



International Organization for Migration (IOM)

The UN Migration Agency

Second Evaluation of IOM's Migration Initiatives

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Table of Contents

Acronyms	3
Executive Summary	4
1. Evaluation Context	6
1.1 Background on Migration Initiatives.....	6
1.2 Previous Evaluation.....	7
1.3 Methodology and Scope of Current Evaluation	8
2. Evaluation Findings	11
2.1 Relevance and Utilization of Publication.....	11
Migration Initiatives Purpose	11
Migration Governance Framework	14
Complementary Tools and Publications	16
2.2 Effectiveness of Migration Initiatives.....	20
Efficiency of Preparation Process	20
Effectiveness of Roles and Responsibilities	21
Presentation to End-Users	23
Visibility of Publication	24
2.3 Impact and Sustainability	26
Impact of Migration Initiatives.....	26
Publication Evolution and Alternatives	27
3. Conclusions	30
4. Recommendations	31
Annex 1 Terms of Reference	33
Annex 2 Interviews and Bibliography.....	38
Annex 3 Online Survey Questionnaire.....	41
Annex 4 Condensed Survey Report.....	46

Acronyms

AVRR	Assisted Voluntary Return and Reintegration
CoM	Chief of Mission
CO	Country Office
DAC	Development Assistance Committee
DG	Director General
DRD	Donor Relations Division
GCM	Global Compact for Safe, Orderly and Regular Migration
HRP	Humanitarian Response Plan
HQ	Headquarters
IBM	Integrated Border Management
ICP	International Cooperation and Partnerships
ICT	Information and Communication Technology
IML	International Migration Law
IOM	International Organization for Migration
IQ	Institutional Questionnaire
MCOF	Migration Crisis Operational Framework
MI	Migration Initiatives
MiGOF	Migration Governance Framework
MIRAC	Migration Resource Allocation Committee
MS	Member State
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
OCHA	UN Office for Coordination of Humanitarian Affairs
OECD	Organisation for Economic Co-operation and Development
OIG	Office of the Inspector General
PRIMA	Project Information and Management Application
PRISM	Process and Resources Integrated Systems Management
RBA	Rights Based Approach
RBM	Results Based Management
RD	Regional Director
RLPO	Regional Liaison and Policy Officer
RO	Regional Office
RPDO	Regional Project Development Officer
3RPs	Regional Refugee Response Plans
RTS	Regional Thematic Specialist
SDGs	Sustainable Development Goals
ToR	Terms of Reference
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commissioner for Refugees
UNSDCF	United Nations Sustainable Development Cooperation Framework
USD	US Dollar

Executive Summary

The report brings forth the findings and conclusions from the second evaluation of the IOM Migration Initiatives publication, a key annual, planning and strategic document covering IOM's worldwide programmatic interventions and funding requirements since 1999.

The scope of the present evaluation covers developments since the first evaluation conducted in 2004, with a focus on last five years, and assesses the evidence based on the evaluation criteria of: relevance of IOM's Migration Initiatives (MI) process; the overall effectiveness and value for money of this strategic planning and resource mobilization tool; and the publication's impact and sustainability in view of its inevitable evolution and potential alternatives.

The evaluation methodology utilised the qualitative methods of data collection and analysis, including: i) a desk review of reports and documents produced by IOM Departments and Units, Donors and UN agencies; ii) an online survey implemented during October-November 2019, aiming Regional (100 per cent response rate) and Country Offices (25 percent response rate) involved in the preparation of Migration Initiatives; and iii) key informant interviews conducted internally with IOM Departments and Units and externally with Permanent Missions in Geneva in October 2019.

The triangulation of data and evidence obtained through the above methods enabled the synthesis of findings and, in terms of relevance, showed that the publication indeed remained flexible over the years, altering the focus per demands of end-users, be it on the country, regional or strategic interventions or Migration Governance Framework (MiGOF) principles and objectives. Despite this flexibility, the original three-fold purpose for the Migration Initiatives appears no longer to be valid (details under the Relevance sub-section) as the MI is no longer utilized for fundraising or promotional purposes by IOM field missions or donors alike, due to the lack of specificities on the regional and country contexts and related migration initiatives, and low visibility.

Additionally, although the relevance of structuring the Migration Initiatives' content around MiGOF was confirmed by 63 per cent of IOM offices, still all donors maintain that such a structure might be suitable for internal purposes only. Per donor interviews, the MI is lacking clear references to the internationally accepted frameworks (such as Sustainable Development Goals), regional and country contexts and funding requirements per prioritized migration initiatives, and thus it is not easily comprehended by the outside audience.

The publication remains complementary with other IOM internal strategic and fundraising tools. However, the Migration Initiatives 2020 is expected to overlap with IOM's Strategic Vision (2019-2023), which was approved in December 2019, in conjunction with the forthcoming five-year implementation plan. Compared to other internal tools, the Migration Initiatives publication lacks the ability to track the planned versus pledged financial contributions, which is the most significant remark from the online survey as well, as there is no concrete evidence to support its effectiveness as a fundraising tool.

In terms of the effectiveness and efficiency of the publication's preparation process, it lasts at least six months, by which time the publication may become outdated, as some interventions might have received financing; however, for the most part, funding is still required. As no concrete financial evidence on the MI effectiveness exists due to non-existing monitoring mechanisms, there is only qualitative evidence in the form of comments from the internal end-

users who confirm that the preparation process is time-consuming, the format and presentation are becoming increasingly obsolete, and that visibility efforts are too modest to support the return on the investment.

Thus, in the present format, the publication does not raise anymore the interest of donors, Members States or national partners alike. Apart from its cumbersome format and low visibility, the reasons lay in a missed opportunity to raise awareness of the document among national stakeholders since donors make funding decisions based on national strategies and priorities, among other factors.

Impact, in a financial or strategic sense, is not apparent either due to an unclear message presented in the document that is not linked to IOM's regional or country strategies. Clear indicators and benchmarks are not provided in the document to enable measuring of the impact but also due to a missed opportunity to raise awareness of donors and national authorities on the document's fund-raising purpose.

With more frequent use of electronic tools for fundraising appeals nowadays, the evolution of the document, as maintained by its external and internal end-users, sees a visually appealing brochure in combination with an interactive website tailored to the needs of end-users, to include country and regional specificities, prioritized interventions and funding needs filtered per thematic areas and supported by IOM's online programme management solutions.

Four recommendations are identified for action and addressed to the Donor Relations and Headquarter Divisions, mostly referring to abolishing the publication if considered that it duplicates other fundraising and strategic tools or changing its present format and structure following a detailed comparative analysis of the internal and external institutional reform processes (details under Recommendations section).

Evaluation Context

1.1 Background on Migration Initiatives

The Migration Initiatives (MI) publication is a key annual, planning and strategic document covering IOM's worldwide programmatic interventions and funding requirements since 1999. The publication details the Organization's strategic plans in terms of developing interventions that support and strengthen the implementation of migrant rights and evidence-based policymaking, relying on partnerships, improving the well-being of migrants, addressing crises and enhancing safe and orderly migration.

Initially, IOM took the decision to publish a specific fundraising and programme prioritization document in 1997. This publication, titled the *IOM Fundraising Update*, was issued on a by-monthly basis with the purpose to provide up-to-date information on IOM's financial appeals to donors. The following year, the publication was renamed as the *Programme Priority Update 1998* to reflect a tendency of IOM management to present a selection of IOM's programmatic priorities in need of funding.

Its current name, *the Migration Initiatives*, manifested the changing role and improved its scope based on the annual feedback from donors, Member States (MS) and IOM field offices. The main purpose of the document from 1999 was to improve IOM's strategic planning and to complement the IOM *Programme and Budget* (Blue Book)¹ aiming to:

- ✓ Provide a comprehensive and yet a realistic overview of services for which total or partial funding is required by IOM;
- ✓ Demonstrate clear political and programmatic links to donors/member governments' interest in the field of migration;
- ✓ Reflect IOM's mandate and technical expertise in the choice of programmes and projects, to highlight the Organization's strategic direction either in service areas, emergency management or through regional approaches to migration issues; and
- ✓ Be flexible to accommodate the ever-changing migration challenges, new political realities and specific requests by member governments that align with IOM's strategic interest.

In 2000, a mid-year MI update was produced, which outlined the funding needs and programmes (interventions) as presented in the annual MI publication in addition to those interventions developed after the annual report is published. The publishing of the mid-year update continued until 2007 after which it was discontinued per Member State requests as donor administrative procedures did not allow for repeated sessions to go over donor allocations per IOM needs. Moreover, the workload under the preparation and publishing of the main and mid-term documents was cumbersome.

¹IOM Programme and Budget documents can be found at: <https://governingbodies.iom.int/>

The flexible nature of the publication was maintained and continued evolving because of dynamic organizational and structural changes within the Organization. IOM has expanded significantly since 2008, culminating with both the operational expenditures and the workforce increasing by 50 per cent since then. IOM's membership in 2019 reached 173 Member States (MS) and IOM's 65-year long relationship with the United Nations resulted in the Organization formally joining the UN system in 2016.

The MI publication adapted to the above changes and from a country and regional approach; it advanced towards a thematic-oriented process aligned with the principles and objectives of the Migration Governance Framework (MiGOF²), designed to address the complex and broad field of migration as there was no single convention or framework defining “planned and well-managed migration policies”.

In addition to the Migration Initiatives, IOM regularly publishes funding appeals, such as that of USD 1.4 billion to address the needs of over 80 million people in 50 countries in 2018, to support those displaced within the borders of their own countries, migrants, people returning to their areas of origin, victims of counter-trafficking, and to enable safe disembarkation points for migrants rescued in the Mediterranean Sea by rescue ships.

The ownership of the MI preparation and publication remains with the Donor Relations Division (DRD), which is part of the Department of International Cooperation and Partnerships (ICP), responsible for supporting and coordinating the Organization's relations with Member States (MS), intergovernmental organizations, the private sector, civil society and the media. DRD has the institutional responsibility for donor and private sector liaising, donor reporting, appeals submission, development of resource mobilization strategies and coordination of IOM inputs into multilateral funding mechanisms.

DRD is also the Secretariat of the Migration Resource Allocation Committee (MIRAC). The MIRAC was established following IOM's appeal to MS to consider making flexible voluntary contributions to the Organization in accordance with the Grand Bargain launched during the World Humanitarian Summit in May 2016. The MIRAC objectives, per its Terms of Reference (ToR), are to identify and prioritize Organization-wide interventions to benefit from flexible voluntary contributions received from donors and to monitor the implementation of funded initiatives.

Apart from publishing the MI report, DRD also is responsible for the Partnerships in Action “Photobook” and the maintenance of the Humanitarian Compendium website, currently being redesigned into the Global Crisis Response Platform (GCRP) which will become available at the beginning of 2020.

1.2 Previous Evaluation

The first evaluation conducted in 2004 by the Office of the Inspector General (OIG) focused on the relevance of the publication's content and its effectiveness as a programmatic, strategic

² **MiGOF Principles:** (i) Adherence to international standards and fulfillment of migrants' rights; (ii) Formulates policy using evidence and “whole-of government” approach; and (iii) Engages with partners to address migration and related issues. **MiGOF Objectives:** (i) Advance the socioeconomic well-being of migrants and society; (ii) Effectively address the mobility dimensions of crises; and (iii) Ensure that migration takes place in a safe, orderly and dignified manner. See details at: https://www.iom.int/sites/default/files/about-iom/migof_brochure_a4_en.pdf

and resource mobilization tool. The role of DRD was also analysed regarding the management of the MI's preparation process.

The evaluation confirmed that the document's principal objectives remain as established in 1999, when the documents contained both the development and humanitarian appeals for funding. The publication was confirmed to reflect the scope and depth of IOM's operational role across all service areas as well as its policy advisory role. The template was found to be flexible enough to allow for additional improvements, focusing on the programmatic dimension and less on projectized nature of interventions thus avoiding a "wish list" of projects.

Regarding the management over the preparation process, the evaluation determined that DRD must continue to manage the MI, due to its key role in guaranteeing the quality of the final product. The unit in addition effectively provides preparation guidance for IOM field offices, supports the data collection and coordination of inputs at Headquarters (HQ) and publishes the document on time. The interviewed MS praised the quality of the document, cautioning against too many changes during the annual presentation.

In terms of the MI's effectiveness as a resource mobilization tool, although donors interviewed had confirmed that they did not necessarily take decisions based on the document alone, it still remained useful for the majority of donors and Member States as it presented IOM's programmatic approach and gave an informed view of the Organization's role in respective countries or regions, concluding it would be inappropriate to cease the publication.

Recommendations were made related to a more proactive role for ROs in terms of input submission and the institutionalization of a yearly programming or planning process to harmonise IOM's programmatic approach to migration management, to facilitate data collection and cross-checking by DRD.

1.3 Methodology and Scope of Current Evaluation

This evaluation considered developments related to the relevance of the MI publication since the first evaluation but with a focus on the last five years. The evaluation also considered the plans for the implementation of a global IOM strategy, the publication's audience and value for money, per its **overall objective** to:

Evaluate the relevance of IOM's Migration Initiatives process and its overall effectiveness and value for money as a strategic planning and resource mobilization tool. In particular, the evaluation will examine the relevance of targeted audience and its relevance compared to other strategic and resource mobilization tools existing around the MI process. The effectiveness of incorporating both IOM and Member States global, regional and country strategic expectations, objectives and key migration issues will also be evaluated along with its potential to reach the intended impact.

More specifically, the evaluation examined the evidence and provided recommendations across the following evaluation criteria³ (see Evaluation ToR in Annex 1 for more detailed questions under each criteria):

³ IOM Evaluation guidelines are based on the Organisation for Economic Co-operation and Development's (OECD) Development Assistance

- ✓ Relevance: of MI publication to the regional and country strategic planning, migration and funding needs; of Migration Governance Framework providing structure for the MI; and of MI presentation of IOM's overall funding needs to the outside audience.
- ✓ Effectiveness: of the roles of IOM departments and units; of MI preparatory process; of MI prioritization and promotion at the global, regional and country level; and of communication with donors and its visual presentation.
- ✓ Efficiency: of the project/programme planning and prioritization processes; and of monitoring functions and mechanisms existing around MI.
- ✓ Impact: of the publication on the interests of IOM field offices, donor and Member States.
- ✓ Sustainability: of the MI publication in terms of its inevitable evolution and potential alternatives.

The **evaluation methodology** has been organized around the qualitative methods of data and information collection and analysis, which supported the synthesis of findings under the present exercise. More specifically, the methods included:

- ✓ A desk review of reports and documents produced by DRD, IOM departments and units, donors, UN and other international agencies and entities involved in the preparation and use of MI or included in the MI and fundraising opportunities, as well as internal documents used for the yearly preparation of the MI. DRD provided all the necessary support and made the documentation timely available.
- ✓ An online survey implemented during October – November 2019 for Regional and Country Office staff who contribute to the MI process, primarily RDs, Chiefs of Missions (CoMs), Regional Technical Specialists (RTS'), Regional Project Development Officers (RPDOs) and Regional Liaison and Policy Officers (RLPOs).

The survey was coordinated with DRD and confidentiality was ensured for the purpose of collecting global comparative data to be analysed using descriptive statistics. The questions related to the relevance of original MI purpose, the effectiveness and efficiency of the data collection and compilation processes, as well as impact and possible evolution of the publication.

The response rate from ROs was at 100 per cent, with nine offices submitting the total of 29 responses. The response rate from COs was at 25 per cent (more specifically, 42 out of 149 COs responded, submitting 56 responses). A survey for donors and Member States during the same period was attempted; however, due to low interest only one generic response of “yes” and “no” was received.

Committee (DAC) evaluation criteria, where evaluation is defined as an assessment “to determine the relevance and fulfilment of objectives, developmental efficiency, effectiveness, impact and sustainability” of efforts supported by aid agencies: http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/about_iom/eva_techref/Evaluation_Guidelines_2006_1.pdf; or <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

- ✓ Key informant interviews with IOM departments and units at Headquarters were conducted in October 2019 (see Annex 2 for the list of interviews). DRD provided support with the organization of interviews and the agenda, which complemented the data triangulation process. Additionally, it was essential to receive feedback from IOM donors, Member States, and UN agencies on the evaluation topics, including the usefulness and evolution of the MI publication and whether additional tools could be explored to sustain core contributions from donors.

The MS interviews were organized through the Permanent Missions in Geneva with DRD's support. Focus was placed on donor countries, but a selected number of benefiting MS was also interviewed, to examine if key migration issues in their country or region are addressed in the MI report. Interviews have been organized with other UN agencies insofar as they were aware of the document's existence.

The Office of the Inspector General conducted the evaluation and covered its costs. The original timelines under the stages of desk review, field work and report drafting have been respected.

In terms of deliverables, the online survey was made available to the field missions in October 2019, with a timeframe of one month given for survey completion. Interviews with donors and Member States were conducted in October 2019. The draft report was available for comments in December 2019 with the final draft available in January 2020.

2. Evaluation Findings

The section of findings is organized under three sub-sections containing a detailed analysis of:

- ✓ Relevance of MI publication, in terms of the original three-fold purpose, report utilization by IOM field missions and Member States, but also the understanding of the said actors of the organization of publication per Migration Governance Framework and publication's complementarity with similar fundraising and promotional tools;
- ✓ Effectiveness and efficiency of the MI preparation process, in terms of input collection practices, publication's format and presentation to end-users but also the visibility of the document to the outside audience; and
- ✓ Impact and sustainability of the publication, in terms of positive and/or impeding impact, as well as MI evolution and potential alternatives to its content or presentation.

Per Evaluation ToR (see Annex 1), the focus of the analysis is on the publications developed and published during the five-year period, from 2015 until 2019. As the MI 2020 had not been published during the preparation of the evaluation report, its content has not been included in the analysis.

2.1 Relevance and Utilization of MI Publication

Migration Initiatives Purpose

For the past two decades, the MI publication remains the only document showcasing IOM's regional and country strategic plans, key migration issues and funding needs for the upcoming year. The main document, available both in hard and soft copies, illustrates IOM's future areas of engagement, while the annex available only in soft copy, summarises planned activities and funding requirements per IOM Regional, Country Office and HQ Division.

The content and template's presentation have changed over the years, to accommodate the needs of end users (IOM field missions, Member States and donors) to fulfil its three-fold purpose, as noted in the first evaluation conducted in 2004, of:

- ✓ Providing Organization's global, regional, country, strategic and programmatic approach;
- ✓ Acting as a fundraising or a resource mobilization tool; and
- ✓ Advocating IOM's ongoing and future migration interventions.

To assess the relevance of the MI publication the present evaluation has taken a step back and analysed the publication's content published in the past five years including the feedback from donors and survey responses from IOM field offices, which provided sufficient qualitative evidence on their understanding of the nature of publication's purpose.

The *MI 2015 "Regional Strategies – Migrants and Cities"* edition, as its very name reveals, focuses on IOM regional strategies and partnerships between migrants, local governments,

civil society and the private sector. Its content spreads across the sections included in the Director General’s foreword that introduces the regional focus; an overview of “migrants and cities” topic; details of IOM’s strategy; and funding requirements per region for the year 2015, with comparisons provided for the previous year as well.

The 2015 template details the requested funding of USD 1.7 billion across nine regions, multi-regions and countries, with the robust 400-page format listing planned and current interventions across the entire thematic scope of IOM’s involvement. The global interventions are not prioritized, with thematic spectrums ranging from environmentally induced migration, mixed migration, through forced migration, operations, emergencies and post-crisis interventions, migration health, to migrant assistance, immigration and border management, labour migration, human development and migration policy, and research.

The *MI 2016 “Migration Governance and Sustainable Development”* on the other hand introduces prioritized topics, reflecting the commencement of institutional reforms that entail the development of policy framework to guide IOM responses to emergencies and migration management, i.e. the Migration Crisis Operational Framework (MCOF) and the Migration Governance Framework (MiGOF).

The Sustainable Development Goals (SDGs) and the 2030 Agenda⁴ were reflected throughout the MI 2016 content, which, in a lighter format of +100 pages, brings DG’s foreword, followed by detailed cross-tabulations of funding requirements of almost USD 2 billion systematized per region, country and theme. The narrative part was structured for the first time around six MiGOF principles and objectives and focused on IOM’s global strategic goals of the protection of migrant rights; increased implementation of rights based approach (RBA) and International Migration Law (IML); equal rights under the employment and mobility laws; responsibilities under the IOM Principles for Humanitarian Action and reducing the likelihood of gender based violence (GBV).

Details on regional and country interventions were available as an online annex, but not included in the main body of the report, except when exemplifying case studies or success stories from randomly selected areas. However, a prominent feature of the analysis is inconsistency in showcasing intermittently the ongoing interventions under a certain MiGOF principle or objective, then jointly ongoing and planned interventions, and sometimes only the planned interventions.

The *MI 2017* named “*Innovative Approaches to Migration Governance*” is noted to go even further in terms of the Organization of content around the Migration Governance Framework. The initial sections remain consistent with the previous publications, with funding requirements of USD 2.6 billion listed per region, per country and per MiGOF (which is the most confusing part according to donor interviews as thematic details are missing). The planned USD figures in tabulations are listed per MiGOF principle or objective without referencing concrete thematic scopes, regional or country divisions.

The comprehensive content of +400 pages returns, with six narrative sections organized around MiGOF, containing a detailed analysis of both ongoing and future interventions per region and per country. Each new section repeats the same regions and countries organized under a new objective and/or principle, which contributes somewhat to the repetitiveness of the content.

⁴ <https://www.un.org/sustainabledevelopment/development-agenda/>

In a similar fashion, *MI 2018 “Leading the Migration Governance Agenda”* continues with structuring the content around MiGOF, both in terms the financial requirements of USD 2.9 billion and the narrative presentation, which in concise +100 pages format discusses global initiatives, with country and regional specifics available as an online annex. The presentation brings again an intermittent mix of both planned and ongoing initiatives under the thematic scopes that crosscut MiGOF principles and objectives, mentioned in donor interviews to be unclear and confusing.

For instance, interventions under Principle 1 refer to the advancement in international recruitment standards, protection of migrant rights in the humanitarian setting, and migration, environment and climate change, similarly to Principle 2 that covers plans under policy research, assistance to vulnerable migrants, migration health, and migration, environment and climate change. GCM plans are elaborated under Principle 3, but also plans under partnerships for health, migration, environment and climate change (detailed also under Principles 1 and 2). Health is cross-cutting MiGOF Objectives as well, as needs listed under Objective 1 focus on health promotion and assisted voluntary return and reintegration (AVRR), Objective 2 includes ongoing and planned activities under preparedness and response, transition and recovery, and health assistance for crisis affected populations. Objective 3 details both ongoing and planned work under the integrated border management (IBM), transition and recovery, Information, Communication and Technology (ICT), health assessments and travel health assistance.

The latest publication, *Migration Initiatives 2019* titled “*Moving from commitments to action*” reflects the Organization’s commitment to the issue areas identified through the GCM and to support MS in delivering the actions required to effectively improve migration governance and humanitarian responses. The publication cross-tabulates the financial requirements of USD 3 billion per MiGOF, per region and per country – as in previous two templates, with thematic scopes cross-cutting MiGOF with the mixture of planned and ongoing interventions.

GCM planned initiatives are detailed under Principle 1 (MI 2018 lists them under Principle 3), which also contains the ongoing and planned capacity building under IML, plans only under the international recruitment integrity system (IRIS) and migrants’ rights in humanitarian setting. Plans under migration policy research and the 2030 Agenda are detailed under Principle 2, along with ongoing activities only under migration health, essentials on migration management (EMM) and migration, environment and climate change. Both ongoing and planned interventions under SDGs and Global Compact for Safe, Orderly and Regular Migration (GCM) are again listed under Principle 3, with plans only under partnerships in the humanitarian landscape, global migration data, health and protection of vulnerable migrants.

Objective 1 brings the mix of ongoing and planned activities under pre-departure orientation programmes and the promotion of whole-of-community participatory approaches, with ongoing programmes only in terms of AVRR, counter-trafficking and protection of migration children. Objective 2 systematizes plans only under preparedness and response through MCOF, both ongoing and planned disaster risk reduction (DRR) and transition and recovery activities, but ongoing work only regarding access to housing, land and property rights, the violations of international humanitarian law and human trafficking. Objective 3 lists ongoing and planned IBM activities, plans under transition and recovery, and again AVRR both ongoing and planned activities.

Concluding on the content analysis, it is evident that the publication has maintained flexibility over the years, altering its focus per demands of end-users, be it on the country, regional or

strategic interventions or MiGOF principles and objectives. But no matter whether the focus is on global (strategic) or country (project) specific programming, the presentation of accomplished and planned interventions is incoherently mixed throughout the document, making the final product bulky and unappealing to the audience.

Donors in addition note that it is unclear from the MI content which of the planned interventions are IOM’s priorities for the forthcoming year. The funding requirements of over USD 2 billion are not transparently systematized per country thematic needs but per MiGOF principles and objectives; donors find this challenging to comprehend and conclude that the document is intended for internal use only.

The conclusion from donor interviews is unanimous; they never consult the MI publication prior to making funding decisions, as such decisions are made following the consultations on the national government priorities following the analysis of various factors such as political stability, performance of agencies, implementation capacities, etc. Additionally, it was confirmed that the MI does not advocate well IOM’s ongoing and future migration interventions due to its ambition, lack of transparency with regard to the funding needs versus received/utilized and lack of focus on prioritised interventions. The publication brings forth a blend of all interventions, either ongoing or planned for the year, making it difficult to distinguish what already has been accomplished and what remains to be implemented. Although confirming the appreciation for having at disposal a quick reference book to IOM’s global, regional and country strategic and programmatic approach, donors admitted this was the case prior to MiGOF’s introduction.

Thus, the original multi-fold purpose for MI publication appears to be no longer valid. IOM survey respondents provide a unanimous position on the above, as 98 per cent note that they never received feedback from donors or government counterparts on the usefulness of MI publication. Ninety-three per cent of IOM respondents confirmed that donors and Member States do not make funding decisions based on the MI publication.

Migration Governance Framework

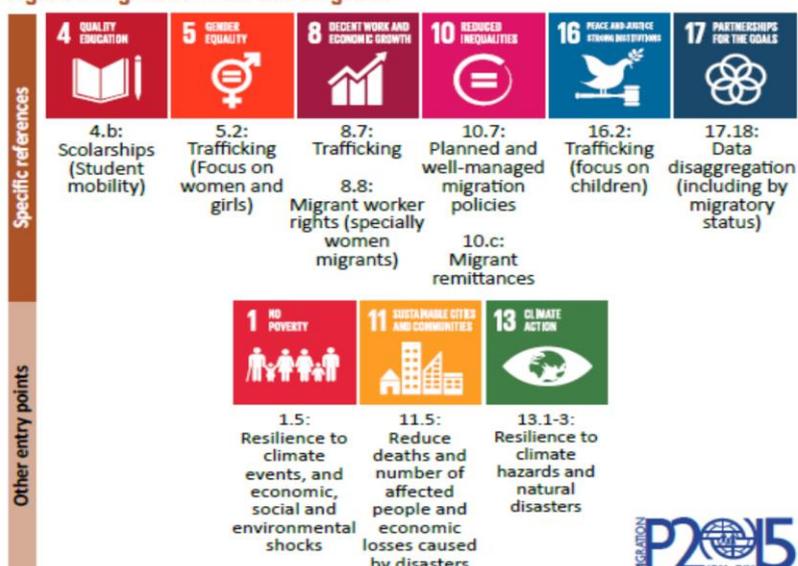
Survey respondent said:

“MiGOF is fine, however, the MI document is not serving its purpose for COs. It is a good institutional document serving as a guidance to COs, but it is not a fundraising tool (it’s not its purpose but it should be) as it does not add anything to discussions or position of IOM at country level. It would be better to have MI as a global document and align Regional and Country strategies to it”

The rationale behind the MiGOF being used to structure the MI publication has been elaborated in the *MI 2016 “Migration Governance and Sustainable Development”*, which introduced the framework for the first time. IOM achieved a major milestone in 2016, when the 2030 Agenda incorporated migration in the mainstream global development policy. This accomplishment was a result of strong advocating efforts of IOM with the international community to include migration into the SDGs, now mentioned under target 10.7:

“Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well management migration policies”.

Figure 1: Migration in the 2030 Agenda



Source: Migration Initiatives 2016 “Migration Governance and Sustainable Development”

Survey respondent said:

“The document clearly follows MiGOF – however, stakeholders are not always familiar with it and are more conversant with frameworks such as GCM or SDGs”

The SDGs’ 10.7 target posed a challenge to governments due to the complex and broad field of migration with not a single convention or framework existing to define “planned and well-managed migration policies” that “facilitate orderly, safe, regular and responsible migration and mobility of people”. IOM developed the Migration Governance Framework to provide the essentials to support planned and well-managed migration through a coherent, comprehensive and balanced approach to migration governance.

The above is confirmed by 63 per cent of IOM respondents to the survey who believe that the MI should continue being presented through the MiGOF lens, although adding that the Migration Initiative needs to reflect the migration management situation in respective countries. Those not agreeing, 37 per cent, believe that the publication needs to be aligned with other strategic frameworks such as DG’s Strategic Vision (further elaborated in the next sub-section), SDGs or GCM, adding that many field offices are not fully familiar with MiGOF either. Respondents further note that external partners (namely, donors, Member States and national counterparts) confirm it is becoming more difficult to get familiarized with the multitude of frameworks (e.g. MiGOF, GCM, SDGs) among which the MiGOF is considered as the least identifiable and accessible to the external partners.

As mentioned under the previous sub-section, most interviewed donors confirm that the structuring of MI publication around MiGOF is “ambiguous” and the source and details under the funding requirements are “not transparently provided”. If IOM intended to keep the MI as an internal document, then the MiGOF lens would be

Survey respondent said:

“There are pros and cons. The project/programme-based presentation was a bit clearer in terms of showing the actual actions. However, this is probably too detailed from the donor perspective. MiGOF, higher level presentation can suffer from the lack of detail and could be unclear as to how the policy turns into practice”

beneficial according to most interviewed donors. However, the donors were unaware of whether the current document is directed at an external audience, in which case the document is not comprehensible because it is not adapted to internationally accepted frameworks (SDGs). In its present format it cannot be used as a promoter of IOM's work, or a fundraising tool, or even as a reference book by donors and programming officers, as it does not provide clear migration management situation or profile per country or region. The publication does not have to be an extensive migration presentation such as the World Migration Report⁵, as noted by donors, but to present feasible prioritized interventions that IOM recommends to be implemented.

Complementary Tools and Publications

Although the MI publication is the oldest, it is not the only available tool used for resource mobilization, promotion or strategic direction by ROs and COs to develop individual strategies and plans. The process of resource mobilization is conducted independently in different areas of the Organization including HQ, Special Liaison Offices, ROs and COs. Still, common results under the resource mobilization process as proposed under the draft Resource Mobilization Strategy are reinforced partnerships with existing IOM donors; increased collaboration with new and emerging IOM donors; strengthened organizational resource mobilization capacity; and enhanced ability to advocate for funding needs and communicate on mobilized resources.

Aside from the MI, DRD also produces several donor engagement tools, both internal and external, which aim to support resource mobilization or promotion of IOM's programmes. These include donor alerts and photobooks, which highlight information on current donor funding appeals per country and region, donors' new policy, as well as illustrative information on the past and current cooperation with donors.

IOM's Private Sector Partnership Strategy is another tool that seeks to mobilize financial and in-kind resources and establish long-term partnerships with companies, foundations, associations and individuals for the benefit of migrants and society.

Donor profiles have been updated per inputs from IOM Country and Regional offices, containing 33 profiles ranging from traditional governmental and Gulf donors to international financial institutions. The new format provides information on donor priorities and processes at the Ministry or lower level and compares these priorities with donor financial contributions for the past five years. The "donor profiles" and "funding histories generator" is updated on monthly basis per latest internal Processes and Resources Integrated Systems Management (PRISM) figures.

The Devex Funding Tracker is the latest external resource mobilization tool used by DRD, which tracks funding announcements, tenders, grants, sub-grants and contract awards from most donors.

The Humanitarian Compendium⁶, soon to be known as GCRP, is a humanitarian resource mobilization tool that provides an up-to-date overview of IOM's crisis programming, both funded and outstanding.

⁵ [World Migration Report 2020](#)

⁶ <https://humanitariancompendium.iom.int/>

Humanitarian Compendium

Introduction	Country Needs	Sectors of Assistance	Appeal Types
Total Requested: \$1,514,457,048	Total Funded: \$476,748,667	Percentage Funded: 31%	

Introduction
Established in 1951, IOM, the UN Migration Agency, is the leading intergovernmental organization in the field of migration. Working in natural disasters, man-made crisis, and protracted displacement contexts, IOM aims to deliver coordinated, timely, and context-specific assistance to populations in need, including but not limited to internally displaced persons, refugees, other migrants, and host communities. IOM also works in crisis contexts to address the drivers and root causes of displacement to promote longer-term solutions to individuals, households and communities.

The IOM Humanitarian Compendium aims to provide an up-to-date overview of IOM's crisis programming, and outstanding funding requirements, as coordinated under Interagency Humanitarian Response Plans and Regional Refugee Response Plans, as well as IOM's Migration Crisis Operational Framework (MCOF).

The MCOF was unanimously adopted by IOM's member states in 2012 through a resolution of the IOM Council. The MCOF complements existing international systems and is specifically designed to fit in with the Cluster Approach of the Inter Agency Standing Committee (IASC) and the international refugee protection regime. It also identifies opportunities and challenges related to migration and mandates the organization to work holistically in its crisis response and ensure strategic planning and working across sectors (humanitarian, recovery, transition and development) and in the various phases of crises, with a focus on prevention and solutions to root-causes. Further, by combining IOM's humanitarian activities and migration management services, the MCOF provides IOM with the analytical aptitude to effectively target and respond to the human mobility dimension of crisis. This approach corresponds with the 'New Way of Working' that was adopted at the World Humanitarian Summit in 2016.

IOM is a member of the Inter-Agency Standing Committee (IASC), and is the global lead agency for the Camp Coordination and Camp Management (CCCM) cluster in natural disasters. Apart from its mandated global cluster responsibilities, IOM is an active participant and coordinator of other clusters – including but not limited to the thematic areas of Logistics, Early Recovery, Health, Protection, Water, Sanitation and Hygiene (WASH), Shelter and Non-Food Items – at the country level.

Source: <http://humanitarian.compendium.iom.int>

The workflow processes under the GCRP are currently monitored (emergency development nexus to be included as part of humanitarian emergencies), final editorial reviews conducted and inputs for the launch of the website in January 2020 have been finalized.

The crisis programming is coordinated under interagency Humanitarian Response Plans (HRPs) and Regional Refugee Response Plans (3RPs), as well as MCOF⁷ specifically designed to fit in with the Cluster Approach of the Inter Agency Standing Committee and the international refugee protection regime. HRPs⁸ are prepared externally as requested by the UN Office for Coordination of Humanitarian Affairs (OCHA), and on an annual basis, for a protracted or sudden onset emergency that requires international humanitarian assistance. The plan articulates the shared vision of how to respond to the assessed and expressed needs of the affected population.

In addition, IOM regularly publishes appeals, campaigns, special overviews and holds discussions with donors in the capitals and field missions regarding specific programmes and projects. Such appeals and campaigns relate to both migration management and humanitarian interventions, such as the global #FindAWay⁹ initiative on climate migration that focuses on the way forward to support vulnerable populations to be more resilient to climate change or the urgent humanitarian appeals to support those displaced by the flash floods in Somalia or the USD 44 million appeal to assist the Cyclone Idai response in Mozambique and Zimbabwe.

IOM assumes various responsibilities internationally, including being the coordinator and secretariat to the UN Network on Migration. In 2016 the international community committed to a guiding framework that sets out principles on all aspects of migration – Global Compact for Safe, Orderly and Regular Migration (GCM). IOM is actively involved and supports the

⁷ <https://www.iom.int/mcof>

⁸ <https://www.humanitarianresponse.info/en>

⁹ <https://www.iom.int/findaway/en/>

signatory States under GCM to strengthen cooperation and ensure that there are safe pathways for people to move and contribute to realizing the development potential of migration.

Currently, a ‘capacity-building mechanism’ is being established to include a Start-Up Fund on Safe, Orderly and Regular Migration to support the Member States. The UN Network on Migration will oversee the Fund implementation, with IOM serving as Coordinator and Secretariat. The Start-Up Fund will be administered by the UNDP Multi-Partner Trust Fund Office. Essentially, as many donor Member States do not endorse GCM (such as the United States or Italy, among others), non-duplication will be ensured as IOM is currently part of the working group to ensure complementarity of actions. Similar coordination is planned under the United Nations Sustainable Development Cooperation Framework (UNSDCF¹⁰), a successor to UN Development Assistance Framework, which guides the entire programme cycle planning, implementation, monitoring, reporting and evaluation of collective UN support for achieving the 2030 Agenda.

Several other documents can be mentioned here that are used for strategic and programmatic purposes. Annual reports submitted to IOM Governing Bodies include the Report of the Director General and the Programme and Budget already mentioned. The first report provides a summary of IOM’s work for the past year organized around MiGOF, without details on future strategic direction and interventions planned. The second report presents the strategic direction in terms of funds already committed through the operational budget, discretionary income and special funds. The Programme and Budget publication lists projects and programmes per region and country for which funding has already been allocated, without listing the future funding requirements or highlighting the key migration issues. In principle, these reports are not overlapping but should be fully complementary to the MI.

Since 2016, there are several reports that require extensive inputs from the field missions, but with no overlap noted with the MI, including the annual and biannual Report on Organizational Effectiveness, which are based on the Institutional Questionnaire (IQ) sent to the field missions twice a year by the Results Based Management division. The reports group the Organization’s activities per MiGOF and its corresponding results framework to describe the results achieved in the field during the year and their link to the supporting structures and processes.

The IQ contains +500 general and MiGOF oriented questions and sub-questions, which are designed to ensure consistency with GCM and SDGs for the purpose of monitoring the global progress and reporting back to the Member States. General questions relate to current RO and CO situations, donor outreach, received funding, resource mobilization constraints, RBM, knowledge management, monitoring and evaluation (M&E), visibility and risk management practices. MiGOF related questions seek information on the activities implemented in the past six months under both migration management and humanitarian interventions.

The DG Strategic Vision published recently reflects the organizational needs and priorities over five years, from 2019 to 2023. The Strategic Vision reflects the reality of the cross-cutting nature of programmatic areas, as IOM’s emergency work for example overlaps considerably with long-term development planning, with strong interlinkages between separate sectors, such as climate change and emergency health services, and social cohesion and community stabilization. The document intends to contribute to the achievement of both the GCM or SDGs frameworks, by clarifying IOM’s mission based on strategic priorities of resilience, mobility

¹⁰ <https://unsdg.un.org/2030-agenda/cooperation-framework>

and governance. These priorities are planned to be tackled through the Internal Governance Framework, which underpins all areas of institutional development to ensure IOM’s operational effectiveness.

Overall, in terms of comparative analysis with other internal tools and publications, the Migration Initiatives lacks the ability to track the planned versus pledged financial requirements, which was also noted as major deficiency in the online survey, as there is no concrete evidence to support the effectiveness of the MI publication as a fundraising tool. In terms of overlap, the Organization’s short, medium and long-term goals are currently elaborated under its Strategic Vision, with the goal to develop regional strategies that follow the same five-year cycle (2019-23). The first draft of the five-year implementation plan is being developed, and this is where a potential overlap with MI as a strategic tool could be.

KEY FINDINGS
<p>The original three-fold purpose for the MI appears no longer valid, as due to the lack of specificities on the prioritized regional or country funding requirements and low visibility, the publication is no longer used for fundraising or promotional purposes by either IOM field offices or donors. The relevance of organizing the MI content around MiGOF is confirmed by 63 per cent of IOM offices; however, all interviewed donors maintain that the structure around MiGOF is not easily comprehended by an outside audience and thus is adequate for internal use only. The MI remains complementary with all other internal strategic and fundraising tools with the exception of the Strategic Vision and the five-year implementation plan, where an overlap might co-exist in the strategic sense.</p>
RECOMMENDATIONS
<p>Donor Relations and HQ Divisions are advised to:</p> <ol style="list-style-type: none">1) Analyse the original purpose and intended audience for the MI in view of the newly emerging strategic documents (DG Strategic Vision 2019-2023 and five-year implementation plan) and consider the following:<ol style="list-style-type: none">a) To discontinue the use of MIGOF to frame the MI publication for external presentation purposes;b) In case of significant overlap with other strategic documents, DRD should consider discontinuing the Migration Initiatives or reworking its content around the identified gaps that are not covered by other strategic documents;c) The MI should be reorganized to present feasible prioritized migration management interventions per region and country attractive to donors, national governments and IOM field offices alike; andd) Should the Migration Initiatives continue to be produced (in a format and category deemed appropriate), the preparation of the document should be aligned with internal institutional processes (such as the Programme and Budget or Strategic Objectives Implementation Plan) along with external ones (such as UNSDCF, inter-agency response plans, etc).

2.2 Effectiveness of Migration Initiatives

Efficiency of MI Preparation Process

The management and coordination over the MI preparatory process remains within DRD's remit, under which the work starts as early as June each year. Initially, the schedules and deadlines under the process are arranged, and the prepared MI activity timeline consists of four stages of: 1) consultation, 2) review, 3) production and 4) printing.

The consultation begins with the identification of HQ activities (Departments of Migration Management (DMM) and Operations and Emergencies (DOE) planned initiatives) and appointments of HQ and RO focal points. Activities are classified per MiGOF framework jointly with RBM division and an initial outline for the publication prepared.

Inputs from HQ divisions are then requested by email from focal points, usually RLPOs and RPDOs, who complete and coordinate the submission of: 1) RO narrative report, containing description of regional and multi-country initiatives planned for next year; 2) Budgetary requirements under the planned initiatives, organized according to MiGOF principles and objectives; and 3) Visual content including photographs and graphs with publishing content forms to support the identification of initiatives process. Additionally, the focal points coordinate the CO inputs within the region, which include the same inputs as numbered above.

Upon gathering the feedback from HQ Divisions and ROs, the review and consolidation of data and information begins, the in-house checking of validity of information, both financial and narrative, including the collection of additional visual content from Media Communication Division (MCD). The focal points are simultaneously reminded to send the delayed inputs, while the preparation of tabulations, sorting out and cross-checking of financial and narrative contents continue. The review stage ends with the first draft MI publication prepared in August or September already.

The production stage involves the editing of final document and organizing publication layout jointly with HQ divisions, mainly Media and Communications Division, Migration Policy Research and RBM.

Finally, the printing stage involves the organization of printing activities and ensuring the best quality taking into consideration the established budget limits. Distribution to IOM Member States in Geneva and the capitals is then organized, as well as publication of the document at the IOM Council in December or January each year.

Overall expenses under the current MI preparation are moderate and entail the three-month salary of a P2 level staff member, who is actively involved in all four preparation stages, in addition to the timeframe of two to four weeks of input submission and back and forth between the field staff and DRD. The printing and publishing costs for the publication range between USD 2,000 and 3,000.

In terms of the workload under the four stages, DRD and HQ Divisions report that the reviewing stage is the lengthiest under the MI preparation, as it involves the information and data gathering along with the quality assurance of the received data. Quality assurance is conducted with the HQ Divisions, to ensure validity and reliability of the content. Reminders are in addition sent by DRD to enable data collection within projected timeframes, questions

are answered, and finally, clarifications are sought if data is invalid or incomplete. This process can last two to three months. The content editing and standardization processes are likewise laborious but very much needed to ensure a coherent presentation.

According to survey, the input submission by ROs and COs entails the tasks of 1) identifying priority interventions for the upcoming year (29 per cent of responses); 2) determining funding requirements (23 per cent); 3) identifying flagships and innovative initiatives (19 per cent); participating in the reviewing stage by CoM, RO and DRD (19 per cent); 5) providing visual content (9 per cent); and 6) reviewing CO inputs (2 per cent).

In conclusion, the preparation process lasts at least six months from the moment DRD requests the inputs in June, until the final publication is made available in December or January. By this time, the document is outdated as certain interventions have been financed in the meantime. However, for most projects, the funding is still required. Almost 85 per cent of COs maintain the position that the process of input provision is time-consuming (58 per cent confirm the time-consuming process while 27 per cent note it is time-consuming to some extent) with only 15 per cent of respondents maintaining that the COs already have identified priority areas for implementation. Many emergency missions providing life-saving support to migrants add that they have other pressing issues to attend to, mentioning also many other inputs apart from the MI, such as IQ inputs provided on a mid-term and end-year basis, inputs to RO strategies, various HRPs to UN OCHA, 3RPs, etc, suggesting the multiple requests of similar nature to be streamlined (MI, IQ, etc).

Survey respondents said:

“The format and requested inputs change almost yearly. In countries where local funding is available mainly through open calls for proposals, or when certain projects are multi-year and covered by ongoing agreements, this exercise seems pointless”

“We appreciate that narrative requirements have become less labour intensive/shorter over the years. However, preparing the budget estimates according to MiGOF (which otherwise is not used that much) takes time if the aim is to have somewhat precise estimates. We also have BEACON exercise; it may seem a bit futile to prepare such estimates through two different processes and according to different logic – combining these should be considered”

Effectiveness of Roles and Responsibilities

In terms of clarity and effectiveness of role and responsibilities of IOM departments and units in the MI process, only 26 per cent of field offices responded that their roles and responsibilities were clearly understood (27 per cent unclear, 47 per cent clear to a certain extent and 26 per cent clear).

Among issues in terms of clarity, inconsistent review processes within ROs were mentioned, along with unclarity mentioned in terms of who leads the input submission process within ROs (either RTS, or RLPO or RPDO), sporadic and inconsistent provision of information by DRD and unclear role of DRD. MiGOF was also mentioned to raise confusion as it remains difficult to classify interventions per MiGOF, due to which submissions need a number of clarifications and re-submissions.

There also is prevailing unclarity in terms of value added, of the whole process and of the document itself, as maintained by a number of respondents, since there is no feedback mechanism to follow up on the success or usefulness of the MI publication from the previous year and the findings received through MI that could validate its use as a fundraising tool. Respondents conclude that the MI “...is meant to be a fundraising tool but has not necessarily translated into funds”.

Over 70 per cent of respondents mention that there exists a complete lack of clarity in terms of how the MI is used, whether the MIs achieve its objectives, and what are the expected roles and inputs required from different IOM levels. The MI has indeed evolved over time, as noted by several respondents, but no proper strategic consultation and guidance have been provided to clarify the evolving roles and responsibilities in the different stages of the preparation process.

Survey respondents said:

“Who in RO does the review varies and is not consistent”

“Instructions should be geared to a purpose, but it is not clear what MI’s return on investment actually is, or the link with the IQ or DG’s Report to Council. The purpose being unclear, the instructions can be no different”

“We provide input to the MI because it is considered mandatory. But the fundraising mechanisms of importance for us are other”

Survey respondent said:

“The timing in June is rather early in terms of having a clear picture of activities for the next year, due to donor funding cycles. So, the budget estimates are a bit of a guessing game. We wonder why MI collects separate budget estimates when there is also the BEACON exercise as part of the annual budget cycle – is there a possibility to link the information from Budget side directly to MI as the base value and thus avoid double work for missions and HQ/RO levels?”

The issue of input accuracy was mentioned by several COs, as the inputs provided do not necessarily guarantee that MI content is always accurate to respond to donor demands or country funding needs. Survey respondents confirm that certain COs often copy and paste inputs from previous years, slightly adjusting the budgets without proper analysis involved in the process.

The timing for the submission of inputs is moreover considered premature by most IOM survey respondents as during that period the donor funding cycles still have not started as the funding models run in either annual or multi-annual cycles, following the donor conferences usually organized in the final quarter of the year. Submitting MI inputs at the end of third quarter was suggested instead of June. This would provide IOM respondents more time to include additional interventions if need be.

Still, 27 per cent of survey respondents believe that clear instructions exist around the MI process, with clear roles, distribution and descriptions on what is expected from each actor throughout the process. When asked if they are satisfied with the communication and instructions provided by the DRD and ROs, over 50 per cent of field missions provide a satisfactory response (i.e. 15 per cent extremely satisfied, 42 per cent somewhat satisfied, 22 neither satisfied

Survey respondent said:

“The roles are clearly defined among HQ divisions, regional offices and country missions and instructions provided are well written to better aim to achieve upcoming activities”

nor unsatisfied, 17 per cent somewhat unsatisfied and five per cent extremely unsatisfied).

Most respondents agree that gender and human rights cross-cutting perspectives are properly integrated in the MI publication. Only nine per cent believe the contrary, noting that many COs fail or struggle to properly report on the cross-cutting themes.

As there is no monitoring mechanism to track the financial pledges in real time (as with the Humanitarian Compendium for instance) there is no concrete financial evidence except the above qualitative comments by end-users to support the conclusion that the MI publication is not timely and efficient when it comes to strategic planning and resource mobilization, including project/programme planning and prioritization.

The coordination of inputs in addition depends on resource and time constraints and on the knowledge of programmes submitted in the regions or at HQ level. The previous evaluation also attempted to draw conclusions on ways to improve the efficiency and effectiveness, but this was dependent on an in-depth analysis of the workload under the input collection and the analyses processes by each staff member and assigning clear roles to the process.

DRD has no responsibility over clarifying specific roles for the establishment of a comprehensive programmatic approach or for the respective mandatory contributions to the process pending a precise institutional approach to MI preparation. Streamlining and combining input collection processes under the MI, IQ and other similar documents were considered the major missing feature by most survey responses. The forthcoming period is expected to clarify the data collection processes under many instruments such as the MI, IQ, Strategic Vision, based on which MI will take the course of action.

Presentation to End-Users

A single survey response can summarize well the outcome of interview discussions with key informants and survey responses on the topic of MI presentation – *“in the current age of digitalization, the format and presentation of the MI publication has become entirely obsolete”*.

All interviewed donors maintained this opinion as well as most field missions confirming that the size and bulky presentation of the document involving several hundred pages does not appeal to end-users who find it difficult to follow through its content.

Internally, end users confirm it is not easy to follow through the document, as the narrative sections are not specific enough but quite abstract, with an insufficient level of analysis involved and no reference to IOM regional or country strategic documents. There were at least a dozen survey suggestions to entirely abandon the publishing of the document in its current size and format due to no perceived benefits coming from the publication. Donors and Member States reaffirm

CO respondents noted:

“164-page book is not effective means of presenting to donors. An online interactive website may be good supporting platform but I wonder if donors would truly visit and look through all sections. A print publication that is brief and focused with reference to website would be better as donors usually do not read more than 1-2 pages of information. DRD needs to take this into account when designing materials meant for donors”

that the current version of the document is not concise and easy to follow, with its organization around MiGOF not suiting donor needs.

Visibility of Publication

The global, regional and country level efforts in terms of visibility for the MI publication are modest. When officially published, the MI report is announced internally through the email system. The printed copies are shared during the IOM Council meetings with the Member States and a limited amount of copies sent to ROs and COs. Survey respondents confirm these copies oftentimes arrive quite late or if at all (presumably due to budgetary constraints).

IOM Country Offices do not know the extent to which the MI is presented externally as reportedly no such information has been shared with them. Separate sessions, information provision events or fundraising events to provide details on the planned MIs are not organized at HQ or any other level, as confirmed by DRD, to support reaching its strategic and fundraising multipurpose. The MI publication may be briefly mentioned during the DG’s introduction speech at the IOM Council opening event, and that is the sole visibility event for the publication. The interviewed donors confirm that separate MI sessions are not organized during the Council meetings and would be very much welcome.

In addition, some survey respondents note that the communication during the MI preparation process is infrequent and includes the introductory email and a reminder sent by DRD to obtain inputs from COs. In certain cases, COs need specific support or answers but do not receive the satisfactory ones (i.e. response to a following question was never received: “*if a mission has an ongoing funding for a project of two-year duration, would it still be relevant to include that project in the MF*”).

Survey respondents said:

“The recent MI versions are not useful at all. Donors, when they meet us at the regional or country level already have a specific interest in mind. They do not need a general instruction on migration management but rather a specific information on the situation and needs of each country, and what IOM believes is feasible to do in a country”

“Donors do not necessarily base their funding decisions on external documents but rather through internal deliberations based on national priorities. Visibility of the tool is unlikely to have an influence”

The IOM field offices confirm that informative sessions are not organized by DRD for the field staff to be able to fully comprehend the publication’s purpose and goals. This is especially needed for new staff joining COs or national staff who are reported to not fully comprehend the document’s relevance and how the document is meant to assist the regional or country level strategic, fundraising or promotional goals.

The survey results show that IOM field missions do not share and/or promote the MI when meeting with donors and Member States, (62 per cent of respondents to be more exact). The rest of the respondents either share or promote the document (16 per cent) or do it to some extent (22 per cent). This in part is due to insufficient number of hard copies received, or the document soon becoming outdated by the time the copies are indeed received but also due to MiGOF not being fully comprehended by the donors. Many confirm that the previous version (prior to MiGOF) used to be quite frequently shared, but since 2016 the publication is more internally oriented, and not structured in an appealing

way to donors due to its abstract content that does not provide relevant information to counterparts who are mostly interested in specific activities implemented in a certain country. During donor or national counterpart meetings, other “*more concrete*” materials are shared, such as regional or country strategies.

Most of the interviewed donors confirmed that they were not aware of the MI publication. Whether new to their posts or not, some interviewed donor representatives, were unaware of the document.

As mentioned under Relevance sub-section, it is interesting to note that many donors base their funding decisions on national priorities, which are defined in the national or regional strategic papers, and based on a number of considerations which may or may not depend on the needs raised by beneficiary institutions such as the performance of particular agencies, political implications, mandate, operational capacities, etc. The reason why IOM field missions do not raise awareness on the MI document among national stakeholders and beneficiary institutions is clear, which remains a missed opportunity for IOM, is that the MI does not provide country specific contexts that would be useful for fundraising purposes. If the publication provided such content, the national partners would be able to include the MI priorities into their strategic frameworks and discuss them with donors and support the funding of some or all of these initiatives.

KEY FINDINGS
The MI preparation process lasts at least six months by which time the document may become partially outdated as some interventions already have been financed. There is no concrete financial evidence on the publication’s effectiveness as there are no monitoring mechanisms to track the financial pledges in real time to show if such pledges are stemming from MI. However, evidence exists in the form of qualitative comments from MI end-users who confirm that the preparation process is time-consuming (85 per cent of COs confirm this statement), and that the format and presentation are becoming increasingly outdated, and that visibility efforts are too modest to support the return on the investment.
RECOMMENDATIONS
DRD is advised to: <ol style="list-style-type: none">1. Upon clarification of MI purpose, improve the efficiency and effectiveness of the Migration Initiatives preparation process by focusing on prioritized migration interventions only, to rationalize data collection processes and thus assist streamlining overall data collection processes under different tools and publications (i.e. Institutional Questionnaire, MI, Strategic Vision, five-year implementation plan); and2. Start organizing informative and fundraising sessions for IOM field missions, donors and national partners to raise awareness on the new MI purpose and increase visibility for the publication to be fully utilized for the regional or country level strategic, fundraising and promotional purposes.

2.3 Impact and Sustainability of Publication

Impact of Migration Initiatives

As aforementioned, IOM field missions provide financial, narrative and visual contributions to DRD to be able to compile and publish the MI publication, and this exercise recurs annually between June to December. However, prior to the commencement of this exercise, COs are never requested to report to DRD on the status of Migration Initiatives from the previous year, that is, if any of the planned initiatives have in fact materialized in view of pledged financial contributions for the migration management initiatives.

This is because no monitoring or tracking system has not been established for the Migrations Initiatives, as with the Humanitarian Compendium for instance, which indeed effectively tracks financial pledges and records them in real time.

It is for this reason that conclusions on the impact are not based on the concrete financial evidence but rather on the qualitative evidence and opinions of publication's producers and end-users. Survey respondents confirm that the publication might have an impact in view of concrete MIs financed throughout the year, but the impact is not presently apparent as there is no inventory of planned versus realized MIs.

The impact from MI as a fund mobilization tool is not apparent, since 58 per cent of IOM field missions do not use MI for such a purpose, and 29 per cent use it to some extent. Seventy per cent of survey respondents say that the MI process and publication does not raise interest from IOM field missions and donors to learn more about programmes listed. However, some IOM respondents stated that projects designed or funded in 2019 resulted from the process initiated by the MI publication.

The survey respondents noted significant repetition during the MI preparation process, as there are other frameworks based on which the COs define their future programming and make appeals, such as LCRP, Humanitarian Compendium, 3RPs, and the provision of inputs to other IOM institutional documents such as Institutional Questionnaire, which all are time-consuming and seen at times as repetitive.

Discussions with available donors and survey responses have provided additional insights into the above findings. The donors admitted that they rarely consult the publication, if at all, and not for its original purposes. This is because it has become increasingly difficult to understand its organization around MiGOF due to which the publication is no more used as a reference book. It was also mentioned that the MI does not advocate properly IOM's ongoing and future migration interventions due to its lack of focus on prioritized interventions.

Survey results show a low utilization of MI by the field offices: 64 per cent of respondents never refer to the MI for strategic planning and resource mobilization purpose, while only 11 per cent do so prior to donor consultations and 25 per cent refer to it to some extent, for the same

Survey respondents said:

"I haven't utilized the MI for resource mobilization or any other purpose"

"MI very well reflects IOM ongoing projects and programmes, mandate and expertise globally, focusing much less on country level"

"I have only seen one hard copy over the years. I am not sure who uses it and what use they get from it. Always was a bit of wish list, not very strategic"

purpose. The respondents noted that the project funding is dependent on donor priorities and available funding, and also that it is rather unlikely that the donors refer to MI in to identify (additional) IOM initiatives for funding.

When asked if they used the publication as a fundraising or a resource mobilization tool, 58 per cent of respondents confirmed they do not use the publication for such purposes, 29 per cent confirmed the MI is used to a certain extent for such purposes while another 13 per cent of respondents use it for its original purposes.

Opinions of IOM offices were divided on the topic of MI being the promoter of IOM’s mandate and technical expertise at the global, regional and country level. Half of the respondents agree or partly agree with this statement (respectively, 12 per cent and 35 per cent), noting that the MI content has been recognized as useful by a number of counterparts (not specifying whether these are local or international) and that it well reflects both ongoing and planned global projects and programmes, regional and global strategies, being the key yearly document and basis for IOM’s work. The remaining either have no opinion (25 per cent neither agrees nor disagrees) or disagrees (14 per cent somewhat disagreeing and another 14 per cent strongly disagreeing) with the statement of MI being the promoter of IOM’s work.

Many respondents unfortunately confirm that the publication is not utilized upon submission of final inputs and contributions. This is because different IOM interventions undertaken at global, regional or country levels are not clearly outlined in the publication and thus the MI is not useful for fundraising, promotional or strategic purposes. This is also reflected in a decreasing trend noted from its downloads for the past five years, as seen below:

Year	Number of MI downloads ¹¹
2015	28,249
2016	25,937
2017	20,185
2018	9,466
2019	1,597

Finally, the MI is not linked to RO and CO strategies, planning tools etc., to showcase what regional and country offices are doing in response to what IOM’s position is on migration trends and initiatives for the current year. If this was the case and such link was established, the publication would be a useful compendium of actions to present to the host governments or donor community the global capabilities of IOM translated at the country or cross-regional levels, on key areas of regular and irregular migration initiatives, strengthening legal migration channels, the return of migrants in full respect of human rights, etc.

Publication Evolution and Alternatives

Donors and IOM field offices alike maintain the position that the Migration Initiatives’ current template raises little to no interest for donors and Member States in learning more about the projects and programmes listed in the MI. Seventy per cent of survey respondents concur with this statement (out of which 15 per cent strongly agree, 17 agree, 9 agree somewhat and 29

¹¹ Figures obtained from IOM Migration Policy Research Division at the end of November 2019.

neither agree nor disagree), while one third believes that the MI does raise the interest of mentioned end-users.

The qualitative evidence in addition shows that the MI brings an unclear message in an outdated and cumbersome format and that there is a missed opportunity to raise the awareness of donors and governmental stakeholders on its real purpose. Donors and Member States maintain the position that a concise version of the document is more favourable, as its organization around MiGOF does not suit donor needs. Most interviewed donors mentioned that a combination of an interactive site, similar to the Humanitarian Compendium, with a brief and informative brochure would be more appealing.

CO respondents noted:

“It should be clear how the MI fits into the strategic documents to avoid multiple documents that appear to be IOM’s guideposts on programme/priority. And the format should be succinct and visually compelling, customized for each donor/government to truly leverage it, if that is a goal, AND above all to be a short brief of 3-4 pages”

When asked if there were alternatives or replacement for the MI, over 60 per cent of RO and CO respondents would replace the publication or replace it to some extent mostly due to the existence of a multitude of documents similar in nature. According to survey responses, the MI’s evolution would entail a visually appealing brochure combined with an interactive website tailored to the needs of end-users to include: country and regional specificities and funding needs, filtered per thematic areas and complimented with IOM’s online programme management applications such as PRIMA or PRISM. This dynamic online system would allow programmatic areas and funding requirements to be

updated in real time with MI to be easily referred to at any given time. Visual content, tables and graphs would need to be made available and printable for easy reference.

Almost half of the field offices replying to the survey (49 per cent) believe that the online interactive website should entirely replace the printed publication. The printed version was favoured by less than four per cent of respondents. Forty-seven per cent maintain that the combination of a printed version and a visually appealing online interactive tool should be used henceforth. Similar website solutions were suggested to be used as role models, including the Humanitarian Compendium, UNICEF’s website, combined with regular information sessions and fundraising events organized to ensure the MI remains a resource mobilization tool. Interactive sessions organized during the Member States meetings are in addition mentioned as useful, as well as bilateral, multilateral meetings, workshops organized with major donor capitals, highlights, thematic papers, technical materials, interviews with experts.

Overall, most end-users (half of the survey respondents and all but one interviewed donor) maintain that a concise printed version is still relevant and not to be entirely abandoned as it can be distributed during donor meetings and national consultations to promote IOM’s mandate and image. The required content could be easily printed from the website. The reorganized format for the publication would refer to regional and country level strategies, to enable the comparison of IOM, donor and national agendas based on which migration initiatives would be submitted for funding as the projectized nature of IOM’s field work requests ROs and COs to meet the donor requirements.

KEY FINDINGS

Key finding: Currently, impact is not apparent either in a financial or strategic sense due to an unclear message presented in the MI that is not linked to RO and CO strategies. There are no indicators or benchmarks defined to measure and follow up on impact either. There is also a missed opportunity to raise awareness of donors and national authorities on the MI's purpose. The evolution of the document sees a visually appealing brochure in combination with an interactive website tailored to the needs of end-users, per country and regional thematic and financial requirements fed via IOM's online programme management applications such as PRIMA or PRISM.

RECOMMENDATION

IOM management should allocate additional resources to enable DRD to completely reorganize the MI format and presentation into an appealing combination of an interactive website (similar to the Humanitarian Compendium, to contain more specificities on the type of prioritized projects and programmes in need of funding, by both region and country) with a brief and informative brochure and fundraising events to promote the Migration Initiative and also IOM's mandate.

3. Conclusions

The evaluation found that the MI publication retained flexibility over the years, altering the focus per demands of final users, be it on the country, regional or strategic interventions or MiGOF principles and objectives. But no matter whether the focus is on global (strategic) or country (project) specific programming, the presentation of accomplished versus planned interventions is incoherently mixed throughout the document, making the final product bulky and unappealing to end-users.

In addition, the original multi-fold purpose for the publication no longer appears valid. Survey respondents were unanimous, with 98 per cent noting that they never received feedback from donors or government counterparts on the usefulness of the MI publication. Ninety-three per cent confirm that donors and Member States do not make funding decisions based on the MI publication. All interviewed donors maintain that this is due to a certain ambiguity noted in the MI content, which does not clearly display which of the planned interventions are IOM's priorities for the forthcoming year. As the funding requirements are not clearly systematized per country thematic needs but per MiGOF principles and objectives, donors conclude that the document is intended for internal use only.

In its present format the document cannot be used as a promoter of IOM's work, or a fundraising tool, or even as a reference book by donors and programming officers, as it does not provide a clear migration management situation or profile per country or region. When compared to other internal tools and publications (the Humanitarian Compendium for instance), the MI lacks the ability to track the planned versus pledged financial requirements, which is the major remark from the online survey as well, as there is no concrete evidence to support the MI effectiveness as a fundraising tool.

Furthermore, the MI preparation process is reported to be time-consuming as it lasts at least six months from the moment DRD requests the inputs in June, until the final publication is made available in November or December. By this time, the document is already outdated as some interventions may have been financed in the meantime. But for most projects the funding is still required. The process is also repetitive as other internal tools such as the Institutional Questionnaire require a similar amount of work. DRD has no responsibility unfortunately over clarifying specific roles for streamlining and combining input collection processes for the MI, Institutional Questionnaire and other similar documents; this was mentioned as the major flaw in the process by most survey responses.

In terms of overlap, the short, medium and long-term goals are currently elaborated under the Strategic Vision, with the goal to develop regional strategies that follow the same five-year cycle (2019–2023). The first draft of the five-year implementation plan is planned to be circulated at the end of 2019, and this is where the potential overlap with MI as a strategic tool might co-exist.

The findings on MI visibility reveal that the global, regional and country level visibility efforts remain modest. The official launching and fundraising events are not organized at either HQ or regional levels, and limited amounts of printed copies are distributed to the ROs and COs. A missed opportunity is noted in IOM country offices not approaching the beneficiary institutions and raising awareness on the MI publication among national stakeholders. During discussions and consultations, IOM field missions could elaborate further on MI priorities with

the national governments, who would potentially include such priorities in their strategic frameworks, discuss them with donors to support the funding of some of these initiatives.

The conclusions on the impact are not based on the concrete financial evidence but rather on the qualitative evidence and opinions of the publication's producers and end-users. Survey respondents confirm that the publication might have an impact, but the impact is not presently apparent as an inventory of planned versus realized MIs has never been done. Impact is also not apparent as the MI is not linked to RO and CO strategies to measure its impact and follow-up and due to a missed opportunity to raise awareness of donors and national authorities on its purpose.

The evolution of the document entails a visually appealing brochure in combination with an interactive website tailored to the needs of end-users, per country and regional thematic and financial requirements fed via IOM's online programme management solutions (PRIMA and/or PRISM).

4. Recommendations

The following recommendations evolving from the above conclusions should be implemented at the beginning of 2020.

IOM management and DRD are advised to:

- 1) Analyze the original purpose and intended end-users for the MI in view of newly emerging strategic documents (DG Strategic Vision 2019-2023 and five-year implementation plan) and consider the following:
 - a. Discontinue the use of MIGOF to frame the MI publication (for external presentation purposes);
 - b. In case of significant overlap with other strategic documents, DRD should consider discontinuation of the MI or rework its content around the identified gaps that are not covered by other strategic documents;
 - c. The MI should be reorganized to present feasible prioritized migration management interventions per region and country attractive to donors, national governments and IOM field missions alike; and
 - d. Should the production of MI continue (in a format and category deemed appropriate), the preparation of the document should be aligned with internal institutional processes (such as the Programme and Budget or Strategic Objectives Implementation Plan) as well as with external ones (such as UNSDCF, inter-agency response plans, etc).

Following the decision on MI future, IOM management and DRD are further advised to:

- 2) In case the MI publication is continued, improve the efficiency and effectiveness of MI preparation process by focusing on prioritized migration interventions, to rationalize data collection processes and thus assist streamlining overall data collection processes under

different tools and publications (i.e. Institutional Questionnaire, MI, Strategic Vision, five-year implementation plan).

- 3) Allocate additional resources to enable a complete reorganization of MI's format and presentation into an appealing combination of an interactive website (similar to Humanitarian Compendium/GCRP, to contain more specificities on the type of prioritized projects and programs in need of funding, by region and by country) and a brief and informative brochure to enable promotion of Migration Initiatives and thus the IOM's mandate.
- 4) Start organizing informative and fundraising sessions for IOM field missions, donors and national partners to raise awareness on MI purpose and increase visibility for the publication to be fully utilized for the regional or country level strategic, fundraising or promotional purposes.

Annex 1: Terms of Reference

SECOND EVALUATION OF IOM “MIGRATION INITIATIVES”

TERMS OF REFERENCE

1. BACKGROUND

Since 1999 IOM Migration Initiatives (MIs) publication is one of the main planning and annual strategic documents of programmatic interventions and funding requirements per region and per country. The publication has evolved with the increase of and changes in the Organization and since the adoption of the Migration Governance Framework (MiGOF), it is organized around its principles and objectives. Initially, the main purpose of the MI document was to improve IOM’s overall strategic planning and to complement the IOM *Programme and Budget* document (Blue Book).

The principal objectives assigned to the document when it was first published in 1999 were to: (i) Provide a comprehensive and yet a realistic overview of services for which total or partial funding is required; (ii) Demonstrate clear political and programmatic links to donors/member governments’ interest in the field of migration; (iii) Reflect IOM’s mandate and technical expertise in the choice of programs and projects, to highlight the Organization’s strategic direction either in service areas, in emergency management or through regional approaches to migration issues; and (iv) Be flexible to accommodate the ever-changing migration challenges, new political realities and specific requests by member governments that align with IOM’s strategic interest.

The publication has been evolving since then from a country and regional approach to a thematic-oriented process aligned with the principles and objectives of the MiGOF, also as a consequence of organizational and structural changes and taking into account the increasing interest in and complexity of migration. The Organization assumes various responsibilities internationally, including being the coordinator and secretariat to the UN Network on Migration. Upon request, it is also supporting the signatory States that will be implementing the Global Compact for Safe, Orderly and Regular Migration (GCM), a framework setting out guiding principles on all aspects of migration.

In the last ten years, IOM has expanded significantly: both the operational expenditures and the size of the workforce have grown around 50 per cent since 2008. IOM’s membership also increased reaching in 2019 173 Member States and IOM’s 65-year long relationship with the United Nations culminated in the Organization formally joining the system in 2016.

The MI preparation process and publication lays with the Donor Relations Division (DRD), which is situated within the Department of International Cooperation and Partnerships responsible for supporting and coordinating the Organization's relations with Member States, intergovernmental organizations, the private sector, civil society and the media. The Department also leads IOM's forum activities, including the International Dialogue on Migration (IDM), IOM's support for global and regional consultative processes and preparations for IOM's annual governing body meetings.

DRD includes the units for donor liaison, private sector liaison and donor reporting. It has the institutional responsibility of appeals submission, development of resource mobilization strategies and coordination of IOM inputs to multilateral funding mechanisms.

The division identifies donor priorities and trends and matches them with the ongoing and future IOM programmes through bilateral consultations with traditional and non-traditional donors and the private sector, field-based assessments and briefings for representatives of the international community. Apart from publishing the MI report, DRD is also responsible for the maintenance of the Humanitarian Compendium website and Partnerships in Action "photobook".

The recently published *Migration Initiatives 2019* titled "*Moving from commitments to action*" reflects the Organization's commitment to the issue areas identified through the GCM and to support States in delivering the actions required to effectively improve migration governance, humanitarian responses and address the challenges associated with migration today.

2. OBJECTIVE FOR THE EVALUATION

OIG conducted the first evaluation of the MI in 2004 to examine if the initial objectives and expectations of the MI process were met, and if regional and country strategic directions and key migration issues were properly presented and assessed in line with the Organization's strategic objectives and Member States and Governments expectations. It also evaluated if resource mobilization has improved globally and if time and resources dedicated to the preparation of the MI were used effectively.

The intent of the current formative evaluation is to consider the developments related to the relevance of the MI publication since the first evaluation conducted by OIG in 2004 with a focus on the last five years, as well as its targeting and value for money to make it an effective publication to mobilize funds and increase visibility on IOM's priorities. The evaluation will also consider the plans for the implementation of a global IOM strategy, which might make the MI redundant.

The evaluation will also try to address the challenges often encountered such as: the MI lacking a whole-of-organization effort and its underutilization; difficulty to present the MI to external interlocutors because it presents all and anything IOM aims to do in the year to come; the MI often being outdated by the time it is published; seldom have donors pointed to the MI and expressed an interest in learning more about certain activities/programmes included in the publication; the lack of the monitoring mechanism for funding received through the MI that could validate its use as a fundraising tool; and countries that have Humanitarian Response Plans (HRPs) hesitate to use the MI as a matter of priority for their fundraising.

The overall objective of the evaluation is thus to:

Evaluate the relevance of IOM's Migration Initiatives process and its overall effectiveness and value for money as a strategic planning and resource mobilization tool. In particular, the evaluation will examine the relevance of targeted audience and its relevance compared to other strategic and resource mobilization tools existing around the MI process. The effectiveness of incorporating both IOM and Member States global, regional and country strategic expectations, objectives and key migration issues will also be evaluated along with its potential to reach the intended impact.

More particularly, the evaluation will examine and provide recommendations in the following areas:

Relevance:

- ✓ *Is the MI publication and its utilisation relevant to the regional and country strategic planning, key migration issues and funding needs per Organization's strategic objectives?*
- ✓ *Should the MI publication be framed by the MiGOF? Does it clearly and effectively present IOM's overall fundraising needs to an outside audience?*
- ✓ *Do donors use or refer to the MI prior to making funding decisions?*
- ✓ *Has the gender perspective been properly integrated in the overall MI process?*
- ✓ *Is the MI publication complementary and relevant compared with other internal and external strategic and resource mobilization tools, such as Humanitarian Response Plans (HRPs) and the Humanitarian Compendium?*

Effectiveness

- ✓ *Are the roles of IOM departments and units in the MI process clear and effective?*
- ✓ *Is the MI preparatory process effective, including the provision of relevant information and data from the field and headquarters, and how could the process be improved?*
- ✓ *How has IOM prioritized and promoted the MI at the global, regional and country level? Have these activities effectively communicated to donors the MI's role as a strategic planning and resource mobilization tool?*
- ✓ *What more could be done to promote visibility of the MI?*
- ✓ *How could the MI publication as a fund mobilization tool be improved?*
- ✓ *How should the MI be presented (publication, interactive online tool, etc.)?*

Efficiency

- ✓ *Is the MI publication timely and efficient when it comes to strategic planning and resource mobilization, including project/programme planning and prioritization?*
- ✓ *Are there monitoring functions or mechanisms available for following up on the funding received through the MI that could validate its use as a fundraising tool?*

Impact

- ✓ *Does the MI process and publication raise IOM field missions' interest in learning more about other projects or programmes included in the publication?*
- ✓ *Does the MI publication impact donor interests in funding and learning more about IOM's projects or programmes?*
- ✓ *What is the feedback from IOM's donors and Member States on the MI publication, specifically regarding its format, relevance and usefulness as a fundraising tool and reference document?*

Sustainability

- ✓ *What is the next step for the MI publication in terms of its potential evolution, taking into account IOM's new 2019-2023 strategic framework ?*
- ✓ *What would be an alternative to the MI?*

3. METHODOLOGY

The methodology will consist of a desk research and documentary review of the reports and documents produced by DRD, IOM departments and units, donors, UN and other international agencies and entities involved in the preparation and use of MI or included in the MI and fundraising opportunities, as well as internal documents used for the yearly preparation of the MI.

It will also be essential to receive feedback from IOM donors and Member States on the topics proposed for analysis under the objectives of the evaluation, on the usefulness and evolution of the MI publication and whether additional tools could be explored to sustain core contributions from donors. A series of interviews with IOM headquarters and field missions, donors and IOM Member States will be organized and a survey will be conducted for IOM field missions. The written questionnaire will be coordinated with DRD for comments.

The survey will include general questions concerning the relevance and usefulness of the MI publication, as well as questions regarding the effectiveness, value for money, impact and sustainability of this strategic planning and resource mobilization tool, focusing primarily on the publications of the last five years.

Interviews with Member States will be organized through the Permanent Missions in Geneva, through DRD's contact persons. Capitals will be contacted by phone when necessary. Focus will be placed on donor countries, but selected benefiting Member States will also be interviewed, in particular to examine if key migration issues in their country or region are addressed in the MI report. Interviews will also be organized with other donors, such as the European Union and the UN, insofar as they are aware of the document's existence.

DRD will provide the necessary support for preparing the documentation and for supplying the names and addresses of their contact persons in Geneva and in the capitals.

4. RESOURCES AND TIMING

The Office of the Inspector General will conduct the evaluation. Costs for the evaluation will be covered by OIG.

It is anticipated that the questionnaire to the field missions will be sent in October 2019 at the latest, with a timeframe of one month for their completion. The interviews with donors and Member States will be conducted in September-October 2019.

The draft report should be made available for comments by end-November 2019 and a final report in January 2020 at the latest.

Annex 2: Interviews and Bibliography

Interviews Conducted

- 1) Gregoire Goodstein, Chief, Donor Relation Division, ICP, IOM Headquarters Geneva, Switzerland;
- 2) Jamie Cousin, Donor Relations Officer, Donor Relation Division, ICP, IOM Headquarters Geneva, Switzerland;
- 3) Laetitia Vaval, Donor Relations Officer, Donor Relation Division, ICP, IOM Headquarters Geneva, Switzerland;
- 4) Maurizio Busatti, Head, Multilateral Processes Division, ICP, IOM Headquarters Geneva, Switzerland;
- 5) Alessia Castelfranco, Head, IOM Development Fund, DMM, IOM Headquarters Geneva, Switzerland;
- 6) Dejan Keserovic, Head, Governing Bodies Division, ICP, IOM Headquarters Geneva, Switzerland;
- 7) Nicoletta Giordano, Head, International Partnerships Division, ICP, IOM Headquarters Geneva, Switzerland;
- 8) Jill Helke, Director of ICP, IOM Headquarters Geneva, Switzerland;
- 9) Helga Bras, Special Advisor to the Director General, Office of Director General, IOM Headquarters Geneva, Switzerland;
- 10) Renate Held, Director of DMM, IOM Headquarters Geneva, Switzerland;
- 11) Vincent Houver, Deputy Chief of Staff, IOM Headquarters Geneva, Switzerland;
- 12) Marie McAuliffe, Head, Migration Policy Research Division, ICP, IOM Headquarters Geneva, Switzerland;
- 13) Sarah Lotfi, Results Based Management, Office of Director General, IOM Headquarters Geneva, Switzerland;
- 14) Elisabeth Collett, Special Advisor to the Director General, Office of Director General, IOM Headquarters Geneva, Switzerland;
- 15) Jordan Menkveld, Associate Expert/Donor Relations Officer, Donor Relation Division, ICP, IOM Headquarters Geneva, Switzerland;

- 16) Edo Driessen, First Secretary, Permanent Mission of the Kingdom of Netherlands, Geneva, Switzerland;
- 17) Manfred Profazi, Senior Regional Advisor for Europe and Central Asia, Office of Director General, Geneva, Switzerland;
- 18) Shanna Devoy, IOM Liaison, Office of Multilateral Coordination and External Relations, Bureau of Population, Refugees and Migration, US Department of State (conference call);
- 19) Irene Biontino, Counsellor, Permanent Mission of Germany, Geneva, Switzerland;
- 20) Magnus F. Andersen, Counsellor, Permanent Mission of Norway, Geneva, Switzerland;
- 21) Eva Akerman-Borje, Senior Policy Advisor, Policy Hub – Office of Director General, Geneva, Switzerland;
- 22) Johan Debar, Minister Counsellor, Permanent Mission of Belgium, Geneva, Switzerland;
- 23) Sonia Vila Hopkins, Emergency Specialist, Office of Emergency Programs, UNICEF, Geneva, Switzerland;
- 24) Saori Nagahara, First Secretary, Permanent Mission of Japan, Geneva, Switzerland;
- 25) Ilze Noble, Senior Resource Management Officer, DRM, Geneva, Switzerland;
- 26) Marie Sol Fulci, Counsellor, Permanent Mission of Italy, Geneva, Switzerland.

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IOM, *Annual Report for 2017 on Organizational Effectiveness*, December 2017;
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IOM, *Council 107th Session, Programme and budget for 2017*, November 2016;
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IOM, *Reports from 18th Standing Committee on Programmes and Finance*, June 2016;
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IOM, *Reports from 17th Standing Committee on Programmes and Finance*, October 2015;
IOM, *Annual Report for 2014 to the Council*, June 2015;
IOM/DRD, *Migration Initiatives 2015*, December 2014;
UNICEF, *Strategic Plan 2018-2021 and 2018 Annual Report*;
UNICEF *2018 Humanitarian Action for Children Appeal*;
UNHCR, *Strategic Directions 2017-2021 and Annual Reports*;
UNCHR, Global Focus Appeal;
DRD correspondence and reports

Internet and database sources:

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<https://governingbodies.iom.int/standing-committee-programmes-and-finance>

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<http://www.mopanonline.org/>

<https://www.iom.int/global-compact-migration>

Annex 3: Online Survey Questionnaire

SECOND EVALUATION OF IOM “MIGRATION INITIATIVES”

Questionnaire for IOM Regional and Country Offices

Since 1999 IOM Migration Initiatives (MIs) publication is one of the main planning and annual strategic documents of IOM’s global, regional and country programmatic interventions and funding requirements. The publication has evolved with the growth of the Organization, with the last change being the Migration Governance Framework (MiGOF) principles and objectives providing structure for the publication.

The MI preparation process and publication lays with the Donor Relations Division (DRD), which identifies donor priorities and trends and matches them with the ongoing and future IOM programmes. Donor priorities are identified through bilateral consultations with traditional and non-traditional donors and the private sector, field-based assessments and briefings for representatives of the international community.

The intent of the current evaluation is to:

Evaluate the relevance of IOM’s Migration Initiative process and its overall effectiveness and value for money as a strategic planning and resource mobilization tool. In particular, the evaluation will examine the relevance of targeted audience and its relevance compared to other strategic and resource mobilization tools existing around the MI process. The effectiveness of incorporating both IOM and Member States global, regional and country strategic expectations, objectives and key migration issues will also be evaluated along with its potential to reach the intended impact.

The views and comments from IOM field offices are an invaluable source of information for this kind of exercise. To assist in the conduct of the evaluation, we would very much appreciate if you take the time to complete this questionnaire and submit it online by 30 October 2019 at the following link:

<https://...../>

Comments on all questions are welcome, even if not specifically requested. Your response will remain confidential and will be used only for the purposes of this evaluation.

Thank you in advance for your feedback!

Office of the Inspector General

Please list the name of your office: RO: _____ CO: _____

SECTION A: Preparation of MI Publication

1. *How do you contribute to the preparation of the MI publication?*

- Identify priority interventions/activities for the upcoming year
- Identify flagships and innovative initiatives to be highlighted
- Determine funding requirements
- Participate in the reviewing stage with CoM/RO/DRD
- Provide visual content
- Other, please explain:

2. *Do you believe that the roles and responsibilities of DRD, the Regional Offices and Country Offices in the MI process are clearly defined and support efficient preparation of MI publication?*

- Yes No To some extent

Please provide details and examples:

3. *How would you rate the communication and instructions provided by DRD/RO regarding the MI process?*

- Highly satisfactory
- Moderately satisfactory
- Satisfactory
- Moderately unsatisfactory
- Unsatisfactory
- Highly unsatisfactory

Please provide some detail:

4. *Is the process of providing inputs time consuming?*

- Yes** **No** **To some extent**

Please provide details and examples:

SECTION B: Format of MI Publication

5. Do you agree with the following statement: the content of the MI publication clearly prioritizes and promotes IOM's mandate and technical expertise at the global, regional and country level?

- Fully agree**
 Agree
 Partially agree
 Partially disagree
 Disagree
 Fully disagree

Please provide additional details if needed:

6. Should the MI continue being presented through the lens of the MIGOF?

- Yes** **No**

If **No**, please provide some suggestions for improvement

7. Are the gender and human rights cross-cutting perspectives properly integrated in the overall MI publication?

- Yes** **No** **To some extent**

If **No** or **To some extent**, please provide suggestions for improvement:

8. How should the MI be presented to Donors and Member States?

- Print publication**

Online interactive website

Other

If **Other**, please provide explanations:

9. Have you received feedback from Donors or the government counterparts on the format and usefulness of the MI publication?

Yes

No

To some extent

If **Yes** or **To some extent** please provide some detail on the comments:

SECTION C: Use of MI Publication

10. Do you refer to the MI for strategic planning and resource mobilization purposes?

Yes

No

To some extent

If **Yes**, how frequently and for what purposes (i.e. for Donor or embassy consultations, government and Member States planning purposes, or other purposes, please specify below):

If **No** or **To some extent** please explain, and if the case, provide alternative documents (publications) that you use:

11. In your experience, have/are Donors or Member States made/making funding decisions based on the MI publication?

Yes

No

To some extent

If **Yes** or **To some extent** please provide additional information:

12. Does your office share and/or promote the MI when meeting Donors or Member States?

Yes

No

To some extent

If **No** or **To some extent** please provide suggestions on how the visibility could further be improved:

13. Do you agree with the following statement: the MI process and publication raises interest (both yours and of Donors and Member States) in learning more about other projects/programs listed?

- Fully agree**
- Agree**
- Partially agree**
- Partially disagree**
- Disagree**
- Fully disagree**

Please provide some detail:

14. Do you believe the MI to be an effective fund mobilization tool?

- Yes** **No** **To some extent**

If **No** or **To some extent** please provide reasons for you dissatisfaction and suggestions for improvement:

15. Do you see an alternative or replacement for the MI publication?

- Yes** **No** **To some extent**

If **Yes** or **To some extent** please provide reasons for you dissatisfaction and suggestions for the alternative:

16. Do you have any final comments or recommendations?

Thank you very much for your feedback!

Annex 4: Condensed Survey Report

Participating Regional Offices:

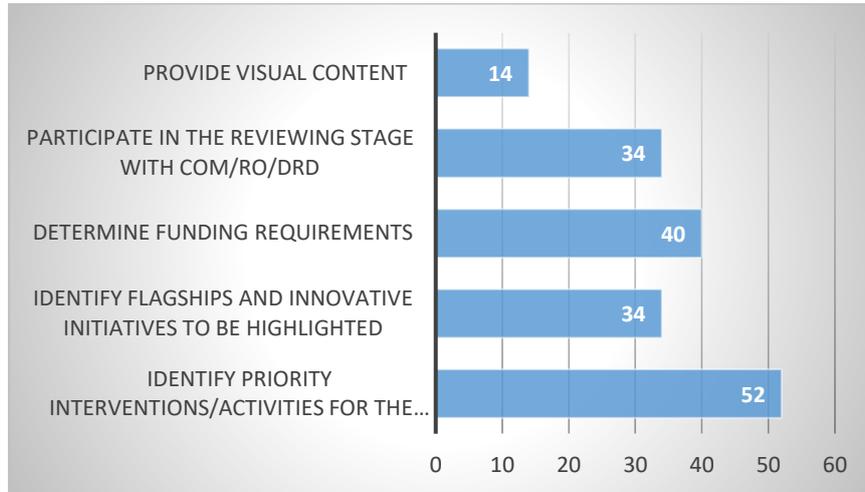
- 1) RO Bangkok (5 responses)
- 2) RO Brussels (3 responses)
- 3) RO Buenos Aires (2 responses)
- 4) RO Cairo (2 responses)
- 5) RO Dakar (1 response)
- 6) RO Nairobi (2 responses)
- 7) RO Pretoria (4 responses)
- 8) RO San Jose (3 responses)
- 9) RO Vienna (7 responses)

Participating County Offices:

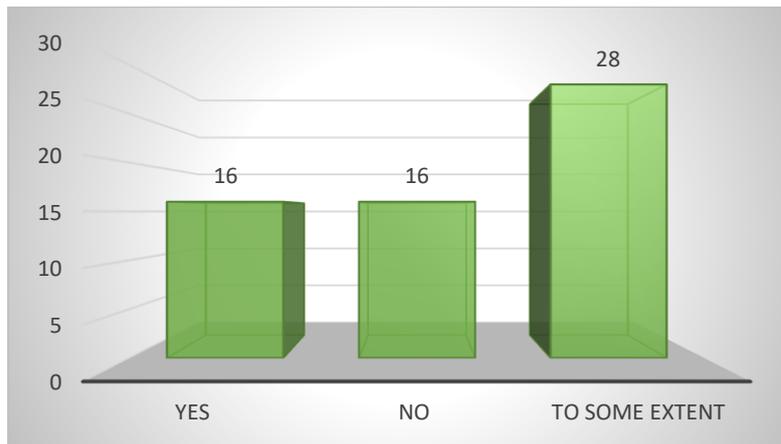
- 1) Afghanistan (1 response)
- 2) Albania (3 responses)
- 3) Australia (2 responses)
- 4) Austria (2 responses)
- 5) Bahamas (1 response)
- 6) Bangladesh (3 responses)
- 7) Belgium (1 response)
- 8) Bulgaria (2 responses)
- 9) Costa Rica (1 response)
- 10) Cote D'Ivoire (1 response)
- 11) Croatia (1 response)
- 12) Denmark (1 response)
- 13) Democratic Republic of Congo (1 response)
- 14) Egypt (1 response)
- 15) Finland (2 responses)
- 16) Georgia (1 response)
- 17) Ghana (1 response)
- 18) Greece (1 response)
- 19) Haiti (1 response)
- 20) Iraq (3 responses)
- 21) Ireland (1 response)
- 22) Italy (1 response)
- 23) Japan (1 response)
- 24) Jordan (1 response)
- 25) Kazakhstan (1 response)
- 26) Kyrgyzstan (2 responses)
- 27) Lebanon (1 response)
- 28) Lithuania (1 response)
- 29) Malaysia (1 response)
- 30) Mauritius (1 response)
- 31) Micronesia, Federated States of (1 response)
- 32) Netherlands (2 responses)
- 33) Nigeria (1 response)
- 34) Norway (1 response)
- 35) Panama (1 response)
- 36) Papua-New Guinea (1 response)
- 37) Peru (1 response)
- 38) Romania (1 response)
- 39) Rwanda (1 response)
- 40) Senegal (1 response)
- 41) Timor-Leste (1 response)
- 42) Turkey (3 response)

Summary of responses:

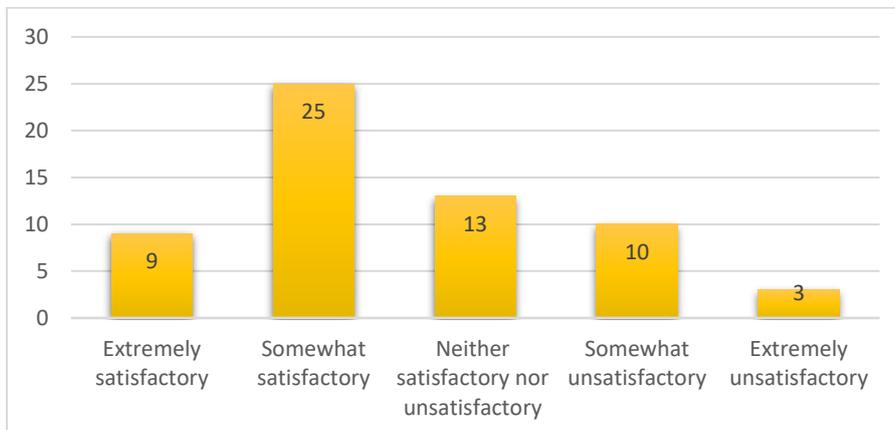
1) How do you contribute to the preparation of MI? More than one answer is possible.



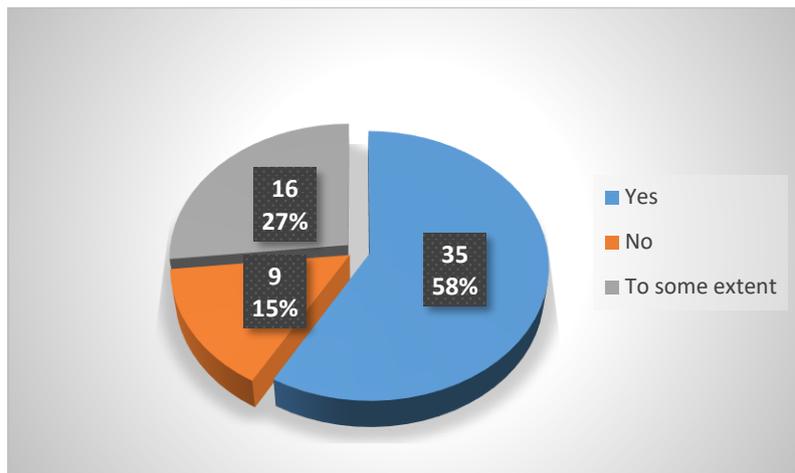
2) Do you believe that the roles and responsibilities of DRD, ROs and COs in the MI process are clearly defined and support efficient preparation of MI publication?



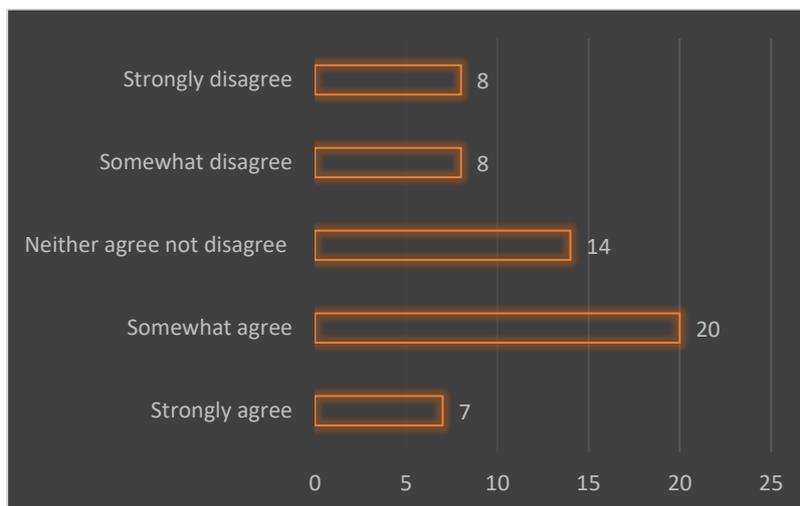
3) How would you rate the communication and instructions provided by DRD/RO regarding the MI process?



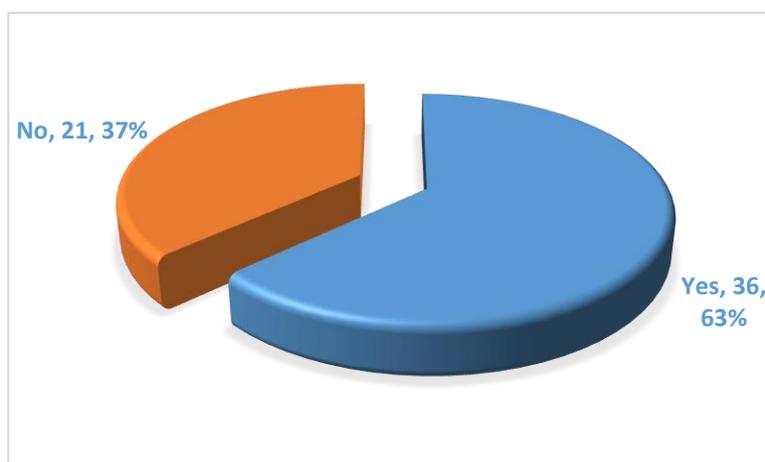
4) Is the process of providing inputs time-consuming?



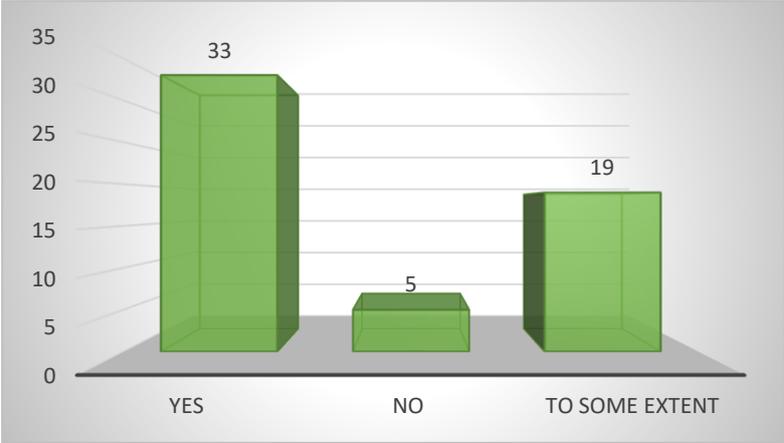
5) Do you agree with the following statement: the content of the MI publication clearly prioritizes and promotes IOM's mandate and technical expertise at the global, regional and country level?



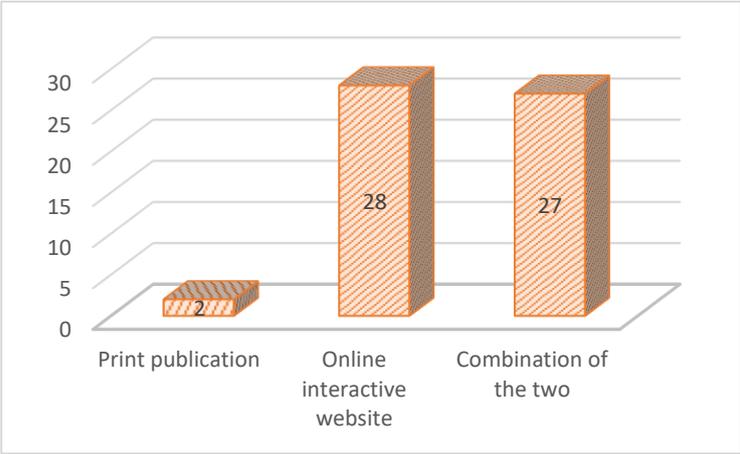
6) Should the MI continue being presented through the lens of the MiGOF?



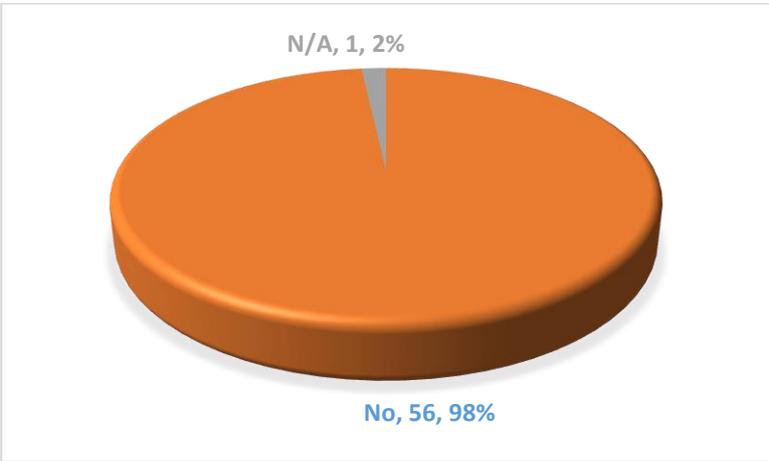
7) Are the gender and human rights cross-cutting perspectives properly integrated in the overall MI publication?



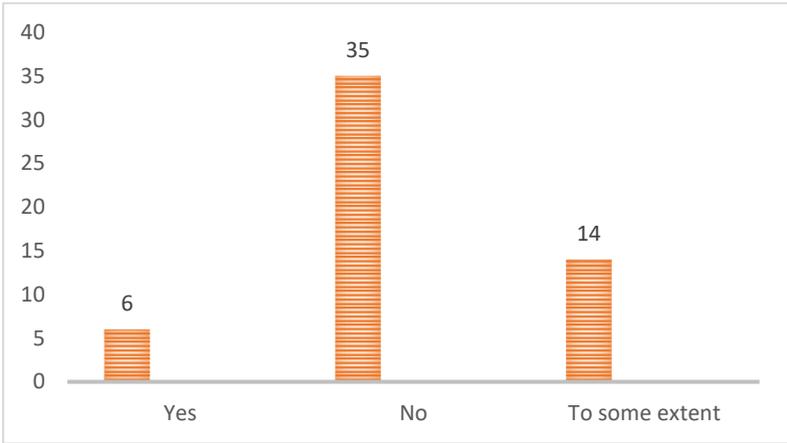
8) How should the MI be presented to donors and Member States?



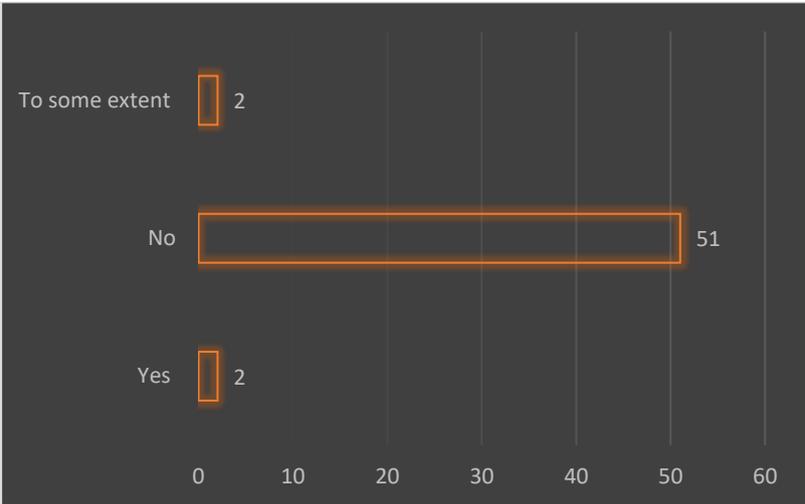
9) Have you received feedback from donors or Government counterparts on the format and usefulness of MI publication?



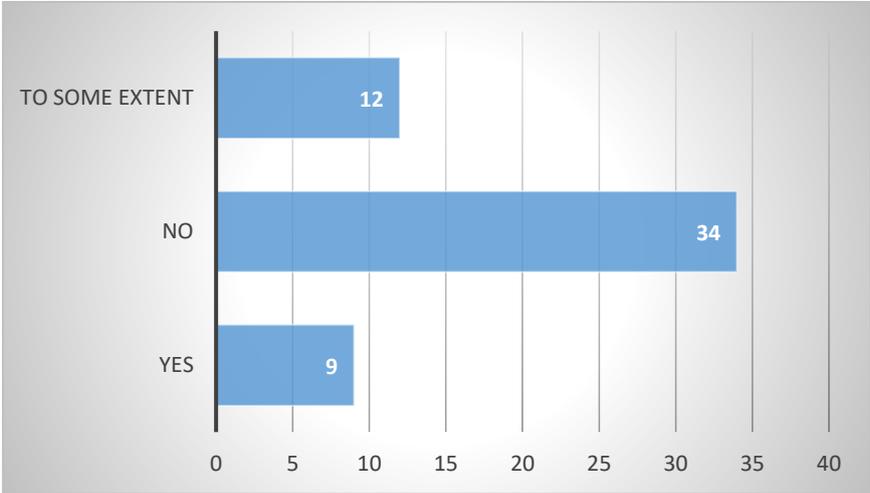
10) Do you refer to the MI for strategic planning and resource mobilization purposes?



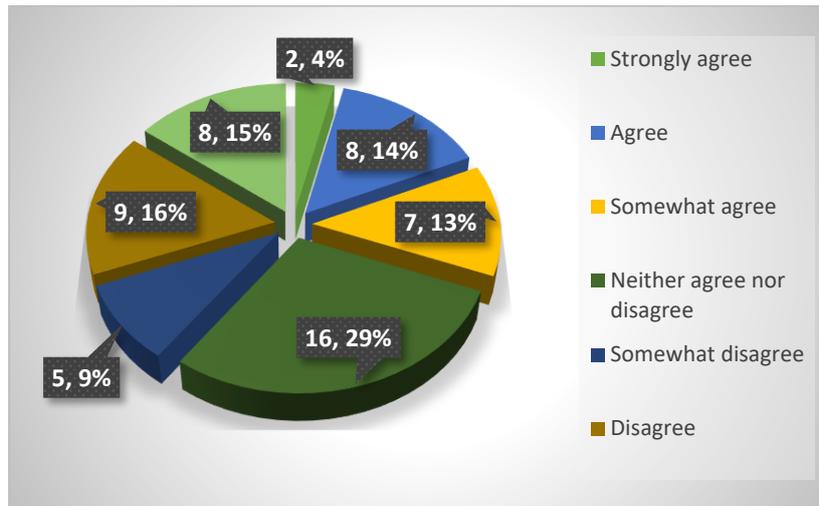
11) In your experience, have/are donors or Member States made/making funding decision based on the MI publication?



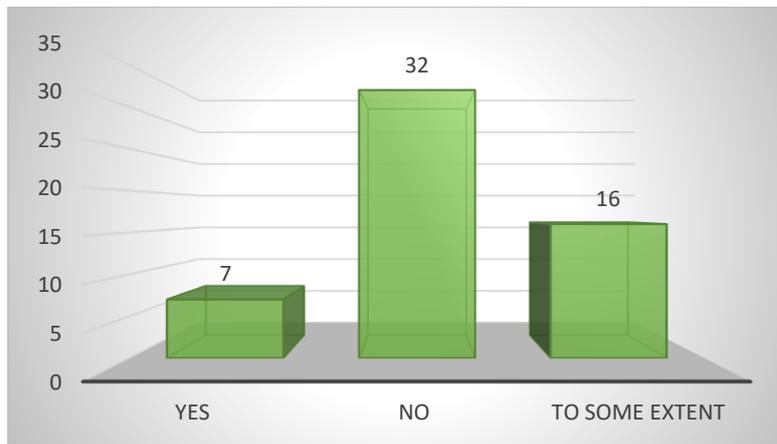
12) Does your office share and/or promote the MI when meeting donors or Member States?



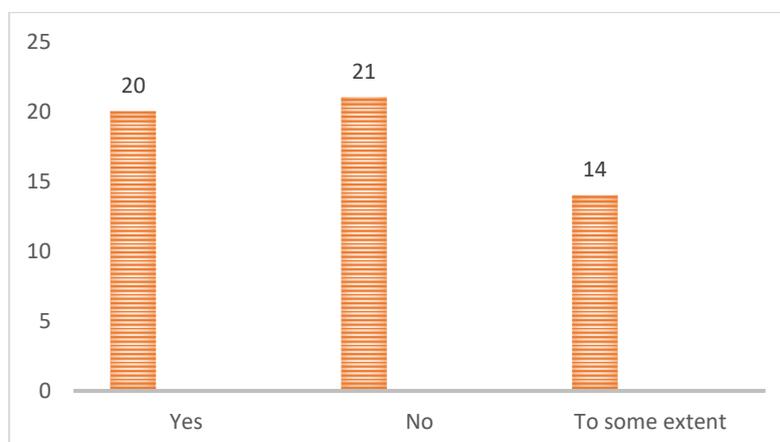
13) Do you agree with the following statement: the MI process and publication raises interest (both yours and of donors and Member States) in learning more about projects/programs listed?



14) Do you believe the MI be an effective fund utilization tool?



15) Do you see an alternative or replacement for the MI publication?



1.6) Final comments or recommendations:

DRD/RBM/DOE should investigate all strategic documents where Missions are being requested to provide inputs and simplify. It gives the impression that instead of HQ supporting the field in operations, the field is supporting various HQ units in producing flashy documents.

The MI has resulted in zero funds for the country offices in which I have worked, and I have not once had a question from a donor or government counterpart about the MI document. If that is case globally, I would suggest serious transition to something more effective.

I would like to see DRD sending feedback to Missions from IOM stakeholders on the MI. Same with Humanitarian Compendium and Institutional Questionnaire. Did they read it? Was their interest raised in IOM? Did they learn that IOM has mandate for X, Y, Z activity after reading? Was a funding decision made as a result of their reading MI? If IOM is only asking staff internally our opinions, we will not get a clear picture about what our donors and Member States think about this document.

This survey is a really good initiative and a moment to reflect what the purpose of the MI is, and whether it meets this purpose in its current form. Could elements of the MI which are extremely useful (descriptions, examples, visual materials) instead be included in other IOM publications, such as the annual programme and budget (blue book), organizational effectiveness report generated from the IQ, etc.?

It would be good if HQ shares good practices of making use of MI at the regional and country levels more clearly.

I suggest making Regional MI publication rather than global.

The idea to present the MI as an interactive website may be somewhat promising – we do not believe that a printed MI will be cost-effective, while – if MI is then rather published online only – a form of presentation that allows e.g. filtering initiatives by topic areas or countries could be more user friendly than a pdf-publication

I'd scrap it. Better to take the money and time on that to push for something more useful like Global Migration Profiles or something that establishes IOM as the resource for Migration Information - people will then come to us and to missions for projects. but the MI itself is basically not used at least in my 10 years with the Org.

Donors are more interested in local, not global priorities.

It would be interesting to receive information on the funding raised by the MI globally as this is not known at CO level.

More focus on how to submit more often MI to donors and ways of submission, To make them interested in reading, May be short alerts, briefings on what and why is planned or required that fits within IOM's mandate. This will support promoting IOM's activity as well as raise awareness among donors on IOM's aims or achievements.

Put the document in the frame of SDGs, GCM, MIGOF, MCOF and if possible, the country strategy

RPDOs should be involved in the development of the MIs and resource mobilization strategies to a greater extent (it is not always the case and this depends on each Regional Office). Better coordination between RPDOs and DRD is required. Annual meetings could be organized under the lead of DRD to discuss on MI contents, development, and dissemination strategy at global, regional and national levels

The idea probably behind it was a good one. However, it would be great to reevaluate the overall process and determine its suitability and relevance to today's context.

If there are two important tools that I think should be maintained and funded by IOM, it should be the World Migration Report and the Migration Initiatives.

I know it takes time to finalize it, and I congratulate those who are involved at HQ level

I would suggest a meeting with key donors such as PRM, EU and DFID to discuss this important issue in more depth and get their views.

I don't think publishing the MI every year is necessary. I have yet to see it bear fruits. We need a new strategy. The MI has not been effective in what it's supposed to do.

MI shouldn't be called MI, it should be more aligned to the global, regional and national strategies, should have the possibility to be presented as a standalone regional or national document and should focus more on unearmarked or loosely earmarked funding priorities of regions and missions

Great initiative that needs an update.

A team with DRD, Policy, one focal point per RO, plus external partners (think tank, university) should be tasked for this and work on the study with inputs from COs when needed. Then the draft version can be circulated for a limited period of time to COMs and other relevant colleagues for review, comments, final inputs. MI would benefit from less bottom-up approach and more quality work

Greatly welcome the survey and hope its results will be useful to consider possible adaptations to the MI.

We think is important to increase the visibility of the publications produced by IOM and start creating summarized and eye-catching versions that could be easily shared with donors, partners and stakeholders to increase their interest.

The level of effort and time dedicated to MI doesn't seem to merit the scant results that this publication has provided.

Involve COMs who are trying to expand their missions in low income, mid income and upper income countries, looking at interests in stable as well as less stable countries