



Thematic Evaluation of IOM's Labour Migration and Mobility Strategy and Initiatives

**IOM CENTRAL EVALUATION
April 2023**

ACKNOWLEDGEMENTS

This report presents the background, findings and recommendations of an evaluation carried out by Samuel Hall, mandated by IOM Central Evaluation Unit (EVA) in the framework of the implementation of its biennial evaluation plan 2021-2022.

The evaluation team of Samuel Hall consisted of Hervé Nicolle (Co-founder and Co-Director), Nassim Majidi (Project Director), Elyssa Majed, Marta Welander, Angus Hopes, Nicholas Ross, Camila Fogli and Lucas Oesch. The team has benefitted from the guidance and active participation of IOM staff in headquarters, regional and country offices, who produced an important amount of relevant data for the preparation of the report. EVA would like to thank the evaluation team for their detailed analysis and report.

Final responsibility for accuracy of the data and soundness of the analysis included in this report rests with the Central Evaluation Unit. The findings, analysis and recommendations presented in this report do not necessarily reflect the views of Samuel Hall.

IOM Central Evaluation Unit

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LIST OF ACRONYMS

APP	Accountability to affected populations
CREST	Corporate Responsibility in Eliminating Slavery and Trafficking
CSO	Civil Society Organisation
DPSMM	Department of Programme Support and Migration Management
DRD	Donor Relations Division
DISC	Diversity, Inclusion and Social Cohesion
GCM	Global Compact on Migration
GOALS	Governance of Labour Migration in South and South-East Asia
HELIOS	Hellenic Integration Support for Beneficiaries of International Protection and Temporary Protection
HQ	Headquarters
HRBA	Human rights-based approach
ILO	International Labour Organization
IMRF	International Migration Review Forum
IO	International Organization
IRIS	International Recruitment Integrity System
JLMP	Joint Labour Migration Programme
KII	Key Informant Interview
LHD	Labour Mobility and Human Development
LMI	Labour Mobility and Social Inclusion
MiGOF	Migration Governance Framework
OECD DAC	Organization for Economic Cooperation and Development - Development Assistance Committee
RCM	Regional Conference on Migration
RECs	Regional Economic Communities
RTS	Regional Thematic Specialist
THAMM	Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNNM	United Nations Network on Migration
WHP	Western Hemisphere Regional Migration Capacity Building Program

GLOSSARY

Empowerment	Empowerment refers to the process by which people gain autonomy, that is control over the factors and decisions that shape their lives and the capacity to act and bring about change. It is the process by which they increase their assets and attributes and build capacities to gain access, partners, networks, a voice and influence. ^{1 2}
Labour migration	Labour migration is defined as 'movement of persons from one State to another, or within their own country of residence, for the purpose of employment.' ³
Social inclusion	Social inclusion refers to 'the process of improving the terms on which individuals and groups take part in society—improving the ability, opportunity, and dignity of those disadvantaged on the basis of their identity.' ⁴
Mobility	Mobility covers 'all the different forms of movements of persons', meaning it 'reflects a wider range of movements of persons than the term "migration." ⁵
Strategy	A strategy should '[set] out the way in which an entity intends to achieve its specific medium- to long-term goals in a specific area of work in a planned and coherent way. A strategy can be issue-based, geographical, cross-cutting, or institutional, but is always forward-looking, proactive, and time-bound.' ⁶
Policy	A policy 'articulates the principles, rules and parameters for [an] organisation on a specific issue (based on shared values, commitments, and needs), and sets out its corporate position.' ⁷
Theory of Change	A theory of change 'is a method that explains how a given intervention, or set of interventions, are expected to lead to a specific development change, drawing on a causal analysis based on available evidence.' ⁸

¹ WHO, 'Community Empowerment', 2009

² UNSDN, 'Empowerment: What does it mean to you?', 2015

³ IOM, 'Glossary on Migration', 2019

⁴ World Bank, 'Social Inclusion', 2022

⁵ IOM, 'Glossary on Migration', 2019

⁶ IOM, 'Definitions of Policy Framework, Strategy, Policy, Position and Guidance Note', 2021, *Internal document*

⁷ *Ibid.*

⁸ UNDG, 'Theory of Change: Companion Guidance', 2018

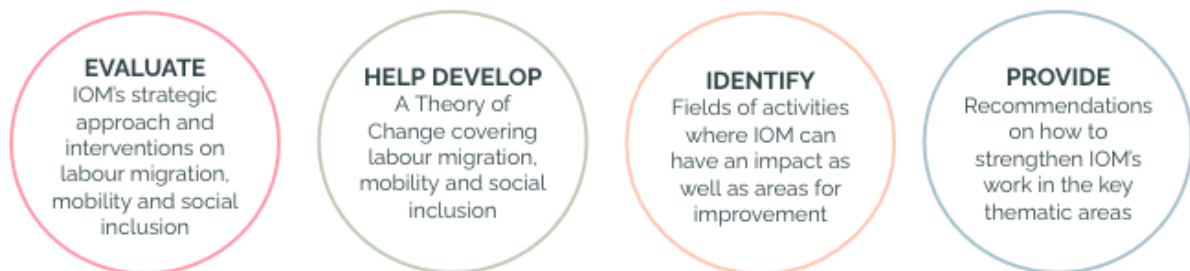
EXECUTIVE SUMMARY

Objectives and Methodology

The overall objective of this evaluation was to evaluate IOM’s strategic approach and interventions in the field of labour migration, mobility, and social inclusion in the context of the organisation’s corporate strategies, policies, and relevant international frameworks and to provide recommendations on how to strengthen IOM’s work in these thematic and operational areas. The evaluation helped better frame and analyse two important linkages:

High-level strategic linkages. The evaluation contributes to deepening the understanding of how the Labour Mobility and Social Inclusion (LMI) work is anchored in different strategies and frameworks. This encompasses global strategies enacted at the level of IOM and of the United Nations (UN) more broadly, as well as regional and continental strategies.

Programmatic-level linkages. The evaluation strengthened the awareness of how the LMI division translates its mission and vision into concrete interventions. Attention was given to exploring how labour migration, mobility and social inclusion are streamlined across programmes, and to also assess the division’s capacity to mainstream cross-cutting themes such as gender, climate change and disability in its work.



This evaluation firstly built on existing information reviewed during the inception phase, as well as further analysis on the identified information gaps, to address the evaluation questions. The evaluation material was then complemented by 33 key informant interviews (KII) with a range of stakeholders, an internal e-survey, and six programmatic case studies. The evaluation framework is structured around three key aspects:

<p>OECD-DAC evaluation criteria <i>What are the finding and conclusions learned from the six OECD-DAC criteria analysis?</i></p>	<p>Identification of good practices <i>What are effective approaches and lessons learned on LMI management and mainstreaming?</i></p>	<p>A Theory of Change <i>What are the outcomes that IOM LMI strategies seek to achieve as well as the principles and activities that will contribute to the intended changes?</i></p>
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Key Findings

The evaluation found that IOM’s LMI division is a leading reference internally on all of its thematic areas, and on several areas externally. It has undertaken a strong strategic re-direction after the IOM

restructuring of 2022, which has allowed it to move forward efficiently despite internal challenges (such as the work 'in silos') and external challenges in the operating environment.

The overall influence of IOM's LMI shows impact and consolidation of gains on several strategic fronts:

- **Thought leadership and knowledge production:** Plays a highly relevant role among other actors within the sector.

The LMI division works as a convener and is considered by many parties to be a 'thought leader' within the sector. The quality of LMI's training was considered strong.

- **Shaping perceptions on migration:** Contributes to the amplification of migrants' voices and generates positive narratives on migration.

The division has made efforts to empower migrants and communities as development agents themselves, and to contribute to systemic change using long-term and inclusive approaches. Its work will require further support to generate funds to support migrants' inclusion.

- **Partnerships building:** Works collaboratively with a key role in areas of partnerships, policy, and programming to achieve impact in LMI domain.

Internally, the 2022 retreat was a milestone in securing stronger inclusion and collaboration for the division's strategy development, and externally it strengthened standards in partnerships with governments, UN agencies and civil society organisations (CSOs) alike. The evaluation identified some key areas where the division can further reinforce its work internally and externally, ensuring enhanced relevance, coherence, efficiency and sustainability of partnerships and programming.

Moving forward, many opportunities exist to consolidate the gains and achievements made to date through some key areas:

- **Connecting the dots internally:** *Addressing an overwhelming number of strategies, an emphasis on trainings, and communication gaps.* Evaluation findings under the first OECD-DAC criterion (relevance) highlight a perception that IOM's strategic and guidance documents can sometimes lack clarity and purpose, particularly in how various strategies connect to one another. Secondly, training and capacity-building programs within LMI are generally viewed very positively, however there is also potential to increase inter-linkages between trainings and the number and diversity of activities. To better support the work of the LMI division, IOM ought to seek ways to enhance the communications between Headquarters (HQ), regional and country offices (RO and CO) and between regional offices themselves to promote mutual learning and best practices.
- **Addressing the resource gap:** *Fundraising and resource mobilisation.* Challenges relating to funding were consistently mentioned by respondents. Resource mobilization for the thematic areas covered by the LMI division is considered significantly more challenging than for other areas of IOM's broad mandate. It was emphasised that IOM does not have the same resource mobilisation capacity as other UN agencies, which is in part due to the nature of the issues it works on, but also that IOM could do better with communicating its financial needs. However, the division does not appear to have sufficient human resource capacity to strengthen its reach and communication work in this regard. Respondents also highlight IOM's 'projectized' nature as often being a serious constraint; it affects flexibility compared to other

organisations, which receive more un-earmarked or partially earmarked funds. Furthermore, in relation to human resources it was emphasised that the organisation is often experiencing constraints in staff availability and retention, distribution of human resources, and professional growth and development. Several respondents cited being overstretched and unable to respond to all needs and incoming demands.

- **Prioritising participation and engagement:** *Involving regional and country offices staff in the strategy design and implementation, and external reach.* While the latest LMI strategy was formulated with the participation of Regional Thematic Specialists (RTS) and HQ, and a next step being about sensitization and engagement with ROs and COs, the evaluation found however that more could be done to ensure that organisation-wide strategies are participatory in nature.

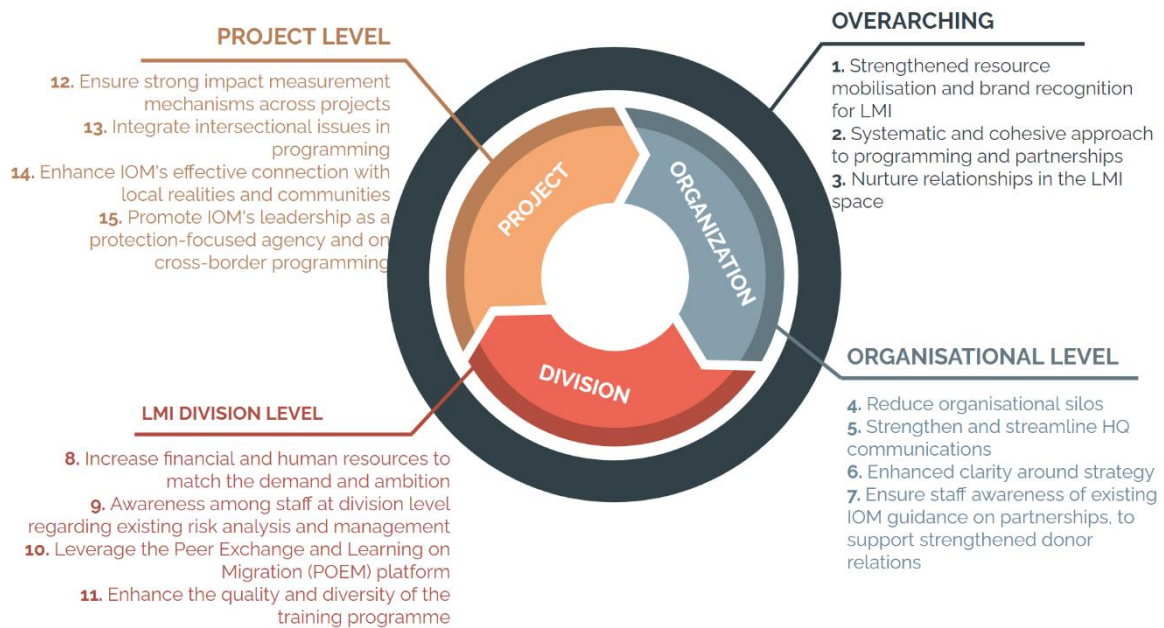
IOM has been successful in forging partnerships with a range of external stakeholders for the delivery of LMI programmes, not least the private sector, paving the way for innovative initiatives in LMI work. There is potential to enhance this further through a systematised approach and through the continued collaboration with key national, regional and international actors, in addition to the private sector, including the UN with the International Labour Organization (ILO) and a range of other UN agencies central to the different thematic areas of IOM LMI's work.

- **Towards greater inclusion:** *Incorporating the cross-cutting themes gender, disability and environmental sustainability.* The evaluation reveals that there is room for improvement in the incorporation of cross-cutting themes into LMI's strategies and work, particularly with regard to disability and environmental sustainability. Cross-cutting themes such as gender, disability, environmental sustainability and human rights have been regularly integrated but it has not been uniform. While the theme of human rights was adequately embedded, disability and environmental sustainability have not been mainstreamed to the same extent. Moreover, the meaning of 'gender' was often used narrowly referring to the male-female binary, which is a common way of analysis and not specific to LMI thematic areas.
- **Contextualising initiatives:** *Accounting better for local contexts.* The nature of the work of the COs is context-dependent and it may be difficult for any global strategy to be operationalized. Guidance can often be perceived as too 'generic', without links on how to integrate local contexts. It could also be useful to include risk analysis frameworks related to labour migration and social inclusion in demographic, economic, social and technological advances contexts, as well as for public health. The Diaspora Mapping Toolkit was pointed out as a good example of tools presenting a comprehensive and flexible approach to conducting mappings in differing contexts.
- **Enhancing a necessary platform:** *Creating the space for dialogue.* The evaluation results suggest that IOM has been impactful in providing countries and other actors with a common platform to discuss and negotiate issues related to labour and migration, as well as in being seen as a reference point and important actor on LMI issues, most notably ethical recruitment. Similarly impactful in diaspora engagement, IOM played a leading role by organising the first Global Diaspora Summit and side events at the International Migration Review Forum (IMRF) and at the UN General Assembly the same year. In addition, in 2020 IOM organised three Global Diaspora Exchanges and the publication on best practices became a flagship product used in multiple events by diasporas, UN Agencies and other actors. The evaluation notes however that creating a space for dialogue in emergency and humanitarian contexts is more challenging and coordination with the Department of Operations and Emergencies is critical.

- Building a supportive presence: A key to sustainability.** The evaluation finds that fragile political environments and changing economic and political priorities pose significant challenges to the sustainability of LMI programmes. In addition, the projectized nature of IOM is also a challenge to sustainability with staff moving as per the closure of projects, and by impacting investments in stronger ownership, longevity and knowledge management of projects. IOM programming was found to be very efficient during the pandemic lockdowns and restrictions; it innovated well in response to the onset of COVID-19 overall, showing its ability to provide a supportive presence to migrants at a time of need.

Recommendations

In total, 15 recommendations are formulated and categorised into four levels: overarching, organisational level, LMI division level and project level recommendations, which can be summarised and visualised as follows:



1. INTRODUCTION

Context and Background

Since its creation in 1951, the International Organization for Migration (IOM) has had a rich history, going through various changes in its name, mandate and constitution to be adapted to the changing nature of migration within the international system and a constant increase of States and organisations joining as Member States and Observers.

The evolving nature and related adjustments continued after the organisation officially became part of the United Nations (UN) in 2016 as a related organization, a move for the UN system and IOM to *'strengthen cooperation and enhance their ability to fulfil their respective mandates in the interest of migrants and Member States'*.⁹ More recently, IOM has developed a Strategic Vision in 2019-2023, a programmatic document that outlines the ways in which IOM may best fulfil its mandate as the UN organisation of migration, with a focus on three pillars¹⁰:

- 1) **Resilience:** IOM will need to prepare for higher numbers of people moving in and out of situations of vulnerability and should endeavour to take a long-term and holistic approach to emergency response.
- 2) **Mobility:** As migration dynamics evolve, so should the tools used to manage it. IOM should, therefore, pursue innovative approaches to the systems used to manage migration.
- 3) **Governance:** In light of the adoption of the Global Compact on Migration (GCM) in 2018, IOM has new opportunities to support participating governments in building capacity for the governance of migration and provision of assistance to migrants, and to build stronger cooperation with other UN agencies.

To support the implementation of the Strategic Vision, IOM has developed several cross-cutting and regional strategies,¹¹ which build more context-specific plans for specific issues, thematic areas and regions. These include initiatives to facilitate and reform strategic frameworks towards labour mobility and migration, integration and social cohesion, migration and development. These thematic issues intersect the three pillars under six focus areas: rights and inclusion, skills, partnership, transnational communities, youth and policy coherence.

Currently, IOM's LMI work is mainly carried out under the thematic and institutional guidance of the Department of Programme Support and Migration Management (DPSMM), more specifically the Labour Mobility and Social Inclusion Division (LMI division), which is tasked to implement labour migration and social integration approaches and initiatives. The LMI division was established in 2021-2022 following the decision to restructure the work of the former Labour Mobility and Human Development (LHD) division, adding a focus on social inclusion and human development being left to the Sustainable Development Unit within the new Department of Peace and Development Coordination. As outlined by the IOM Programme and Budget for 2022 (C/12/6/Rev 1), the LMI division is meant to *'support the development of innovative and collaborative solutions to address challenges related to the lack of safe, orderly, and regular mobility channels.'* These efforts are pursued in collaboration with UN partners, governments, the private sector (including employers, recruiters and their respective associations), civil society organisations, and diaspora communities. The LMI

⁹ IOM, 'IOM Becomes a Related Organization to the UN', 2016, <https://www.iom.int/news/iom-becomes-related-organization-un>

¹⁰ IOM, 'Strategic Vision: Setting a Course for IOM', 2019, <https://publications.iom.int/books/strategic-vision-setting-course-iom>

¹¹ IOM's role in the international system has in the area of labour migration governance, with Member States seeing IOM having a key role to play, and where strategic direction has been steered by three key guidance documents, namely the IOM Strategy (2007), the Migration Governance Framework (MiGOF) (2015), and the IOM Strategic Vision 2019 – 2023.

division thus works across a range of thematic areas, including also diaspora engagement, ethical recruitment, social protection and inclusion.

As such, 'the division promotes innovation, knowledge management, cross-thematic collaboration and interdisciplinary approaches in programming areas such as migrant inclusion and social cohesion; facilitation of human and economic mobility; support for skills-based and talent mobility schemes; collaboration with transnational communities and diasporas; and labour migration and ethical recruitment.' Besides external partners, the LMI division collaborates with other divisions in linking labour migration to the thematic areas of integration, social cohesion and migrant empowerment. At the regional level, the division also works closely with nine IOM Labour Migration and Social Inclusion Regional Thematic Specialists (RTS).

LMI's priorities for 2022 are spelled out in its 'Labour Mobility and Human Development/DMM Global and Regional Work Plan Priorities 2022'. The document aligns the divisional strategy and the Strategic Vision.¹² Subsequently, at the IOM LMI Retreat of September 2022, the strategic focus areas of the LMI division were articulated as follow⁵:

- 1. Labour Migration Governance and Mobility:** Working to provide technical assistance and policy advice to develop and implement rights-based and evidence-based labour and skills mobility pathways.
- 2. Integration, Social Inclusion and Cohesion:** Aiming to develop migrants, communities and governments capacities to achieve full inclusion and social cohesion across the migration continuum.
- 3. Migration, Business & Human Rights:** Promoting ethical recruitment and protection of migrant workers.
- 4. Diaspora engagement:** Engaging, enabling, and empowering diaspora.
- 5. Future of Mobility:** Developing and promoting innovative, adaptive, and tailored approaches to respond to complex realities and the intersection of the future of mobility and work.
- 6. Financial and Economic Empowerment:** This focus area was added in the aftermath of the 2022 strategic retreat.

Furthermore, in terms of the core competencies of the LMI division, it seeks to position itself as a 'convener and a thought leader across the migration continuum in all contexts'. It moreover aims to leverage and enhance migration governance and management, magnify migrants' voices, generate positive narratives and aspects on migration, innovate in the areas of partnerships, policy and programming, empower migrants and communities as development agents, and build systemic change using long-term and inclusive approaches¹³.

Scope and purpose

In 2022, IOM Central Evaluation Unit (EVA) commissioned Samuel Hall to conduct a thematic evaluation of the Organisation's strategic approach and interventions in the field of labour migration, mobility, and social inclusion, with a specific focus on the work of the LMI division. Carried out between July 2022 and February 2023, the evaluation assessed IOM's labour migration initiatives using the OECD-DAC evaluation criteria, with the overall objective of informing the LMI division's new strategic direction. The evaluation aimed to be forward-looking, offering concrete ways to improve IOM's involvement in LMI thematic and operational areas, and IOM's role, collaboration and contribution in this field. The evaluation included a desk review of key documentation, participation

¹² IOM, 'Labour Mobility and Human Development/DMM Global and Regional Workplan priorities 2022', 2021, *Internal document*

¹³ LMI Retreat Outputs, 16 September 2022

of the evaluators at the LMI's retreat of September 2022, as well as primary data collection through key informant interviews (KII) and an online survey, as described in greater detail below.

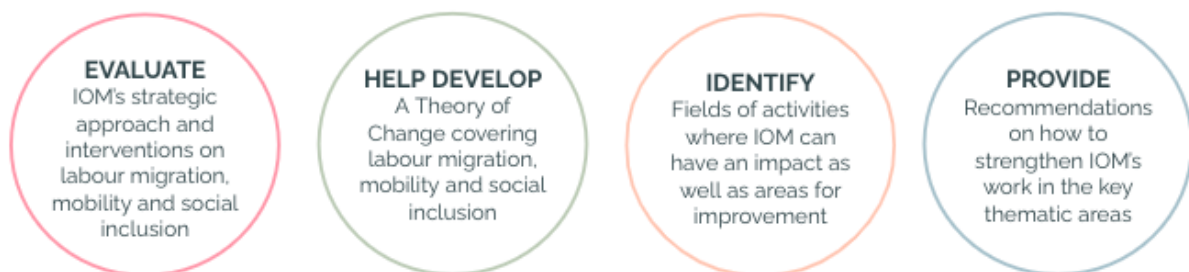
The overall objective was to evaluate IOM's strategic approach and interventions in the field of labour migration, mobility, and social inclusion in the context of IOM's corporate strategies and policies, as well as relevant international frameworks, and to provide recommendations on how to strengthen IOM's work in these areas. The evaluation helped to better frame and analyse two important linkages:

- **High-level strategic linkages:** The evaluation contributes to deepening the understanding of how the LMI division is anchored in different strategies and frameworks. This encompasses global strategies enacted at the level of IOM and of the UN more broadly, as well as regional and continental strategies.
- **Programmatic-level linkages:** The evaluation strengthens the awareness of how the LMI division translates its mission and vision into concrete interventions. Attention was given to exploring how labour migration, mobility and social inclusion are streamlined across programmes, but also to assess the division's capacity to mainstream gender, climate change and disability in its work.

The findings and recommendations of the evaluation are expected to inform IOM at large, including the LMI division, IOM HQ, the regional and country offices, as well as partners and stakeholders interested and/or involved in the areas of labour migration and social inclusion.

The overarching evaluation objective can be broken down into four sub-objectives, as summarised in Figure 1 below. While the evaluation has primarily focused on understanding how different strategies have shaped the work of the LMI division, it was also deemed important to identify specific fields of activities where IOM can have an impact or further strengthen its operations and involvement.

Figure 1: Evaluation sub-objectives



It is important to note that this is not intended to be an evaluation of the performance of IOM's LMI division as it is a newly created entity, nor is it a performance evaluation of IOM's specific operations, even if it remains important to examine IOM's strengths and added value in these fields as a UN organisation of reference in migration through the analysis of case studies.

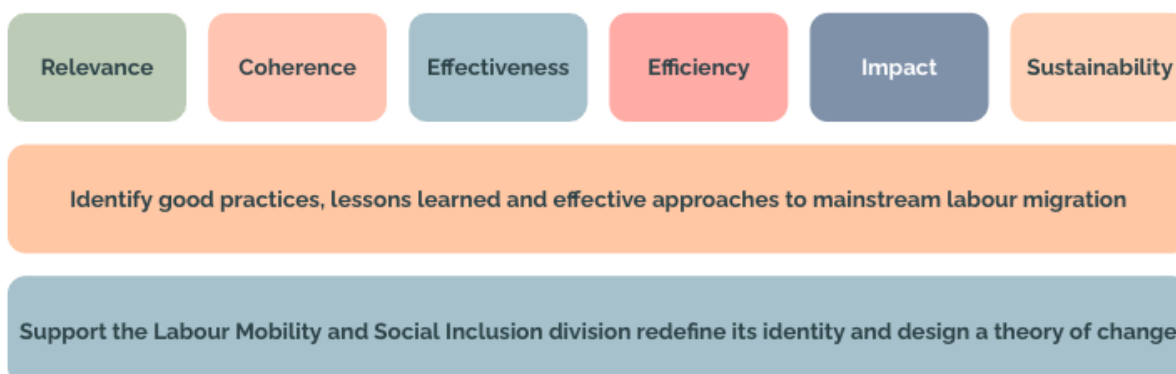
2. METHODOLOGY

Evaluation Approach and Methodology

This evaluation firstly built on existing information reviewed during the inception phase, as well as further analysis on the identified information gaps, to address the evaluation questions. The evaluation materials were then complemented by 33 KII with a range of stakeholders, an internal e-survey, six programmatic case studies and Samuel Hall's participation at the LMI Retreat, where LMI's strategic vision, mission statement and deliverables were produced and a roadmap for the next five years was initiated. The evaluation framework designed for this thematic evaluation is structured around three key aspects:

- **OECD-DAC evaluation criteria:** The six criteria and related questions were used to evaluate IOM's labour migration and mobility strategies and initiatives, whether IOM has managed to translate into practice the guiding principles outlined in key strategic documents and the strengths and weaknesses of current and past interventions.
- **Identification of good practices:** The data collected also enabled the evaluation team to identify good practices, effective approaches and lessons learned on labour migration management and mainstreaming. Building on information collected through programmatic KIIs, these successful models have been showcased as case studies provided in section 4 of the evaluation report, highlighting the strengths and weaknesses of each.
- **Developing a Theory of Change:** A Theory of Change (ToC) has also been developed outlining the outcomes that IOM LMI strategies and Initiatives want to achieve as well as the principles and activities at IOM organisational level that will contribute to the intended changes. Based on the findings of the evaluation, the ToC diagram (available at the end of the report) proposes a framework for an enabling organisational environment for the LMI division's work. However, it is important to consider that this ToC does not substitute – nor does it necessarily serve as a starting point for – the LMI division's own forthcoming work on a ToC. At this stage, it will also be important to ensure strong coherence between the LMI strategy and the IOM Strategic Results Framework (SRF).

Figure 2: Visual Representation of the Evaluation's Conceptual Framework



Limitations

During the conduct of the evaluation, some methodological challenges and limitations were experienced, as outlined in the table below.

Overview of limitations encountered during the evaluation process:

Limitations	Description
Slow informant responses	During the qualitative data collection phase, the main challenges were encountered in the initially low response rate from respondents. Following up with potential respondents caused some delay to the data collection process.
Small survey sample	With regard to the quantitative part of the evaluation, the main limitation was the small sample size for the survey, meaning it is difficult to disaggregate the sample by factors such as location. Nonetheless, the entire LMI team was consulted, including from most regional offices and with a total of 61 responses from country offices.
Challenges in ensuring evaluation focus	Some interview respondents did not feel well-placed to comment specifically on LMI's work. This explains why in some cases evaluation findings may relate to IOM as a whole rather than LMI division specifically.

Evaluation questions

Thematic Evaluation Questions (OECD-DAC) and Methods Matrix

Criteria	Evaluation questions	Evaluation tools
Relevance	<p>Main evaluation questions:</p> <ul style="list-style-type: none"> Are IOM <i>strategic and guidance documents</i> clear and sufficient to assess the needs and support the development of projects and activities in <i>labour migration, mobility and social inclusion</i> field? Are the documents sufficient to frame and extract what could be considered as best practices in that field? To what extent do IOM strategic and guidance documents reflect gender, human rights, disability and environmental considerations, including the analysis of the specific needs of marginalised or excluded populations? <p>Sub-questions:</p> <ul style="list-style-type: none"> Are trainings, materials (such as studies, reports, guidelines) and other capacity-building activities developed by IOM on labour migration, mobility and social inclusion relevant to the needs of IOM partners, IOM staff and migrants? Do IOM's approaches include proper risk analysis frameworks for the promotion of demographic, economic and social activities, to technological advances or public health related to labour migration and social inclusion activities? 	<p>Desk review Key informant interviews E-surveys</p>
Coherence	<p>Main evaluation questions:</p> <ul style="list-style-type: none"> To what extent is IOM's approach to labour migration, mobility, and social inclusion supported by a well-defined theory of change guaranteeing internal synergies and interlinkages and consistent with related international norms and standards? How does IOM pursue complementarity, harmonisation and coordination with external labour migration, mobility and social inclusion actors, including within GCM and other regional frameworks dealing with this thematic area (such as the Colombo process)? To what extent is IOM encouraging participation of various categories of migrants and migrant workers (including youth and women) in the definition of labour migration, mobility and social inclusion policies, programs and projects, and to allow migrants' voices to be heard? <p>Sub-questions:</p> <ul style="list-style-type: none"> To what extent does IOM have a coherent approach, both internal and external, to capture IOM beneficiary data of relevance to labour mobility and social inclusion? Are there labour migration, mobility and social inclusion international approaches, standards, terminology and legal concepts for which no sufficient consensus is available and with different interpretations that can affect complementarity, coordination and harmonisation? 	<p>Desk review Key informant interviews E-surveys</p>
Effectiveness	<p>Main evaluation questions:</p> <ul style="list-style-type: none"> To what extent is the LMI Thematic Delivery Plan contributing effectively to the achievements of the outcomes and results detailed in the various IOM approaches and strategies? To what extent are cross-cutting issues of gender, human rights-based approach, disability, and environmental sustainability properly mainstreamed in the identified thematic areas of work? 	<p>Key informant interviews E-surveys</p>

	<ul style="list-style-type: none"> To what extent did the global coronavirus pandemic (COVID-19) affect the implementation of the labour mobility and social inclusion projects and related lessons learning? <p>Sub-questions:</p> <ul style="list-style-type: none"> To what extent have lessons learned and good practices from the implementation of labour migration, mobility, and social inclusion projects (in particular those selected as case studies) been integrated into the LMI Thematic Delivery Plan? 	
Efficiency	<p>Main evaluation questions:</p> <ul style="list-style-type: none"> To what extent are the size, structure, distribution of roles and responsibilities assigned to Headquarters departments and Regional Offices staff appropriate to address the prioritised areas of work in the field of labour migration, mobility and social inclusion? To what extent is IOM effective in obtaining the financial resources required for implementing its strategic approaches and related programmes? <p>Sub-questions:</p> <ul style="list-style-type: none"> Are the resources, both human and financial, identified in the LMI Thematic Delivery Plan sufficient to implement its activities in an efficient, timely and cost-effective manner? Which are the most challenging areas of labour migration, mobility and social inclusion to fundraise for and why? 	Key informant interviews E-surveys
Impact	<p>Main evaluation questions:</p> <ul style="list-style-type: none"> What changes have the LMI Thematic Delivery Plan and annual action plans produced thus far, including on the strategic vision pillars of resilience, mobility and governance? To what extent is IOM contributing to international dialogues on labour migration, mobility and social inclusion, and to the expansion and dissemination of data, research and best practices? <p>Sub-questions:</p> <ul style="list-style-type: none"> To what extent is IOM a reference in the field of labour migration, mobility and social inclusion, including on migrant inclusion, ethical recruitment, diaspora engagement and remittances? 	Desk review Key informant interviews E-surveys
Sustainability	<p>Main evaluation questions:</p> <ol style="list-style-type: none"> What are the main challenges to the sustainability of IOM interventions on labour migration, mobility and social inclusion? <p>Sub-questions:</p> <ol style="list-style-type: none"> To what extent are strategic and technical guidance documents on the sustainability of labour migration, mobility and social inclusion approaches used as reference and effectively applied? To what extent have lessons learned about ensuring the sustainability of the benefits generated by labour migration, mobility and social inclusion initiatives and projects been documented and used? 	Desk review Key informant interviews E-surveys

Evaluation tools

The following evaluation tools have been designed in coordination with EVA and the IOM/LMI team. The findings from each of the sources were triangulated to increase the reliability and validity of the data.

Target and actual sample size

Evaluation Tool	Target Group	Target sample	Actual
Desk Review	Documents were collected and organised in a matrix approach. The desk review also helped determine which programmes to include as case studies in close collaboration with the LMI division and EVA.	See Annex 4	
Key Informant Interviews (KIIs)	Key informants were selected and interviewed among the following categories: i) IOM staff at HQ and regional level; ii) IOM partners, including CSOs, government, private sector, diaspora organisations, UN agencies etc.; and iii) Programmatic KIIs with IOM programmes officers.	Min. 20-25 Max .40-50	33
Programmatic Case Studies	A selection of IOM programmes in Labour Migration and Social Inclusion with the aim to showcase practical examples of LMI work and activities, to identify what went well, what could be improved upon, and to highlight best practices to build on.	4	6
E-surveys	An internal e-survey with IOM staff to get their perspectives on IOM's work and operations in the LMI field, areas for improvement, key outcomes etc.	70	75
Participation at the September retreat	Samuel Hall participated as an observer and used the opportunity to discuss with stakeholders.	1	1

Desk Review

The preparation of an inception report was based on an initial desk review, which covered key IOM documents including institutional strategies and project documentation relating to IOM's work within LMI. This initial desk review has been expanded upon in the preparation of the draft report, with a deeper assessment of a wider range of IOM documents, which has fed into both the OECD-DAC evaluation criteria analysis and the case studies. A complete list of the documents reviewed can be found in the Annexes.

Key Informant Interviews (KIIs)

A list of key informants was generated in consultation with EVA and the evaluation reference group. This included IOM staff from both the HQ and regional levels, as well as external partners from governments, NGOs and UN agencies. A list of informants was also produced to cover each of the six case studies. The KII tool was divided into three parts, with each part corresponding to a type of respondent. The questions were then subdivided according to each of the OECD-DAC criteria. An anonymised list of KII respondents can be found in the Annexes.

E-survey

The e-survey was delivered internally by IOM through the Qualtrics platform. The survey questions were structured around the six OECD-DAC criteria, and the respondents were drawn from across HQ

and the regional offices. A breakdown of the respondents is provided in the table below. Out of the 75 respondents, 47 were women, 26 were men, and two preferred not to specify. Their roles and positions are detailed in the summary table.

E-survey respondent summary table

	Number	Percentage ¹⁴
Office		
HQ	7	9.3
Regional office	7	9.3
Country office	61	81.4
Position/role: from the Regional offices		
Regional Thematic Specialist	5	71.4
Regional Project Development Officer	0	0
Other	2	28.6
Position/role: from the Country offices		
Chief of Mission	20	32.8
Programme/project manager	22	36
Technical expert/project assistant	9	14.8
Project developer	0	0
Other	10	16.4

Programmatic Case Studies

Six case studies of programmes/projects within LMI were assessed through a desk review, as well as through the survey and dedicated key informant interviews. The six case studies chosen in during the inception phase were:

1. International Recruitment Integrity System (IRIS): Ethical Recruitment
2. iDiaspora
3. Western Hemisphere Regional Migration Capacity Building Program (WHP)
4. Corporate Responsibility in Eliminating Slavery and Trafficking (CREST)
5. Joint Labour Migration Programme (JLMP) Hellenic Integration Support for Beneficiaries of International
6. Protection and Temporary Protection (HELIOS)

The results of these assessments are presented in Section 4 of the evaluation report. Each case study provides a brief overview of the programme, an outline of what went well and what can be improved.

¹⁴ Based respectively on the total number of respondents to the survey (75), from ROs (7) and COs (61).

3. EVALUATION FINDINGS

Overview of findings

The LMI division remains highly relevant in a context of expanding attention and conversations on labour mobility – from forced displacement to other migration contexts – and has been able to adapt its work in response to external factors, not least the COVID-19 pandemic but also other dynamics. Social inclusion has effectively been framed and implemented in many ways and contexts, through strong commitments to human rights, gender, environmental sustainability and disability, and an active inclusion of migrants' voices throughout its work.

The agility and non-hierarchical character of the LMI division was found to enable the division to respond flexibly and swiftly to external needs. Yet, the LMI division could pivot further to another phase focussing on issues where the division's reactivity was sometimes found to prevent more proactive and strategic efforts.

Key constraints outside of LMI division's control also remain and stem from IOM-wide structural issues standing in the way of efficiency of the division in addition to funding-related barriers, and of sustainability and ability to move beyond a largely projectized mode of operation.

Relevance

The work of IOM in the LMI area is highly relevant within the current operational environment and global context of human mobility. If anything, external factors such as irreversible climate change and food security, economic crises and deepening instability and inequality, change of mobility patterns, de-regulation and responsibility shifting, pandemics and future mobility, mean that the LMI division's work is perhaps more relevant than ever given the ways in which it engages with these through its various thematic areas and projects. In the face of such challenges, IOM can ensure the continued high relevance and coherence of its work on LMI through strengthened clarity of purpose, further enhanced capacity across its staff body, more participation of regional and country level staff in strategic development, and a deeper engagement with cross-cutting issues. To this end, the evaluation highlights some actionable insights for IOM to maximise the relevance of its work.

Relevance of strategic focus areas

The strategic focus areas for the LMI division, as outlined during the retreat in September 2022, include Migration Governance and Mobility, Integration, Social Inclusion and Cohesion, Migration, Business & Human Rights, Diaspora engagement and Future of Mobility. The selection of strategic focus areas within LMI's mandate appears to be fully aligned with critical needs within the wider IOM operational environment, which signals strong potential for the LMI division to continue to have an impact and bring added value to the sector.

As outlined during the retreat, under the Governance and Mobility area LMI division works to provide technical assistance and policy advice to develop and implement labour and skills mobility pathways, which are anchored in rights- and evidence-based approaches. Within the area of Integration, Social Inclusion and Cohesion, LMI aims to develop migrants, communities and governments' capacities to achieve full inclusion and social cohesion across the migration continuum. Meanwhile, within the area of Migration, Business & Human Rights, the LMI's aim is to promote ethical recruitment and protection of migrant workers, whilst the Diaspora engagement focuses on engaging, enabling, and empowering

diaspora. Within the strategic focus area of the Future of Mobility, the LMI division works to develop and promote innovative, adaptive, and tailored approaches to respond to complex realities and the intersection of the future of mobility and work. Finally, through the Financial and Economic Empowerment (FEE) it looks to empower migrants financially and economically such that their capital might be leveraged for more sustainable development.

The strategic direction of the LMI division is hence clearly defined and aligned with key priorities and needs identified within the sector and IOM wider operational environment, which confirm the relevance of LMI division's work and strategy.

Clarity and integration of strategic direction

The 2022 strategic retreat served to set a clear strategic re-direction for the LMI division. It took place in a context of changes within IOM, including IOM's corporate strategic vision ending in 2023, the development of regional strategic frameworks, the introduction of the global Strategic Results Framework, and the transfer of the human development component to another unit. Within this wider organisational context, the evaluation finds the LMI's strategic direction to be clear based on the ways in which it was laid out at the retreat, and subsequently followed through by the team, despite the challenges faced when developed at the end of a strategic process for the organisation. The addition of the FEE component moreover appears to be a positive move, remittances being identified as a weak thematic area. This also has the potential to further lift migrants' voices onto the global stage and establish IOM as one of the thought leaders in this work.

The retreat also set the scene for increased cross-fertilisation within LMI, which has the potential to break down certain silos vis-a-vis other divisions. To this end, the process includes bi-monthly strategic meetings on thematic issues. To cite one example, a strategic workshop was carried out on social protection under pillar 6, where discussions were held around entry points and how the LMI division contributes to the broader Strategic Results Framework. The evaluators found this to be an innovative approach to ensure engagement with divisions through joint work plans and alignment. The fact that LMI was the first division to have conversations with regional thematic specialists on how they can integrate the SRF is moreover testament to its commitment to ensuring coherence between its division's strategy and the broader IOM SRF. Overall, the retreat has brought clarity among LMI staff, and a strategic direction with the mandate of the division aligned to the overall strategy of IOM.

Evaluation respondents expressed however some confusion in relation to the IOM's overarching strategic documents. Whilst the primary purpose of these institutional strategies is not to provide everyday guidance to staff, there is a sense of confusion about their purpose. IOM should ensure that staff are well informed on how various pieces of high-level strategic documentation interlink and how they can specifically help to guide the organisation's work in LMI. As a respondent describes it: *'Everybody is creating a strategy now...I understand the need, but we need to find a way to make it more user friendly. Because honestly, we get lost'* (KII4). This effort of clarity would also support staff understanding and sense of ownership of the work of LMI. One respondent made this point in relation to the Strategic Vision, which is *'very good, but it's so broad [that] it's not providing necessarily concrete guidance'* (KII3), and another respondent stated that the Vision *'outlines institutional priorities but [is] not always a source to disentangle specific LMI related issues'*. The operational utility of these strategies may be particularly questioned at the country level as expressed by some respondents, the nature of their work being so context-dependent: *'we are not so much spending time on reading strategies, reading documents'* but instead *'doing things and then seeing what happens'*. *'...[the HQ strategies]make a lot of sense [but] it's very generic. It's very high level. They're nice words, but you can still read them and wonder, what am I supposed to do now?'* (KII12).

By the same token, there is a sense of unclarity on how different strategies connect: *'But then if you're looking at other elements...like the SRF and the Migration Governance Indicators...it's like "we got this, we got this and we got this". And so what are we using and how does it fit together?'* (KII4). Another respondent echoes this sentiment: *'I think that between these global framework (e.g. Global Compact objectives) there are clearly linkages but when it comes, for instance, to our institutional frameworks, some of them are outdated, still relevant, but there are not clear linkages between the Migration Governance Framework of IOM, and Strategic Vision of IOM'* (KII19).

There is however a general perception amongst respondents that the Strategic Vision and the Migration Governance Framework do serve an important purpose in communicating IOM's work to potential partners. Similarly, there is also a perception that these strategies are valuable in ensuring that all staff are *'on the same page'* (KII3) and that they have a clear understanding of *'what they are working towards'* (KII3).

In addition to high-level strategies, the development of thematic guidance documents is essential for effective knowledge management. One respondent outlined how thematic guidance is most useful: *'I do see a need for more clearer maybe thematic guidance from headquarters, like we have had on ethical recruitment'* (KII3). In practical terms, this may mean making available a combination of tools and processes ensuring adequate information material, training courses and instructions in the different regions and contexts. To ensure that the tools and models stemming from HQ can guide the work in the field, staff in ROs and COs need to be adequately trained and well equipped to respond to context-specific needs and priorities. Respondents also highlight the need to ensure that thematic guidance is well disseminated across the organisation, avoiding organisational silos, which can inhibit the effective sharing of materials and affect knowledge management: *'Thematic areas, because they operate in silos, they produce, let's say approaches or materials that can be used by other thematic areas, but nobody knows about them'* (KII10).

Training and capacity building

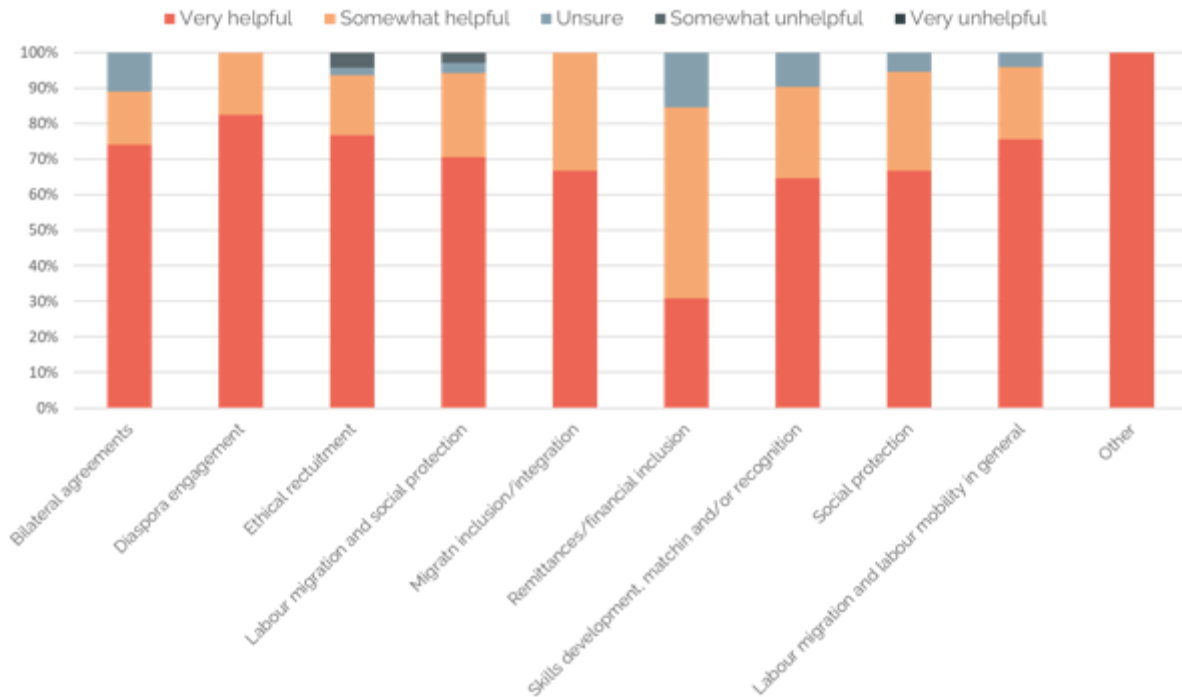
IOM delivers a range of training and capacity building activities within LMI topics with the purpose of enhancing the efficiency of LMI's work and to maximise its relevance. Building a greater sense of clarity among staff over the purpose of strategic and guidance documents and explaining how various strategies connect to one another is an essential part of these trainings.

As displayed in Figure 3, the perception of IOM's training activities amongst IOM staff is largely very positive. However, as a respondent explains, training activities could benefit from stronger inter linkages across the organisation, with strengthened follow-up, coherence and continuity between these different training curricula: *'[There would be a training] on LMI issues and then a training on transition and recovery issues. And there were clearly some inter linkages between the two. But the LMI training didn't speak to the other training...so as a staff member of a country office, you're like, well, okay, that's fine. I did this training, I did the other training and I still don't feel able to apply this and to see the inter linkages between the two.'* (KII19). More systematic monitoring and evaluation of the training activities looking at their impact and sustainability (going beyond e.g., numbers of people trained) may also improve the quality and coherence of the trainings. Follow up actions in the medium and long terms on the usefulness of the training could lead to sustainable capacity strengthening among staff and relevant stakeholders.

However, one evaluation participant also emphasised the constraints in defining a broader scope of LMI activities imposed sometimes by donors or other counterparts.

Another area for improvement may be to diversify the range of capacity building activities as explained by this respondent: *‘There is undue emphasis on training, training, training and not doing anything else. We don’t do mentoring. We don’t do skills transfer. We don’t do setting up systems and handing over to governments or partners. Almost everything is through training, and we’ve trained people inside out over the past years.’* (KII15).

Figure 3: Helpfulness of trainings



Inclusive and collaborative approach

The documentation review and interviews with key staff indicate that the LMI strategic retreat in 2022 served as an inclusive and collaborative approach to strategy development for the LMI division. The evaluation also found that the process, which was kick-started at the retreat, is clear and purposeful and appears to have ownership among the LMI staff. As one respondent explained, the LMI strategy was formulated with the RTS and HQ (LMI as core) to ensure inclusion of the HQ and regional perspectives, and this will be followed by further sensitization of, and engagement with regional and country offices as part of the LMI division’s strategic overview and implementation plan. Should specific workplans be required, it will be important to establish a strong feedback mechanism so that the workplan process is perceived as a worthwhile and collaborative exercise with the engagement of non-HQ staff.

Analysis also indicate that similar field-driven consultations were sometimes missing in other institutional strategic initiatives as underline by the same respondent: *‘What I can say about the global vision is, from the field it was not really participatory, it felt like it was very top down....this was a process that was not very communicative it was more you just have to do it’* (KII4). As already underlined, IOM global strategic guidance can often be considered too ‘generic’ for inputting local contextual knowledge into implementation, also to increase the involvement and appropriation by staff at regional and country offices. No evidence was found in relation to preliminary regional and local risk analysis, or context-specific assessments and risk frameworks at HQ level. It would be

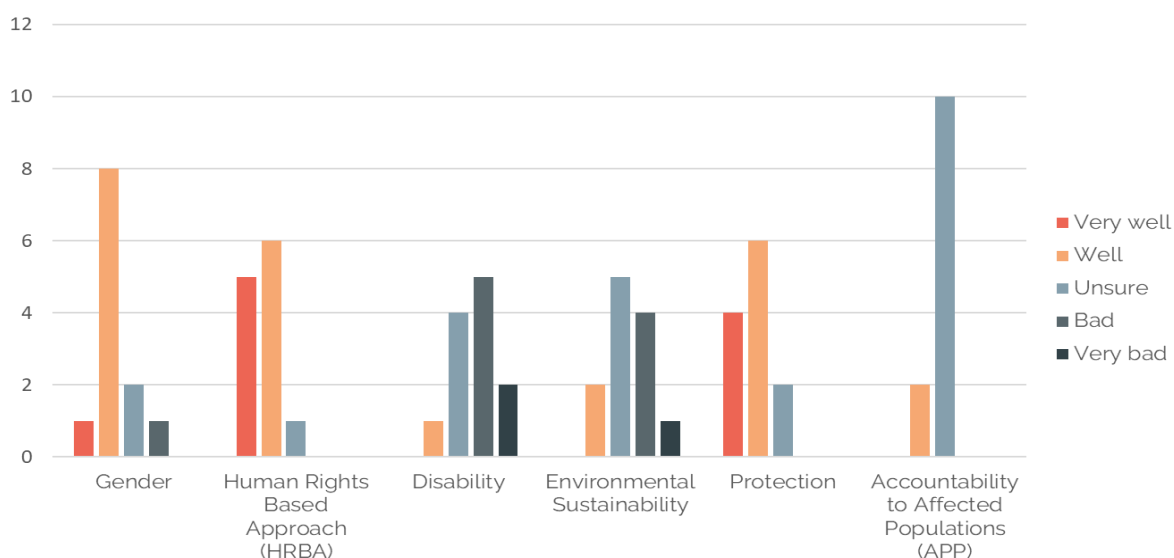
relevant to ensure that IOM’s approaches include adequate risk analysis, including demographic, economic, social, technological and public health risks, in particular those related to labour migration and social inclusion.

Cross-cutting themes in guidance documents

The incorporation of cross-cutting issues such as gender, human rights, disability and environmental sustainability within key strategy documents and guidance notes may ensure their effective mainstreaming across IOM’s programming and an assessment of how the LMI division’s strategic areas intersect with and include these topics is part of the evaluation criteria and related questions. IOM documentation highlights both success and some shortcomings in this regard. For instance, the Theory of Change for the CREST programme makes several references to gender but does not include any detailed references to themes such as human rights or the environment. In a similar way, the primary data collected reveal mixed success regarding the incorporation of such cross-cutting themes in IOM’s LMI strategic and guidance documentation. In the case of disability, it should be noted that only recently institutional guidance on how to integrate it more systematically has been developed beyond IOM’s commitment to the UN Disability Inclusion Strategy. In most cases, the persons suffering from disability were included in IOM specific attention to vulnerable populations, for instance in camp management activities or through protection, the Policy on Protection (2015) stipulating that protection of migrants must be afforded ‘without discrimination.’

The LMI cross-cutting areas most in need of improvement are disability and environmental sustainability, whereas gender, human rights, and protection are all seen as areas where IOM is performing particularly well (Figure 4). This is also reflected in the qualitative data, where several KII respondents highlighted a particular need to place greater emphasis on disability. One respondent explained the lack of mainstreaming coming from project development: *‘I have hardly ever seen any project where we disaggregate and also count the number of people with disabilities that have been able to participate’* (KII1). Another respondent makes a similar point regarding environmental sustainability, arguing that IOM should also have a greater focus on the organisation’s own operational carbon footprint, as well as incorporating environment sustainability thinking into its programming work.

Figure 4: Incorporation of cross-cutting themes in documentation



Coherence

The evaluation identifies actionable insights to maximise the coherence of the work on LMI to develop a more systematic approach to collaboration. To this end, the evaluation noted a series of clearly articulated activities envisioned during the division's technical workshop in September 2022, with follow-up activities having been rolled out in its aftermath. One specific point to consider is the IOM and ILO's joint framework for collaboration, to ensure this agreement is being fully implemented. The analysis of data moreover reveals a certain opportunity to further enhance the inclusion of migrants' voices in programme development, in addition to the fruitful efforts already in place. Furthermore, this section discusses whether there are labour migration, mobility and social inclusion international approaches, standards, terminology and legal concepts for which no sufficient consensus is available.

Systematic approach to collaboration

Changes to the wider context in which IOM operates by joining the United Nations System in 2016 have led to important changes in its approach to collaboration and partnerships: *'I think this particularly changed when we formally entered the UN system; before we could perhaps decide whether we were interested to engage with other UN agencies, like ILO, or rather not, because we weren't formally part of the system. Now, we are part of the system and the 'One-UN' approach that [creates] a legitimate expectation that UN agencies work together towards common objectives.'* (KII3). Another landmark shift came with the signing of the Global Compact for Migration (GCM) in 2018, with major implications for IOM institutionally as well as LMI specifically, with eight of the 24 objectives directly related to the division's work.

However, there is evidence that these developments came with their own challenges. As the previous respondent goes on to explain, this shift was a *'learning curve'* for an organisation that previously had been *'very quick in doing things [its] own way'*. Another respondent makes a similar point, stating that there is still work to be done in adapting the institution's mindset to this change: *'IOM needs to understand, everyone in the organisation needs to understand, we are no longer just an implementing organisation, we are now part of the UN family'* (KII7).

One of the most common sentiments regarding IOM's approach to collaboration is that it lacks a systematic approach, undermining the coherence of IOM's efforts towards collaboration and indicating that the organisation may benefit from more consistent guidance to staff across regions. A common theme that emerged from the interviews was that attitudes towards partnerships can vary widely depending on the personalities of the staff involved and across different regions and country offices.

Complementarity, harmonisation, and coordination

As part of its work within LMI, IOM collaborates with a wide range of partners, including governments, civil society, UN agencies, the private sector, and migrants themselves. The data reveals both successes and areas for improvement in IOM's engagement with each category.

Governments

A particular area of success is the engagement with governments as succinctly illustrated by one respondent stating: *'I think our government partners, respect us and understand IOM and what we do'* adding that although this sometimes means IOM is asked to do things *'outside of the norm'* this is a sign of the high levels of the trust in the organisation (KII4). There are various initiatives within LMI which demonstrate IOM's success in working with governments, for instance the Hellenic Integration Support for Beneficiaries of International Protection and Temporary Protection initiative (HELIOS)

delivered in partnership with the government of Greece. One external respondent working on the programme described the experience of collaborating with IOM as ‘very fruitful’ and that communications were smooth (KII30).

Civil society

IOM has demonstrated great potential in its collaboration with civil society. Indeed, one respondent describes government and civil society interactions as IOM’s ‘daily bread’ (KII2). Another respondent underlines this point and explains that whilst governments are the organisation’s ‘primary engagement’, working with civil society is a way in which IOM can identify organisations that bring ‘*complementarities, synergies, [and] diversity*’ to LMI programming (KII10). Broadly, KII respondents from civil society emphasised the positive nature of their working relationship with the LMI division, exemplified in the following statement by an NGO partner staff: ‘*The team is wonderful, fast response and very positive. They’re willing to listen in and adjust.*’ (KII 24).

Within LMI, respondents working on the CREST initiative are also very positive about the work being done to engage with civil society organisations. KII20 highlights the ‘direct assistance’ section of the programme, which came into being after the onset of COVID-19 and successfully engages with 28 civil society organisations.

UN agencies

The LMI Retreat of 2022 identified the cooperation with the UN, including but not limited to ILO, the UN Network on Migration (UNNM), the United Nations Development Programme (UNDP), and the World Bank, as an area deserving further attention even if there are many positive experiences, for instance with UNDP cited as a partner with which IOM has worked particularly well: ‘*Our work with UNDP, that’s been working out actually quite well in my region. Diaspora, remittances, developmental oriented work, migration and development, mobility...I think there’s a lot of communities for us to explore further with the UNDP*’ (KII4). Likewise, a respondent working on the CREST programme highlights the good work that has been done in ensuring complementarity: ‘*UNDP is working with the government on developing a national action plan on business and human rights, so we have been taking part as technical experts to provide the migration lens*’ (KII21).

One of the IOM’s most frequent partners for working on business, migration, human rights and labour migration governance is the ILO. It is a relationship that has borne many successful instances of cooperation, but also one in which there is room for improvement. A respondent highlights for instance the perceived overlap in the mandates of the two organizations: ‘*ILO, they have a mandate on labour, IOM has a mandate on migration. Clearly, we’re both working on labour migration. So, who does what and how do we work together? Sometimes that creates tensions in some regional context*’ (KII3). This was a sentiment also shared by a survey respondent in Asia who highlighted that the two organisations may ‘duplicate activities’, which undermines the One-UN approach. Another respondent expands on this, stating that despite the Memorandum of Understanding (MOU) that has been signed between the two organisations, there is often competition at the field level (KII4). The Joint ILO-IOM Workplan pledges that the two organisations should ‘maximise synergies, leveraging relative strengths and capacities’ and identifies specific areas of cooperation.¹⁵ However, some data indicates that there is still work to be done to translate this agreement into realities on the ground. Evaluation participants pointed out the importance of seeing additional efforts from both sides.

Many successful instances, in which IOM and ILO have enjoyed positive and fruitful collaboration, deserve however to be underlined. One respondent (KII31) highlighted for instance the positive steps that are being taken in developing joint regional workplans to help ensure better harmonisation between the two organisations. The same respondent also mentions the strong cooperation in the

¹⁵ ILO & IOM, 2020, Joint ILO-IOM Workplan 2021 - 2023 to operationalize the ILO - IOM Agreement from 23 October 2020

Pacific region on climate change: *‘And I think our cooperation in the Pacific region on climate change, and our cooperation globally on climate change are stellar’*. Overall, a fruitful relationship with the ILO has in fact been reported by multiple IOM stakeholders, and it is likely that any concerns or shortcomings shared by KII respondents in this regard were country specific or due to regional contexts prone to competition between agencies instead of collaboration.

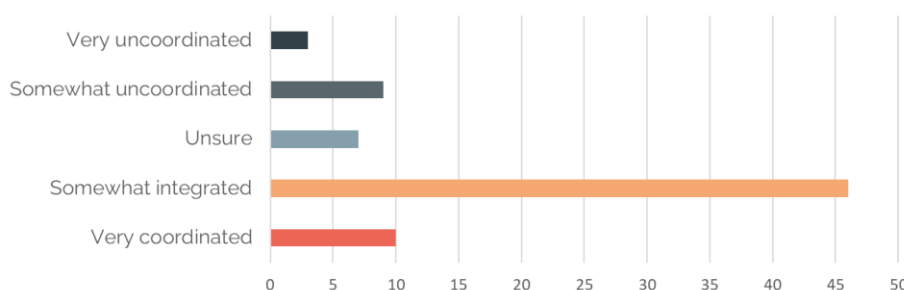
A respondent from the ILO highlights the Global Skills Partnership as an example of where the two organisations have worked together harmoniously: *‘We work closely with IOM, we’ve developed this Global Skills Partnership, for me, that’s a very important engagement with the issues relating to migrant workers, particularly skills development...I attach high importance to this partnership, and it is working very well’* (KII25). The respondent is particularly positive about IOM’s capacity at delivering operationally and highlights this as a key area of complementarity to ILO. One area of improvement is in joint resource mobilisation, stating: *‘We have not been able to mobilise resources jointly so far. We need to fix it’*. The respondent pinpoints the source of this failure as being the traditionally very *‘agency centric’* resource mobilisation, on both sides.

Another example of successful collaboration is *‘Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa’* programme (THAMM). This sub-regional project strengthens migrant workers’ protection mechanisms throughout the migration cycle, and IOM and ILO were able to roll out labour migration responses to the COVID-19 crisis in Europe and North Africa in close collaboration.

Ensuring harmonisation and complementarity between the ILO and IOM is thus of importance: while ILO due to its tripartite structure can effectively engage with Ministries of Labour, social partners, and trade unions, IOM ensures collaboration with a broad range of partners on labour migration policy development - beyond the realm of ILO.

In the context of the broader scope and mandate of LMI beyond labour migration, the LMI division has also developed effective partnership and a collaborative approach with several prominent partners. When asked about the extent to which the LMI division’s work is carried out in coordination and synergy with other actors, most survey respondents reported its approach to be either *‘somewhat integrated’* or *‘very coordinated’*, with some room for further strengthening of relationships with UN actors and other partners who work at the intersection of the LMI thematic areas. Few respondents described it as uncoordinated (Figure 5).

Figure 5: To what extent would you say that IOM’s work on labour migration, labour mobility and social inclusion is carried out in coordination and synergy with other actors operating in this field?



Private sector

The evaluation found that the LMI division is leading the way on private sector engagement within IOM, especially in the partnerships area. This work covers for instance the hospitality sector where the LMI division has managed to build significant trust under non-disclosure agreements - a highly

noteworthy achievement for the organisation as a whole. The LMI is the sole division to operate in such a way, seeking to bring about changes in standards within the hospitality sector or checking for modern slavery, whereas others focus on philanthropy and/or donor engagement.

The impact of the division's work is evident when looking at the reach of activities beyond IOM's own work - with important numbers of actors citing IOM in this domain, building on IOM's practices and willing to work in partnership. A significant achievement identified through the desk review is the publication of its 'Fair and Ethical Recruitment Due Diligence Toolkit to Support Businesses and Protect Migrant Workers'¹⁶ in late 2022. This suggests that the LMI division's work has the potential to create ripple effects beyond its own engagement with the private sector and encourage good practices and a move towards standardisation of ethical recruitment due diligence.

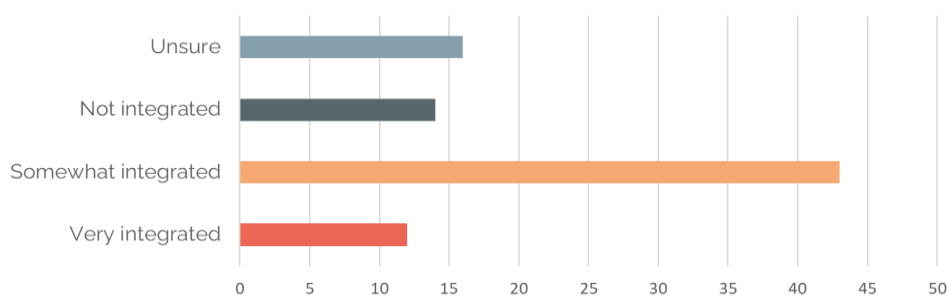
In terms of potential for further enhancement of its private sector engagement, some respondents suggested that a more systematic approach could be considered, with suggestions to *'really showcase and refine what is our sell to the private sector'* (K114). This was also a sentiment shared in the survey, where the private sector was cited several times in the comment section to the question: *With which partners do you think that it should have been essential to partner, but which was not successful/ didn't partner with?* Additionally, at the LMI Retreat in September 2022, a proposal was made to strengthen private sector engagement in both developed countries and informal economies.

Inclusion of migrant voices

As underlined during the retreat in September 2022, LMI programmes play a key role in magnifying migrants' voice and in generating positive narratives and aspects on migration, and this is an important role that the division ought to continue playing. Evaluation data highlight however that IOM could do more to incorporate migrant viewpoints as stated by one respondent: *'Voices of migrants, I don't think we're doing enough as an organization...we have not been able to come up with platforms that let migrants speak for themselves, we are speaking for them'* (K115). Whilst it is not possible to incorporate migrant voices into every area of LMI programming, further opportunities to include greater consideration to it in programme design exist.

These findings are corroborated by the quantitative data, where the most frequently chosen option to the question of *'To what extent have the voices of migrants been taken into account in defining IOM policies, programmes and projects related to labour migration, labour mobility and social inclusion?'* was 'somewhat'. In addition, 'not integrated' scored higher than 'very integrated' (Figure 6).

Figure 6: To what extent have the voices of migrants been taken into account in defining IOM policies, programmes and projects related to labour migration, labour mobility and social inclusion?'



¹⁶ IOM (2022).

The comments attached to these responses are also revealing, for instance: *‘There are still wide gaps in our approach to consult migrants at the development stage and/or revise activities at the implementation stage once it becomes clear that the proposed responses are ineffective or not required’*. It ought to be acknowledged however that IOM has often been focussing its work primarily on the collaboration with stakeholders such as governments, policy makers and civil society organisations and less interfacing directly with migrants themselves. There is ‘food for thought’ around whether, and in what ways, the LMI division’s work could be more deeply anchored in the perspectives and voices of migrants themselves - something which is likely a consideration relevant to other divisions of IOM who could play a role in the LMI field.

Nonetheless, there are also examples where IOM has been successful in this regard: *‘Migrant associations have taken part in providing inputs to the Labour Migration Strategy, Ethical Recruitment Guidelines, and Pre-Departure Orientation Manual’*. Several endeavours within LMI’s area of work seek to further increase migrants’ engagement. A respondent similarly indicated certain promising steps towards closing the gaps between LMI approach and migrants especially at field level: *‘I think there’s a ground shift in development programming, which is moving [towards] letting migrants and other stakeholders talk for themselves. We are very cognizant of our division. And I think there are some good practices definitely emerging’* (KII6). For meaningful consultations to be carried out with migrants, pre-design or needs assessments phases could be developed before projects and programmes are commenced, but this type of activity is generally not something that donors are funding. Hence, LMI teams could advocate with donors to allow for more time and resources to ensure strong integration of migrant voices and perspectives at the development stage and in M&E cycles during implementation.

Terminology

The evaluation wanted also to examine whether there was a need to further clarify legal concepts and terminology used in the fields of labour migration, mobility and social inclusion as differences in understanding of key concepts could create unnecessary complications in collaboration with other actors and in successfully raising funds with donors.

IOM does not own specific international norms (unlike e.g. ILO) but rather follows norms already set and the LMI division does benefit now from the set-up of the UNNM as a platform to find common positioning on key issues. It moreover works with the working group on bilateral agreements alongside the ILO in a similar way, and while different organisations may have different positions on various issues, working relationships are overall clear and positive and conducive to collaborative work.

Effectiveness

This section explores the extent to which the LMI Thematic Delivery Plan is contributing effectively to the achievements of the outcomes and results detailed in the various LMI related approaches and strategies. It moreover looks at whether and how the cross-cutting issues of gender, human rights-based approach, disability, and environmental sustainability are mainstreamed in the identified thematic areas of work. Furthermore, this section outlines key findings and lessons learned in relation to how and the extent to which the COVID-19 pandemic affected the implementation of the labour mobility and social inclusion projects.

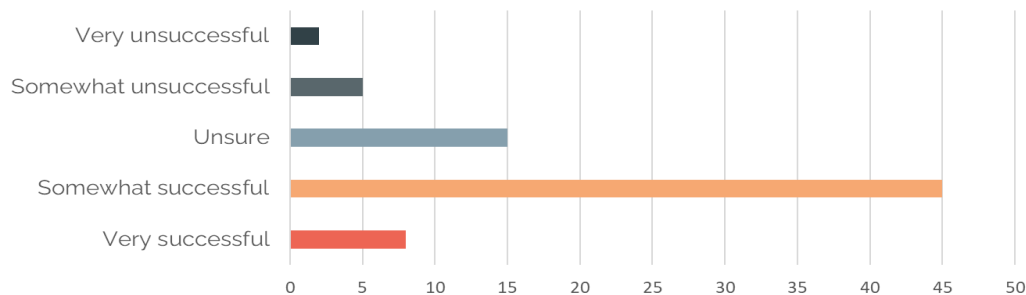
Achievement of outcomes

IOM’s achievement of outcomes in LMI varies depending on the geographic context and the thematic areas. Broadly speaking, there is a perception of IOM performing well in LMI topics, when taken as a

whole, as reflected in the interview and survey, where the majority of respondents feel that IOM has been ‘somewhat successful’ within LMI with only a small group of respondents choosing ‘somewhat unsuccessful’ or ‘very unsuccessful’ (Figure 7). This is corroborated by comments in the survey question, but also mentioning important challenges to overcome, namely harnessing governmental political will and increasing engagement with the private sector.

There is also evidence of a need to increase the effectiveness on longer-term, higher-level outcomes at strategic or policy levels. As one survey respondent describes, certain interventions point towards very little or no influence in long-term decision-making at the policy level, while they could have had some: *‘Whilst IOM is able to provide emergency relief (NFIs, PPEs etc) [to] support to returnee migrants during the pandemic, we have not been able to influence the formulation of laws/regulation/decrees/practice approaches on return and reintegration and/or access to social protection for returnee migrant workers.’* As one key informant also highlighted, the allocation of funding certainly has an impact on the extent to which different divisions are able to carry out influencing work and have an impact on the same. There are however on-going discussions to ensure that the LMI division has the resources required to have an impact at such levels.

Figure 7: To what extent do you feel IOM is successful in achieving the targets and outcomes detailed in its strategies relating to labour migration, labour mobility and social inclusion?



Respondents in regional and country offices often did not feel sufficiently qualified to comment on IOM’s global effectiveness outside of their own geographic or thematic area. This can also be seen as evidence of the need to increase communication and sharing between different offices to support a better understanding of the work of other LMI areas of the organisation, for instance through the creation of task forces and working groups.

Moreover, as mentioned earlier, when evaluating effectiveness on either a geographic or thematic dimension it becomes apparent that there is variance. A revealing example is found in the IRIS initiative for ethical recruitment. Many interview respondents highlighted IRIS as a flagship initiative of the organisation that is delivering well. This was a sentiment also shared by one of IOM’s partners, who stated that *‘IOM is doing a great job sharing all these principles and making them very public’* (KII14). However, other respondents highlighted a lesser degree of success depending on location, in Guatemala for instance mainly due to changes in the government, a lesser degree of political interest in the topic, and a reported strong monopoly that recruitment agencies have in the country, with little to no interest in sharing contacts and activity details with the Ministry of Labour. This assessment of a reduced level of IRIS effectiveness is not the case in the rest of the region, in Costa Rica, Honduras, Panama and El Salvador. The promotion of an initiative like IRIS may therefore require a more thorough analysis of the context of the country and the potential of the programme to expand on other pillars of LMI work, including on regulating recruitment and enhancing migrant worker protections; and working with civil society to enhance migrant worker voice and empowerment.

Cross-cutting themes in programming

IOM's Diversity, Inclusion, and Social Cohesion Initiative (DISC) has produced a number of helpful resources on matters relating to inclusion, providing practical recommendations for instance in creating an inclusive working experience for persons with disabilities. As underlined in an earlier section, there is a noteworthy degree of integration of key cross-cutting themes in IOM's strategic and planning documentation, and research respondents were overall positive about IOM's efforts of integrating several thematic areas within its programming, despite the limitations already mentioned regarding disability. This may explain the relatively low number of people living with disability participating in the various programmes. Some respondents however put it in perspective considering that mainstreaming of disability is relatively advanced, signalling an important presence of disability but potentially an uneven integration depending on programming area or geographical context.

Incorporating cross-cutting themes may also vary as it may not be possible for one project to incorporate all the themes at once. One interviewee also emphasised the need to prioritize considering that protection continues to be at the heart of all programmes in the framework of the promotion of human rights.

Discussing the integration of gender into programming, the LMI team has reportedly contributed significantly to the new strategic approach on gender and takes a lead role in IOM's work on gender. Several respondents also emphasised that many IOM programmes have gender integrated as an essential component but perhaps not yet fully mainstreamed across the LMI division's work in the same way as human rights are.

Others were more cautious highlighting that the understanding of the concept 'gender' remains somehow limited within the area of LMI programming. This was expressed by one of the respondents, who suggested: *'the only category that [is] very well integrated is gender, unfortunately, sometimes very narrowed down to "gender equals female and female participation." Or women's empowerment, but comprehensive understanding of the power relationships between genders and diversity of sexual orientation and gender identity, gender expression, and so on [is missing]. I think we have institutionally also evolved on the gender issue, and we have the gender marker for the projects, but what is necessary is to insist on a more comprehensive understanding of what this means.'* (KII19). The LMI division could continue to draw on the IOM Guidance on Gender Inclusive Communication (2021), which provides an understanding of gender which goes beyond the binary of women and men. At programme design level, it will be important for the LMI thematic areas to continue to integrate gender into programming through a comprehensive understanding of the gender markers for a better outreach of the programmes, as suggested by one interview respondent (KII16). In addition, the LMI division could consider broadening and deepening its work on gender aspects through partnerships and engagement with e.g. UN Women - an agency with which the LMI division has reportedly already worked in the area of pre-departure work.

Finally, a respondent emphasised that environmental sustainability appears to be one of the least integrated markers, not only when it comes to the design of interventions, but also in terms of institutional integration: *'I'm thinking not only about [...] specific interventions on [...] climate action or more responsible consumption and production, things like that. I'm also thinking about institutionally.'* (KII19).

COVID-19 adaptation

With the outbreak of the COVID-19 pandemic and a disruption of services throughout the world, the impacts of it were felt by every section of the population. The IOM programmes within the area of

LMI were also significantly impacted, with some of the programming activities not being able to go ahead due to restrictions on movement. The biggest impact was on the offline activities, which had to be shifted online.

While the impact on IOM's programmes was significant with travel and mobility restrictions, and social distancing measures, respondents felt that IOM performed very well and ensured that migrants were well informed about the lockdowns, travel restrictions, health measures and other guidelines.¹⁷ One of the survey respondents expressed that *'I do think LMI did well in terms of, for example, producing very relevant guidance to employers in terms of how to deal with migrant workers in the context of COVID-19 and ensure they're protected'* (KII3). IOM also developed specific materials to ensure that the migrants are well informed and received timely care. There are several further examples of how LMI programming innovated in the context of COVID-19. DISC has supported the delivery of a range of initiatives which focus on using digital tools for service delivery. The Power of Digitalization in the Age of Physical Distancing, a DISC Digest which highlights the work that IOM has done to adapt to online delivery, puts the spotlight on a number of such examples, including how the HELIOS initiative, which is one of the case studies for this evaluation, has adapted to the pandemic context.

Finally, one respondent highlighted that IOM should prepare risk analysis to learn from events such as the COVID-19 pandemic, where initially no one knew what to do despite previous experiences with other pandemics: *'It is important also for the organisation to get involved in more advanced and preventive risk analysis to be able to benefit, flexible and timely responses to address those issues, not to wait for something to happen like with COVID-19 and nobody knew what to do.'* (KII10).

Efficiency

This section discusses the extent to which the size, structure, distribution of roles and responsibilities assigned to Headquarters departments and Regional Offices staff are appropriate for addressing the prioritised areas of work in the field of labour migration, mobility and social inclusion. It looks at the extent to which IOM is effective in obtaining the financial resources required for implementing its strategic approaches and related programmes. It seeks to provide insights into the extent to which the resources – both human and financial – identified in the LMI Thematic Delivery Plan are sufficient to implement activities in an efficient, timely and cost-effective manner and to identify the most challenging LMI areas to fundraise for and the reasons behind such challenges.

Overall efficiency of the LMI

The desk review and LMI Retreat outputs clearly highlighted noteworthy strengths in the area of efficiency of operations. As one partner organisation representative highlighted in a KII, a competitive advantage of IOM is that *'they're very good in operations. They have quite a hands-on approach to the operations and their mechanism is better geared towards operational efficiency. [...] They're very good at operations, that is the kind of complementarity I see and the unique value proposition that I can bring'* (KII 25).

Nevertheless, the evaluation data analysis revealed certain structural and resource gaps relating to organisational structure, which should be given additional attention to further enhance efficiency of the LMI division. Working in 'silos' within IOM structure, which often prevents efficient communication and collaboration, was identified alongside challenges within the areas of funding and

¹⁷ See also [COVID-19 Evaluation Report Final.pdf \(iom.int\)](#) for further references on IOM response to Covid-19 pandemic.

resourcing. One of the primary issues is that the expectations and workload placed upon LMI team members are not sufficiently matched by the resources allocated to it.

Organisational structure

IOM has grown significantly in recent years in the context of its expanding mandate in international migration and the increased scope of its activities. In addition to the HQ, IOM is also composed of regional, country, and administrative offices, operating worldwide in over 180 country offices and sub-offices. To better address this growth, a new structure has been put in place in 2022 for HQ and work is still in progress for the restructuring of the regional and country offices, requiring time to adapt and be fully functional.

This situation has created some inefficiencies in IOM overall, and within the LMI division specifically, the work in silos being one of them with an impact on LMI multiple areas of intervention: *'Different parts of the organisation deal with different issues. We have people dealing specifically with policy, we have people dealing with knowledge management, we have that challenge of making sure that we tap into all the expertise and innovation in the way that we can do it quickly and comprehensively within the resources we have'* (KII6). Another respondent states: *'it can feel 'repetitive' to talk about the issue of organisational silos, as it is one which is a recurring theme in internal operational discussions'* (KII10).

Despite these constraints, IOM is still achieving success in internal collaboration: *'Everybody speaks about oh! we operate in silos, we are not working together, etc. My sense is that if it was assessed from an external point of view, it's not doing so bad...whether by design or out of necessity there is a lot of cooperation and collaboration that happens in house'* (KII15). The root issue of silos is not an unwillingness to collaborate, but the constraints that are placed on divisions due to a lack of resources: *'The whole discussion around collaboration requires resources. And without resources, extra resources and time it's very difficult to collaborate...If there's a genuine interest to break down silos within the organisation, and outside, we have to be properly resourced'* (KII6).

Another inefficiency created by working in silos is that it inhibits the effective sharing of best practices - which could however be integrated in the context of the on-going revision of the Terms of Reference for regional offices and RTS: *'Definitely, there is a need for more cross regional cooperation, if I can say we express this because other regions might be doing quite interesting things that can be customised for our region and vice versa'* (KII10). The same respondent highlighted the potential benefits of a continuous engagement aimed at cross-organisational learning and sharing of experiences and expertise: *'For example of what concerns migrant workers' rights. I know that Asia is quite more developed than Africa. So, we are looking to them to share, for example, how they negotiate better protection of the migrant workers' rights, better contractors, better payments, with countries of destination, engagement on a political level. These are some of the good things that you can see what others are doing and try to bring the standards a little bit higher on what you do.'* (KII10).

The same sentiment is shared by another regional colleague, who underlines that connections between staff in different regional offices are very 'ad hoc', often resulting from staff members being friends or knowing each other from previous lines of work, and that there is *'no sort of system for proper information sharing between regions'* (KII11). Insufficient communication and knowledge sharing also has the potential to lead to the duplication of work, with multiple divisions or offices producing similar materials. The LMI Retreat in September 2022 recognized that internal and external communication ought to be improved.

The data also indicate that inefficiency in internal functioning between headquarters and regional and country offices adds other burdens, with sometimes excessive bureaucracy and processes involved in the work as explained by one respondent spending disproportionate amounts of time on administrative tasks relating to project implementation, in particular matters such as getting approval from the headquarters on different aspects before being able to move forward. The same respondent suggests trying to simplify such processes: *'Take for instance, a project on labour mobility between Africa and [a European country], since it covers two continents. The last word will always be with headquarters. So it will be drafted by us, it will be reviewed by the Regional Office and then it will be reviewed by the headquarters endorsing it or not.'* (K1112).

To this end, the LMI Retreat also highlighted the importance of capitalising on expertise at HQ/RO offices, and to ensure more strategic discussion on how to promote and endorse regional and global initiatives and objectives between HQ and RO.

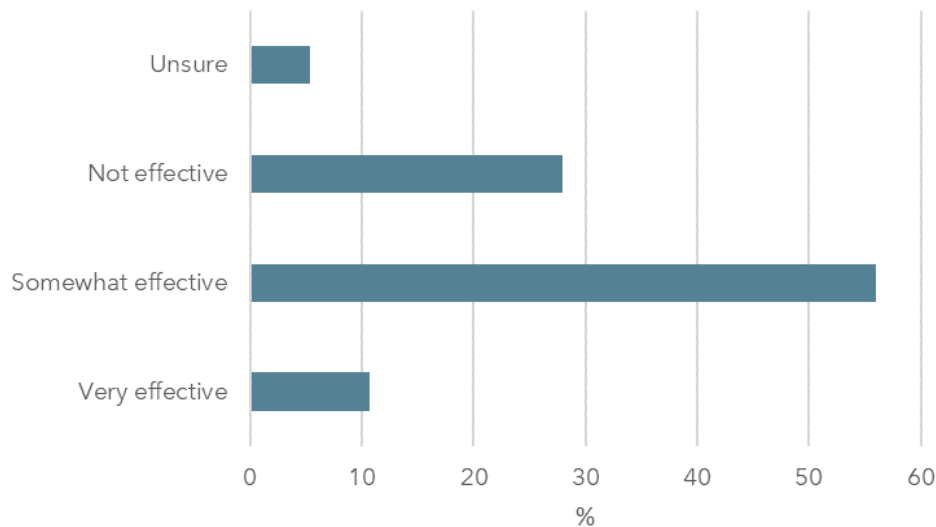
Funding

Several interviewees considered that it is more difficult for IOM than other UN agencies to raise funds, in particular unearmarked funding that is not tied to specific projects and programmes. It was highlighted at the LMI Retreat that one key challenge for the division is the lack of core budget, which is related to a structural problem on how IOM Programme and Budget is build, and despite the budget reform processes regularly discussed by IOM Member States. As one respondent suggested, while the IOM does manage to raise significant amounts of funding overall, it has at its disposal relatively low levels of core funding: *'We are good at sourcing money. We've had to do that. We don't have a large core fund compared to the other UN entities. I look at the ILO again, half of the budget is core funds and un-earmarked core funds. We have a fraction of, we have 90 – 95 percent, whatever it 's, for projects.'* (K114).

The organisation also appears to face challenges in attracting certain types of funding, the reasons of which are sometimes difficult to identify ranging from possible limitations in its communication capacities to 'brand recognition'. As one respondent suggested: *'IOM has been effective in mobilising funds for diaspora engagement, but the labour migration thematic area has not received adequate funds.'* Another survey respondent added that major donors do not appear to be greatly interested in supporting the specific topic of LMI, and it was moreover suggested in the survey that *'migration is still seen as a security issue or a negative topic, even by donors.'* Along the same lines, another survey respondent emphasised the difficulty in obtaining funding for issues that are seen as unpopular: *'Lots of donors are unaware of these programmes and they aren't as trendy as other areas of work. I think there is also a perceived lack of value for this work because people don't prioritise the needs of migrant workers. So, if they don't inherently value the lives and experiences of migrant workers, they won't value their protection.'*

Many respondents (56%) stated however that IOM was 'somewhat effective' in obtaining the necessary financial resources to implement the strategic approaches on labour migration, labour mobility and social inclusion and 11% thought it's 'very effective'. Some 28% said it's 'not effective', with the remaining 5% stating they were unsure (Figure 8).

Figure 8: How effective is IOM in obtaining the financial resources necessary to implement the strategic approaches on labour migration, labour mobility and social inclusion?



One challenge found in resource mobilisation efforts is that IOM is not the sole actor working on labour migration and fundraises alongside organisations such as ILO and UN Women – two strong UN agencies gaining more space in this area of work, as well as large numbers of CSOs and private sector groups who work on this too. In addition, many countries establish bilateral agreements on labour migration, where the work is implemented by the government and the private sector directly, rather than outsourcing – and funding – the IOM for this work. Some development partners and donors have also reportedly shifted their funding style and mostly implement directly with the host government or through the private sector and CSOs and that donors may only fund IOM and UN when they cannot do through the government, civil society organisations or NGOs.

Additionally, LMI faces challenges in its resource mobilisation as its work may be considered as lower priority than projects requiring humanitarian funding. For instance, as KII6 highlighted in the context of the Ukraine crisis, LMI may suffer from further reduced funding: *‘Donor funding is traditionally also not necessarily focused in these areas, because they want to address humanitarian concerns...and we are already seeing that because of the Ukraine crisis certain donors have already told us that we shouldn’t expect the same amount of money and that is of concern.’* Indeed, an ever-changing geopolitical situation with shifting political and humanitarian priorities within governments and donors inevitably affect the funding levels accessed by the IOM and LMI in particular.

In addition, regional differences in IOM’s fundraising were noted by both KII respondents and survey participants, the following statement summarizing it well: *‘very much depends on the region. For example, in Europe it was easy to raise funds on migrant inclusion or integration and difficult to raise funds on ethical recruitment. In Asia it is the other way around’* (KII11).

In light of the fundraising related challenges, several suggestions were made as to how these efforts could be rendered more fruitful. For instance, it was suggested that the IOM could enhance the way in which it communicates its work: *‘if there’s one area where I think we can do better, particularly as LMI is, communication and visibility of our work, I think excellent work is being done. It’s just not visible. And sometimes other organisations maybe communicate better’* (KII 3). This may be seen as a resourcing issue as LMI does not have a dedicated communications team to carry out this work.

Another potential area for improvement is the development of a more integrated and systematic approach to fundraising, in particular with regard to the private sector: *‘We could have further*

guidance, in particular approaching private donors. This could be very helpful'. The same respondent also highlights the need for more joined-up thinking between HQ and regional offices on matters of fundraising: *'I think we could also reflect on the linkages between HQ and the other IOM offices to maximise our fundraising strategies.'* Another survey respondent emphasised the importance of ensuring that IOM RO Brussels works closer with headquarters for EU regional funds and in getting EU (or its members) unearmarked funds for the Migration Resource Allocation Committee (MIRAC) to carry out LMI projects in country offices.

Despite challenges in the domain of resource mobilisation, the evaluation notes that LMI teams are utilising the funding received in an efficient way as summarized with this statement: *'I would say this is one of the poorest divisions in terms of magnitude of funding. Perhaps one of the biggest in terms of the impact [considering the size of funding].'* (KII6). This is noteworthy given the large and varied portfolio of LMI, with high expectations on the work of the department, which may not be always supported by appropriate levels of resources.

And more importantly, interviews with donors highlight the positive relationship that IOM and the LMI division have forged and nurtured with key donors. For instance, one respondent repeatedly emphasised the excellent nature of their working relationship with LMI: *'They have been a really great partner to [us] – a very, very valuable partner. I have to say I have no complaints to be honest.'* (KII14). Another donor similarly expressed the following: *'They've been really great [...] I scheduled times where they would just walk me through each part of [the thematic area], it was always very, very good information. [They are] very present, very engaged, very recent, responsive, timely, and, and also professional and collegial.'* (KII13).

Human resources and LMI's modes of operating

The LMI division has stated guiding principles and values to guide its modes of operating across its teams and its organisational culture, as outlined during the retreat in September 2022. These include but are not limited to adopting an open and inclusive approach; embodying a willingness to share knowledge and to collaborate; ensuring a non-hierarchical and networked approach; and leveraging cross-cutting skills and expertise. These guiding principles appear well-targeted and conducive to an efficient work environment for the division staff and signals a commitment to inclusivity and the efficient harnessing and maximisation of skills, knowledge and expertise. Indeed, as emphasised during the retreat, the largely informal, "ad-hoc," non-hierarchical structure allows LMI to deliver high quality and on time.

The LMI Retreat also highlighted a need for strengthened internal institutional coherence on Terms of Reference (TORs) to be revised according to institutional structure (HQ/ROs/COs) roles. It was moreover emphasised throughout the evaluation that the organisation's projectization model has a negative effect on overall efficiency, in that it impacts staff availability and retention, distribution of human resources, and professional growth and development: *'It's obvious [projectization] has a very strong influence on staff availability, staff distribution and staff development. And in many cases, you are not able to retain staff or to invest in staff.'* (KII19). The issue of projectization appears throughout the evaluation questions and analysis and it is something which is fundamental to the way in which IOM operates. However, projectization also offers advantages, particularly in the way it allows IOM to remain flexible in its responses and adaptation to changing priorities with movements of staff and expertise, but the point remains that its short-term nature undermines the efficient allocation and retention of human resources. Increasing investment in staff development is also an area that is

highlighted in the IOM Strategic Vision, which stresses the need to ‘empower’ and ‘equip’ staff to ‘realize their own potential’.¹⁸

In addition to projectization, there was a general sense that human resources are often insufficient to effectively achieve IOM’s desired outcomes. Indeed, it appears that IOM has a high level of expectations placed on the LMI division without necessarily assessing properly its resource needs and ensuring that it has the required allocations at its disposal – both in terms of staffing and overall finances. One respondent highlighted that this is particularly true at the regional level, where the expected responsibilities are high: *‘At the regional level, it’s myself and then I have a regional programme officer who’s supporting the activities. [...] We also have the responsibility of supporting missions’ development projects, but also reviewing their project reports before they are submitted to donors. We also have that quality assurance, responsibility at the regional level. So, between that guidance to missions, regional level, policy engagement and the different contribution that is expected from us into the work of the division at the global level.’* (K119). The same respondent continues: *‘Everyone is overstretched, but it becomes almost unrealistic to really cater for all those needs. So, one of the issues is clearly the limited resources and then the very great demands that regional specialists are expected to respond to at the country level, at the regional level and at the global level.’* (K119). This is a sentiment shared by other respondents. Whilst this is not a phenomenon unique to LMI, it is certainly one which is felt highly across its different thematic areas given LMI diversified responsibilities and expertise requirements.

During the retreat, it was also emphasised that whilst LMI division is very effective at responding swiftly and reactively to requests from COs, this also risks hampering the bandwidth and resources available to be more proactive in all areas. Hence, while there is a high level of efficiency and agility to respond to needs, this can sometimes come at a price and should be carefully balanced and considered. In addition, a need for enhanced cross-regional/continental programme coordination (internally) was highlighted as a matter requiring attention in order to enhance efficiency and internal coherence.

Impact

This section sheds light on the changes that the LMI Thematic Delivery Plan and annual action plans have produced thus far, including on the strategic vision pillars of resilience, mobility and governance. It examines the extent to which IOM is contributing to international dialogues on labour migration, mobility and social inclusion, and to the expansion and dissemination of data, research and best practices. More specifically, the section looks at whether IOM can be considered a ‘reference’ in the field of labour migration, mobility and social inclusion, including on social protection, migrant inclusion, ethical recruitment, diaspora engagement and remittances.

Impact on the Strategic Vision pillars

The three pillars of the Strategic Vision provide a set of institutional strategic priorities for IOM. LMI’s own strategies align themselves with these three pillars. The LHD Thematic Delivery Plan lays out clearly how LMI programming intends to respond to each of these objectives by placing them under different ‘focus areas’, for instance CREST, IRIS, and DISC are included under ‘rights protection and inclusion’. Likewise, the 2022 Action Plan displays a clear awareness of the need for alignment between LMI activities and initiatives and wider institutional goals. However, in its assessment of how

¹⁸ IOM, 2019, IOM Strategic Vision 2019-2023

effectively LMI is working towards the three pillars this evaluation still found some potential opportunities for further impact.

The first pillar of the Strategic Vision, 'Resilience', refers to IOM's commitment to 'take a long-term and holistic approach to emergency response, integrating development objectives and acknowledging changing drivers and vulnerabilities'. The evaluation data indicates that IOM could be doing more to ensure LMI work is aligned to this long-term approach to its programming, although it is acknowledged that this would require additional resourcing beyond the current levels as already discussed. The oft-cited issue of projectization feeds into this by inhibiting IOM from following-up on the impacts of its projects after they have been completed. This was emphasised by a survey respondent who stated: *'Our interventions still seem to stop at the activities and output levels, with short term results and impact achieved for immediate direct beneficiaries (which are usually in small numbers), but very little influence at the strategic or policy levels'*. The challenge for a projectized organisation such as IOM is to ensure that its work within LMI is guided by a long-term vision, rather than piecemeal, ad-hoc initiatives that move quickly from one issue to the next.

Despite such challenges, the LMI division has managed to make strides, with the strategic retreat in September 2022 as a key milestone which set off the division in a strong strategic direction with the reframing of the LMI portfolio. The retreat provided a forum for the development of an initial roadmap for the next five years, which has been followed up consistently in the months following the retreat. Enabling the Division to better describe the changes in the situations of migrants, transnational communities and partners happening as a result of the LMI work, as well as drafting a mission statement outlining its 'raison d'être', alongside core strategic focus areas with specific goals and action plans, the retreat is testament to significant efforts being made to work strategically and systematically to achieve sustainable results and impact, and signals strong leadership in this respect. Ensuring that the ideas generated during this retreat are consolidated and that the resulting action plans are followed will be key to ensuring a long-term approach.

The second pillar of the Strategic Vision, 'Mobility', refers to IOM's commitment to 'pursue innovative approaches to the design and implementation of systems to manage migration'. The data indicates strong strides in this area of work, but with certain aspects which could be enhanced further. As one respondent explains, the rigid parameters that are put in place by IOM with regard to project development can sometimes inhibit innovative, flexible programming: *'Projects are basically formulated in a specific way and if we were able I[to allow for] more innovation...we would probably be able to do more'* (K116). Ensuring greater room for flexibility in the project development phase can be an effective way for IOM to enable staff to develop innovative approaches, which in turn will help LMI to contribute to the achievement of the second pillar.

The third pillar, 'Governance', is outlined in the context of the adoption of the GCM and provides a new 'opportunity for IOM to 'support participating governments to build capacity for the governance of migration and the provision of assistance to migrants', which will require 'more strategic partnerships with a broad range of stakeholders and partners', as well as 'robust research, analysis, and data collection capacities'. This evaluation has outlined the success IOM has enjoyed in engaging with governments on a variety of fronts. One area that respondents indicate as being particularly successful in this regard is as a facilitator of dialogue: *It's important to have a facilitator who can bring these different parties together and IOM has been playing this role by facilitating dialogue and providing forums to countries to discuss challenges involved in managing migration, and labour migration in particular'* (K113). The same respondent cited the Colombo Process as an example of the kind of impact IOM can have in terms of facilitating dialogue between stakeholders: *'For example, the Colombo process, which is a dialogue amongst countries of origin in South and Southeast Asia where basically*

they share experience. They strategize in different topics [...] for example, ethical and fair recruitment. Could be skills and qualifications, could be remittances. And we feel that these have been very instrumental because it's difficult for countries on their own to necessarily come up with the right solutions. It requires discussion with other countries - it requires a joint approach.' (KII3).

IOM's LHD thematic delivery plan may produce evidence-based changes on the ground when focus areas and pillars align with the improvement of migrant's lives. This challenge for IOM, and LHD particularly, seems of significant importance for the successful application of LHD's vision.

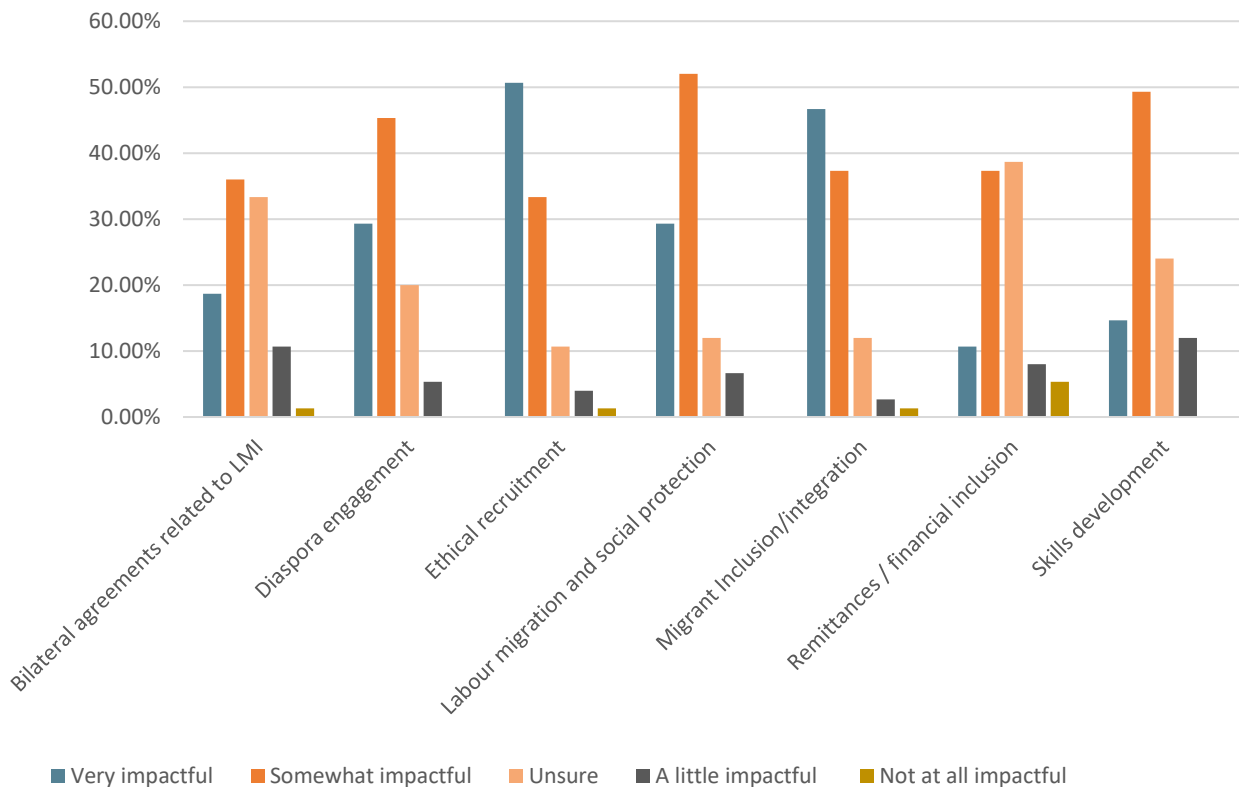
Thematic areas

The strategic focus areas outlined during LMI's Retreat in September 2022 help to clearly identify the overarching thematic areas in which the LMI team is playing a leading role. These are, as already mentioned: Governance and Mobility (where LMI works to provide technical assistance and policy advice); Integration, Social Inclusion and Cohesion (where LMI develops migrants, communities and governments capacities to achieve full inclusion and social cohesion); Migration, Business & Human Rights (allowing LMI to promote ethical recruitment and protection); Diaspora engagement (focusing on engagement, enabling and empowerment); and the Future of Mobility (where LMI responds to complex realities and the intersection of the future of mobility and work), with the caveat that this is a pillar without any thematic resources allocated. Impact can be clearly identified across all focus areas of the LMI, albeit with certain regional variations.

Drawing on the primary data of the evaluation, the survey reveals that IOM staff perceive ethical recruitment to be the thematic area in which IOM is having a particularly strong impact, with over 50% of respondents choosing 'very impactful'. This is corroborated by the qualitative data, where respondents frequently state their belief that ethical recruitment is both one of the most recognised and impactful thematic areas, as also expressed by a donor agency representative who repeatedly referred to the ethical recruitment area of work of the LMI as a particularly successful and impactful domain (KII 14). This has been mainly achieved through LMI's flagship programme in this space - the IRIS initiative, which is analysed in greater detail in the case study section of this evaluation.

Also performing particularly well on the survey is migrant inclusion and integration. Programmatically, the work of the HELIOS programme (case study 6) is a strong example of LMI's work within this area. Indeed, one respondent points out that Europe as a whole is a region in which LMI is having particular impact: *'I think in the past six or seven years, the integration portfolio in Europe has exponentially grown as well. So, I would say that now we are firmly positioned on integration.'* (KII19). Likewise, the organisation's work under the Diversity, Inclusion and Social Cohesion (DISC) initiative, highlighted earlier in this report, which works to elevate the social inclusion agenda within LMI, is recognised as a particular area of success and one which has the potential for further expansion. Meanwhile, at the aforementioned retreat, while the discussions highlighted LMI's strong commitment to proactively supporting effective labour migration governance and social inclusion efforts, and to push for systemic changes, which can empower migrants to become active participants in inclusive and cohesive societies, IOM's position on social inclusion was raised as an area where the LMI division could benefit from seeking enhanced clarity to the definition of social inclusion, and how it fits into the division's work.

Figure 9: How impactful do you feel IOM's work is in the following areas?



Another particular area of success for IOM has been the diaspora engagement, in which one of IOM's most impactful programmes is the iDiaspora (case study 2).

On the lower side, remittances are less likely to be cited as an impactful area for LMI. One respondent highlights that FEE used to be an area within LMI, which was lacking resources but now that more resources are dedicated to it, it should become a key element of LMI activities even if operating without an established programme. This area of work has nonetheless made important achievements, with key examples to be highlighted at country level. For instance, in Belgium, a new project has been rolled out where migrant investment groups work with the government of Belgium to achieve results in FEE; interesting intersections between FEE and LMI's work on diaspora engagement have also been explored, in particular in the area of economic contribution of migrants.

IOM's contribution to international dialogues

Assessing IOM's position as a 'reference point' on LMI through its contribution to international dialogues on labour migration, mobility and social inclusion and to the expansion and dissemination of data, research and best practices, the evaluation findings are largely positive. The LMI seeks to work as a convener and a thought leader across the migration continuum in all contexts, and data from multiple evaluation sources indicate strong achievements in this regard. The survey reveals a positive perception amongst IOM staff over the extent to which IOM is seen as a reference point along the following categories: expansion and dissemination of data, research, and best practices, and the results do not show a high level of variance between categories, although best practices scores slightly higher.

Thematically, interview respondents highlight ethical recruitment as being a key area in which LMI is seen as a leader. Other examples of areas where LMI has a strong standing as a reference point include its work around the Regional Consultative Processes (RCPs) and GCM. The 'Skills Partnership', which

emerged out of IOM's engagement with the GCM is an example of how the organisation was able to leverage global platforms and utilise its credibility and standing to enter new collaborative efforts with key partners. The fact that LMI is considered a strong reference point in some thematic areas over others may also be explained by time factors as some areas of work have been part of the LMI portfolio for much longer than others. Diaspora engagement, for instance, is the longest standing area in the portfolio alongside governance and bilateral areas, whilst HELIOS and ethical recruitment have only been part of the portfolio for the past decade. Integration is even more recent, and has expanded in the past five years, whilst FEE has only been expanding for about a year. The LMI division's work on complementary pathways is another area cited as a vastly growing thematic realm for the division.

In terms of the contribution of LMI to processes and frameworks such as the GCM and UNNM, Global Forum on Migration and Development (GFMD) and RCPs, the evaluation data indicates a positive trend. As one evaluation participant emphasised, IOM leads discussions on the SDGs with stakeholders from different sectors in its capacity as the GCM coordinator. Another person commented that IOM's contributions appear to be more impactful within the IMRF and GCM than within RCPs and regional economic communities (RECs), and this could be investigated further. Another person similarly suggested: *'There is [a] need to enhance IOM's direct engagement with RECs as they are important building blocks for regional integration and important players in implementation of free movement regimes, especially in Africa.'* (Anonymous survey respondent)

When asked to assess the level of contribution IOM has on various international initiatives regarding LMI, 73% of respondents found that it contributes 'a lot' to GCM, 59% that IOM contributes 'a lot' to the SDGs, while 32% responded that it contributes 'somewhat' to SDG. Only 3% reported that IOM contributes 'a little' to SDG and none of the respondents thought there is no contribution at all. Similar positive responses were provided when asked the same question relating to the IMRF (49%), the International Dialogue on Migration (IDM) (31%), RCPs (36%), with a slightly lower response rate for RECs (21%), bilateral initiatives (24%), and emergency coordination mechanisms (22%).

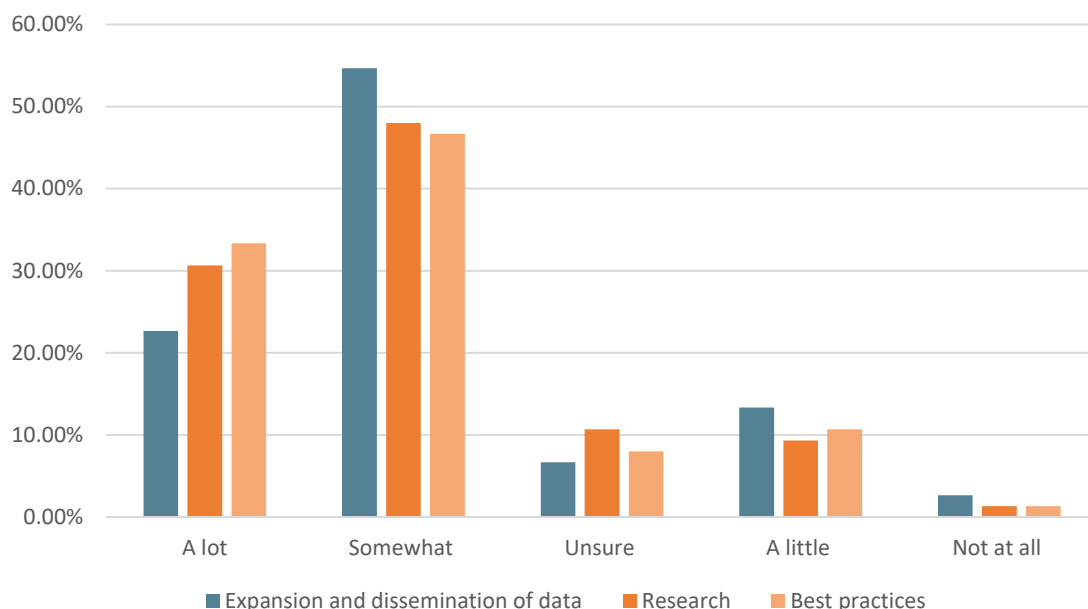
IOM is considered of having a significant impact with LMI's diaspora work within international dialogues, for instance by hosting the Global Diaspora Summit (GDS). A survey respondent moreover highlighted the growing importance of IOM's diaspora work: *'It's growing a lot. And it has had a lot of impact in the past few years'* (KI15).

In April 2022, IOM and the government of Ireland organised the first Global Diaspora Summit in Dublin. This is considered a landmark achievement for IOM's work within diaspora engagement, with one informant stating that *'the outcomes and scope of the Summit were unprecedented'* (KI15). The summit invited governments, diasporas, international organizations, academia, and the private sector to openly discuss their best practices to maximize diaspora engagement as well as the future opportunities and challenges. In addition, a series of high-level events followed the GDS, including the UN General Assembly side event on Diaspora engagement across the Humanitarian-Development-Peace Nexus and the IMRF side event entitled 'Future Agenda for Global Diaspora Engagement: Paving the way to achieving Objective 19 through regularisation and further inclusion'.

Diaspora engagement has also been recognised as a key area of migration governance for IOM at regional level. Key events such as the Global Community of Practice (G-Cop) on Development Without Borders, co-organised by the African Union, Africa Continental free trade Area (AfCFTA), African Development Bank Group and IOM is an important example in this regard. Additionally, the Southern Africa Regional Diaspora Engagement and Investment Forum organised by IOM, as well as regional declarations such as the Maputo Declaration and the Santiago Declaration, demonstrate the rising interest of Member States in engaging with their diasporas and mainstreaming them into policy and development initiatives, signalling high achievement of IOM in this thematic area. It should also be

noted that the work was conducted by IOM in partnership with other key stakeholders, increasing the coverage and impact of such initiatives.

Figure 10: To what extent do you feel IOM is used as a reference in LMI when talking about the following?



Sustainability

This section outlines key challenges to the sustainability of IOM’s interventions on labour migration, mobility and social inclusion. It explores the extent to which strategic and technical guidance documents on labour migration, mobility and social inclusion approaches are useful for guaranteeing the sustainability of LMI’s interventions when relevant. Moreover, the section looks at the documentation and utilisation of lessons learned to ensure the sustainability of benefits generated by the initiatives and projects. The evaluation found that the main challenges to sustainability include factors such as shifting political priorities inside governments, which poses challenges in terms of continuity of funding, as well as fundraising due to the project-based nature of IOM’s work. However overall, the organisation is doing well with regard to sustainability, and wider frameworks such as the GCM provide LMI with longer-term goals to work towards in close coordination with governments.

External environment

A factor influencing the level of effectiveness and sustainability of IOM’s initiatives is the local context within which it operates, in particular changing political contexts. As one respondent explained for instance, the government had changed approximately every two years, which meant it was never certain that potential positive impact on laws or policies would be sustained over time.

Moreover, and as already underlined, limited funding makes it difficult for IOM to assess whether the benefits and impact of an intervention are sustained and continue after completion. In addition to this, the sustainability of projects is affected by shifting priorities among donors, and the associated availability of funding from states, which was also flagged at the LMI Retreat as a significant ‘external threat’ for the sustainability of interventions.

Projectization

Another challenge to sustainability is IOM's aforementioned projectization. As one respondent highlights, projectization can negatively impact on sustainability because it inhibits IOM's ability to follow up on the sustainable impact of its projects: *'It comes at a cost and that cost is that you may not even be there to see the immediate effect of your work because you have to close shop and leave.'* (KII15). Projectization also undermines the extent to which there is consistent ownership by the end of the project, as emphasised by one respondent: *'Sustainability is really about making sure that there's ownership in the end and projects by their nature [are not conducive to this].'* (KII6). Likewise, projectization can also impact sustainability because of the way it shapes how funding is allocated. In particular, the way in which it can inhibit flexibility in spending as funding is often linked to the specific priorities of the donor and may not be adaptable to the needs on the ground. If there is no funded follow-up project or the priorities of the donor change, then IOM is not able to guarantee sustainability and follow up on the impacts of the project, as alluded to above.

The shift/changes in project members may also lead to information lost during knowledge transfer. As a result, the objectives and methods of the previous phases of a project are not always effectively carried forward and as emphasised by one respondent: *'The way the organisation does or fails to do knowledge management has also affected us, it's always start from scratch. Nobody knows where the previous programme was, what lesson was learned from, it depends on people, people have left, people have moved with their files.'* (KII15)

Documenting and integrating lessons learned

Another area of analysis is the extent to which lessons learned have been documented and used specifically in relation to ensuring the sustainability of the benefits generated by LMI initiatives. The evaluation findings are somewhat limited in this domain, and it is unclear whether a systematic approach is fully in place for documenting lessons learned and ensuring their subsequent implementation and incorporation into future plans, and whether the LMI team capacity is sufficient for ensuring effective documentation.

The data collected in this regard nevertheless points to important lessons having been gathered and documented recently within the context of COVID-19. As one interview participant explained: *'Overall, we have done well, and I would say also, there are important lessons learned from that experience, which we're taking forward regardless of the fact that maybe the situation is improving and that we were slightly becoming post COVID. I do think we have lessons learned from that that will influence our work in the future.'* (KII3)

Valuable lessons learned have also been documented in the area of IOM's collaboration for instance on the Global Skills Partnership, and with a range of actors to ensure impactful and sustainable work. In this regard, one KII respondent provided examples of how important lessons had been drawn on fruitful collaboration within the UN network and that learning have played an important part in enhancing collaboration and partnership: *'Listening and really learning from others - learning from each other. Because we also have learned a lot from collaborating [with] others.'* (KII26). Additionally, within its collaborative work with ILO in multiple areas of work, the partners have agreed to document impactful examples and lessons learned, as one KII respondent explained: *'We also want to take stock of the lessons from these good practices. And that's something that we've agreed to do.'* (KII31).

There are signs of promising efforts aimed at documenting and implementing lessons learned, but a further assessment of the extent to which such processes are standardised and consistently followed could be of interest to LMI.

4. CASE STUDIES

Six case studies within LMI were assessed through a desk review, survey and dedicated key informant interviews. The six case studies selected were:

- IRIS: Ethical Recruitment
- iDiaspora
- Western Hemisphere Regional Migration Capacity Building Program (WHP)
- Corporate Responsibility in Eliminating Slavery and Trafficking (CREST)
- Joint Labour Migration Programme (JLMP) Hellenic Integration Support for Beneficiaries of International
- Protection and Temporary Protection (HELIOS)

For each case study, a brief presentation of the programme is made, before providing an overview of what went well and what can be improved. The case studies also serve to provide insights into the diverse thematic and programmatic focus areas covered by the LMI division, showing its broad expertise required by its mandate. The case studies cover the key stages of migration (through IRIS and iDiaspora), whilst also covering migration partnerships (through JLMP and WHP), as well as the area of protection (through CREST and HELIOS).

Case study 1: IRIS Ethical Recruitment

The initiative

IRIS (Ethical Recruitment initiative), IOM's flagship initiative referred to under Objective 6 of the Global Compact for Safe, Orderly and Regular Migration is part of IOM's efforts to promote ethical recruitment of migrant workers. Together with a coalition of partners from government, civil society and the private sector, IOM launched IRIS in 2014. The overall objective of the initiative is to establish ethical recruitment as a norm in cross-border labour migration. IRIS activities have been structured across five main priorities: i) awareness raising and capacity building; ii) migrant worker voice and empowerment; iii) the regulation of international recruitment; iv) voluntary certification of private recruitment agencies; and v) stakeholder partnership and dialogue. The roll-out of IRIS is done through projects in selected countries, regions and migration corridors.

Key goals

IOM defines a number of key goals for the IRIS initiative on the IRIS webpage, paramount amongst them is 'to make international recruitment fair for everyone involved: migrant workers, employers, recruiters and countries of origin and destination'. This goal is to be achieved through:

- Promoting respect for the rights of migrant workers
- Enhancing transparency and accountability in international recruitment
- Advancing the Employer Pays Principle; and
- Strengthening public policies, regulations and enforcement mechanisms.

Key activities

To achieve these goals, IOM outlines a number of key activities for the IRIS initiative, including:

- Awareness raising and capacity building for relevant stakeholders
- Migrant worker voice and empowerment

- Regulation of international recruitment
- Certification
- Stakeholder partnerships and dialogue.

Key partners

IOM works with a wide variety of partners for the delivery of IRIS. At the global governmental level, this includes the Swiss Agency for Development and Cooperation (SDC), US Bureau for Population, Refugees and Migration (PRM), Immigration Refugee and Citizenship Canada (IRCC), Economic and Social Development Canada (ESDC), Canadian provincial governments of Alberta, British Columbia and Quebec, Gangmasters and Labour Abuse Authority (GLAA), Ministry of Justice of Sweden, Philippine Overseas Employment Administration (POEA), business and employer partners such as International Organization for Employers (IOE), World Employment Confederation (WEC), Leadership Group for Responsible Recruitment (LGRR), Responsible Business Alliance (RBA), Consumer Goods Forum (CGF), Amfori, Association of Labour Providers (UK), Sustainable Hospitality Alliance (SHA), global brands and employers, civil society, business and human rights partners such as Social Accountability International (SAI), Fair Labour Association (FLA), Rainforest Alliance, ISEAL, Verité, Institute for Human Rights and Business (IHRB) and Migrants Forum in Asia (MFA).

What worked well

Visibility

IRIS has strong visibility and recognition within and outside the organisation. This is also demonstrated through the fact that IRIS is explicitly cited under Objective 6 of the GCM, where it is mentioned as a source of recommendations to ‘develop and improve national policies and programmes relating to international labour mobility’. This high level recognition has positive impacts on LMI, and IOM more generally, as it increases the recognition of its work within LMI and amongst a variety of stakeholders. This high visibility can be attributed to the effective delivery of the programme, its multi-stakeholder approach, and the strong work that has been done in communicating the programme.

Vision

A strength of the IRIS initiative is its clearly defined vision and objectives. This is articulated in documents such as the IRIS Standard report, which defines a series of general and specific principles for the initiative, each principle being supported by criteria and indicators against which it can be evaluated, increasing both the clarity and transparency of the Standard.

The IRIS is in line with the Sustainable Development Goals (SDG), and particularly SDG 8 - Decent Work and Economic Growth, specifically goals 8.7 and 8.8 concerning the eradication of forced labour and the protection of labour rights. It is also relevant to goal 10.7, concerning the facilitation of orderly, safe, regular and responsible migration, and 17.7 concerning the promotion of effective public, public-private, and civil society partnerships.

The initiative also associates international and national laws and standards with practical work. For instance, the ‘Employer Guidebook on Ethical Direct Recruitment of Inter-State Migrants in the Garment Industry in India’ sets out the international and national laws and standards that are applicable to employers, who directly recruit inter-state migrant workers, summarising best practices that employers can follow to achieve ethical recruitment, decent work and access to remedy for migrant workers in the garment sector.

Multi-stakeholder approach

A key strength of IRIS has been its multi-stakeholder approach, which involves close cooperation with a wide range of actors including the recruitment industry, governments, civil society organisations and trade unions, international organisations, employers, brands, industry associations as well as other multi-stakeholder initiatives and the social auditing community. Indeed, one interview respondent when asked for examples of good practices emerging within LMI cited '*IRIS's multi-stakeholder approach*' (KII16). This is a viewpoint also shared by IOM's external partners, with one respondent stating: '*I appreciate that they have this three-pillar strategy which focuses on government engagement, private sector, and civil society, because I think that approach helps to really tap into the different stakeholders to build their capacity*' (KII14).

Collaboration

The interviews also reveal that IOM has been viewed as an effective collaborator on the IRIS initiative by its external partners. KII14 notes that they have '*a very, very good relationship with them...I don't have any complaints at all*'. Likewise, KII13 agrees, describing how it has been '*really easy to collaborate with them on IRIS, they're super knowledgeable. Anytime I have a question they can go into details upon details*'. This strong performance in communication, collaboration, and partnership forging can be viewed as a success of IRIS in 'coherence', meaning it can serve as an important source of best practices in this regard for future LMI programming.

What can be improved

Measuring outcomes versus outputs

One possible area for improvement would be to design better mechanisms and more holistic metrics to measure the outcomes of the initiative, rather than simple outputs as underlined during interviews. This issue of effective impact measurement is found elsewhere in this evaluation, particularly with regard to outcomes that may not be easily quantifiable. However, IOM has already begun to make progress in this regard.

Harmonisation with other IOM initiatives

More work can be done in harmonising the IRIS initiative with other LMI initiatives. An interviewee working on the CREST initiative indicated that they felt the two initiatives could do more to collaborate, citing the particular example of IRIS adapting activities from CREST but not communicating on this effectively. They pinpoint the example of how IRIS had formerly worked closely with recruitment agencies, whereas CREST had much more engagement with employers. However, once IRIS began to emulate this approach and engage more with employers, there was no close collaboration on this and no strategic discussion in engaging with employers (KII33).

Lack of broader knowledge of the project internally

Some respondents felt that the initiative sometimes garners too much focus, which can lead to the overshadowing of other LMI initiatives. However, such comments appear to have been based on a lack of full understanding among some colleagues of the full scope of the project, viewing it as solely a certification scheme and therefore viewing the level of focus on it as exaggerated. Some respondents' narrow understanding of IRIS indicates the need to effectively communicate the vision, activities, and outcomes of the initiative.

Conclusion

The IRIS initiative has gained strong visibility and recognition both within and outside the organisation with clearly defined vision and objectives under a multi-stakeholder approach and collaboration with a wide range of actors. Improving internal coordination mechanisms along with the harmonisation

with other IOM's initiatives and the measuring of outcomes may be taken into consideration to further develop IRIS potential and provide the necessary space for other IOM's priorities.

Case study 2: iDiaspora

The initiative

The iDiaspora¹⁹ is intended to connect and empower transnational communities. The digital platform was launched in 2018 where global diasporas can connect and learn from each other. It brings together 1304 individuals, 71 businesses, 327 organizations and 41 government agencies to share their best practices and stories on how to better integrate initiatives to enhance development in both their home and host communities. The platform provides comprehensive and regularly updated data and resources relevant to diaspora communities, policy makers, NGO actors, and showcases successful diaspora actions and partnerships.

The initiative draws on the '3Es' of IOM's diaspora strategy, to 'enable, engage, and empower' diaspora communities as agents for development. It also connects to the Labour Mobility and Human Development 2022 priorities document, with one of the two key global priorities being to 'strengthen the environments and conditions for transnational communities and diasporas to fully become empowered actors for development'.²⁰

The platform gives voice to diaspora opinions and propose recommendations on how migration should be governed through the forthcoming Global Compact for Safe, Orderly and Regular Migration and beyond. By engaging with other members of the diaspora, organisations, experts and institutions, it opens opportunities to leverage diaspora's work.

The key partners are the African Union Citizens & Diaspora Directorate (CIDO), Africa-Europe Diaspora Development Platform (ADEPT), Global Diaspora Confederation, GRFDT and IOM Development Fund. Other featured platforms are the Migration Data Portal, the Global Forum on Migration and Development and the Migration for Development (M4D).

What worked well

Empowering diasporas

The iDiaspora has been able to empower diaspora communities and platform participants are actively consulted on the direction it should take: *'We have this very tailored approach, they asked for us to really identify their needs and provide solutions for what they are struggling with or need a little bit more information about'* (KII5). This has ensured the platform to be responsive to the needs and requirements of its participants and that the programme is not overly top-down in its design. The same participant (KII5) describes how this empowerment of diasporas has gone beyond creating an inclusive programme design and involved them in other initiatives such as the Global Diaspora Summit, which took place in 2022 and allowed diasporas and member states to be *'on the same table'*, a *'horizontal approach where diasporas are recognised as actors of development'*. The same sentiment is echoed in IOM's Final Report on the Global Diaspora Summit, which highlights a recurring theme of the Summit that diasporas should be *'engaged as fully partners...and not simply viewed as beneficiaries'*. The iDiaspora initiative has made a significant contribution to the third 'E' of IOM's '3Es' diaspora strategy, Empowering.

¹⁹ See: <https://www.idiaspora.org/>

²⁰ IOM, 'Labour Mobility and Human Development/DMM Global and Regional Workplan Priorities'

Outreach and communication

The iDiaspora has been notably successful in its communication and outreach. For instance, the 'Roadmap for Engaging Diasporas in Development' is a useful handbook for policymakers and practitioners in home and host countries, which may of course be further developed and updated for present and future reference. From another perspective, an interview respondent highlights the strong work that has been done in the social media and multimedia space: *'It really reaches a lot of actors. So, what we try to do is to develop marketing material for the platform to attract users, and to basically tell them that they can connect and learn in this digital hub as they would need. [...] We developed promotional videos that have been quite successful in social media'* (KII5). Another key avenue through which iDiaspora has increased its visibility is through participation in various high-level conferences. In addition to the Global Diaspora Summit, which was highlighted earlier, the initiative had a presence at the International Migration Review Forum, as well as at a side event of the UN General Assembly.

Multi-stakeholder engagement

The iDiaspora initiative has engaged and partnered with a wide range of stakeholders. This includes diasporas themselves, who have played an active role in shaping the platform. An external partner, who was interviewed as part of the evaluation, expressed positively about their experience in collaborating with IOM saying: *'the team is wonderful, [they give] fast responses...they're willing to listen and adjust'* (KII24). Beyond this, the programme has also engaged with an array of UN agencies and NGOs. An interview respondent highlights the 'domino effect' that has been created through an increasing number of partners coming on board, including a recent partnership with UNESCO. This is corroborated by IOM's Interim Report to IOM Development Fund, which highlights a key achievement of the programme such as the collaborations with ADEPT, including the co-editing of the publication 'The Future of Diasporas' in October 2021.

What can be improved

User experience

One practical area of improvement for iDiaspora is to increase the usability of the online platform. In a crowded marketplace, iDiaspora must be clear in defining its unique value proposition to users over other social platforms such as Facebook, where users can also create online diaspora communities. A key part of this will be to ensure a user friendly, intuitive and functional user experience. KII24 highlights that *'there is a need to look at the user experience. I mean we've got LinkedIn, we've got so many different social media platforms. iDiaspora is itself a platform, so how do we make it easier for people to actually access and want to access'*. The same respondent also indicates that some aspects of the platform *'are not being used to their full extent'* and the iDiaspora team should work closely with technical teams to ensure a smooth user experience.

Lack of resources

Another aspect requiring improvement is the scarcity of financial and human resources dedicated to programming in this thematic area. One respondent stated: *'So we managed to bring it at that level, at the global level [the diaspora summit], and I think that's [...] very important for the organisation and they should keep investing in it because I think it could be a very nice brand'* (KII5). The same respondent flagged the need to set up and train a bigger team in this area: *'If I can be a little bit more critical, it would be great to have a bigger team in this area. It has been expanding, but sometimes we don't have enough resources to cover everything that comes and we would like to be engaged on'*. The narrative reports, which analyse the progress of the initiative also flag how the lack of resources has inhibited the initiative from fulfilling its potential.

Ensuring two-way engagement on the platform

It was difficult for the evaluation team to discern to what degree there is ongoing two-way engagement between diaspora groups, or whether the online platform has mainly been used for IOM to disseminate messages to diaspora. Out of the six thematic forums on the platform, it appears as though three of them have remained empty as no communication threads can be seen (unless this requires logging in to the platform). A further internal stock-taking exercise could be carried out by relevant LMI team members to ensure that any potential shortcomings in relation to two-way engagement on the platform are addressed.

Conclusion

The iDiaspora has been successful in its communication and outreach strategy having engaged and partnered with a wide range of stakeholders empowering diaspora communities. Improving the usability of the iDiaspora online platform and increasing the financial and human resources may scale up the initiative further.

Case study 3: Western Hemisphere Regional Migration Program (WHP)

The initiative

The Western Hemisphere Program (WHP) is IOM's initiative to strengthen the capacities of governments and other key stakeholders in Mexico, Central America and the Caribbean to manage migration in a humane and sustainable manner that considers migrant vulnerabilities. WHP operates in 12 countries across Mexico, Central America and the Caribbean and is financed by the U.S. Department of State Bureau of Population, Refugees and Migration.

Key goals (pillars)

Mainly focused on governments' capacity building, the goals are structured in four working areas:

- Migration Management
- Partnership
- Emergency and Crisis Response
- Communication.

Key activities

- Development of policies, laws and strategies
- Strengthen regional, bilateral and local cooperation
- Support institutions for migration crises
- Conduction of participative, evidence-based communication processes.

Key partners

Governments, Regional Conference on Migration, Regional Network of Civil Society Organizations for Migration, Central American Integration System and related institutions, regional and national counter trafficking coalitions and international organisations such as the United Nations High Commissioner for Refugees (UNHCR), ILO, United Nations Office on Drugs and Crime (UNODC), United Nations Children's Fund (UNICEF), Caribbean Community and the Organization of Eastern Caribbean States.

What worked well

Reinforcement of government capacities

The 2021 mid-term evaluation found that programme activities were relevant in all countries covered and that the program was particularly successful in its ability to reinforce government capacities in migration management and policy development. Coordination among countries was particularly successful with regard to activities linked to cross-border initiatives and communications campaigns, as well as shared meetings coordinated through regional networks such as the Regional Conference on Migration (RCM), a platform at regional level that brings together the different components, labour ministries and employers' organisations.

Increased intervention

As noted in the findings of the 2021 mid-term evaluation, "activities recognized as most relevant were those along borders with high migrant passage, paired with strong collaboration among countries involved. The COVID-19 pandemic had further shown the relevance of WHP. Challenges with relevance were seen more in the Caribbean region where authorities largely perceived migration issues as less of a priority compared to the Central American region". Officers interviewed for this evaluation remarked how the initiative progressed from the mid-term evaluation in terms of outcomes achieved, especially in terms of scaling up of pilots and the number of implemented activities: *'I was part of the evaluation team that evaluated the program. And in that moment, it was a very good practice, and the evaluation was very good. But it was still a small program. And when I came, five years after that, I saw a very big program that had increased not only the countries of intervention, but the amount of pilots that that program was handling. I was really impressed'* (KII32). Remarkably, 15,530 people have been trained (6,648 men, 8,866 women and 16 other), 8,130 students from the region on E-campus, 133,426 people were assisted by WHP's informative hubs, 141,739 people were reached by communication activities and 43 protocols and other operational instruments and strategies have been created.

What can be improved

Sharing of best practices

A key area for improvement as highlighted in the interviews was for IOM to better facilitate the sharing of best practices between different partners. As one respondent highlights: *'Giving more support to the exchange of good experiences between the government and the officials of the government...that will be a good way of increasing the exchange of good practices'* (KII32). The same respondent goes on to highlight that doing so will be a powerful way of increasing the overall effectiveness of the programme.

Assessing sustainability

Despite the positive results of the initiative and the potential for continued activities, the 2021 mid-term evaluation notes that the sustainability of impacts differs across each WHP pillar. Moreover, the evaluation was not able to identify the actions and resources needed to ensure the sustainability of the programme. Nevertheless, one of the respondents pointed to sustainability as one of the main achievements of the initiative so far, underlining the relationship between the relevance of interventions and their sustainability: *'the most important thing is that we're not only achieving the results or the plans, but we're doing that in a sustainable way. And because of this, of this capacity to adapt, adapting to reality, we deliver products that I can say will be sustainable in time'* (KII32). It appears that some steps have been taken towards sustainable practices and impact measuring, yet their assessment and implementation is work in progress.

Better account for local context

In terms of relevance, respondents echoed existing findings from the present LMI evaluation concerning relevance, i.e. that sometimes it can be hard for IOM documents developed at the Headquarter level to reflect what the reality is in the field and at the local level, where initiatives are

implemented. More specifically, one interviewee highlighted the importance of having such general guidelines, but also stressed the fact that sometimes it is difficult to apply them to the specific context. *'We are very familiar with these guidelines from the headquarters. [...] So, there are initiatives that we are very related with, and we used to work with them, but somehow the effort to adapt this kind of guidance to the reality in the region, sometimes is kind of challenging'* (KII32). For instance, the respondents explained how directions from the central management may not sufficiently reflect the views of local offices and partners: *'I think somehow some of the missions in the country could be stronger [...] our management is asking us to concentrate on some more strategic activities, and then on the micro activities. And I think this is a balance that we have to find out how to manage. Because even when I think strategic things are very important, some of the micro activities are the ones that give us these good relationships with the government. So, the balance depends on each reality'* (KII32). Thus, WHP needs to take better into account the alignment of the top-down with the bottom-up decision-making integration and prioritisation.

Conclusion

WHP has achieved good progress in terms of reinforcing government capacities in migration management and policy development as well as increased intervention despite the challenges of the COVID-19 pandemic. An important lesson, which emerges from WHP and concerns IOM activities beyond, also noted in the coherence section of the present LMI evaluation, is the need for better management and coordination with project partners, especially at the local level, as well as an integrated system to collect and implement feedback from the field.

Case study 4: Corporate Responsibility in Eliminating Slavery and Trafficking (CREST)

The initiative

The Corporate Responsibility in Eliminating Slavery and Trafficking (CREST) initiative aims to support companies in their efforts to safeguard and promote the human and labour rights of migrant workers in key sectors and migration corridors. CREST fills an important gap to support private sector companies as duty bearers to uphold the UN Guiding Principles (UNGPs) and promote the rights of migrant workers in accordance with the SDGs and international norms and priorities. Its unique model focuses on tailored support to private sector companies in identifying and eliminating labour exploitation in their supply chains as well as in promoting human rights in international supply chains, whilst also supporting companies in monitoring their risks and non-compliances with international standards on ethical recruitment and responsible employment through due diligence.

The initiative has been active since 2017 and is funded by the Section for Regional Development Cooperation for Asia and the Pacific at the Embassy of Sweden in Thailand with direct contributions from private sector partners and foundations. CREST is implemented by missions in Hong Kong Special Administrative Region of the People's Republic of China, Malaysia, the Philippines, Thailand, and Viet Nam as well as collaborating missions and implementing partners in Bangladesh, Cambodia, India, Indonesia, Japan, Lao People's Democratic Republic, Myanmar, Nepal, Republic of Korea and Sri Lanka.

Key goal

Businesses respect, promote and remedy the human and labour rights of women and men migrant workers in Asia, in key industries and supply chains.

Key activities

- **PROTECT:** IOM works with governments to strengthen policies and regulatory frameworks to protect migrant workers and enhance cross-border cooperation. This includes providing technical assistance and training to governments, as well as strengthening data through targeted research on labour migration topics.
- **RESPECT AND REMEDY:** IOM works with businesses to carry out human rights' due diligence and remediation measures that are inclusive of migrant workers. This includes providing targeted assistance, training, and resources to help businesses strengthen their policies and management systems and establish effective grievance mechanisms and remediation measures.
- **MIGRANT WORKERS:** IOM supports businesses to design and implement human rights policies and systems that are inclusive of the needs and perspectives of migrant workers. This includes facilitating engagement between businesses, civil society and worker representatives, as well as supporting migrant workers to access information and orientation programmes and grievance mechanisms.
- **PARTNERSHIP:** IOM works in partnership with multinational enterprises, employers, labour recruiters, governments, migrant workers, civil society, and multi-stakeholder initiatives to realize and sustain human rights objectives. This includes migrant-centred human and labour rights risk assessments, advisory and technical support to strengthen policies and management systems, action-oriented training and customized tools and multi-stakeholder engagement to foster greater collaboration.

Key partners

Adidas, Amazon, Amfori, Consumer Goods Forum, Earthworm Foundation, The Economist Group, Fast Retailing, Fair Labour Association, IKEA, Institute on Human Rights and Business (IHRB) Leadership Group for Responsible Recruitment, Laudes Foundation, Migrant Forum in Asia, the Panasonic Group, Samsung Electronics, Stockholm Environment Institute, Responsible Business Alliance, The Remedy Project, VF Corporation, Walmart, UNDP, among others.

What worked well

External partnerships

In five years of operations, CREST has developed partnerships and projects with companies building commitments to end the exploitation of migrant workers, implementing human and labour rights standards that address the vulnerabilities of migrant workers and promoting collaboration between sectors and all stakeholders for sustainable positive change. CREST was particularly successful in engaging with the private sector with 2,403 stakeholders having been trained on ethical recruitment, contributing among other things to the development of the new IOM Private Sector Partnership Strategy and supporting companies in strengthening implementation of the UNGPs. Moreover, five policies and procedures were developed for lead companies and suppliers in Asia. In addition to this, 17 national and regional level consultations were developed based on international ethical recruitment standards as well as 39 multi-stakeholder events to promote knowledge sharing and collaboration.

Reaching planned outcomes

CREST has developed [Migrant Worker Guidelines for Employers](#), a guidance for business enterprises on how to recruit and employ international migrant workers ethically and responsibly, Operational guidelines for Businesses on Remediation of Migrant-worker Grievances and an IOM E-learning module: An Introduction to the Fair and Ethical Recruitment and Employment of Migrant Workers. Additionally, it has developed a theory of change with regard to ending migrant worker exploitation in business operations and supply chains. According to the 2020 mid-term evaluation, the project was

on track to fully achieving its three outcomes half-way through the initiative. Some of the respondents were indeed very positive about the results that CREST has achieved. *'When we're looking at the results of CREST itself, it's definitely over-achieved, it's doing really well [...] the expectation was that we would mobilise 50% of the funding through private sector partnerships and we have now far exceeded this mobilisation. [...] in terms of the numbers of migrant workers that we expected to reach, I think the original one was around 20,000, and we're at 200,000 now. And when it comes to training for suppliers and businesses, it's also, I think, 10 times higher than the expectation'* (KII22). The development of 25 research and knowledge products on migrant worker vulnerabilities and 18 gender-sensitive tools adjusted to the specific needs of buyers, suppliers, labour recruiters and migrant workers on ethical recruitment are further important milestones of CREST's reached outcomes.

Empowerment of migrant workers

Migrant workers benefiting from supply chain interventions amount to more than 201,000 migrants, who have received direct needs-based humanitarian assistance, individual psychosocial and community support in 2022. Central to CREST's efforts for the strengthening and inclusion of migrant workers perspectives is IOM's MoU with Migrant Forum Asia (MFA) focusing on community-based approaches to enhance migrant workers' access to ethical recruitment, decent working and living conditions and effective remedy. More specifically, IOM and MFA seek to develop innovative approaches to support businesses in respecting the rights of migrant workers throughout their operations. These actions have directly benefited 5,500 migrant workers from seven countries of origin in South and Southeast Asia – Bangladesh, India, Indonesia, Nepal, the Philippines, Sri Lanka and Viet Nam – and at three countries of destination – Hong Kong SAR (China), Malaysia and Thailand.

There is still significant potential to include migrant perspectives. One respondent underlines that this is particularly difficult in the Asian context, where workers are often barred from entering into unions and collective bargaining agreements: *'in Asia, it becomes more complex, because migrant workers are in many cases specifically excluded from collective bargaining agreements and from the structures of trade unions'* (KII20). Thus, CREST could emphasise the empowerment of migrants within trade unions and associations.

Sustainability of funding scheme

In terms of efficiency and sustainability, the current mix of traditional donor and private sector funding has proven to be quite successful. This is demonstrated by the fact that by mid-2020, 92% of the private sector's financial contributions' goal has already been achieved.

What can be improved

Cross-cutting themes

An analysis of key cross-cutting themes reveals that gender is the most well integrated. Nevertheless, detailed references to themes such as disability or the environment do not seem to be included in the Theory of Change. More specifically, the mid-term evaluation states that it lacks a clear scope, definition and action points on the existing nexus between migration, business, and climate change when supporting migrants' origin communities. The same was also suggested by one of the respondents, who confirmed that gender has been well integrated throughout implemented activities, including data collection, but there is more work to do on other themes, such as climate change. *'I think throughout the programming, we have been doing some research on a nexus between business and human rights, migration, and climate change, but it's still ongoing. I think that that's one of the aspects that we need to consider, maybe including a bit more and understanding how we could integrate climate change into migration but also forced labour, business and human rights'* (KII21). Nevertheless, more gender-transformative work needs to be done too. This was confirmed by both

the mid-term evaluation and interviewed officers, of whom one said *'I think we need to do better in terms of being more gender inclusive. [...] Of course we're conscious of gender as a factor, and certainly are doing our best to report on gender in a disaggregated way. [...] but how do we know that the products that we're creating are as gender responsive as they could be, and I feel like a little bit more could be done in terms of understanding how migration journeys differ and are gendered'* (KII20).

The mid-term evaluation showed how the existing gender strategies, such as 'Addressing Women Migrant Worker Vulnerabilities in International Supply Chains' has been particularly helpful to integrate gender considerations throughout the activities, but not as successful in shaping the programming itself. This is reflected, for instance, on not having activities that specifically targeted women or different gender groups.

Monitoring impact

One of the areas of Improvement highlighted in both the mid-term evaluation and the interviews carried out for the evaluation, concerns the monitoring mechanism for the initiative's potential impact. Currently, CREST's results' framework lacks indicators of impact, especially in terms of assessing the linkage between the initiative's work and the changes in the lives of migrant workers across the region. According to the mid-term evaluation, the project would in fact require more clearly defined parameters to ensure its strategic focus and its contribution towards higher-level results. On this point, one of the officers interviewed also suggested that the results matrix is sometimes overly narrow and focused on quantitative data, and thus not able to capture the true impacts of the programme: *'Sometimes result matrices are very quantitative in nature. They look at things like numbers of people who attended a training and what the gender breakdown of that group was. And that doesn't necessarily capture change, what it captures it's a snapshot, it doesn't speak to the efficacy or the impact of any of those interventions'* (KII20).

The lack of a monitoring mechanism that collects and accounts for qualitative information is very much interlinked also with the challenge of including migrant workers' perspective into activities programming. These two aspects can be better connected to inform both the design and monitoring phases: *'Interviewing workers as part of an initial process, and then going back and saying: Oka,' so now that you've had this opportunity, or now that these policies have been implemented, have you noticed any changes on the ground? And I think that those longitudinal data [...] we'd only be able to achieve those through long standing programmes like CREST, and maybe that's something to keep in mind in the design of a future initiative or the next phase'* (KII20). These aspects should be considered for future initiatives.

Conclusion

CREST's pioneering approach in engaging with the private sector can provide important learnings and best practices for other areas of LMI programming. It is also broadly found to be a programme, which has been well managed and delivered on its objectives. Further, CREST has managed to empower a significant number of migrant workers, which is of crucial importance for the program's sustainability and funding scheme. Lastly, there is potential to increase the incorporation of cross-cutting themes and to develop more rigorous mechanisms for capturing impact.

Case study 5: the Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP)

The initiative

The Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP) is part of IOM's commitment to contribute to improved labour migration governance in achieving safe, orderly and regular migration in Africa. The JLMP is a multi-stakeholder and multi-partner continental African initiative led by the African Union Commission (AUC) in collaboration with IOM, ILO and Africa's Regional Economic Communities (RECs). The JLMP relies on significant political support and was adopted by the African Heads of State and Governments during the 24th Ordinary Session of the African Union (AU) Assembly in January 2015. The JLMP implements the 2006 AU Migration Policy Framework comprehensive approach to labour migration and its 2018 Revised version and Action Plan (2018-2030). Further, JLMP is the main instrument dedicated to the implementation of the 5th Key Priority Area of the Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development.

JLMP's strategy is focused on intra-African labour migration, by specifically targeting African Union Member States and RECs. The overall goal of JLMP's 15-year strategic period (2015-2030) is to strengthen effective governance and regulation of labour migration and mobility in Africa, in accordance with the law and with the participation of key actors in government, parliaments, social partners and migrants, international organisations, NGOs and civil society. Under the strategic framework of JLMP, and based on its overall objectives, different projects and activities are designed and implemented in parallel, covering specific thematic areas with the involvement of diverse partners. A first project, named "JLMP Priority" has been implemented between 2018 and 2022, and a second one started in 2022 under the title "JLMP Action". The project started in July 2018 with a duration of 36 months, until 30 June 2021. Its budget was USD 8,786,564.34, entirely funded by the Swedish International Development Agency (SIDA).

Key goals

JLMP's overall objective is to improve the governance of labour migration, to achieve safer, orderly and regular migration in Africa as committed in relevant frameworks of the African Union (AU) and Regional Economic Commissions (RECs), as well as international labour conventions and other cooperation processes.

The strategy focuses on four key areas:

- policy support to member states and capacity building for labour institutions
- social protection and skills development for migrant workers
- labour migration data and statistics; and
- general support to the AU and RECs in managing the program.

The strategic objectives are:

1. Strengthened effective, rights based, and gender responsive governance and regulation of labour migration and mobility for migrant workers of all gender identities in Africa
2. Migrant workers of all gender identities in both formal and informal sectors enjoying safe, humane, and secure working environments, access to and portability of social protection and social benefits, and mutual recognition of skills and qualifications
3. Improved availability and increased utilisation of labour migration disaggregated data and statistics by Member States and RECs for evidence-based decision-making, policy planning, formulation, and application

4. Strengthened governance and accountability of the JLMP.

Key activities

- Increased ratification and implementation of international labour standards
- Implementation of free circulation regimes in RECs and adoption of national policy
- Expanded engagement of labour institutions in labour migration governance
- Tripartite Policy Dialogue and coordination at national, REC and Continental level
- Decent work for migrant workers with effective application of labour standards
- Extension of social security coverage to migrants
- Resolution of skills shortages and increased recognition of qualifications
- Obtaining relevant and comparable labour migration and labour market data.

Key partners

AU, Africa's Regional Economic Communities (RECs), ILO, IOM, United Nations Economic Commission for Africa (UNECA) and UNDP.

What worked well

Overall performance

The overall impression as noted in the evaluation of the JLMP initiative is positive in the terms of migration governance. Referring to the JLMP Priority Project concluded in 2021, one of the respondents said: *'In terms of objectives, I would say, to the extent possible, the project made substantial contributions to level migration governance in the continent' (KII29)*. Similarly, one of the respondents of the e-survey carried out for the evaluation, pointed out a quite positive picture of the program's overall performance so far, highlighting some of the main achievements: *'The JLMP Priority Project has achieved some important milestones in contributing to the labour migration governance in Africa. Notably, the project advanced social dialogue, improved data collection and statistics, strengthened the protection of the rights and welfare of migrant workers, promoted International Labour Standard (ILS) for migrant workers, strengthened the capacities of labour migration administrators, facilitated continental dialogue, inter-Regional Economic Communities collaboration, and inter-state cooperation on labour migration issues, and, increased visibility of migrant workers' contribution to socio-economic development in countries of origin and destination, while promoting the respect and protection of the rights and welfare of African migrant workers'.*

Efficiency

The structure and resource management of the initiative was flagged as successful, despite the difficulty in envisaging different projects implemented in parallel with the same staff of the involved organisation. Positive remarks were also made about the strategic direction of the programme and the cooperation of the institutions leading it: *'We are lucky, because we benefit from the three institutions that are implementing the project. So, the three organisations chair the institutional frameworks that are there, that help them in elaborating the projects that we have. I would say all these have been very helpful' (KII29)*.

What can be improved

Internal capacity building

One of the challenges encountered concerned the lack of thematically specialised staff and not the funding and non-sustainability of the projects as reported in other sections of this evaluation. One of the shortcomings reported by the interviewed officers was the lack of internal capacity building programmes: *'What I would say is missing is maybe a deliberate attempt for internal capacity development that is specific and forecast to different thematic areas and labour migration flows for*

project staff. Being a projectized organization, you would find that staff can move from one project to another. [...]. So, you find that people move from one project to another, from one theme to another and think what needs to be done then is to enhance the capacity, to build long term capacity of staff to focus on particular thematic areas' (KII29). Strengthening JLMP's internal resources for capacity building may elevate the initiative's activities further.

Focus on national context

One of the aspects to be improved, which have already been considered in the next project phase, relates to the implementation at national level and the involvement of individual states. As one respondent notes: *'Whereas we saw that at the continental policy level, at the macro policy level, making the stakeholders really understand and see the impact of the JLMP [is achievable], when we go to the member state level it is a bit foreign' (KII29)*. The same respondent highlights the importance of cementing this understanding at the state level and the action being taken to achieve this: *'That is why we are focusing now, as we upscale the intervention, on implementing in some select member states from the five regions [...] one member state each. So that they see how impactful and relevant are these tools and policy documents we have developed under the priority phase of the program, and how they could influence and contribute to migration governance at a national level' (KII29)*.

Harmonise cooperation among partners

One of the challenges encountered at the level of the initiative's management concerns the coordination of the various organisations involved, in particular regarding the operational part of the project and the harmonisation of the necessary administrative and financial procedures. In this regard, one of the officers interviewed for this evaluation said: *'Coordination challenges have been there, because of fragmented implementation. This is because all the different institutions that are involved in implementing the project, have different operating procedures, financially, in terms of reporting and all that. So, bringing everybody to the table and agreeing on one particular way of doing things was one of the big challenges' (KII29)*. However, some good practices were mentioned that contributed to good coordination at inter-organisational level, among them being how the monthly coordination meetings are carried out. These are organised regularly gathering all involved partners allowing people to exchange with each other to understand how other organisations and teams work.

Resource gap

Finally, challenges were encountered regarding the political nature of the project, the funding and resources allocation and the consequences on the operations' side. A first problematic issue flagged by the respondents concerns the scarcity of resources, staff and funds, dedicated to the project's implementation activities: *'I think one of the biggest challenges we have is the limited capacities in terms of resources. Both human financial, and others have to respond to the growing demand for coverage of more beneficiaries under the project' (KII29)*. A second issue related to this concerns the difficulty of framing - and accepting - the purpose and working methods of such an initiative by migrants and stakeholders involved. In this regard, one of the officers interviewed emphasised how difficult it is to make them understand that this is not a humanitarian project, aimed at quickly solving a few short-term problems, but rather a project of a political nature, which requires lengthy consultation with the parties involved and which often influences the timing of implementation.

Conclusion

JLMP's overall performance has been evaluated rather positively in terms of its efficiency, overall structure and resource management, strategic direction and institutional cooperation. On the one hand, the approach of implementing different projects in parallel, carried out by the same people, proved to be successful. On the other hand, however, the need to invest more in the training of thematically specialised staff, instead of spreading over several projects, was noted. Points for further

consideration refer to the national level implementation and the involvement of individual states as well as the harmonisation of partners' cooperation along with the allocation of resources.

Case study 6: Hellenic Integration Support for Beneficiaries of International Protection (HELIOS)

The initiative

The Hellenic Integration Support for Beneficiaries of International Protection (HELIOS) is part of IOM's thematic work on integration and commitment to support Member States in strengthening their migration management capacity. The initiative was supported by the Greek Government and has been funded by the Directorate-General of the European Commission for Migration and Home Affairs. Over the initiative's duration (June 2019 - November 2020) more than 300 staff members were employed.

HELIOS pilot design aims to enhance the migrant integration system in Greece by increasing the beneficiaries' self-reliance and agency within the Greek society establishing an integration mechanism within the current Greek temporary accommodation system.

The project is currently continuing, fully funded by the Ministry of Interior and implemented through a Programmatic Agreement between the IOM and the Greek Ministry of Migration and Asylum. In this second phase, the target group was expanded, and the project is now also including beneficiaries of temporary protection.

Key goals

The initiative aims at supporting beneficiaries of international protection to integrate into Greek society. This objective is twofold: i) To increase the prospects of beneficiaries of international protection and temporary protection towards self-reliance and support them in becoming active members of the Greek society, and ii) to support the Greek authorities in establishing a sustainable integration mechanism for beneficiaries of international protection and temporary protection in Greece, as part of the overall Migration Management System in the country.

Key activities

Five focus intervention areas:

- Integration courses
- Accommodation support
- Employability support
- Integration monitoring
- Sensitisation of the host community.

Key partners

Greek Ministry of Migration and Refugees and other international and Greek migrant NGOs such as Catholic Relief Services (CRS), Danish Refugee Council Greece (DRC Greece), Greek Council for Refugees (GCR), Solidarity Now, INTERSOS, Municipality Development Agency Thessaloniki S.A (MDAT), Metadrasi, PLOIGOS and KEDHL.

What worked well

Reaching beneficiaries

HELIOS has proved successful in terms of reaching beneficiaries with a total of 41,945 since its start of implementation (until 30/11/2022) based on the Greek Ministry of Migrant and Refugees factsheet. One of the respondents interviewed in the evaluation framework was very positive about the overall success and effectiveness of the project so far, emphasising that *'[...] the program was very effective, because somehow now, and I mean in this current time, it is the only integration program that we have, which is at the nation-wide scale. It is the only integration program that provides so many services in one. [...] It was very effective to the people'* (KII30). Further, according to the Greek Ministry of Migrant and Refugees factsheet the job consultation sessions amount to 9,701 with 54,9% participation of men and 45,1% women. In total, 8,730 enrolments have been recorded with 60,38% remote attendance and 39,62% physical attendance. Total beneficiary households amount to 8,286 and 20,074 beneficiaries are being subsidised in their monthly rent through HELIOS.

Including migrants' perspective

Furthermore, the evaluation pointed out that throughout the project, efforts were made towards assessing the individuals' integration progress by scheduling regular meetings, where project's participants had the space and opportunities to raise the integration issues they face, as well as to provide feedback on the HELIOS project activities, informing and steering future activities.

Sustainability of activities

In terms of sustainability, it is worth mentioning how IOM was able to replicate the approach used for HELIOS and the lessons learnt during its implementation. HELIOS informed and shaped some of its interventions in Poland as part of the Ukraine crisis response, aimed at the reception and integration of newly arrived migrants and beneficiaries of temporary protection.

What can be improved

Qualitative indicators to better measure effectiveness

As per other initiatives, one of the challenges that emerged from officers and practitioners is the difficulty to identify the right indicators and collect the right data to successfully measure the impact and effectiveness of the project and implemented activities. Often, the indicators are too narrowly used based mainly on quantitative information and analysis. As one of the respondents stressed out *'integration is a very quality characteristic, [...] So, there is also a quality aspect that we'll have to bear in mind before giving the answer to that. Yes, it was very effective, because we have four services into one, but this also relates with the quality characteristic, their willingness to be part of these services and to be integrated'* (KII30). Thus, although the HELIOS monthly factsheet of the Greek Ministry of Migrant and Refugees presents quite interesting and diverse quantitative data, it may need to integrate qualitative indicators to diversify and measure the initiative's effectiveness.

IOM cooperation with states actors

On the operational side, some issues emerged in the second phase of the project in terms of financial management between the Greek Ministry as funding partner and IOM: *'The experience is very good. The cooperation was very fruitful. [...] The only problems and the challenges that we have is that somehow it is difficult for IOM to understand the States procedures and the audit that we have'* (KII30). Considering that IOM is an international organisation not subject to national rules and the Greek counterparts may wish to implement the program independently to show ownership of the initiative, there needs to be a clear communication and understanding of the different roles of each partner.

Conclusion

HELIOS has reached a significant number of beneficiaries, including the migrants' perspective. In terms of its programmatic sustainability, by analysing the results of the first phase and the preliminary ones of the new phase, additional initiatives have been adapted to different situations and beneficiaries (for instance the replication in Poland as part of the Ukraine crisis response). More qualitative indicators to better measure the initiative's effectiveness may prove useful and insightful for the program's improvement. Lastly, enhancing the communication channels between the two partners, IOM and the Greek Ministry of Migrant and Refugees, may increase the accountability and transparency of the initiative even further.

5. CONCLUSIONS AND RECOMMENDATIONS

Conclusions

The LMI division works as a convener and is considered to be an important ‘thought leader’ within the sector. It effectively contributes to the enhancement of migration governance and management through its various interventions and programme components. LMI contributes to the amplification of migrants’ voice and seeks to generate positive narratives and aspects of migration. LMI also has an important role to play in the areas of partnerships, policy, and programming, and works collaboratively to achieve impact in this domain. It has made important efforts to empower migrants and communities as development agents themselves, and to contribute to systemic change using long-term and inclusive approaches.

As such, the evaluation identified key strengths of the strategic approach and organisation of the LMI initiatives and discerned several areas of successful implementation of the LMI work. The evaluation moreover identified specific areas in which IOM can seek concrete ways to improve its involvement and in its engagement with key stakeholders to bring more clarity to IOM’s role, collaboration and contribution in this field. These are included and summarised in the Table below.

The evaluation findings underpin the recommendations formulated with the view to improve IOM’s involvement in and impact on the thematic and operational areas of labour mobility, migration and social inclusion, as well its engagement with key stakeholders to strengthen its role, collaboration and contribution alongside migrants, civil society, UN System and governmental partners. The recommendations cover key areas where the LMI division can also strengthen its work internally and externally by ensuring enhanced coherence, efficiency, sustainability and continued relevance.

The evaluation findings and recommendations have informed the design of a Theory of Change. The latter systematically depicts a change-logic where inputs, activities, outputs and outcomes can lead to significant impact for IOM in providing an enabling environment for the IOM Labour Mobility and Social Inclusion Division. By extension, such progress should help to ensure IOM’s strengthened ability to protect migrant workers and contribute to the optimisation of benefits of labour migration for country of origin and destination as well as for the migrants themselves.

Table: Key achievements and areas of improvement

	Achievements	Areas for improvement
Relevance	<ul style="list-style-type: none"> Existing high-level and institutional strategies are seen as being effective at outlining long-term institutional vision and communicating this to partners. Both internal and external training and capacity building activities are broadly seen as effective. 	<ul style="list-style-type: none"> At institutional level, the number of strategies across the IOM can be confusing and unclear on how different strategies connect. Developing an inclusive and collaborative approach to the creation of IOM-wide strategies enabling the input of a wider range of staff for a field perspective. Diversify the range of activities included in trainings and ensure inter-linkages. Inclusion of cross-cutting themes of disability and environmental sustainability.

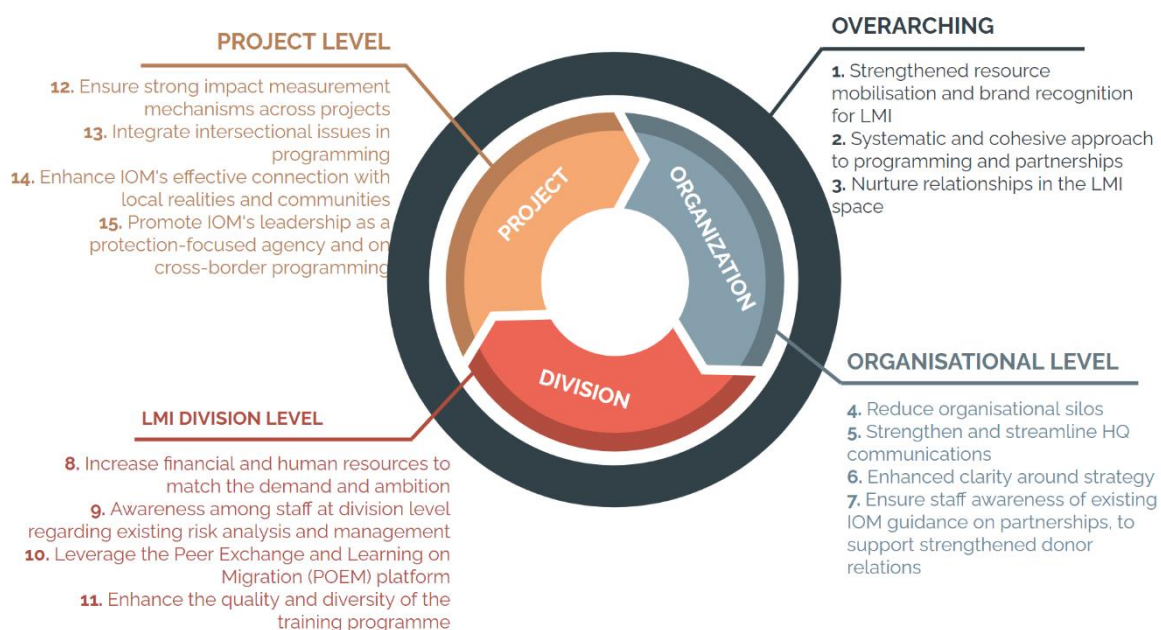
	<ul style="list-style-type: none"> Gender and Human Rights Based Approach well-incorporated into strategies and other documentation as cross-cutting issues. 	
Coherence	<ul style="list-style-type: none"> Successful engagement with a wide variety of external partners. Increasing engagement with new partner types, in particular the private sector. 	<ul style="list-style-type: none"> Creating a more systematic approach to collaboration not dependent on the opinions or approaches of staff members. Continue improving complementarity, harmonisation and coordination with certain key actors such as the ILO. To better incorporate the voices of migrants into strategy and programme development.
Effectiveness	<ul style="list-style-type: none"> Strong achievements in outcomes across LMI thematic areas. Adapted well to the outbreak of COVID-19. 	<ul style="list-style-type: none"> Ensuring achievements of longer-term outcomes, if and when funding permits. Better mainstreaming of cross-cutting themes into programming, in particular disability. Incorporating a more expansive and inclusive understanding of gender into programming.
Efficiency	<ul style="list-style-type: none"> LMI is generally seen as efficient with the financial resources allocated. 	<ul style="list-style-type: none"> Organisational silos and weak communication channels. Fundraising & resource mobilisation. Insufficient human resources and LMI expertise.
Impact	<ul style="list-style-type: none"> LMI priorities well aligned with the Strategic Vision. Strong impact in a wide range of thematic areas: ethical recruitment, diaspora engagement, migrant inclusion/integration. IOM being seen as a reliable reference on LMI. 	<ul style="list-style-type: none"> As for effectiveness, taking a more long-term approach to programming whenever possible. More effective measurement of impact.
Sustainability	<ul style="list-style-type: none"> Frameworks such as the GCM are effective in providing LMI with longer-term goals. 	<ul style="list-style-type: none"> Sensitivity to changing political environments, which can affect availability of funding. Projectization can inhibit follow-up and consolidation of impacts made during programmes.

Recommendations

Fifteen recommendations are proposed distributed under four levels: i) Overarching recommendations, ii) Organisational level, iii) LMI division level, and iv) Project level.

Figure 11 summarizes the recommendations made with the view of improving IOM's involvement in the thematic and operational areas of labour mobility, migration and social justice and inclusion, as well its engagement with key stakeholders.

Figure 11: Summary of recommendations



Overarching Recommendations

1. **Strengthen the resource mobilisation strategy and brand recognition of LMI** to increase levels of unearmarked and core funding. The following measures may be considered:
 - a. Explore new ways to enhance communications to articulate the mission and unique selling-points and added value of IOM's work on LMI in relation to other actors (UN agencies, CSOs, government bodies, private sector, migrants). This can also help to reshape the narrative around migration and increase funding sources.
 - b. Work closely with the Donor Relations Division (DRD) to explore innovative donor outreach as is the case with the private sector, giving recognition to regional and national differences and priorities.
 - c. Ensure strong commitment at the highest level of the organisation to LMI priorities and donor engagement and strong feedback mechanisms from donors to support fundraising efforts by LMI, including for joint initiatives.
 - d. Strengthen regional donor engagement and fundraising with public entities and private sector actors, for instance by mapping regional funding bodies, conducting assessments of funding streams and by tailoring messaging to align with the regional priorities on labour mobility.
2. **Establish a centralised, systematic and cohesive approach to programming**, which would help to address notions of 'silos' across the IOM, also in reaching external partners, and to develop institutional cohesion preventing duplication of materials and efforts.
3. **Nurture relationships and maximise complementarity and harmonious working relationships with other organisations in the LMI world**, including but not limited to UN entities such as ILO, UNDP, and the World Bank. Cross-agency task forces could be set up in this regard as is the case within the UNNM. This effort may be particularly relevant for the collaboration with ILO to delineate each agency's remit and added value. Strengthening

private sector engagement in both developed countries and informal economies should be considered as part of a more systematic approach to private sector engagement.

Organisational Level

4. **Increase cross-organisational knowledge exchange, learnings and good practices.** This could include a refined system for knowledge sharing between regional offices and with the LMI division. Exchanges could be facilitated through the creation of task forces and working groups whenever relevant, for instance for projects development and fundraising.
5. **Strengthen and streamline HQ communications:** Invest in developing an integrated and institutionalised communication and guidance system, which allows for information to flow more easily between headquarters and regional offices, as well as between the regions themselves. This may also streamline internal approval processes and render the administrative workflow more efficient.
6. **Enhance clarity around strategy:** Delivering guidance systematically to IOM staff can ensure clarity on the objectives of corporate strategic documentation on LMI work and the ways in which different strategies connect. This can also help ensure ownership of the same. Moreover, seek enhanced clarity on IOM's position on social inclusion and how it fits into the division's work.
7. **Ensure staff awareness of LMI strategies, thematic and operational areas,** which is particularly important in the case of increased work with the private sector, highlighted as an area of improvement. The division can seek support from the United Nations Partnership Division and the Private Sector Liaison unit.

LMI Division Level

8. **Increase LMI division capacities to mobilize financial and human resources to match the demand and ambition for LMI programming:** Ensure that demands and targets upon individual offices or teams are matched with sufficient and adequate human resources and skills, to prevent staff from becoming 'overstretched'. Ensuring the availability of thematically specialised staff through internal capacity building programmes can help achieve progress in this regard.
9. **Raise awareness among staff at division level regarding existing risk analysis and management requirements:** Through a training and awareness raising session with staff, heightened understanding and command of IOM's risk management policy and mechanisms could be ensured. This will further enhance capacity of the division to carry out regular risk analysis and draw valuable learnings from its response to external events. Ensure regional and local input on risk analysis, or context-specific assessments and risk frameworks.
10. **Leverage knowledge management tools to further enhance knowledge management practices:** Through various tools such as the Peer Exchange and Learning on Migration (POEM), the division can continue to enhance its knowledge management practices, in line with the workplan, definitions and multiple tools developed through the Knowledge Management unit and working group. This can help further ensure that valuable project learnings are captured and can efficiently inform future interventions and that knowledge transfer can take place in an effective manner.

11. **Enhance the quality and diversity of capacity building initiatives:** Ensure there are follow-up actions in the medium and long terms to ensure that training efforts are followed up, consolidated and lead to sustainable capacity strengthening among staff and relevant stakeholders.
12. **Reinforce impact measurement mechanisms across projects:** The LMI Division should examine options to reinforce the use of impact assessments and evaluations of LMI projects and initiatives to document the impact and value of IOM LMI work, with a focus on migrants' populations themselves. An actionable area of improvement identified in the evaluation was the development of more holistic metrics, which would give greater consideration to various types of outcomes, including those which are qualitative and less easily quantifiable.

Project Level

13. **Integrate cross-cutting issues in programming:** Further efforts to integrate disability and environmental sustainability across IOM's programmes can help to ensure cross-cutting issues are better embedded in the organisation's operations, for instance by enhancing capacity building activities in relation to labour migration, social inclusion and environmental risks. Regarding gender, further efforts could be made to ensure a streamlined understanding of the notion of gender and related concepts, beyond ensuring women's participation or empowerment.
14. **Enhance IOM's effective connection with local realities and collaboration with communities:** For regional and global initiatives, consider sufficient time and resources to ensure extended input of country level knowledge and expertise from various sources into IOM initiatives to reflect the realities at field and local levels and populations and migrants needs. The LMI division could also advocate with donors for the allocation of more time and resources to ensure integration of migrants' perspectives.
15. **Promote IOM's leadership role as a human-rights based agency, working on cross-border and transnational labour migration policies and programming:** LMI approach can further increase its understanding and analysis of irregular migration contexts and phenomenon, building on its current experiences. This is for instance the case in the areas of cross-border initiatives, of norms and standards-setting efforts and transnational programming, such as through its IRIS and iDiaspora initiatives.

THEORY OF CHANGE

IMPACT

Enhanced the protection of migrant workers and the benefits of labour migration for all

OUTCOMES

A more systematic approach to programming to foster cohesion internally and adaptation to contexts

Protection-focused nexus programming: labour mobility, cross-border migration, social justice and inclusion.

Enhanced collaboration & contribution with civil society, private sector, UN, and governmental partners.

Supporting the ethical recruitment and bridge between employers and the supply of workers in each region.

Equal inclusion of diversity, the environment, human rights & gender in labour migration

Resource mobilisation and clearly articulated USPs for greater fundraising, alongside monitoring capacities

OUTPUTS

A strong system for information flow from HQ to regional and country offices

Formalised system for participation of regional and country offices

A robust risk prevention, mitigation and response protocol is in place.

Design interventions based on project learnings and best practices.

Contextualise operating principles and procedures with guidance for specific contexts

Integrate intersectional issues with a focus on gender, disability and climate change

Support the most marginalised labour migrants.

Include migrants through strategic consultations from the pre-design and design phases, to implementation and monitoring phases

Scale up programmes which foster fluidity between the supply of migrant labourers with the demand in the countries of destination.

Enhance the quality and diversity of the training programmes, as a means to engage with migrants

Design of a monitoring framework to measure impact on policy shifts and protection

Strengthened resource mobilisation plans.

ACTIVITIES

A new integrated and institutionalised internal communication and information/ knowledge exchange system, with a specific component for knowledge management.

Design and deploy procedure for input of country level experts into IOM strategies.

Assess staff capacity needs, and investment in capacity building of staff on technical and thematic expertise.

Develop an integrated knowledge sharing and monitoring system: setting indicators for tracking of progress and impact

Enhance risk analysis activities to pre-empt future crises.

Review internal protocols for responsible consumption.

Add feedback mechanisms at the regional and field levels.

Increase and strengthen LMI programmes, matched by adequate budgets

Revise general guidelines to allow for project adaptation per context.

SOPs to integrate disability and environmental sustainability across programmes, alongside HRBA and gender transformativity.

Implement additional and/or scaled-up labour supply/demand initiatives.

Enhanced communications, partnership and policy outreach and influencing efforts.

Donor outreach and engagement strategy

Strengthen articulation of USPs and monitoring capacities

INPUTS

IOM staff knowledge and experience; IOM HQ guidance

Migrant voices: inclusion and empowerment

Donor commitments in LMI's resources and vision

UN, civil society and broader sector guidance and learnings

OECD-DAC evaluation and recommendations

6. THEORY OF CHANGE

Based on the findings of the OECD-DAC evaluation, the following Theory of Change diagram provides a proposed framework for providing an enabling organisational environment for the LMI division's work.

However, it is important to note that this Theory of Change does not substitute – nor does it necessarily serve as a starting point for – the LMI division's own forthcoming work on developing a Theory of Change, following the outcome of the IOM's work on its overarching strategic vision of the organisation anticipated in 2024. At that stage, it will be important to ensure a strong coherence between the LMI Theory of Change and the IOM strategic direction as well as the Strategic Results Framework.