

Multilateral Aid Review: Assessment of International Organisation for Migration

Summary	
Organisation: International Organisation for Migration	Date: February 2011
Description of Organisation	
<p>The organisation was established as a logistics organisation in 1951 to help European governments resettle some of the millions of people uprooted by the second world war. Its Constitution came into force 1954 and was amended 1989 when it was renamed the International Organization for Migration (IOM). IOM broadened its scope to become an international organisation providing services and advice to governments and migrants to advance understanding of migration issues, encourage social and economic development through migration, and uphold the human dignity and well-being of migrants. While its activities contribute to protecting the human rights of migrants, IOM has no legal protection mandate. In the absence of an international treaty or convention on migration, the mandate for IOM is based in its constitution</p> <p>IOM has 7,000 staff working in over 100 countries. Its 2009 operating budget was USD \$1 billion. IOM is an independent legal entity with Headquarters in Geneva and is listed by the DAC as 'other multilateral institution'.</p> <p>Unlike UN agencies, IOM is not a legally mandated agency required to administer voluntary contributions to achieve maximum value for money and results against a set of institutional strategic objectives. IOM has a market oriented approach as a reactive project-based organisation. IOM's Strategy is a statement of the range and scope of services IOM provides. Currently 96.5% of IOM's income is earmarked project funding. The other 3.5% of income comes from compulsory assessed Member State core contributions towards its administrative budget (i.e. membership fees). IOM uses activity-based costing where staff and office costs associated with implementing a project are charged to projects through a time-allocation concept.</p> <p>IOM's Emergency and Post-crisis Division cooperates with the UN system and other organisations through the Inter-Agency Standing Committee. It is the cluster lead for Camp Co-ordination and Management in Natural Disasters, and is a partner in Emergency Shelter, Logistics, Health, Protection and Early Recovery clusters.</p> <p>IOM's governance arrangements work to ensure that IOM maintains good standards of service provision and comprise: the Council 127 Member States each have one vote to determine IOM policies; the Standing Committee on Programme and Finance (includes Member States and observers and meets twice a year); and the Administration - the Director General, Deputy Director General and staff responsible for administering and managing the organisation. The Director General posts are elected by the Council for 5 year terms¹.</p> <p>The UK is a member of IOM and is ranked 3rd largest donor. DFID and the Home Office (UKBA) have a long standing arrangement to each pay a 50%</p>	

share of IOM's compulsory assessed membership fee (core funding which goes towards IOM's administration costs). UK share of IOM's 2010 administrative budget is 7.1% or £1.72 million. In addition to this core contribution to the administrative budget, DFID funds IOM on a project basis, mainly for emergency humanitarian response.

DFID Support to IOM

	2007	2008	2009
50% of the Compulsory Assessed Member State Core payment	GBP £615,536	GBP £671,819	GBP £840,949
Earmarked funding	USD \$3,511,029	USD \$7,756,788	USD \$7,726,034

Contribution to UK Development Objectives	Score (1-4)
<p>1a. Critical Role in Meeting International Objectives</p> <ul style="list-style-type: none"> - IOM does not have a development or humanitarian mandate. - IOM only fills a marginal gap in the international humanitarian architecture. + Through its migration services and technical cooperation with states, IOM contributes to the development of states. + IOM sometimes fills an operational gap in humanitarian response. = IOM does not have a development or humanitarian mandate and only occasionally fills an <i>operational</i> gap in humanitarian responses. 	<p>Weak (2)</p>
<p>1b. Critical Role in Meeting UK Aid Objectives</p> <ul style="list-style-type: none"> + IOM has historically been a key UK partner on migration management on a project-by-project basis, which gives it flexibility. The same flexibility has allowed IOM to often contribute effectively to the international response to humanitarian emergencies + IOM has a cluster leadership role. - IOM's legal status limits its ability to shape international development or humanitarian policy and its project-based nature limits its ability to prepare for and proactively respond to disasters. = IOM's project based nature has allowed it to respond flexibly to humanitarian emergencies and it has an important cluster leadership role, however it has a limited ability to shape humanitarian policy and prepare for emergencies. 	<p>Satisfactory (3)</p>
<p>2. Attention to Cross-cutting Issues:</p> <p>2a. Fragile Contexts</p>	<p>Satisfactory</p>

<ul style="list-style-type: none"> + IOM has a history of working in fragile and conflict states. It has a division dedicated to coordinating its work in emergency and post-crisis contexts. + IOM has a strong security management and training system in place. - IOM has no specific policy for its work in fragile contexts. Staff training is limited by financial constraints. = IOM performs satisfactorily in fragile contexts with experience operating in these regions and strong security management, however it does not have a specific policy and training for staff is hampered by financial constraints. <p>2b. Gender Equality</p> <ul style="list-style-type: none"> + IOM has policies, structures and incentives to promote gender equality with high ratios of female staff. IOM focuses on promoting gender migration issues with other actors and is well researched and published in this area. - Gender equality appears to inform policy and programming but we do not have clear evidence of these having an impact on outcomes and improving policy choice. We do not have evidence at the country-level that gender has been mainstreamed or that It clearly focuses on results for gender equality. = Although IOM has gender policies and works on promoting gender issues with partners there is little evidence of the impact these are having. <p>2c. Climate Change and Environmental Sustainability</p> <ul style="list-style-type: none"> + IOM has climate change and environment strategies, works with governments, and provides guidance on policies and practices appropriate to addressing the challenges in this area. - IOM is a reactive project based organisation and the degree of environmental sustainability in their projects is patchy and contingent on donor funding. = Despite climate change and environmental strategies, IOM's ability to implement these is contingent on donor funding. 	<p>(3)</p> <p>Weak (2)</p> <p>Weak (2)</p>
<p>3. Focus on Poor Countries</p> <ul style="list-style-type: none"> - IOM does not have a humanitarian footprint in all countries of greatest humanitarian need. - The market-based nature of IOM reduces its ability to prepare for and proactively respond to new humanitarian emergencies wherever they occur. - IOM does not have a humanitarian presence in all 	<p>Unsatisfactory (1)</p>

<p>countries with humanitarian need and they are only able to respond to emergencies if they receive funding to do so.</p>	
<p>4. Contribution to Results</p> <ul style="list-style-type: none"> + IOM does not have a overarching set of results as it is a project-based organisation, but it delivers good results on its projects + Often able to fill gaps in humanitarian responses effectively + Management doing all it can to improve results – IOM does not have a development or humanitarian mandate. Its contribution to overall development and humanitarian results is difficult to determine. = IOM delivers effectively on specific projects, often filling gaps in humanitarian responses. It does not have a humanitarian mandate so its exact contribution to humanitarian results is unclear. 	<p>Satisfactory (3)</p>
<p>Organisational Strengths Score (1-4)</p>	
<p>5. Strategic and Performance Management</p> <ul style="list-style-type: none"> – IOM does not have a mandate based on international law. Its mandate established by its Constitution is not development or humanitarian orientated. – IOM has a market-oriented approach as a reactive project based organisation offering migration services in 12 broad areas of activities but is limited in its ability to direct resources strategically. – It does not have an overall strategic performance framework – Results-based management of individual projects needs to improve. + Performance management is a priority for IOM's senior management, and robust HR policies are already in place. = IOM lacks an international law based mandate and a strategic performance framework which hampers its ability to direct resources strategically and manage projects. 	<p>Weak (2)</p>
<p>6. Financial Resources Management</p> <ul style="list-style-type: none"> + IOM's allocation system is clear and the organisation has strong monitoring and financial accountability mechanisms. – IOM have very limited financial flexibility because of its projectised nature which does not enable it to make long-term commitments or adapt its financial instruments to each situation. = Although IOM's allocation system is clear it lacks the 	<p>Weak (2)</p>

<p>financial flexibility to make long-term commitments.</p>	
<p>7. Cost and Value Consciousness</p> <ul style="list-style-type: none"> + IOM has low overhead rates and has controlled costs by reducing back office costs and staff costs and has proposed a Zero Nominal Growth administrative budget for 2011. + IOM's budget structure and expenditure is transparent and they follow guidelines on procurement which reflect international best practice – More evidence of cost control should be made public. = IOM is a cost conscious organisation, striving to reduce back office and staff costs and with a transparent budget structure, however they could do more to make evidence on these measure public. 	<p style="text-align: center;">Satisfactory (3)</p>
<p>8. Partnership Behaviour</p> <ul style="list-style-type: none"> + IOM has wide-ranging partnerships globally and building collaborative partnerships including with regional groupings and UN agencies is a priority for them. – IOM has limited ability to integrate beneficiary voices into their projects – Variable quality of cluster leadership in country = On the whole, IOM works well with a wide-ranging group of partners but their lack of a protection mandate prevents them from integrating beneficiary voice into projects. 	<p style="text-align: center;">Weak (2)</p>
<p>9. Transparency and Accountability</p> <ul style="list-style-type: none"> + IOM's financial guidelines set out how the organisation should promote transparency and accountability in partners/recipients. – IOM's disclosure of project documentation is subject to the agreement of partner governments – There is little evidence of a formal complaints mechanism or guidelines to ensure the participation of affected people. = IOM has clear financial guidelines on transparency and accountability, but they are not always able to disclose project documents and there is little evidence of a formal complaints mechanism. 	<p style="text-align: center;">Weak (2)</p>
<p>Likelihood of Positive Change Score (1-4)</p>	
<p>10. Likelihood of Positive Change</p> <ul style="list-style-type: none"> + IOM has made good progress on internal reforms including structural reforms of HQ and field offices, and introducing best practice in HR and financial management. 	<p style="text-align: center;">Uncertain (2)</p>

<ul style="list-style-type: none">+ IOM's top leadership is strong- IOM's mandate focused on service provision, its structure and projectised operational approach, reduce the room for fundamental changes.- IOM does not have a primarily humanitarian or development mandate but DFID does not see this as a gap.= IOM has previously made good progress on internal reforms but their structure and project-based nature hampers their reform ability. Although they do not have a primarily humanitarian or development mandate, DFID does not view this as an issue as their flexibility sometimes allows them to fill gaps others cannot.	
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ⁱ IOM website