



SETTING A COURSE
FOR IOM

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IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in the meeting of operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

This internal document (C/110/INF/1) was drafted at the request of the Director General at the beginning of his term, to support the overall strategic planning and direction of IOM. It was presented to Member States for discussion during the 110th IOM Council on 26–29 November 2019, following a period of internal and external consultation.

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CONTENTS

Executive summary	1
IOM strategic vision	5
Introduction.....	5
Vision statement.....	5
Background.....	7
Strategic goals	9
IOM's strategic framework.....	12
The future migration landscape – what the next decade will bring.....	13
Strategic priorities.....	18
Drivers for success	22





EXECUTIVE SUMMARY



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Over the last decade, IOM has matured into a global leader on migration. It has become the agency of choice for States wishing to respond more effectively to the shifting dynamics of migration and ensure the well-being of an ever more diverse population of migrants. In doing so, the Organization has rapidly expanded to incorporate new competences and geographies and develop new partnerships.

IOM is an indispensable operational actor in the field of human mobility, supporting migrants across the world, and developing effective responses to changing migration patterns; it is also a key source of advice on migration policy and practice. The Organization operates in emergency situations, developing the resilience of people on the move, particularly those in situations of vulnerability, as well as building capacity within governments to manage all forms and impacts of mobility.

The fast-paced changes within the United Nations system and emerging new challenges in the field of migration mean that IOM's new leadership, in a rapidly growing organization, must seize this opportune moment to prepare IOM for the next decade of its work.

Following year-long internal and external consultations, the Strategic Vision represents the Organization's reflection on its needs and priorities, based on a landscape assessment of what the next decade will bring. It is also the Director General's articulation of how IOM as an organization needs to develop over the next five years – from 2019 to 2023 – in order to meet new and emerging responsibilities. The document is the first step in a longer strategic planning process that will guide the Organization in the future.

The Strategic Vision does not supersede the IOM Migration Governance Framework (MiGOF), which outlines a set of objectives and principles. However, MiGOF does not give a focused direction of travel; this is what the Strategic Vision is intended to do. Similarly, the Strategic Vision does not supplant the more detailed objectives of the Global Compact for Safe, Orderly and Regular Migration, the Sustainable Development Goals, or the many regional cooperative frameworks in place in which IOM participates. To the contrary, it is intended to strengthen IOM's own capacity to contribute to the successful achievement of all of these, by clarifying its own mission and strategic objectives.

IOM remains committed to the core values and principles that are at the heart of its work, including the principles enshrined in the Charter of the United Nations, including upholding human rights for all. Respect for the rights, dignity and well-being of migrants remains paramount.

By 2023, IOM should be a driving force in the global conversation on migration, capable of supporting migrants at all stages in their journey and linking the migration agenda to other relevant areas of work, including health, education, employment, peacebuilding, and the broader 2030 Agenda for Sustainable Development. It will further enhance its operational effectiveness across the globe, while adopting a forward-looking approach that can aid governments in improving their own preparedness for emerging issues and the changing dynamics of mobility.

To do this, IOM will become a learning organization, capable of drawing upon its technical expertise and collaborating across countries to offer a consistent “state-of-the-field” perspective on every aspect of migration management and migrant support. It will expand its collaboration with partners, not least through the United Nations Network on Migration, but also existing mechanisms such as the Inter-Agency Standing Committee. The Organization will strive to be a strong and balanced voice in an increasingly contentious and polarized discussion and a source of credible information on migration data and trends.

The three pillars of the Strategic Vision set out a series of strategic priorities based on an assessment of what the next decade will bring in terms of migration dynamics and migrant needs. They reflect the reality that it is no longer possible for IOM to work through strictly defined programmatic areas.

- **Resilience:** IOM will need to prepare for higher numbers of people moving in and out of situations of vulnerability, stemming from a range of complex drivers, including climate change, instability, poverty and exploitation. IOM will endeavour to take a long-term and holistic approach to emergency response, integrating development objectives and acknowledging changing drivers and vulnerabilities.
- **Mobility:** The ways in which people move are constantly changing. As migration dynamics evolve, so must the tools that manage movement, whether relating to selection, identification, entry, stay or return. In this regard, IOM will pursue innovative approaches to the design and implementation of systems to manage migration, based on its existing knowledge of what works, where, and for whom, and specific regional and political contexts.
- **Governance:** IOM is already an important partner for Member States in terms of delivering services to migrants that governments cannot deliver themselves. However, with the adoption of the Global Compact, there is a new opportunity for IOM to support participating governments to build capacity for the governance of migration and the provision of assistance to migrants, and to build stronger cooperation with other United Nations agencies. This requires more strategic partnerships with a broad range of stakeholders and partners, and the development of robust research, analysis and data collection capacities, to support decision-making in an often difficult space.

To realize its goals, the Organization will need to strengthen in a number of areas. Primary among these is the development of a modern and fit-for-purpose internal governance system, which is the focus of a parallel process. At the core of this process is the Internal Governance Framework, which will be the functional backbone of the Organization, underpinning all other areas of institutional development and ensuring IOM’s continued operational effectiveness.



Other clusters of institutional investment include:

- **Institutional identity and strategic communications:** For IOM to be able to lead a global conversation on migration, it will need to invest in the clear communication of its own mission and values, as well as find ways to communicate complex issues in an objective and balanced way, and be consistent in its messages and policy lines across the Organization.
- **Policy capacity, data, research and knowledge management:** IOM holds a vast amount of implicit knowledge and expertise, which is currently underutilized. In order to realize its value as a policy actor, IOM will need to strengthen its ability to draw data, knowledge and experience from the field, and then analyse and apply the results.
- **Staff development and empowered working environments:** An organization such as IOM finds its strength in its staff. Empowering and equipping IOM staff to realize their own potential, as well as ensuring they feel safe and work in a secure and inclusive environment, will be the bedrock of achieving IOM's strategic goals.

Yet none of this will be possible without a reinvigorated resource base. The currently existing structural limitations are inhibiting IOM's ability to consolidate its strengths and implement a strategic approach. Future investment in IOM – as a key organization in the area of migration – will be essential to ensure it is equipped to meet the diverse and complex challenges of the next decade.





IOM STRATEGIC VISION

INTRODUCTION

The present document is the result of a year-long internal and external consultation process, involving a two-month consultation exercise with senior staff at Headquarters and in regional and country offices, complemented by interviews with key experts and academics, including from the Migration Research Leaders Syndicate. Its contents were also circulated among Member States and discussed during a series of briefings led by the Director General. It contains input stemming from the entire consultation process and represents the first step in a longer strategic planning process that will guide the Organization in the future.

The IOM Strategic Vision discusses the institutional development that the IOM leadership envisages as necessary over the next five years. It outlines the context in which IOM currently operates and how this is expected to develop during the next decade, and sets out IOM's strategic priorities.

VISION STATEMENT

Over the last decade, IOM has matured into a global leader on migration. It has become the agency of choice for States wishing to respond more effectively to the shifting dynamics of migration and ensure the well-being of an ever more diverse population of migrants. In doing so, the Organization has rapidly expanded to incorporate new competences and geographies and develop new partnerships. Today, IOM is recognized as an institution of extraordinary scope and delivery, characterized by the positive impact it has on the lives of everyday people across the world through the commitment and skills of its staff.

Now is the time to reflect upon these developments and prepare for the challenges of the next decade. This does not require any transformation in what the Organization does: IOM's core vocation will remain unchanged as an indispensable operational actor in the field of human mobility, supporting migrants across the world, and a key source of advice and expertise on all aspects of migration policy and practice. Instead, this process aims to offer stronger strategic direction at all levels of work, at a time when the Global Compact for Safe, Orderly and Regular Migration will bring significant additional responsibilities for the Organization, while adding further value to the services that IOM already provides.

The Global Compact will be a reference document for IOM, both internally and externally. It offers a framework for setting priorities with those States which adopted it, as with the other agreements stemming from the 2030 Agenda for Sustainable Development, such as the Sendai Framework for Disaster Risk Reduction 2015–2030 and linked initiatives such as Agenda 2063 of the African Union. IOM's work threads through the 23 objectives of the Global Compact, but it is not limited to these objectives. The Organization's activities will continue to be framed by the logic of the Migration Governance Framework (MiGOF), which was welcomed by Member States in 2015.

The existing documents and commitments set out a broad organizational structure for IOM's activities but do not, in themselves, set out a focused direction in which to travel. For this, IOM needs to set priorities. And to do this, the Organization has assessed – globally and regionally – how the world is likely to change over the next decade, and how IOM will need to evolve to anticipate the demands of governments and better meet the needs of migrants.

Some of the broadest global shifts can already be identified. Though each region will differ in terms of drivers, demographics and dynamics, the world will continue to move, and patterns of movement will become more complex for some groups, with a growing divergence between those who can, and those who cannot, obtain legitimate entry. The effects of environmental and climate change will have a strong influence over future dynamics and become part of the intricate set of factors fuelling internal movement, including displacement, and the transfer of populations from rural to urban settings. The world is also becoming more volatile and is likely to experience an increasing number of migration “shocks” over the next decade, for which governments across the globe will need to prepare.

With these changes, migration has become a whole-of-government endeavour. The interlinkages between key policy objectives – whether improving development outcomes, supporting vulnerable populations, managing high-volume borders or combating organized crime – will need to be more openly discussed and incorporated into activities. Governments will have no choice but to work together to find sustainable means to manage migration effectively, both in terms of promoting regional mobility to improve development outcomes and effectively managing the responsibilities that are shared between them. In a world where borders are becoming as virtual as they are physical, and where non-State actors increasingly influence migration trends – both positively and negatively – stronger dialogue and collaboration will be needed. This is no easy endeavour at a time when migration has become a politically polarizing topic, both within and across States, with some citizens expressing strong scepticism as to the value of migration. IOM will have to work harder to encourage governments to maintain – and expand – their cooperation, while respecting the centrality of States' leadership in this area.

IOM is already a globally present, responsive and flexible organization, capable of quickly ensuring a concrete impact on the ground. The value of its contribution to humanitarian crisis response and recovery, and to address the situation of migrants in complex, often in situations of extreme vulnerability, is undisputed. Over the next five years, IOM will build upon these strong foundations to become an institution capable of leading the global conversation on migration, and additionally invest in a number of different areas to ensure that it can meet the expectations that have been placed on its shoulders.

BACKGROUND

Over the past three years, a number of broader developments within the global community have changed the strategic environment for IOM. The adoption of the 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals, as well as the ongoing reforms of the United Nations – including the strengthened resident coordinator system – are affecting the work of all international organizations operating on the ground. This has become all the more relevant to IOM in view of its own change in status, becoming part of the United Nations system in 2016 as a related organization.

As an organization within the United Nations system, IOM is a full member of the United Nations country teams, participates in all six Regional UNSDG Teams and is a member of the United Nations System Chief Executives Board for Coordination. There is now a strong expectation that IOM's work will be more closely coordinated with that of the rest of the United Nations, with accompanying responsibilities (and expenditures), not least in articulating its activities and mandate in relation to the 2030 Agenda. IOM – as a member of the United Nations Sustainable Development Group – will participate in all relevant inter-agency results groups and task teams and make substantive contributions to all relevant reports by the United Nations.

Also in 2016, the United Nations Summit for Refugees and Migrants, convened to discuss a more robust international response to large mixed movements, resulted in the New York Declaration for Refugees and Migrants, and a commitment to develop two global compacts, one on refugees and one on migration. The adoption of the Global Compact for Safe, Orderly and Regular Migration at the end of 2018 created the first international framework for global cooperation on the issue and was a landmark moment for the international community to come together on migration.

The implementation of the Global Compact challenges IOM both directly and indirectly. First, IOM was tasked with the coordination of the United Nations Network on Migration by the United Nations Secretary-General. Though this decision predated the adoption of the Global Compact, it was included in the text of the Compact. The Network brings several dozen United Nations agencies and entities together with a range of other stakeholders, creating a coherent voice for the United Nations on migration, and identifying key challenges for joint deliberation and response. This is no small responsibility, and IOM's capacity to develop and manage groundbreaking United Nations machinery on a sensitive, cross-cutting issue at the top of the global agenda will depend in great part on its own sense of identity, and institutional poise in framing the key issues under discussion with United Nations partners.

Although the Global Compact will be implemented primarily by States, IOM has already been called upon by many of its Members for support in this endeavour. This is in addition to calls to support the incorporation of migration into the country-level United Nations Sustainable Development Cooperation Frameworks. IOM, mainly through its country and regional offices, will need support in developing bespoke responses to Member State requests. Though not all IOM Member States will participate in the Global Compact, it will become an important means of shaping progress with respect to the development of comprehensive national migration policies and international cooperation on the issue. The Global Compact is anchored in the 2030 Agenda, and thus also serves as a road map to help achieve the migration-related aspects of the Sustainable Development Goals.

Lastly, and perhaps most importantly, IOM has grown significantly in terms of budget, staffing and scope of activity over the last decade. Even without the Global Compact, the Organization is in need of a moment of collective reflection regarding its consolidation and structural development. While Member States have come to rely on the Organization as a dependable and effective partner, they have made long-standing calls to further develop IOM in terms of strategic planning, priority-setting, and developing a greater capacity for policy thinking and advice. Several institutional processes are already moving towards these goals, not least the development of a system of results-based reporting and management.

This is all the more important in a context where institutional and reputational risk is increasing. There is a widening gap between needs on the ground and willingness to respond from within the international community. Without consolidation, IOM may struggle to meet donor expectations when asked to do more, with less, in a complex operational and policy landscape. Similarly, the political debate on migration has become more sensitive and more polarized. IOM will have to navigate a public debate where every word and action has become charged with meaning, and where a misstep in a single country or region can resonate negatively across the whole Organization and affect migrant well-being.

Under new leadership, and with the critical financial and political support of key Member States, IOM is now in a position to set out key areas of reform and investment designed to consolidate valuable growth and delivery within the Organization to prepare for the new responsibilities and demands – both within the United Nations system and from the Member States – that will emerge over the next decade.

STRATEGIC GOALS

Looking to the future, the Organization should maintain its core characteristics, but also strive to further develop in order to be better prepared to face the challenges that lie ahead. By 2023, IOM should be:

- (a) **A driving force:** The scope of IOM's work will continue to be broad and deep. However, given the strategic landscape for the next decade, there are a number of areas where IOM will lead the global conversation on migration, advance international cooperation, and support States in addressing emerging dynamics which may require a deeper rethink of migration governance. This is not just a question of leadership, but also of delivery. These priority areas will be based on what IOM believes the future will bring and how best to add value to the projects that it undertakes, while continuing to ensure the best outcomes for migrants.
- (b) **Principled:** IOM's core values and principles are at the heart of its work. The Organization is guided by the principles enshrined in the Charter of the United Nations, including upholding human rights for all. Respect for the rights, dignity and well-being of migrants remains paramount. IOM has always assisted governments in their effective implementation of international standards in its programming, and will continue to do so. The Organization holds itself to a high standard. In addition to the values enshrined in the IOM Constitution, the Organization continues to adhere to the core United Nations values of integrity, professionalism and respect for diversity, as well as ensuring that it is accountable to its beneficiaries, and plays an active role in preventing sexual exploitation and abuse.
- (c) **Migrant-centred:** Since its inception, IOM has focused on working with and serving migrants. While the role of the Organization with regard to supporting governance, policy and United Nations coordination has changed, IOM will remain the sole actor committed to working with and on behalf of migrants through direct service provision, providing a platform for migrant voices to be heard, and empowering vulnerable populations and communities to embrace the positive and address the negative aspects of migration.
- (d) **Joined-up:** The Organization will be increasingly called upon not just to support governments and migrants at different stages in the migration journey, but also to connect those stages in the journey. IOM is well positioned to provide a full panorama of the complete system of migration governance, to ensure consistency of outcome from specific policy and operational approaches, regardless of where they are applied, and to address the interplay between different programmatic areas. IOM will adopt a joined-up approach to its projects in a specific sector or country to ensure that they are mutually reinforcing and take into account overarching goals that may go beyond the migration field or specific geographies, such as peacebuilding, community stabilization, development and future labour market needs, and the broader 2030 Agenda.

- (e) **Balanced:** IOM has developed a strong humanitarian ethos within its work, which is valued by donors and beneficiaries alike. However, this too often stands separate from IOM's broader work on migration. IOM will develop a holistic approach to the mobility continuum, whether in emergency settings, or more generally, recognizing the links between migration management and emergency response. With the relevant actors becoming increasingly aware of the mobility dimension of crises, there is an opportunity for migration management to become a means to reduce vulnerability and disorderly flows of people. To do this, IOM will break down internal silos and develop a strong corporate narrative that incorporates the interplay between different aspects of IOM programming.
- (f) **Operational:** IOM will further enhance its operational effectiveness across the globe and its capacity to respond quickly to the needs of migrants, and the governments that host them, in pursuance of safe, regular and orderly migration through the objectives and principles of MiGOF. The Organization will retain and strengthen its strong, on-the-ground presence, and will work closely with partners and other United Nations agencies to deliver on the key commitments of the next decade, as part of ongoing United Nations reform. Where possible, IOM will prioritize working with local actors.
- (g) **Forward-looking:** IOM's ability to respond quickly is one of its major strengths. This must be accompanied by a more proactive, long-term approach to addressing emerging issues, and alerting governments to the need for preparedness. In line with the rest of the United Nations system, IOM will further increase its preparedness for moments of crisis through increased foresight capacity and advanced operational planning. The Organization will be a consistent and reliable adviser, as well as an implementer, helping governments and migrants to not only adopt a long-term perspective, but to also fulfil their short-term priorities. This will require greater capacity for reflection, a robust evidence base and being in a strong position as a trusted interlocutor with governments and other stakeholders.
- (h) **A learning organization:** IOM will be capable of drawing upon its technical expertise and collaborating across countries to offer a consistent "state-of-the-field" perspective on every aspect of migration management and migrant support. This is not simply a question of building policy capacity to support Member States, but one of establishing a pool of knowledge and experience through which the Organization can share new ideas and forecast developments. IOM already holds a unique advantage in the data it collects through its operational and research activities. Such data are increasingly in demand and may be further enhanced through analytical insight and the use of data innovation. To do this, IOM will develop the capacity, culture and internal infrastructure to share experiences and analyse developments.

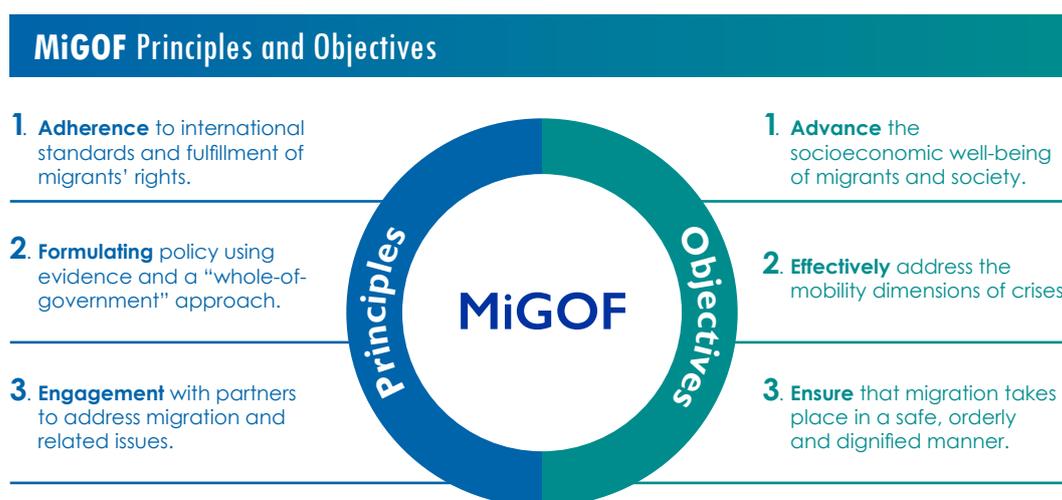
- (i) **Collaborative:** IOM will expand its collaboration with a broad range of partners, including other United Nations agencies, civil society, the private sector, local and regional governments and the media. The United Nations Network on Migration, for which IOM serves as the coordinator and secretariat, will be a key gateway to strengthening partnerships across the system. However, to ensure successful outcomes, IOM will also need to further strengthen operational partnerships in the field and seek out new and innovative collaboration with different sectors, while building on existing coordination mechanisms, such as the Inter-Agency Standing Committee.
- (j) **An objective voice:** IOM will be a strong, objective voice in a contentious and polarized discussion. It will be a source of credible information on migration data and trends, and will more effectively communicate the work it undertakes around the world. The Organization will remind governments and publics of the rights of all human beings, including migrants, in line with the values enshrined in its Constitution. It will seek to advise governments and others on developing policy that is balanced, offer an even-handed perspective on policy proposals and provide practical advice and support based on its wealth of experience.



IOM'S STRATEGIC FRAMEWORK

IOM has previously undergone several cycles of strategic planning, beginning with the development of the “four-box chart” outlining the four main areas of the Organization’s engagement – migration and development, facilitating migration, regulating migration and forced migration – alongside a number of cross-cutting activities. The chart was based on the purpose and functions of the Organization as laid out in the IOM Constitution. Responding to calls for further development of a strategic vision, the Council adopted the IOM Strategy in 2007. This 12-point strategy outlined the core objectives of the Organization which provide an effective description of the scope of IOM’s work. Many of the objectives now form part of IOM’s core work and have, de facto, become features of the Global Compact for Safe, Orderly and Regular Migration, not least to enhance the humane and orderly management of migration and the effective respect for the human rights of migrants in accordance with international law. However, the 12 points do not set out a means to achieve these goals or offer a sense of which of these activities are of the highest priority.

The most recent strategic approach, MiGOF, offers three objectives and three principles, which, if fulfilled and enacted, form the basis for an ideal approach to migration governance. It has become the core of IOM’s results-based management and guides both planning and reporting, implicitly superseding the 12-point strategy.

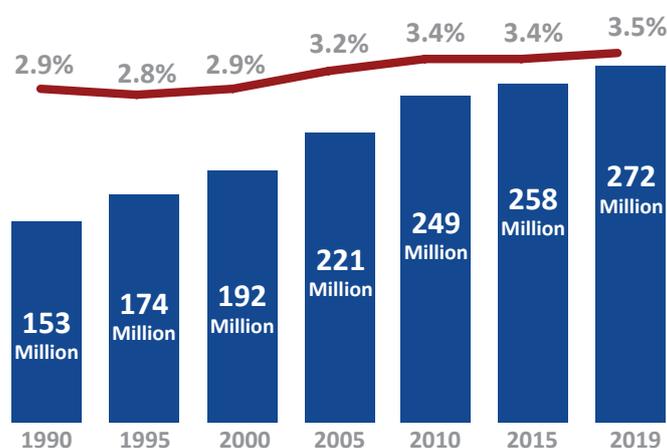


MiGOF will continue to be the lens through which IOM will review its overall progress. However, there will be an intensification in the number and type of reports that IOM will be required to deliver in the coming years, which will require some modification of the results-based reporting that utilizes MiGOF. The Global Compact, which has its own review process (supported by the IOM-coordinated Network), will sit alongside the Sustainable Development Goals and other internationally agreed texts in further shaping the scope and objectives of IOM’s work. It will be necessary to find a way to communicate clearly how the various frameworks fit together – both internally and externally – to ensure that reporting to States remains coherent, irrespective of the principal framing that is used by a specific Member State.

THE FUTURE MIGRATION LANDSCAPE – WHAT THE NEXT DECADE WILL BRING

IOM has an extensive global reach, and the impact of its work can be profoundly important, especially for migrants and Member States. IOM is renowned for its responsiveness and adaptability, but to maintain this highly valued attribute it will need to be cognizant of the dynamic global environment in which it operates. Current data, research and knowledge indicate that the coming decade will bring new challenges for which the Organization must prepare itself.¹ The key factors influencing mobility and migration are constantly evolving, in a context where the global fundamentals – notably the economy, peace and security – will have a strong impact on how dynamics and attitudes will evolve. Conflict, both civil and transnational, will greatly affect displacement and broader migration patterns.

Overall, and looking to the next decade, it is most likely that the number and proportion of international migrants globally will continue to increase at a steady rate in line with existing trends.²



Source: IOM, 2019.

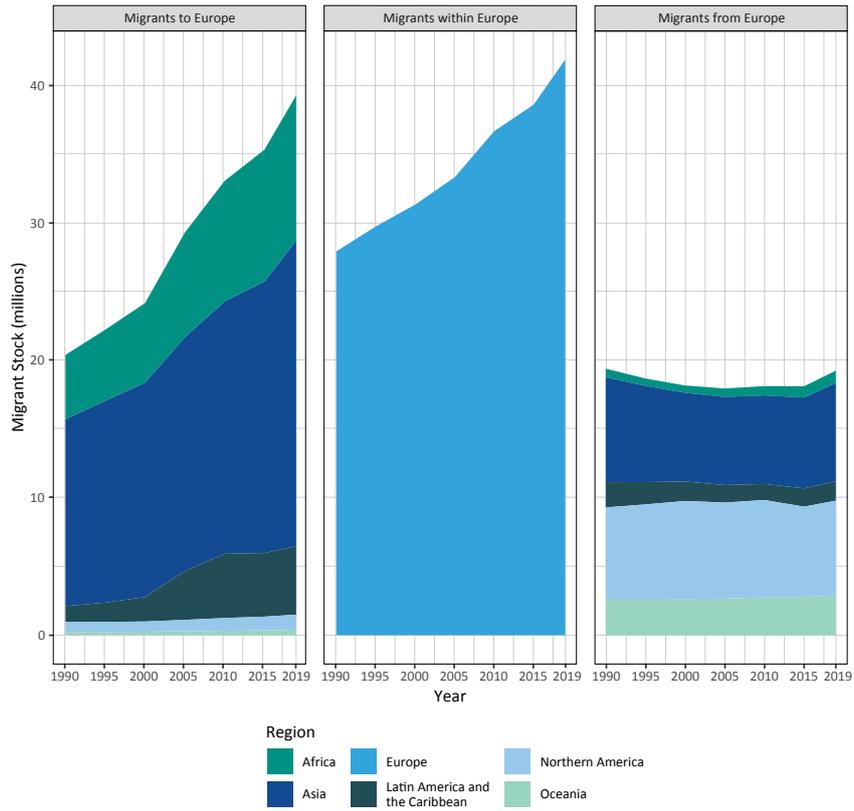
The wide variation internationally in the proportion of national populations who are foreign born will remain largely as is, although more countries will evolve from origin and transit countries into destination countries.³ However, we are already witnessing systemic changes in the migration patterns of those who choose to migrate, with greater international mobility being observed over a migrant's lifespan. Again, this should largely be manageable, although specific pressure points are likely to emerge.

¹ See, for example, the discussions contained in the *World Migration Report 2018* (IOM, Geneva, 2017).

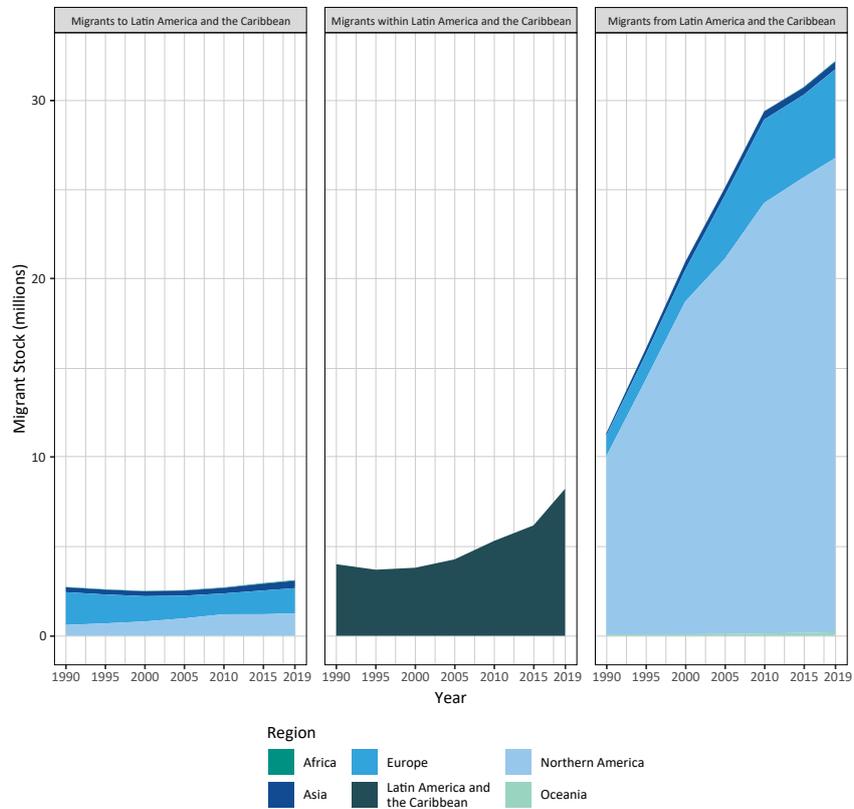
² United Nations Department of Economic and Social Affairs (UN DESA), *International Migration Report 2017: Highlights* (United Nations, New York, 2017).

³ IOM, *World Migration Report 2018*, Chapter 3.

Migrants to, within and from Europe, 1990–2019



Migrants to, within and from Latin America and the Caribbean, 1990–2019



Source: World Migration Report 2020, IOM 2019.



Migration includes many forms of mobility, and many of the migration trends that can be seen now in the world will continue and accelerate, though most will remain intraregional rather than intercontinental.⁴ Over the next decade, the impacts of demographic change will be felt across the world. In East Asia, countries will experience sharp population decline and an ageing profile, along with similar shifts in Eastern Europe and, to a lesser extent, Western Europe. Meanwhile, the African continent will be characterized by population growth and an increasing number of youth.⁵ This will lead to significant, yet geographically misaligned, shifts in labour demand and supply, and the opportunity for migration to provide a key solution will be increasingly important in the context of global competitiveness.

The impacts of climate change will intensify, and their effects on populations will spread. While some groups will be directly affected by climate-induced disasters – such as flooding, droughts and extreme weather events – others will be affected by growing desertification, coastal erosion and infrastructural instability stemming from resource scarcity.⁶ This, when combined with continued inequality, ongoing fragility and demographic change, will lead to increased internal, regional and international mobility as individuals, having lost hope in the future of their own countries, search for sustainable livelihoods for themselves and their families. Large-scale internal and international mass movements are likely to become more frequent and will evolve more quickly, posing new challenges for overstretched international humanitarian response in regions with limited statehood, particularly when displacement occurs as a result of intra-State and asymmetric conflict. Fatigue among host nations is likely to increase, along with scepticism towards current concepts of protection. In this context, vulnerability – both situational and individual – may become a more useful indicator for mobilizing support for migrant groups.⁷

We will almost certainly witness ongoing urbanization that will continue to transform the economic, demographic and physical landscapes of many countries around the world. Cities are already home to the majority of international migrants. However, rapidly expanding cities are also fragile ecosystems. Local, regional and national governments tasked with supporting large populations in small geographies will need to navigate access to resources, balance inequalities and rethink the delivery of public services. All of these challenges may be exacerbated when job growth does not keep pace with population growth, and environmental change threatens the liveability of urban centres located in coastal regions.

Labour markets, never static, will need different skill profiles in 2030 than they did in 2010 as technology underpinning key sectors such as agriculture, manufacturing, transport, finance and services rapidly develops.⁸ At the same time, the terms of employment are becoming more flexible, in some cases precariously so, contributing to widening inequality within and across regions.⁹ Even in a decent work environment, future workers across the world will have to become more adaptable, more resilient and ready to take on several careers.¹⁰ How and where to learn will become as important as what to learn, though some skills will remain in short supply, notably in the health sector, but also in science, technology, engineering and mathematics. In parallel, some jobs will become mobile, notably those in

⁴ Today, around half of all international migrants reside in their own region of origin. See UN DESA, *International Migration Report 2017: Highlights*.

⁵ European Commission, Joint Research Centre, *Demographic and Human Capital Scenarios for the 21st Century: 2018 assessment for 201 countries*, Wolfgang Lutz, Anne Goujon, Samir KC, Marcin Stonawski, Nikolaos Stilianakis (eds.) (Publications Office of the European Union, Luxembourg, 2018).

⁶ Intergovernmental Panel on Climate Change, *Climate Change 2014: Impacts, Adaptation and Vulnerability, Part A – Global and Sectoral Aspects*, Fifth Assessment Report (Cambridge University Press, Cambridge, United Kingdom, and New York, 2014).

⁷ Office of the United Nations High Commissioner for Refugees, *Migrants in vulnerable situations: UNHCR's perspective* (2017).

⁸ World Economic Forum, *The Future of Jobs: Employment, Skills and Workforce Strategy for the Fourth Industrial Revolution* (2016).

⁹ International Labour Organization (ILO), *Non-standard employment around the world: Understanding challenges, shaping prospects* (Geneva, 2016).

¹⁰ ILO, *Work for a Brighter Future*, Global Commission on the Future of Work (Geneva, 2019).

the technology and the information and communications technology (ICT) sectors. This will offer those who can acquire such skills with new opportunities to work remotely – particularly in developing countries – and provide new avenues for reducing brain drain, for example by continuous skills development through work with the private sector and international financial institutions.

Many migrants will retain links – both social and physical – in more than one country simultaneously. The impacts of transnational lifestyles – from supporting families at home, to regular commutes across borders – will need to be factored into a broad range of policies, including social security portability, pension contributions, border management systems, and citizenship and residency rights. These policies should also reflect a broader understanding of identity and community cohesion. It is possible for individuals to incorporate multiple affiliations that reinforce, rather than undermine, their participation in society, if supported to do so. Diaspora groups, when effectively mobilized, can be powerful contributors in both origin and host countries.

Technology has created new opportunities not only to connect populations, but also to identify them more efficiently. Widespread access to ICT is facilitating migration and expanding the networks through which migrants can seek support. However, some ICT platforms on social media are accelerating political discord over migration policy by fuelling negative sentiment, sometimes even inciting violence towards migrants, and can be a source of misinformation for publics and migrants alike. The media will continue to have a significant role in shaping attitudes towards migrants and the public perception of migration in general. Advancements in artificial intelligence and big data collection may offer new insight into predicting new patterns and ensuring timely responses to migration flows, and the needs of particular groups.¹¹ Furthermore, progress in digital identification may offer migrants and others new opportunities to access public services and manage their mobility. However, ensuring continued trust between governments and migrants – and the management of data security and privacy – will become more complex, particularly if it is outsourced to private actors. Cybersecurity will be a growing concern for all.

Although physical borders will continue to be important, there will be greater emphasis on the management of mobility and identity before and after entry. The use of electronic means for border management and visa issuance will continue to expand, including the use of biometric indicators, for all kinds of travellers. This may widen the gap between “strong” and “weak” passports and increase the relative importance of the individual characteristics of travellers, such as ethnicity, age, sex, gender and immigration background. While the skilled, the middle classes and those from the global North will find it easy to remain mobile – and acquire additional residence rights and citizenship – legal opportunities may further diminish for those with few skills or financial means to cross continents, potentially placing more pressure on populations to undertake irregular migration.

¹¹ For example, the predictive analytics tool developed by Save the Children to forecast the duration and scale of forced displacement and the machine-learning approach adopted by the Internal Displacement Monitoring Centre.



In this context, regional cooperation will become more relevant. Though some governance structures may fragment, many regions of the world will continue to strengthen efforts to improve the management of regional mobility, including visa-free travel and free movement.¹² The creation of seasonal and short-term labour opportunities will remain important in Asia and the Pacific, the Gulf region, West Africa, Eastern Europe and Central Asia, among others. The role of subnational and city governments will become more critical, and civil society partners will be important for effective support and service delivery and will provide the critical voices ensuring that human rights are upheld.

While it is essential that governments maintain sovereign control over migration, non-State actors will continue to become more active and influential. Migrants do not simply choose a destination country. They often choose specific locations, drawn by the promise of growing industries and feedback from personal and social networks. The private sector will be a strong determinant of what skills are needed where and a service provider to migrants at all points during their journey. Communications and service-oriented companies have long understood the value of migrants as customers and are tailoring products accordingly.

Illicit actors – notably smugglers and traffickers – will continue to cultivate new routes to desirable destinations.¹³ They may take account of public policies designed to reduce irregular movement yet remain undeterred by them, in a context where profits drive evolving practices. Governments will continue to encounter difficulties in combating these actors in regions where governance and institutions are weak or partial, even as States invest more deeply in police and judicial cooperation.

As the influence of non-State actors increases, it will become even more important for States to find common ground with all actors. This will be no easy task. Governments will have to give meaning to multilateral partnerships in an era of increased political scepticism towards, and public scrutiny of, migration. The erosion of public confidence in governments' ability to manage migration – in Europe, North America and across the globe – has led many political leaders to question the desirability of migration in the twenty-first century and the validity of long-established international legal frameworks. As global challenges increase in scope, the political space to find solutions will narrow, and governments will need greater support in finding sustainable responses that meet the needs of migrant groups and those of their own general populations. The benefits of migration hinge on the willingness of governments to invest in migrant inclusion and well-being. In a narrow political space, it will be harder to make the case for such investment.

Migration is increasingly a whole-of-government endeavour. It is no longer possible to separate migration issues from other key economic, social or security policy objectives – whether improving development outcomes, supporting vulnerable populations, managing high-volume borders, supporting employment growth or combating organized crime. Those countries that can govern from a systems perspective, rather than through discrete silos, will be the ones to succeed.

¹² For example, the Protocol to the Treaty Establishing the African Economic Community Relating to Free Movement of Persons, Right of Residence and Right of Establishment, adopted in January 2018.

¹³ Global Initiative Against Transnational Organized Crime, *Understanding contemporary human smuggling as a vector in migration: a field guide for migration management and humanitarian practitioners* (Geneva, 2018).

STRATEGIC PRIORITIES

IOM is responsible for leading the coordination of migration within the United Nations system at a time of political volatility about the issue. Such coordination is essential. The broad range of activities that IOM undertakes can be made fully effective only through collaboration with those United Nations agencies in possession of complementary operational and policy levers. However, in view of this role, it is imperative for IOM to have clarity over its own renewed mission and strategic objectives, so that it can continue to contribute effectively to the broader work within the United Nations system.

Migration is complex and messy. Few situations offer a straightforward solution, and most require difficult choices and trade-offs. Context matters: an approach that succeeds in one country may not be appropriate for another, which limits the ability to develop ready-made responses. This is particularly challenging given the broad range of activities undertaken by the Organization, the dominance of project-based work in its overall budget and the need to remain responsive to the specific requests of Member States. However, IOM can ensure institutional coherence in terms of its positions, and its priorities, and where it can further promote discussions within the international community.

The pillars outlined below reflect the reality that it is no longer possible for IOM to work through strictly defined programmatic areas. For example, IOM's emergency work overlaps considerably with long-term development planning and with the need for immigration systems to incorporate new and emerging forms of mobility; and strong interlinkages exist between separate sectors, such as climate change and emergency health services, and social cohesion and community stabilization. Rather, IOM will need to look at how best to achieve positive outcomes for the migrants it serves by taking a holistic approach to its work.

RESILIENCE

Migrants can be agents of change, both in their own lives and for societies more broadly. However, they need support to realize this potential, and the factors which increase the risks they face will need to be addressed. IOM will need to prepare for higher numbers of people moving in and out of situations of vulnerability, stemming from a range of complex drivers, including climate change, instability, poverty and exploitation. The relationship between humanitarian work and migration governance will become more complex. It will be harder to separate efforts to manage migration at the border from first humanitarian response, and to differentiate between cases of trafficking and the activities of organized smuggling networks. The facilitation of access to legal pathways for migration will become more important than ever.

IOM will need to lead the conversation in a number of ways. On the one hand, addressing emerging drivers will be core, notably with respect to the attainment of the Sustainable Development Goals, but also in addressing emerging environmental impacts and degradation. The latter is an emerging conversation, and IOM has become central to various inter-agency and multilateral partnerships focused on the impacts of environmental change, building a robust evidence base and helping States build capacity to respond. There is a need to build out this position through operational work on the ground, as more governments turn to IOM for support.

Furthermore, the need to address community resilience prior to travel will be as important as responses at different points along the journey. While IOM has the capacity to generate quick, life-saving responses to emergencies and disaster, it also recognizes the need to improve pre-emptive action and to address challenges, such as health risks, that may accompany people on the move. The development of transition and community stabilization programmes to address the longer-term impacts and drivers of vulnerability will become ever more important as large-scale movements become more frequent. This approach forms part of IOM's commitment to strengthen the humanitarian, development and peace nexus and bring the different elements of IOM's work on the ground together. Inclusion and empowerment should be integrated into IOM's approach.

The relationship between mobility and development outcomes is complex and heavily dependent on context. Economic growth may motivate individuals to move, just as the absence of livelihood opportunities can push them to emigrate. Yet still more people lack the means to cross borders, even when circumstances become dire. IOM is one of the agencies with the widest reach with respect to internally displaced populations, in terms of both operational scope and financial resources. People may be displaced for a broad range of reasons, notably conflict, but also environmental disasters such as floods and droughts. In addition to meeting humanitarian needs, helping internally displaced populations to access basic services, sustainable employment and livelihoods is a critical part of this work.

When faced with multiple complex crisis situations, it is sometimes hard to take the long view. IOM believes that, just as sustainable development policy can determine migration patterns, migration can also contribute to stronger development outcomes, whether through remittance contributions, skills transfers, return migration or reintegration. Nonetheless, these benefits are not guaranteed and will be realized only with effective policies and institutional frameworks, clear objectives and a long-term perspective. IOM will implement a coherent strategy on migration and sustainable development, designed to hardwire migration into the implementation of the 2030 Agenda for Sustainable Development and ensure that no one is left behind, and consider the impacts of other policies such as those on trade and investment. The Organization will address negative impacts on human capital, working with countries of origin, the private sector and international financial institutions to invest in continuous skills development and training for all those in the community, and not just migrants. However, migrants are themselves critical agents in this regard, and incorporating the contribution of diaspora populations – financial or otherwise – into such strategies will be key.

MOBILITY

The ways in which people move are constantly changing. As migration dynamics evolve, so must the tools that manage movement, whether relating to selection, identification, entry, stay or return. These tools will need to adapt to increased mobility and transnationality within populations and consider the challenges that accompany this phenomenon. In this regard, IOM can adopt a strategic approach to design and implementation, based on its existing knowledge of what works, where, and for whom. Developing structural policy frameworks, and focusing on durable solutions rather than ad hoc responses, for different forms of migration will be critical.



Governments will need to constantly adapt and adjust policies for labour migration to respond to changing labour market needs, and according to the success of their approaches. Insight as to the core skills – beyond formal qualifications – that will be most valued by employers in the future will become more critical to the design of innovative and flexible labour migration policies, and particularly skills partnerships that foresee closer international cooperation on migration. This will require a more in-depth conversation with private employers, who will also need to invest in the global workforce. There is an opportunity for IOM to adopt a strategic approach to collaboration on labour migration, facilitating conversations with all stakeholders (from city authorities to private employers) with respect to future labour market needs, and supporting the development of bespoke policy instruments to facilitate mobility for work, particularly in countries that are set to increase their labour intake. This includes the incorporation of greater circularity and opportunity to return home, whether permanently or temporarily. The development of a broader concept of community inclusion in a wide variety of contexts – and for a deeply heterogeneous set of migrant groups, government capacities and migration patterns – will be the key to success.

IOM also has an opportunity to become a thought leader on different aspects of migration and mobility, not least owing to the fact that both the public and private sectors – from financial and insurance services through to access to citizenship – have yet to catch up to the reality of lives spent across, rather than within, countries. A great deal of the potential in this conversation is related to technological development and the opportunities that accompany digital identification services. Objective 4 of the Global Compact for Safe, Orderly and Regular Migration highlights the importance of legal identity and documentation for migrant groups. Governments have begun to invest in electronic identification schemes, just as international agencies – such as the Office of the United Nations High Commissioner for Refugees and the World Food Programme – are recognizing the benefits of biometric registration to support access to services. IOM's work on biometrics within the context of border management and visa services suggests that the Organization can become an innovation leader, and trusted partner, regarding the use of digital technology to establish identity, and facilitate access to services, while ensuring that migrants' rights to privacy and data security are upheld. IOM should further explore and expand its support to the field of identity management, including digital identification – whether to facilitate pathways for regular migration and mobility, manage borders or support access to services in humanitarian situations – which is yet to be developed to its full potential.

Increasing mobility also places new pressure on government authorities to address the situation of migrants who no longer have authorization to reside in a particular country. IOM has been implementing assisted voluntary return and reintegration programming for almost 40 years, largely in Europe, and has expanded its work to support migrants who are stranded and in situations of vulnerability. This gives IOM key insight as to the situation on the ground in countries of return, and the needs of those who are transferred back to countries and communities of origin. It also creates an opportunity for IOM to move beyond its current role as service provider and become an adviser to governments on the viability and desirability of individual returns to specific countries, shifting towards a protection-oriented approach, and to link reintegration more closely to broader development and stabilization programming on the ground. Objective 21 of the Global Compact sets out the possibility of developing regional and international frameworks for cooperation that meet international human rights standards. IOM is well placed to become the honest broker in these discussions and develop the mutual interests that underpin sustainable cooperation.

GOVERNANCE

IOM is already an important partner for Member States in terms of delivering services to migrants that governments cannot deliver themselves. However, with the adoption of the Global Compact, there is a new opportunity for IOM to support participating governments to build capacity for the governance of migration and the provision of assistance to migrants, and to build stronger cooperation with other United Nations agencies. At the most general level, this would include offering a baseline review of what States might need to do to meet specific objectives of the Compact (utilizing the Migration Governance Indicators, based on MiGOF), but also developing capacity at all levels of IOM to offer policy advice to national ministries and officials, and regional and local authorities.

A number of IOM regional offices have highlighted the importance of governance at the regional level and of developing regional cooperation on migration in the future. IOM is already involved in a multitude of regional consultative processes on migration, building mutual trust on sensitive issues through dialogue, and there is now an opportunity to translate this dialogue into more formal cooperation in order to meet broader social and economic goals. Yet, as experiences in more developed parts of the world suggest, this will require not only agreement on common standards, but also the allocation of resources and active implementation of structures to facilitate cooperation. IOM can work at both the policy and operational levels to turn aspiration into reality. For instance, over the next decade, the African Union will pursue an area of free movement, under the Agreement Establishing the African Continental Free Trade Area. This has game-changing potential for the African continent, but will require strong support from organizations such as IOM through its regional and country offices.

Good migration governance requires close cooperation between a range of actors. As urban populations fluctuate, and local authorities join front-line service providers, the political leadership of mayors will be essential. Similarly, if the private sector is to contribute to socially cohesive and diverse societies, it will increasingly need the support and insight of organizations such as IOM. Migrants also need to participate in the development of immigration and integration policies that truly benefit all.

High-quality data are critical for designing, implementing and evaluating migration policies and programmes. Without good data it is difficult to assess how effective policy implementation has been. While data alone will not fully answer or resolve complex policy questions, a lack of data hinders the ability of policymakers to take informed decisions. This is particularly important in order to track progress against international commitments, such as the Sustainable Development Goals, as noted in Objective 1 of the Global Compact. As IOM strengthens its ability to collect and analyse data, it can support governments at national and regional level to develop their own capacities in this regard and relating to the monitoring and evaluation of policy implementation and the development of informed responses to crisis situations.

Lastly, good migration governance also addresses public perceptions of migration. While communities view migrants with increasing scepticism, they tend to fear chaos and uncertainty rather than new arrivals themselves. IOM can play a role not just in ensuring fair and transparent policymaking, but also in explaining the often complex policy choices that need to be made and communicating their impacts to migrants and the public.



DRIVERS FOR SUCCESS

While IOM already works in all of the areas outlined above, and has unmatched expertise with respect to providing services to migrants, none of the institutional shifts described can be achieved without also strengthening the broader functions of the Organization. This includes sustainable resourcing, accountability and expenditure, and the full realization of staff potential. Key areas of institutional investment include those set out below.

A RESOURCE BASE

The issue of resourcing should not be underplayed. The structural limitations that currently exist are inhibiting the ability of the Organization to consolidate its strengths and implement a strategic approach. Without collective responsibility, including from IOM's key supporters, for stronger financial investment in IOM's structure and foundations – whether to develop policy capacity or invest in stronger governance and accountability – any vision will remain a mirage.

This Strategic Vision will need to be accompanied by a robust internal calculation of the “critical mass” of core funding and subsequent resource mobilization that will be needed to ensure that IOM's strategic and institutional priorities are realized.

INSTITUTIONAL IDENTITY

IOM's identity is rooted in its flexibility, capacity to deliver and attention to immediate needs. This important facet of IOM should be maintained and valued. Although these characteristics are part of the Organization's core identity, they are, however, insufficient. The establishment of a strong corporate identity that can inspire pride and a clear statement of mission will be key.

STRATEGIC COMMUNICATIONS

IOM has the opportunity to lead a global conversation on migration based on its broad operational experience. The IOM vision will therefore need to be communicated both internally and externally through an inclusive and consistent communications strategy. This does not mean reducing IOM's work to simple slogans or messages, but building a common understanding, and capacity, within the Organization to communicate complex and nuanced issues in an objective and balanced way, and through multiple outlets. There is a need for an organization-wide consensus on the differences between advice, advocacy and research, and IOM's role with respect to each.

INTERNAL GOVERNANCE FRAMEWORK

IOM has outgrown its governance architecture, a reality exacerbated by the continued scarcity of core resources and the additional responsibilities that have emerged from the Organization's evolving role with the United Nations system. Thus, it has been necessary for IOM to reflect upon all aspects of internal governance, including how to manage risk and ensure adequate staffing, and how to streamline and automate processes to fully support regions and country offices. It was equally important to clarify decision-making across IOM – to determine who needs to be informed, consulted and held accountable – so that processes, once created, are also followed. Clear lines of accountability and reporting needed to be established and followed across units and departments and at all levels of the Organization.

IOM therefore established and will continue to invest in the Internal Governance Framework, a modern and fit-for-purpose internal governance system which will be the functional backbone of the Organization and underpin all other areas of institutional development.

In view of the importance of accountability and transparency, IOM has already reviewed the misconduct processes and grievance mechanisms of its internal justice system and is developing a streamlined system for reporting and investigating alleged cases of misconduct.

Since the Internal Governance Framework is not a static structure, it will need to be regularly reviewed and revised in order to respond to internal and external developments.

OPERATIONAL EFFECTIVENESS

IOM's operational effectiveness is already extremely robust. In recent years, the mobility dimension of crises – from natural disasters to outbreaks of infectious disease – has been acknowledged within the international community, and IOM has developed strong frameworks for response, such as the Migration Crisis Operational Framework. However, there is an opportunity for the Organization to develop greater predictability and consistency of outcome across its work, incorporate stronger risk management and invest in a more contextualized approach that reaches a new level of sustainable flexibility.

In addition, IOM can develop a stronger analytical capacity that can link its current data collection capacities to operational preparedness and offer States the possibility to ensure the needs of individual migrants are anticipated, and met, at all points in the migration journey.



POLICY CAPACITY

A large amount of potential policy knowledge is held across IOM, based on the vast compendium of projects and the accumulated expertise among IOM staff. This knowledge should not simply be held static in databases; it needs to become a living source of policy that can be adapted to address critical questions, both new and old, and help refine IOM's own interventions. To be of full value to its Member States, and deliver effective support to migrants, IOM has a responsibility to share its experience (even when it may run counter to established assumptions) in order to improve the design and function of various aspects of migration policy.

This will also ensure that policy is consistently applied across the Organization, taking into account the vast diversity of contexts in which IOM works. This does not mean that policy is set in stone. There should be mechanisms to ensure that new information and ideas can be incorporated into overarching guidance on key issues. Principles of good governance are universal, but the means through which they can be effected are many and varied. The IOM Policy Hub, a gateway to strategic policy development and decision-making, will support all levels of the Organization in this endeavour.

DATA AND RESEARCH

IOM has become a reference point for some key migration indicators, such as trafficking in human beings, missing migrants, internal displacement and large movements. However, there remains an opportunity to articulate IOM's data objectives more clearly – along with the functions and audiences that they serve – to consolidate IOM's data across the Organization, and to ensure greater quality, consistency and comparability of data sets.

The development of an IOM-wide data strategy will allow the Organization to build further capacity, pioneering new means of data collection that can enhance operational outcomes. This includes the use of new technologies, new partners and new sources of data – including big data – all the while ensuring the responsible management of the data by all users. Overall, greater focus on quality output, rather than quantity, will ensure that IOM has the highest impact in terms of both communication and credibility.

KNOWLEDGE MANAGEMENT

The development of policy capacity within an organization begins with the ability to gather and manage accumulated knowledge, whether operational expertise, information on policy trends and developments, lessons learned from project implementation, or the collection of key data. Though knowledge management is not the sole foundation for building policy capacity, without effective means to learn and share, IOM's policy support will remain top-down and fragmented, and will struggle to evolve.

This is not merely a process. It requires the development of a culture of sharing and learning within IOM based on a common identity and mission, effective communication structures to facilitate internal exchange, and the space to reflect on project experiences, both positive and negative. It also requires investment in IOM's capacity to undertake qualitative evaluation of its work. The facilitation of knowledge management – with clear ownership at the highest level – will be essential for the next phase of IOM's institutional development; but it should be viewed as the means to achieve broader change, rather than the result.

INNOVATION

As a deeply operational and projectized organization, innovation is hardwired into IOM's daily activities. Indeed, IOM's ability to adapt is the highest form of innovation. Yet for innovation to be a tool of institutional development, it needs to be incorporated systematically. At one end of the scale, this should reflect an openness to new and untested ideas (including those with high risk of failure) and creating space for experimentation. At the other end of the scale, it is found in an organizational culture where there is a willingness to question established assumptions and processes, with a view to ensuring that institutional practice is constantly evolving to new contexts and to meet the changing needs of beneficiaries.

STAFF DEVELOPMENT

Investment in IOM's staff, and ensuring opportunities for advancement at all levels, will be crucial to the Organization's ability to achieve its objectives. There is a need to support staff at all levels of the Organization to develop the skills that will be increasingly important to its work in the future, such as diplomacy and policy analysis, and create the space for key personnel to be able to reflect on progress at country, regional and global level. In addition to preparing staff adequately, there is a need to incentivize learning and accountability, and highlight the high value of knowledge exchange. Lastly, there needs to be greater opportunity to develop skills in a complementary field of knowledge (both within and beyond the migration field), while building networks within IOM of those who already have significant experience in a particular area of work.

EMPOWERED WORK ENVIRONMENT

In order to thrive, IOM's growing number of staff should feel secure and respected. Creating an environment free of harassment and bullying – with clear avenues for redress – is central to this objective. In addition, IOM's workplace culture should be inclusive at all levels: positively recognizing differences of all types, including gender and sexual orientation, race, belief and disability, and realizing the benefits of a work environment where innovation is improved through the incorporation of diverse experiences and perspectives.

The Global Compact for Safe, Orderly and Regular Migration will have an impact on the way in which migration is considered and discussed within the United Nations system, by Member States and by IOM itself. However, it is not the sole catalyst for change. Across the world, governments are recognizing that migration is an essential, yet sensitive, topic for international cooperation. Where, and how deeply, IOM chooses to invest over the next five years will affect how well the international community as a whole will be prepared to respond to changing migration needs. Just as the drivers and dynamics of migration rarely remain static, IOM has an opportunity to build upon on its core strengths of flexibility, responsiveness and on-the-ground expertise, and to provide its Member States and migrants with a partner that can grow and learn alongside them. Through this, IOM can lead a global discussion that acknowledges, and addresses, the complexity that characterizes modern migration management, while ensuring that migrants remain at the heart of the conversation.





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