

PERFORMANCE AT A GLANCE

International Organization for Migration (IOM)

OCTOBER 2023



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 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.

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 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.

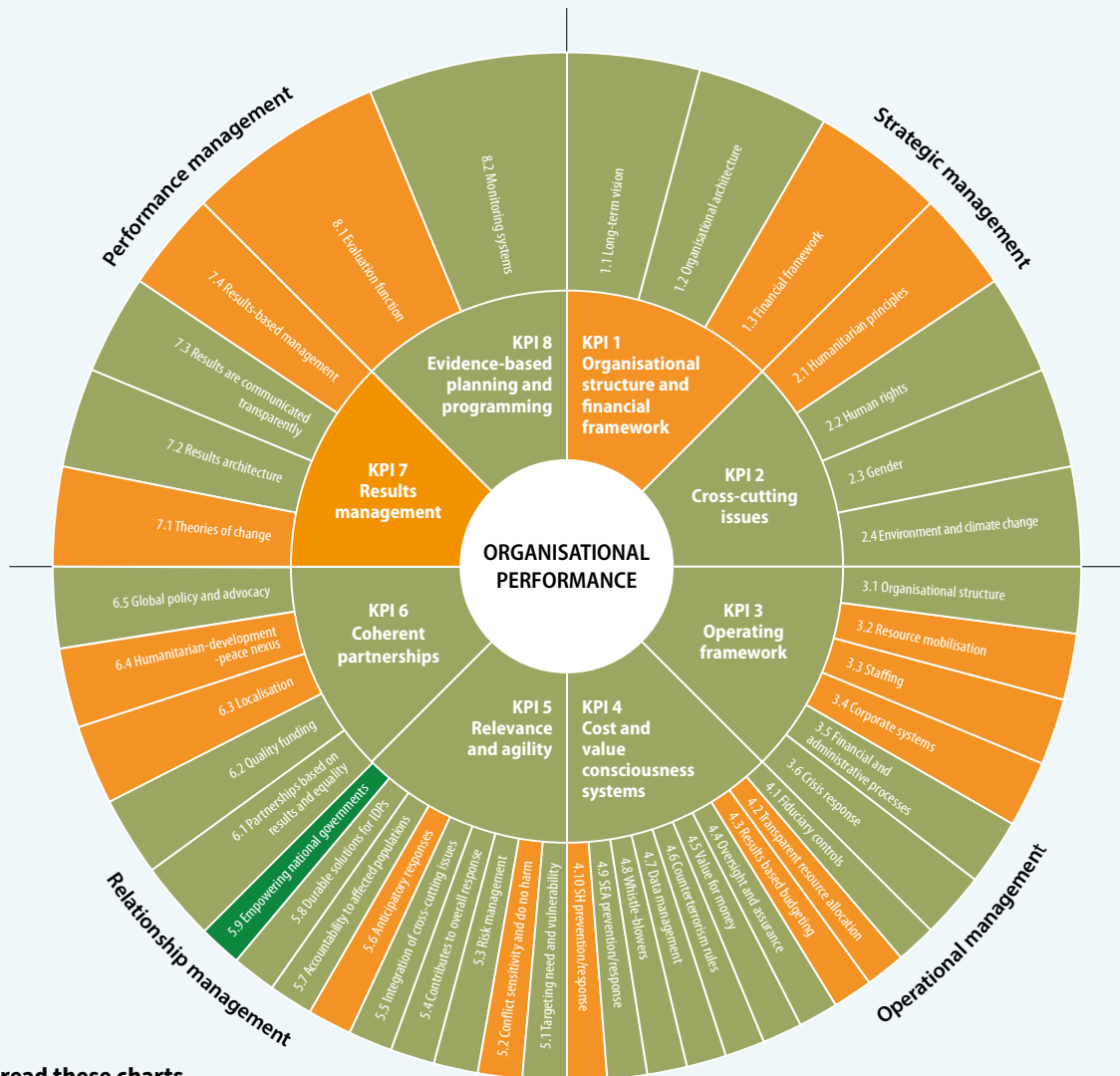
STRENGTHS

- 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.

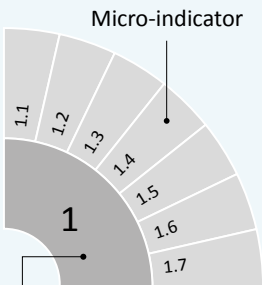
AREAS FOR IMPROVEMENT

- 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.

FIGURE 1: IOM'S PERFORMANCE RATING SUMMARY

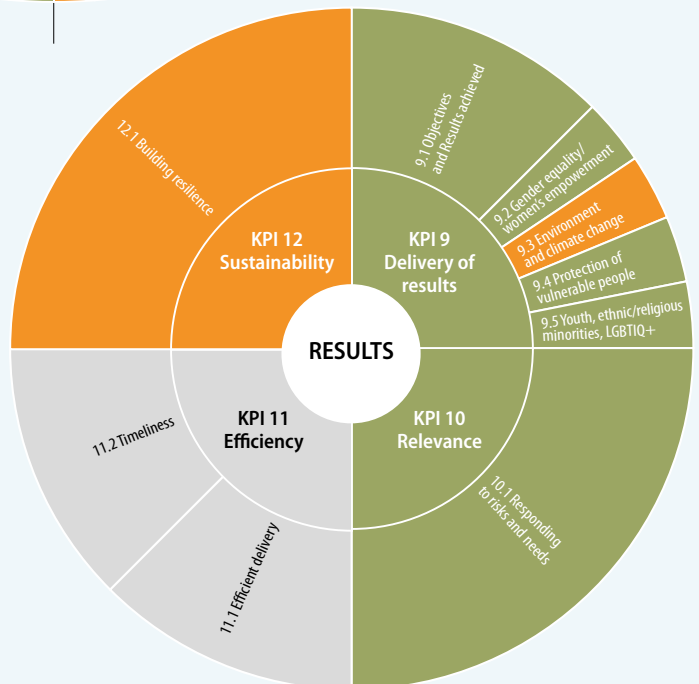


How to read these charts



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**

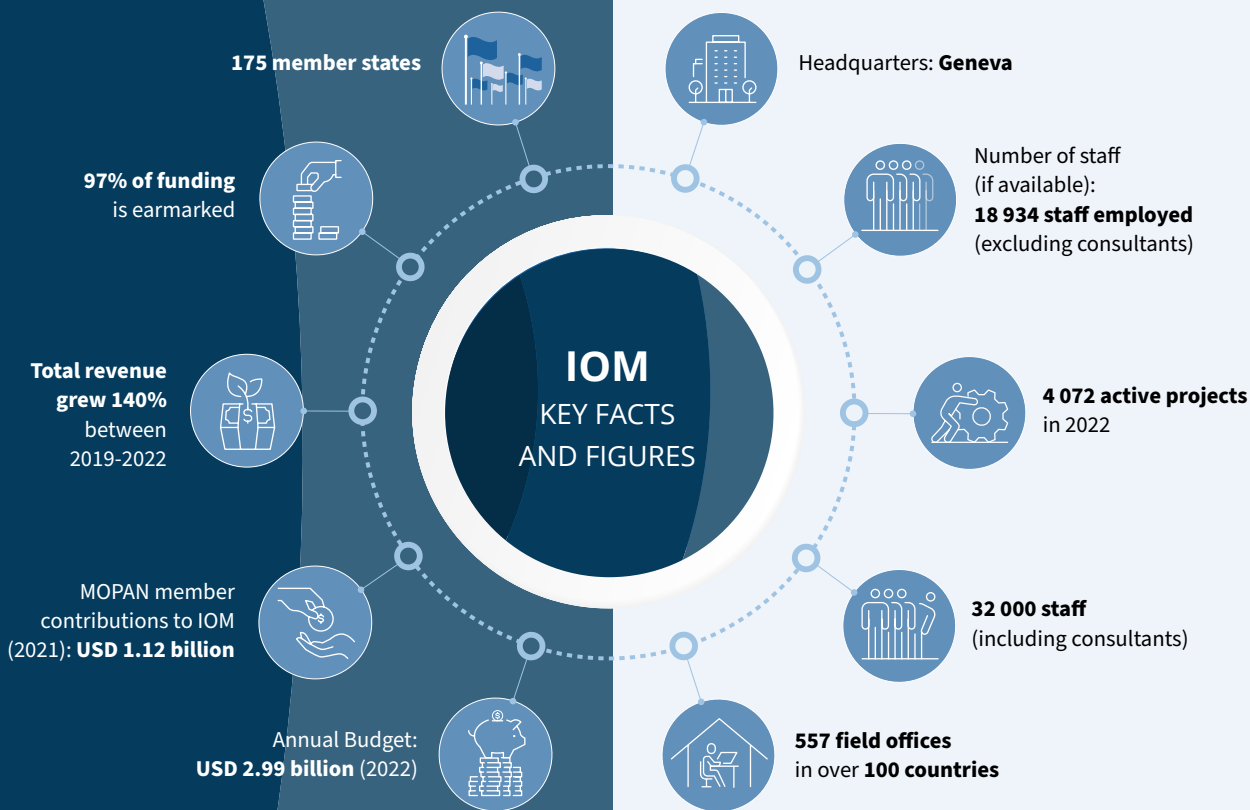


Performance in figures

IOM

INSTITUTIONAL LEADS

Belgium, Canada, the Netherlands



MOPAN member contributions to IOM in 2021

Member	Contribution USD millions
United States	597.12
Germany	169.00
Japan	63.05
United Kingdom	55.10
Netherlands	46.83
Sweden	26.72
Italy	26.07
Denmark	22.40
Korea	18.28
France	15.38

Overview

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. IOM's strategic plan covers 1) Resilience, 2) Mobility and 3) Governance.

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

Member	Contribution USD millions
Canada	12.81
Norway	12.38
Australia	11.64
Spain	6.14
Finland	4.14
Belgium	2.87
Ireland	2.53
New Zealand	1.63
Luxembourg	1.45
Qatar	0.87

Source: Adapted from OECD (2022), *OECD creditor reporting system*

ABOUT THE ASSESSMENT OF THE INTERNATIONAL ORGANIZATION FOR MIGRATION

The 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.

THE ASSESSMENT APPROACH

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.

ABOUT MOPAN

MOPAN is a network of 22 members¹ who assess multilateral organisations, shape performance standards, and 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.



1. Australia, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Italy, Japan, Korea, Luxembourg, Netherlands, Norway, Qatar, Spain, Sweden, Switzerland, United Kingdom, United States. *Türkiye and New Zealand are observers. MOPAN also collaborates closely with the European Union.