

MOPAN 2017-18 ASSESSMENTS

Organisational Performance Brief

International Organization for Migration (IOM)

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IOM's performance at a glance

The International Organization for Migration (IOM) is playing an increasingly prominent role in the international system. The number of migrants has risen, and migration has become a key political focus. IOM's accession to the United Nations (UN) system in 2016, coupled with demands for it to co-ordinate the UN Migration Network and support the implementation of the Global Compact for Migration, means that its projectised operating model is no longer sufficient to meet the challenges of the future.

IOM's reputation as a respected partner and its comparative advantage are built on its operational strengths.

IOM is operationally relevant and delivers tangible results for migration governance. Its strong field presence allows IOM to design and implement its projects in close co-ordination with country-level stakeholders. Its interventions are closely aligned with national priorities for migration and have delivered tangible improvements in migration governance for a wide range of stakeholders, helping to improve the enabling environment for migration and building national capacities for good migration governance. Its technical capacities and expertise are widely respected by partners.

IOM is highly agile and responsive. A decentralised structure, with expedited and flexible project procedures, enables IOM to respond swiftly and deliver assistance in often difficult and challenging environments. This agility is highly valued by partners, who perceive IOM as a strongly proactive "can do" organisation, with the ability to adapt and adjust as conditions change.

IOM has a strong ethos of partnership. It works in close partnership with a wide range of stakeholders at national, regional and global levels. Its 2016 accession to the UN system formalised partnerships which were, in practice, already in place at many levels and provided it with a recognised status on the Inter-Agency Standing Committee. Its engagement in preparatory work for the Global Compact for Migration and its appointment as the co-ordinator and secretariat of the UN Migration Network reflect its partnership-focused ethos and approach, which are highly valued by stakeholders. This ethos and practice will stand IOM in good stead as it engages with partners more strategically within the international architecture.

IOM KEY FACTS

MISSION AND MANDATE: IOM is dedicated to promoting humane and orderly migration for the benefit of all. Its purposes are to support the orderly transfer of migrants, provide migration-related services, support voluntary return, and provide a forum for the exchange of views and experience, and the promotion of co-operation and co-ordination of efforts on international migration issues.

GOVERNANCE: IOM has 173 member states and a further 8 countries hold observer status. The main governing body is the Council. It determines IOM's policies, programmes and activities, budget, expenditure and accounts. IOM became a UN-related organisation in 2016.

STRUCTURE: IOM is highly decentralised. Of its 11 000 staff, 3% are at headquarters in Geneva and 97% in field locations. IOM has 393 field offices. The current Director-General was elected in June 2018 for five years.

FINANCE: IOM's budget for 2017 was USD 1.6 billion. Only 3% of its combined revenue, or USD 49.5 million in 2017, is covered by assessed contributions. The remaining funds are voluntary contributions and 99% of it is earmarked. IOM received 1% or USD 14.9 million of voluntary funding as unearmarked resources in 2017.

IOM's comparative advantages lie in its procedural agility and flexibility in its work with stakeholders, and in producing knowledge products and information on the topic of migration. It has the ability to respond to the mobility dimensions of crises; the technical capacities to help develop and implement migration-related policies; the means to co-ordinate joint action on the humane and orderly management of migration; and the capability to help to address irregular migration. Its research, analysis and expert advice are a global asset that is widely recognised and highly valued by partners. Although these comparative advantages are not coherently framed, nor consistently understood and owned across the organisation as key "identifiers" of IOM, the organisation's new formalised role (reflected in its engagement in supporting the Global Compact for Migration and the UN Migration Network) is a more explicit recognition of its comparative advantages and specialist capacities for migration governance.

The assessment recognises IOM's internal performance improvements in certain areas, but notes that current capacities are insufficient to guarantee greater institutional co-ordination and coherence at all levels.

Incremental changes are underway, with efforts to build a more rigorous results system and to improve the evaluation system and practice. Presently, IOM cannot yet demonstrate what it has achieved as an organisation. The reasons are two-fold. Its performance management systems are not yet mature; they do not yet allow for the robust aggregation of results. IOM's results system and architecture suffer from organisational and technical limitations. Secondly, its evaluation coverage is patchy and largely depends on donor interest and provision of finance; and the evaluation function itself has limited independence. These limitations combined do not allow IOM to demonstrate robustly the aggregated effects of its interventions or, simply put, to convey "what it has achieved" as an organisation for migration. However, efforts to build a more rigorous results system and to improve the evaluation system need to be closely linked to the development of a clear strategic vision and a revised operating model, if they are to function as a coherent part of a revised organisational architecture.

IOM needs more systematic and reliable mainstreaming of gender equality and of environmental sustainability and climate change.

While IOM prioritises migration governance, human rights and to some extent protection in its operational activity, gender equality and environmental sustainability and climate change are still emerging agendas. The placement of the Protection from Sexual Exploitation and Abuse and Sexual Harassment and Abuse agendas within the institutional housing for gender equality has redirected attention to and resources for broader gender mainstreaming. The approach to environmental sustainability and climate change is conceptually mature. It is divided into environmental change, as it affects migration patterns, and organisational environmental sustainability, respectively, but the issue has only received attention relatively recently. In both areas, financial resources are very limited, and evaluations and reviews show limited evidence of tangible results. This illustrates the need to ensure that they are embedded in operational activity, and are supported with stronger requirements for results reporting.

IOM faces new opportunities and demands. However, its corporate setup is ill suited to meet the requirements placed upon it by the international community.

Timely action is required if IOM is to live up to the expectations it faces. The organisation's accession to the UN system in 2016 offers new opportunities for strategic and operational engagement at country, regional and international levels. The greater political focus on migration within the international community, and the increased number of migrants, have created new demands for IOM. Among those are IOM's designated role as co-ordinator and secretariat of the UN Migration Network and its engagement with the Global Compact for Migration. However, its current strategic direction, financial framework, operating model and business processes are unfit to fulfil the demands placed on it by the international community.

IOM requires an updated strategic vision. The Migration Governance Framework (MiGOF) serves as IOM's current strategic framework. It sets out a long-term vision for migration governance, policy and process. However, it does not provide a clear strategic direction or forward vision for the organisation reflecting its accession to the UN system and intended role as the co-ordinator for the UN Migration Network under the Global Compact for Migration. It also lacks a statement of clear or explicit corporate-level intended results for the organisation linked to this wider role. Its limitations as a strategic instrument are widely recognised within the organisation, while its perceived value is related more to framing operational activities. IOM's anticipated engagement in the international architecture going forward requires a clear, strategically focused and institutionally owned vision of its own future and associated goals. New leadership since October 2018 offers the opportunity to take stock and to develop, in consultation with its partners, a refreshed vision of "where to from here".

IOM's operating model is not currently fit to meet the demands of its changed role. Over the recent period, the organisation's institutional energies and resources have been consumed by its recent accession to the UN system and the preparatory work required for the Global Compact for Migration and the UN Migration Network. Enhancing their focus on strategic policy issues places a strain on an organisation whose operating model and financial framework are almost completely "projectised". IOM's highly decentralised structure is well-suited to a largely project-based organisation – with 97% of its 11,000 staff based in the field. IOM mostly implements its own projects rather than operating through subcontracting arrangements with partners. Meanwhile, the capacities of headquarters are insufficient to meet the demands placed on IOM as the global lead agency on migration. Its structure does not allow the organisation to meet growing demands incurred by an increasingly upstream role in the international system. Policy making and knowledge management functions are currently lacking at headquarters, with few (human and financial) resources to support them. The changing role of IOM is likely to require greater capacity at headquarters, in particular regarding policy-making skills and the ability to engage in strategic and policy dialogue. Restructuring and reform would be needed to achieve this.

IOM's financial framework is suited to project-level implementation but constrains institutional change. IOM only receives a small volume of assessed contributions, which cover the administrative part of its budget (about USD 49.5 million in 2017). For its operational activities – 97% of its resources – it fully depends on voluntary contributions, most of which are earmarked for specific projects. This framework reflects IOM's project-driven nature and is suited to the organisation's projectised operating model, and enables the swift deployment of operational activities and staff. However, it severely limits the organisation's financial flexibility and ability to undertake organisational development initiatives or reforms. IOM's last corporate structural reform initiative was undertaken in 2010. It is only thanks to core funding by member states and efforts to actively fundraise for dedicated internal reform projects that IOM has recently been able to enable a number of smaller corporate reform initiatives, such as a corporate change initiative for results-based management, and a refined risk management system. Living up to the new expectations towards IOM will require the support of partners, particularly donors. IOM cannot achieve this alone. However, the organisation can assist this process by demonstrating a commitment to change, by clearly articulating a strong strategic vision, by improving its internal results reporting, and by addressing those dimensions of its operating model and business practice whose scope for reform lie within its control.

As the leading international organisation for migration, IOM acts with its partners in the international community to:

- Assist in meeting the growing operational challenges of migration management.
- Uphold the human dignity and well-being of migrants.
- Advance understanding of migration issues.
- Encourage social and economic development through migration.

Key findings

The International Organization for Migration (IOM) is facing the most fundamental change in its long history of working in migration. Its role in the international architecture has become increasingly prominent in recent years, as the number of migrants has grown, and with it the political focus on migration. IOM's

accession to the UN system in 2016, and demands for it to engage with the Global Compact for Migration and co-ordinate the UN Migration Network, have shown that its operating model is no longer fit to meet the challenges of the future.

PERFORMANCE RATING SUMMARY

Overall, this assessment finds that IOM stands at a crossroads. Its areas of strength and weakness have remained largely the same since previous bilateral assessments were undertaken in 2012-16. The assessment recognises internal performance improvements in certain areas, such as results-based management and risk. Many of IOM's core strengths, including its strong field presence, operationally focused business model, ways of working and mindset, and service-oriented ethos, have remained in place.

However, to position itself well for the future, the organisation would benefit from embarking on a journey of institutional reform, refreshing its institutional vision, and adapting its organisational



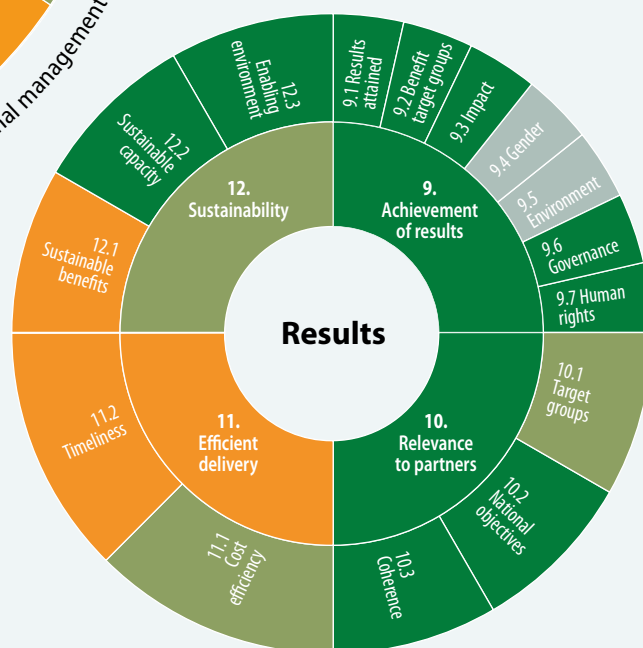
Key

Highly satisfactory
(3.01-4)

Satisfactory
(2.01-3)

Unsatisfactory
(1.01-2)

Highly unsatisfactory
(0-1)



systems, structures and capacities to emerging new demands. With accession to the UN system now bedding down and in light of new leadership in October 2018, management had opted for incremental internal adjustments until the future trajectory of the organisation is clear. New leadership will provide scope for a refreshed strategy and associated internal

restructuring. However, these changes will require the support of IOM's partners and particularly its donors, with an emphasis on more flexible, less projectised financing. In turn, the organisation will need to present a clear articulation of a strong strategic vision and improve the aspects of its operating model and business practice that lie within its control.

About this assessment

The Multilateral Organisation Performance Assessment Network (MOPAN) is a network of 18 countries¹ that share a common interest in assessing the effectiveness of the major multilateral organisations they fund, including UN agencies, international financial institutions and global funds. The Network generates, collects, analyses and presents relevant and credible information on the organisational and development effectiveness of the organisations it assesses. This knowledge base is intended to contribute to organisational learning within and among the organisations, their direct clients and partners, and other stakeholders. Network members use the reports for their own accountability needs and as a source of input for strategic decision-making.

The International Organization for Migration (IOM) is one of the 14 organisations assessed by MOPAN in 2017-18. This was the first MOPAN assessment of IOM.

This brief accompanies the full assessment, published in early 2019, which can be found on MOPAN's website at www.mopanonline.org. IOM's management response will be made available on that website as well.

The assessment of performance covers IOM's headquarters and regional and country field presence. It addresses organisational systems, practices and behaviours, as well as results achieved during the period 2016 to mid-2018. It relies on three lines of evidence: a document review, interviews with staff and small groups, and an online partner survey.²

MOPAN's evidence lines for IOM

- Review of 92 documents
- Interviews and consultations with 44 staff at headquarters and 9 in field locations
- Survey among 166 partners in 13 countries

The MOPAN 3.0 methodology entails a framework of 12 key performance indicators and associated micro-indicators. It comprises standards that characterise an effective multilateral organisation. More detail is provided in MOPAN's methodology manual.³

Organisations assessed by MOPAN in 2017-18:

- | | | | | | | |
|-------|-------|--------|------------|----------|---------|-------|
| ● ADB | ● GEF | ● IFAD | ● OHCHR | ● UNESCO | ● UNHCR | ● WFP |
| ● FAO | ● GPE | ● IOM | ● UN Women | ● UNFPA | ● UNRWA | ● WHO |

1: Australia, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Italy, Japan, Korea, Luxembourg, the Netherlands, Norway, Sweden, Switzerland, the United Kingdom and the United States – and two observers, New Zealand and the United Arab Emirates.

2: The online survey was conducted among partners of IOM in Bangladesh, Bolivia, the Democratic Republic of the Congo, Ethiopia, Guinea, Jordan, Lebanon, Mexico, Myanmar, Pakistan, Papua New Guinea, Tunisia and Turkey.

3: Available at www.mopanonline.org