any evidence but was not confident of whether or not there was evidence to be found. The team assumes that "no evidence" does not necessarily mean that the element is not present (which would result in a zero score). Elements rated N/E are excluded from any calculation of the average. A significant number of N/E scores in a report indicates an assessment limitation. A note indicating "N/A" means that an element was considered to be "not applicable". This usually owes to the organisation's specific nature.

Changes to MOPAN's rating system

MOPAN's methodology is continuously evolving, and a recent notable change concerns how ratings (and their corresponding colours) are applied based on the scores at micro-indicator (MI) and key performance indicator (KPI) levels. In 2019, the rating scale was adjusted, and the threshold for each rating was raised to reflect the increasing demands of organisational performance in the multilateral system. Figure 8 shows how IOM's performance the current assessment would have been rated under the 2019 scale. The underlying scores and approach to scoring are unaffected.

Strategic management

KPI 1: Organisational architecture and financial framework

- 1.1 Long-term vision
- 1.2 Organisational architecture
- 1.3 Financial framework

KPI 2: Cross-cutting issues

- 2.1 Humanitarian principles
- 2.2 Human rights
- 2.3 Gender
- 2.4 Environment and climate change

Operational management

KPI 3: Operating framework

- 3.1 Organisational structure
- 3.2 Resource mobilisation
- 3.3 Staffing
- 3.4 Corporate systems
- 3.5 Financial and administrative processes
- 3.6 Crisis response

KPI 4: Cost and value consciousness systems

- 4.1 Fiduciary controls
- 4.2 Transparent resource allocation
- 4.3 Results based budgeting
- 4.4 Oversight and assurance
- 4.5 Value for money
- 4.6 Counterterrorism rules
- 4.7 Data management
- 4.8 Whistle-blowers
- 4.9 Safeguards to prevent sexual exploitation
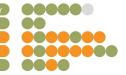- 4.10 Safeguards to prevent sexual harassment

Relationship management

KPI 5: Relevance and agility

- 5.1 Targeting need and vulnerability
- 5.2 Conflict sensitivity and do no harm
- 5.3 Risk management
- 5.4 Contributes to overall response
- 5.5 Integration of cross-cutting issues
- 5.6 Anticipatory responses
- 5.7 Accountability to affected populations
- 5.8 Durable solutions for IDPs
- 5.9 Empowering national governments

KPI 6: Coherent partnerships

- 6.1 Partnerships based on results and equality
- 6.2 Quality funding
- 6.3 Localisation
- 6.4 Humanitarian-development-peace nexus
- 6.5 Global policy and advocacy

Performance management

KPI 7: Results management

- 7.1 Theories of change
- 7.2 Results architecture
- 7.3 Results are communicated transparently
- 7.4 Results-based management

KPI 8: Evidence-based planning and programming

- 8.1 Evaluation function
- 8.2 Monitoring systems

Results

KPI 9: Delivery of results

- 9.1 Delivery of results
- 9.2 Results achieved
- 9.2 Environment and climate
- 9.4 Protection of vulnerable people
- 9.5 Cross-cutting issues

KPI 10: Relevance to partners

- 10.1 Responsive to needs

KPI 11: Efficiency

- 11.1 Cost efficiency
- 11.2 Timeliness

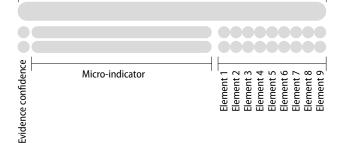### KPI 12: Sustainability

- 12.1 Building resilience

Legend

- High confidence
- Medium confidence
- Little to no confidence

- Highly satisfactory
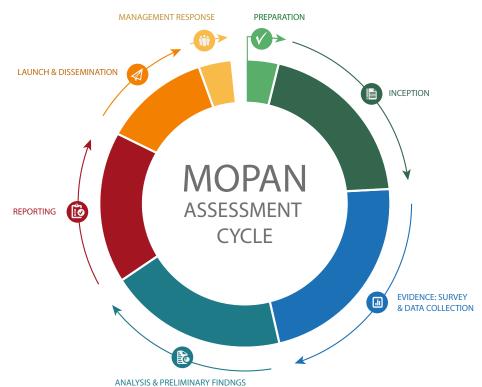- Satisfactory
- Unsatisfactory
- Highly unsatisfactory
- No evidence/Not applicable

Key performance indicator

Evidence confidence

Micro-indicator

Element 1
Element 2
Element 3
Element 4
Element 5
Element 6
Element 7
Element 8
Element 9

ASSESSMENT PROCESS

MOPAN's assessment process is shown below.

MANAGEMENT RESPONSE

PREPARATION

LAUNCH & DISSEMINATION

INCEPTION

MOPAN
ASSESSMENT
CYCLE

REPORTING

EVIDENCE: SURVEY
& DATA COLLECTION

ANALYSIS & PRELIMINARY FINDNGS

Source: MOPAN

LIMITATIONS

The assessment applies a standardised framework that provides a picture of the organisation's performance. Thus, any general strengths and limitations of the MOPAN 3.1 methodology, which are laid out in MOPAN 3.1, Section 8, apply to this assessment, too.

In addition, there are a few limitations specific to this assessment of IOM, and subsequently the confidence that can be ascribed to the findings.

Group interviews and time constraints

The assessment team was conscious that by organising group interviews with various departments, there would be limitations in the details or nuances received from each senior level staff member, in comparison to individual interviews. To mitigate against this limitation, one hour was allocated to individual interviews and 1.5 hours to group interviews to ensure that all members were able to contribute. There were however multiple occasions where interviewees would, at their own discretion, invite other colleagues to join them during an interview. This often did not take away from the substance of the information shared or compromise the time allocated, as the technical or organisational knowledge of these individuals would contribute towards filling an observed knowledge gap. The interview time limitation did not significantly impact the assessment's confidence rating.

REFERENCES

MOPAN, 2022. *Lessons in Multilateral Effectiveness: Rethinking Effective Humanitarian Organisations.* Available at:
https://www.mopanonline.org/analysis/items/lessonsinmultilateraleffectivenesshumanitarianorganisations.htm

ANNEX

IOM PERFORMANCE OVERVIEW CURRENT RATING

Strategic management

KPI 1: Organisational architecture and financial framework

- 1.1 Long-term vision
- 1.2 Organisational architecture
- 1.3 Financial framework

KPI 2: Cross-cutting issues

- 2.1 Humanitarian principles
- 2.2 Human rights
- 2.3 Gender
- 2.4 Environment and climate change

Operational management

KPI 3: Operating framework

- 3.1 Organisational structure
- 3.2 Resource mobilisation
- 3.3 Staffing
- 3.4 Corporate systems
- 3.5 Financial and administrative processes
- 3.6 Crisis response

KPI 4: Cost- and value-conscious systems

- 4.1 Fiduciary controls
- 4.2 Transparent resource allocation
- 4.3 Results based budgeting
- 4.4 Oversight and assurance
- 4.5 Value for money
- 4.6 Counterterrorism rules
- 4.7 Data management
- 4.8 Whistle-blowers
- 4.9 Safeguards to prevent sexual exploitation
- 4.10 Safeguards to prevent sexual harassment

Relationship management

KPI 5: Relevance and agility

- 5.1 Targeting need and vulnerability
- 5.2 Conflict sensitivity and do no harm
- 5.3 Risk management
- 5.4 Contributes to overall response
- 5.5 Integration of cross-cutting issues
- 5.6 Anticipatory responses
- 5.7 Accountability to affected populations
- 5.8 Durable solutions for IDPs
- 5.9 Empowering national governments

KPI 6: Coherent partnerships

- 6.1 Partnerships based on results and equality
- 6.2 Quality funding
- 6.3 Localisation
- 6.4 Humanitarian-development-peace nexus
- 6.5 Global policy and advocacy

Performance management

KPI 7: Results management

- 7.1 Theories of change
- 7.2 Results architecture
- 7.3 Results are communicated transparently
- 7.4 Results-based management

KPI 8: Evidence-based planning and programming

- 8.1 Evaluation function
- 8.2 Monitoring systems

Results

KPI 9: Achievement of results

- 9.1 Objectives and results achieved
- 9.2 Gender equality/women's empowerment
- 9.2 Environment and climate change
- 9.4 Protection of vulnerable people
- 9.5 Youth, ethnic/religious minorities, LGBTIQ+

KPI 10: Relevance

- 10.1 Responding to risks and needs

KPI 11: Efficient delivery

- 11.1 Cost efficiency
- 11.2 Timeliness

KPI 12: Sustainability

- 12.1 Building resilience

Legend

- High confidence
- Medium confidence
- Little to no confidence

- Highly satisfactory (3.51-4.00)
- Satisfactory (2.51-3.50)
- Unsatisfactory (1.51-2.50)
- Highly unsatisfactory (0.00-1.50)
- No evidence/Not applicable

Key performance indicator

Evidence confidence

Micro-indicator

Element 1
Element 2
Element 3
Element 4
Element 5
Element 6
Element 7
Element 8
Element 9