

MC/2287

**Original: English
12 November 2009**

NINETY-EIGHTH SESSION

**REVIEW OF THE ORGANIZATIONAL STRUCTURE OF
THE INTERNATIONAL ORGANIZATION FOR MIGRATION**

REVIEW OF THE ORGANIZATIONAL STRUCTURE OF THE INTERNATIONAL ORGANIZATION FOR MIGRATION

Introduction

1. The Structure Review Team (henceforth SRT) was established in April 2009, at the request of the Director General (Annex I), and given the task of reviewing IOM's organizational set up and proposing a revised framework that would, in particular, ensure consolidation of structures and resources in the Field and coherence of action at Headquarters.

The Rationale for the Review

2. Migration has undergone considerable change in scope and volume over the last 10 years. Patterns of migratory movement have diversified so much that most countries of the world are simultaneously countries of origin, of transit and of destination. Migration has consequently become a major international issue, one that interacts closely with a number of other policy domains, including development, trade, security, human rights and the environment. In the meantime, the Organization has grown exponentially in terms of its outreach, membership, budget and staff numbers, but the organizational structure has not kept pace with this growth. At a time when the impact of the economic and financial crisis is being strongly felt all around the world, it would appear prudent for IOM to reflect on steps that could be taken to ensure that its organizational structures are so geared as to enable it to continue to fulfil its mandate by offering the most effective and efficient service to its Member States and migrants, and to maintain its place as the global inter-governmental organization in the field of migration. The election of a new Director General at the head of the Organization adds to the timeliness of the exercise.

The Review Process

3. The SRT worked independently and was composed of IOM staff members, drawn from both the Field and Headquarters, and representing broad diversity in areas such as experience, expertise, cultural sensitivity and regional background. It held 4 intensive working sessions in May, June, July and August 2009, maintaining throughout communication and consultation with the Office of the Director General, the Staff Association Committee, and a wide spectrum of IOM staff at all levels. The SRT looked closely at the documentation produced in the course of the 1996/1997 Management Review. It considered the deliberations of the recent round of Regional Consultations of Chiefs of Mission, as well as those of the earlier Meeting of Heads of Missions with Regional Functions (MRFs) and Special Liaison Missions (SLMs). It took account of the Global Staff Satisfaction Survey and of the complementary high-level overview analysis prepared by an external consultant. The SRT studied recent developments in the UN Reform process in order to identify trends and approaches that may be applicable to IOM. The SRT also consulted representatives of several international organizations that are either going through or have recently completed a process of structural reform.

The Institutional Context

4. The current architecture of IOM's administrative framework was largely shaped by recommendations stemming out of the 1996/1997 Management Review process and its vicissitudes. At the centre of those recommendations was a determination to transfer primary responsibility for initiating and executing IOM service delivery to its Member States from Headquarters to the Organization's field offices. In more specific terms, the Review called for a flattening of hierarchical structures, for more flexibility across the board, for the location of managers close to beneficiaries and donors, and for staff to work as a team on the basis of a clear understanding of roles and responsibilities.

5. Headquarters was assigned primary responsibility for policy and priority setting, resource allocation, financial oversight, liaison and programme support. Regional structures were given a coordinating and monitoring role and were called upon to analyze the migration issues arising within their geographic purview, to develop targeted regional programme proposals to address them, to secure funding with the support of HQ, and to oversee the implementation of IOM activities in countries of the region. Finally, each country office was given primary responsibility for the initiation and execution of projects. Periodic review of these arrangements was foreseen.

6. The SRT is of the view that the adoption and implementation of the broad vision laid out in the 1996/97 review, and its translation into a three-tiered (Headquarters, regional offices and country offices) institutional structure, has enabled IOM to acquire the capacity to deliver an ever increasing number of specific-purpose projects at the request of its Member States. The figures speak for themselves. Over the last decade IOM's membership has more than doubled; its staff contingent has gone up by 600 per cent; there has been a four-fold increase in the number of its field offices, while total annual expenditure has risen steadily from USD 240 million to USD 1 billion.

7. The SRT notes, however, that the growth of IOM has been accompanied by unavoidable stresses and strains, resulting in distortions to the original model and alterations to the working relationships between administrative entities, with roles and responsibilities as well as the lines of communication and accountability becoming increasingly unclear. One of the reasons has been the static funding of the core structure of the Organization (due to the Zero Nominal Growth policy) combined with the rapidly expanding field presence and activities, which has led to the growing overstretch of structures intended to ensure internal coherence, direction, oversight and consolidate knowledge. As early as 2004, an External Auditors' Report¹ expressed concern about both "a lack of clarity regarding the distinct roles of MRFs and Headquarters" and "actual duplication of functions". It went on to note that "Country Missions seem to be confused about what should be reported through their MRFs, and what could be communicated directly to Headquarters". During the recent round of regional consultations held by the Director General, Chiefs of Mission expressed their own concerns in relation to what they felt to be indistinct roles and responsibilities; sketchily defined lines of accountability; fragmented or redundant communication paths; and internal competition for scarce resources. They also referred to a lack of strategic thinking and planning and to IOM's relatively weak capacity for information capture and analysis.

8. It is nonetheless readily apparent to the SRT that IOM personnel have learnt to cope with these limitations, and, in some ways, to turn them to advantage, for instance by

¹ Please refer to SCBF/266, 29 March 2004.

substituting personal, informal information exchange for prescribed, formal reporting, or by making use of the light bureaucratic apparatus to develop a highly effective “entrepreneurial” mode of operation. In light of this record, the SRT is conscious of the need to ensure that change, if and where proposed as a result of its deliberations, does not detract from the fundamental institutional qualities that have contributed, over the years, to IOM’s strength and reputation: its closeness to its Member States; its practical problem solving orientation; its responsiveness to need; its adaptability and creativity of thought; its speed of intervention; and its broad range of partnerships.

The Case for Change

9. The SRT identified a number of key issues warranting change to or adaptation of current structures.

10. First and foremost, the roles and responsibilities of the principal administrative structures (Headquarters, MAC/PAC,² MRFs, SLMs and country missions) have, under the pressure of substantially increased daily activity and with the cumulative wear and tear of years, lost some much needed sharpness and definition. The structures themselves remain in serviceable condition but they are in need of renovation and uplift.

11. The SRT observes that many new IOM functions have emerged over the years while some have fallen into disuse. Still others have grown or declined in importance. Labour migration, for instance, has, in recent years, commanded a level of international attention not seen since the days of the large scale post-war resettlement. In parallel with this there has been a surge of interest in migration and development and especially in the mobilization of diaspora resources to contribute to the social and economic growth of countries of origin. International migration law, migration policy, population displacement due to conflict or to environmental change are but a sample of the numerous areas of activity where IOM has had to extend the scope of its competence, or acquire new expertise to respond to the needs of its Member States. The IOM Strategy, adopted by Member States in 2007, maps out these very substantial fields of activity for the Organization. Many administrative functions have also changed in response to the demands of Member States, donor requirements, and changing systems and standards in order to manage the growth and complexity of offices and operations.

12. The Organization’s Headquarters in Geneva has had to keep pace with these challenges, but at a cost. While running adjustments have been made to keep the various departments in proper working order, gaps and overlaps have unavoidably appeared, to the point where it is difficult to discern the administrative logic underlying the current distribution of roles and responsibilities. There is a clear case for the reconfiguration and realignment of departmental functions to remove those gaps and overlaps and to map out functional areas of responsibility in terms that are understood and respected by not only those who work at Headquarters, but also by the Field, by Member States and by partner organizations. At the same time, there is an opportunity to streamline and strengthen communication lines between Headquarters and the Field.

13. The SRT is of the view that the decentralized service delivery system of IOM is one of its clear strengths. It takes note of the fact that many UN organizations have recently

² MAC and PAC are the subject of a separate review by IOM’s external auditors.

undergone, or are in the process of undergoing decentralization of their operations as a way to enhance institutional effectiveness and efficiency. It believes, therefore, that IOM's field-based structure, introduced following the 1996/97 review process, deserves to be retained and reinforced. At the same time, the SRT notes that while MRFs' core resources may have been sufficient originally, this is no longer the case. They are unevenly positioned and equipped to perform their strong planning, coordinating and support functions. Given the reality of projectization, MRFs end up, not infrequently, struggling to manage the disconnect between having to support country missions while competing against them for access to donor funding and other resources. There is a strong argument for augmenting the level of core resources available to Regional Offices³ to enable to refocus their energies towards their planning, coordinating and support functions.

14. Some rationalization is especially needed in the area of project development. Typically, the life cycle of a project begins at the country office level, following which it is sent to the relevant MRF for clearance and then to Headquarters for final endorsement. Headquarters' involvement may indeed help to promote coherence and maintain quality control, but it also limits the ability of Headquarters to fulfil its more strategic functions such as policy guidance, standard setting and knowledge management. The SRT sees strong reason to streamline the process, and to devolve the project endorsement function to the Regional Offices. The SRT notes, however, that this transfer of responsibility cannot be accomplished without policy guidance and oversight by HQ and appropriate training for both project developers and endorsers in the field.

15. There are a number of other systemic weaknesses the SRT takes account of even though they are matters of process rather than structure and go beyond the terms of its mandate. One of these weaknesses is the lack of clearly established mechanisms to ensure accountability and appraisal in respect of the functioning of HQ departments and field offices or the performance of individual officers. Another is poor internal communication protocols. While directness and spontaneity of expression ought not to be discouraged, there may be value in the introduction of more systematic channels of information exchange. A third is the current lack of capacity for the capture, retrieval and analysis of institutional knowledge. IOM is an information-rich institution, much of which is drawn from the unique closeness of its working relationships with Member States and migrants, and from the practical, problem-solving nature of these relationships. Although these areas will receive at least partial remedy through reform of the organizational structure, they deserve separate consideration during the implementation phase.

16. The case for change would be incomplete without further reference to the broader international context that we identified as providing a substantial part of the rationale for this Review. Migration now features increasingly on the UN agenda, and in the work programmes of a large number of multilateral forums, including those dealing with human rights, trade and the environment. It is at the centre of the concerns of the Global Forum on Migration and Development, which IOM assists by hosting its Support Unit. It is also increasingly the focus of Regional Consultative Processes in all regions of the world, with IOM providing upon request a wide range of support services. Beyond all the internal justifications for structural reform, therefore, is the need for IOM to be equipped and organized to enable it to contribute comprehensively and effectively to international endeavours in the field of migration.

³ In its recommendations, the SRT used the term "office" instead of the currently used "mission" to refer to the field entities in the proposed structure.

17. The SRT notes that the issue of the status of IOM vis-à-vis the United Nations, which was consistently raised during recent staff consultations as central to the future of IOM, is within the remit of Members States and is outside the scope of this review. There is no doubt, however, that cooperation with the UN is essential for the effective fulfilment of IOM's mandate and functions, and in making its recommendations the SRT has borne in mind the need to facilitate this cooperation.

The Recommendations

18. SRT's recommendations are divided into two groups. The first group focuses on the reorganization of Headquarters. Decisions on these matters fall within the Director General's prerogatives, provided they do not entail additional budgetary requirements. The second group deals with the reorganization of field structures. Given the significance of some of these changes, they should be submitted to Council for endorsement. A draft illustration of the proposed IOM administrative structure is presented in Annex II.

- **Realigning Headquarters structures into more clearly defined and coherent entities, and strengthening the links between the field and Headquarters**
- I. Under current arrangements, the distribution of responsibilities among departments and within them is unclear to both IOM staff and outside observers. The SRT recommends, therefore, that the current structure at IOM Headquarters be reconfigured and consolidated into five clearly defined entities consisting of:
- (a) *The Office of the Director General.* This Office will continue to be the focal point for institutional leadership and supervision for the whole of IOM. It sets institutional goals and priorities within the framework of the IOM Strategy, and maintains global oversight of activities.
 - (b) *The Department of Migration Management.* This Department would be responsible for the development of policy guidance to the field; for the formulation of global strategies; for standard setting and quality control; and for evaluation and knowledge management in relation to "mainstream" migration activity sectors, including labour and facilitated migration, migration and development, counter-trafficking, assisted voluntary return, migration health, resettlement and capacity building in migration management. The Department would also cover international migration law, research and the 1035 Facility.
 - (c) *The Department of Operations and Emergencies.* This Department would be responsible for the development of policy guidance to the field; for the formulation of global strategies; for standard setting and quality control; and for evaluation and knowledge management in relation to activities spanning the pre- to post-crisis continuum, including peace-building initiatives and logistics management. The Department would oversee the fulfilment of IOM's responsibilities under the Inter-Agency Standing Committee in reference to population displacement and the lead role for the Camp Coordination and Camp Management Cluster (CCCM) as well as disaster risk reduction, reparation programmes and electoral support.

- (d) *The Department of International Cooperation and Partnerships.* This Department would be responsible for the coordination of relations with international organizations, with NGOs, and with the private sector and other relevant stakeholders. It would oversee the dissemination to external stakeholders of IOM's institutional position in respect of key global migration issues and trends. This Department would also be responsible for the International Dialogue on Migration and the management and coordination of IOM's contributions to multilateral forums, including Regional Consultative Processes, the Global Migration Group and the Global Forum on Migration and Development. It would also include Resource Mobilization, the Meetings Secretariat, Translation Services, and Media and Public Information.
- (e) *The Department of Resources Management.* This Department will continue to be responsible for establishing and implementing the human and financial resources policies the organization needs to carry out its activities efficiently. It establishes and implements policies to ensure sound financial and personnel management and planning and sees to the coordination of financial and human resources proposals and policies and their dissemination to internal and external stakeholders. In addition, for greater coherence with the overall resources management of the Organization, the Information Technology and Communication function would now be integrated into this Department. Furthermore, a comptroller function would be established within the existing structures of this Department to ensure strengthening of internal controls and compliance with the regulations and rules.
- II. The SRT recommends the strengthening of Senior Regional Advisers at HQ. To this end, the SRT recommends that Senior Regional Adviser positions be placed within the Office of the Director General (ODG) to be regional experts at HQ. Senior Regional Advisers would keep the ODG and HQ departments informed of activities and emerging trends of relevance in the region; be responsible for coordinating the development of regional strategies in cooperation with Regional Directors; act as HQ focal points for Regional Offices, providing Regional Directors⁴ with guidance and support; and liaise with the Permanent Missions of IOM's Member States in Geneva, ensuring that the latter are well-informed of IOM's activities in the field.
- III. In order to foster communication and cooperation between and among these entities and to enhance the quality of corporate level decision making and compliance, the SRT recommends the establishment of two Coordinating Committees. A Policy Formulation and Coordinating Committee would consist of the Director General, the Deputy Director General, the Chef de Cabinet, Regional Directors, Heads of Department and Senior Regional Advisers. The Committee would meet not more than twice a year to take stock of IOM's activities, to identify opportunities for innovation and growth as well as potential obstacles, and to set broad priorities of action for the Organization. A Management Coordinating Committee would consist of the Director General, the Deputy Director General, the Chef de Cabinet, Heads of Department and Senior Regional Advisers. It would meet at monthly intervals, or as necessary, to assure coordination between the departments and to provide advice to the Director General on major or complex programmatic and resource issues.

⁴ Please refer to the recommendation No. VII.

- IV. The SRT recommends that in future, responsibility for project endorsement be assigned to Regional Offices. Headquarters would then be able to focus on the formulation of institutional policy and strategy, on the development of project endorsement guidelines, on standard setting and quality control, and on knowledge management. This recommendation rests on the premise that Regional Offices are more familiar with migration issues and dynamics within their region, have the regional oversight and can respond more rapidly to requests for approval.
- **Restructuring the field by consolidating resources and refocusing their functions**
- V. The SRT recognizes that the key elements of the existing field units and the decentralized structure of IOM are one of its strengths and therefore recommends that it be maintained and strengthened. The SRT sees the role of Regional Offices evolving away from project implementation and towards the planning and coordination of IOM activities; on the giving of technical support to country offices, particularly in the area of project development; on knowledge management; and on the nurturing of professional expertise across the region.
- VI. To allow Regional Offices to effectively provide the necessary support to their regions, existing capacities must be strengthened and expertise must be aligned with the needs of the region. Given IOM's limited core resources, the SRT recommends the consolidation of available resources into fewer Regional Offices to enable them meaningfully to exercise their redefined role.
- VII. The SRT recommends that each Regional Office be allocated a number of core funded positions necessary for the fulfilment of its functions and covering key areas of activity in the region. Regional Offices would be headed by Regional Directors reporting to the Director General.
- VIII. In determining the optimal number of Regional Offices, the SRT sought to consolidate the available core resources in fewer but geographically and strategically well-placed regional hubs. The SRT was guided by the criteria used by UN organizations for the location of their regional offices, taking careful account of the comparative advantages of each potential location as well as of IOM's specificities. Given the available resource base, the SRT recommends that the following eight existing offices be reconfigured as Regional Offices in Dakar (Central and West Africa) and Pretoria (Southern and East Africa); Bangkok (Asia and the Pacific); Brussels (European Economic Area) and Vienna (Eastern and South-Eastern Europe and Central Asia); Cairo (Middle East, North Africa and West Asia); and Buenos Aires (South America) and San José (Central and North American and the Caribbean).⁵
- IX. To enhance regional coherence and coordination and to enable informed formulation of regional strategies, Regional Policy Formulation and Coordinating Committees should be established in each of the regions. Regional Policy Formulation and Coordinating Committees would consist of the Regional Director, Senior Regional Adviser and Chiefs of Mission. The Committee would meet not more than twice a year to take stock of IOM's activities in the region, to identify opportunities for innovation and growth as well as priorities and potential obstacles, and to develop a regional strategy.

⁵ Please refer to Annex III for the list of recommended IOM Regional Offices and their geographic coverage.

- X. The SRT is conscious of the existence, within the large regions mapped above, of sub-regional migratory realities, as well as relationships among country offices. Central Asia, the Andean countries, the Horn of Africa and islands of the Pacific provide good examples of such dynamics. The SRT recommends that these situations be addressed by the respective Regional Offices.
- XI. The SRT believes that capacity building in migration management should be tailor-made to the requirements of each region and/or country and therefore addressed flexibly through the establishment of dedicated centres or through functional arrangements.
- XII. In the interests of institutional coherence, the SRT recommends that in future no country office should have “independent office” status reporting directly to Headquarters. While political sensitivities and/or emergencies might require HQ involvement, this should not detract from the essential coordinating function of Regional Offices and should be addressed, where necessary, through adjustments to processes and procedures rather than amendments to the structure.
- XIII. The SRT recommends that the two offices responsible for liaison with multilateral bodies in New York and Addis Ababa be maintained as Special Liaison Offices. In light of the revised regional configuration described above and the importance of effective fundraising and donor relations for IOM’s work, the SRT recommends that IOM country offices located in States which provide substantial funding for IOM’s activities worldwide be allocated funding to support the donor liaison function. The location of offices which receive such funding should be subject to regular review. Special Liaison Offices and country offices with donor liaison functions should report technically to the Department of International Cooperation and Partnerships at Headquarters, while programmatically and administratively reporting to the respective Regional Office.
- XIV. The SRT strongly acknowledges the contribution of offices whose designation changes as a result of this review. The SRT recommends that they continue as country offices.

Financial Implications

19. The SRT recommendations aim to optimize use of available resources, to achieve greater efficiency and cost effectiveness.

20. The core budget available to manage the administration and oversight of the Organization is made up of funding derived from the Administrative part of the budget (CHF 38.8 million or USD 34 million for 2009) and Discretionary Income (USD 39 million estimated for 2009) both of which are the subject of regular and extensive discussions with Member States.

21. IOM’s operational part of the budget is in the region of approximately USD 1 billion. However, as this is almost entirely earmarked for specific projects, the Administration does not have any flexibility in its allocation or use.

22. The financial implications of the structure review should be viewed in the context of the funding structure of the Organization. The SRT was guided by the principle any changes to the structure of the organization at HQ and in the field ought to be contained within the limits of available funds for the core structure as defined and governed by a number of Council resolutions. Additional needs for the implementation of the new structure, where appropriate and considered critical, will be presented to the Member States for approval in future budget proposals.

23. The SRT broadly recommends that the structural changes be phased over two years, 2010-2011, recognizing that the pace of change in the field offices will depend on a variety of factors such as: (a) the availability of staff posts through retirement, rotation and resignations that can be shifted from one location to another, (b) capacity for the new Regional Offices to start taking over additional functions for the designated region, and (c) operational and other migration management considerations. Progress on implementation should be shared with Member States on a regular basis.

24. The Programme and Budget for 2010 submitted to Member States is based on the current structure, but anticipates some structural changes, mainly at HQ, that fall within the Director General's prerogatives. The changes to the HQ structure proposed in this Review do not require additional financial resources. Instead, they bring more coherence to the set-up by grouping and merging a number of functions and departments in a more logical and effective manner.

25. The structural changes that require a shift of core functions and resources from one location to another in the field will need to be made in a phased manner. In this regard, structural changes will be proposed in the 2010 revision to the Programme and Budget and in the Programme and Budget for 2011.

Beyond the Structure Review

26. The SRT recommends the development of a detailed implementation plan elaborating both financial and human resource aspects of the proposed changes.

27. The SRT acknowledges that structural changes per se will be insufficient to fully meet the objectives of this review. Processes and ways in which people and different administrative entities interact and work together are what bring an organizational structure to life and determine how effective it is. It is therefore essential to ensure that in the implementation phase that processes, roles and responsibilities be well defined and respected once put in place. More generally, there is a need to consistently nurture a spirit of professionalism, openness and cooperation within the Organization.

ANNEX I

**ANNOUNCEMENT OF THE ORGANIZATIONAL STRUCTURE REVIEW BY
THE DIRECTOR GENERAL AND COMPOSITION OF THE SRT – APRIL 2009**

From: APPAVE Gervais

Sent: 24 April 2009 16:42

To: All the Missions World-Wide; All Users in Geneva

Cc: SWING William; ABDIKER Mohammed; ARTOLA Juan; BELTRAND Diego; DALL'OGGIO Luca; HAQUE Md. Shahidul; KNIGHT David; KWENIN Charles; LAUBACHER-KUBAT Erika; MALANCA Mario Lito; MOTUS Nenette; PERRUCHOUD Richard; VOJACKOVA-SOLLORANO Irena; HELKE Jill; SARMAD Ovais; VELTMAN Michael; KING Jeremy; SAN MIGUEL Carol; NARUSOVA Alina; BERNAUD Agnes; Telecom Operations

Subject: Organizational Review: composition of the Structure Review Team (SRT), Resource Group and CMU/Secretariat

Importance: High

Please share this message throughout your Mission or Department

Dear Colleagues,

Further to the DG's communication of 3 April to all staff concerning the IOM Structure Review, I am pleased to announce that he has approved the following team composition for the exercise:

Team Leader:

Gervais Appave (Special Adviser to the Director General)

Team Members:

Mohammed Abdiker (Chief of Mission, Colombo, Sri Lanka)
Juan Artola (Chief of Mission, Mexico City, Mexico)
Diego Beltrand (Senior Regional Adviser for the Americas, HQ)
Luca Dall'Oglio (Permanent Observer to the UN, New York, USA)
Md. Shahidul Haque (Regional Representative, MRF Cairo, Egypt)
David Knight (Head, Technical Cooperation on Migration, MMS HQ)
Charles Kwenin (Head of Office, SLM Addis Ababa, Ethiopia)
Erika Laubacher (Head of Office, Bern, Switzerland)
Mario Lito Malanca (Emergency and Post-conflict Officer, EPC HQ)
Nenette Motus (Regional Migration Health Manager, Bangkok, Thailand)
Richard Perruchoud (Director, International Migration Law and Legal Affairs Department, HQ)
Irena Vojackova (Regional Representative, Bangkok, Thailand)

Resource Group:

Jill Helke (Deputy Chief of Staff, ODG HQ)
Ovais Sarmad (Director, Resources Management, HQ)
Michael Veltman (Director, Human Resources Management, HQ)

Change Management/Secretariat:

Jeremy King	(Special Assistant to the Director General, ODG HQ)
Carol San Miguel	(Change Management Coordinator, ODG HQ)
Alina Narusova	(Migration Policy Specialist, IDM HQ)
Agnes Bernaud	(Administrative Assistant, ODG HQ)

Needless to say it was very difficult to make the selection, given especially the numerous indications of interest and support that we have received. While experience, expertise, cultural sensitivity and regional perspective were all taken into account, the most important consideration was having together a mix of colleagues who would be able to draw on their very close and practical knowledge of the unique way in which IOM transacts its many-faceted activities. We will, of course, call on other colleagues to provide specific advice, and consultations with DGO, SAC and Member States will form integral part of the process.

The group will be starting work immediately. Background documents are being assembled and much work is expected to be done through the exchange of ideas electronically, but at least one meeting of the whole group is planned before the end of June. Completion of the assignment will take time. The DG will give a formal preliminary progress report to the membership at the meeting of the Executive Committee in late June. It may be possible to include some of the recommendations in the Blue Book for 2010, but the process will need to be phased and carefully managed.

We will keep you abreast of developments. The colleagues responsible for Change Management will start working on a regular and transparent communication process in order to keep everyone informed of progress.

With best regards,

Gervais

From: SWING William
Sent: 03 April 2009 15:49
To: All the Missions World-Wide; All Users in Geneva; Telecom Operations
Cc: APPAVE Gervais
Subject: Organizational Review

Please share this message throughout your Mission or Department

Dear colleagues,

IOM has grown exponentially over the last 10 years in all aspects – number of member states, offices, budget and staff. Overall, growth is a good evolution for which I applaud my predecessor and all of you; it also poses many challenges such as fragmented structures, a greater pressure to projectize and core resources too thinly spread. Since I took over the post of

the Director General, I have carefully reviewed various key elements of IOM's past and present operations and its future requirements if we are to fulfil our mandate.

The driving forces for a change are the views and opinions expressed by Staff Members and Member States, the potential impact of the global economic crisis on IOM and the evolving complexity of our work. In addition, we must ensure that the resources available to the Organization are being used and allocated in a manner that most effectively achieves our mandate.

The context for change can be captured and illustrated in the following concepts:

1. move from short-term to medium and long term planning;
2. from "franchise" type mission operations to a subsidiary approach;
3. quantity to quality in actions, presence, projects, offices and budgets;
4. augmenting of projectization by developing and fund-raising for country, regional and global programmes;
5. supplementing our traditional "can-do" approach with development and enhancement of "can-think" and "can-lead" capacities;
6. staff members are not just employees but the Organization professionals;
7. Anticipating and keeping ahead of external changes; seeking opportunities and innovating within the realms of the mandate and strategy guidance;
8. developing confidence to say "no" to requests that go clearly beyond mandate and core capacities;
9. less can be more if actions are purposeful with measureable outcomes; and
10. developing key performance indicators and establish a knowledge management function.

My careful review of IOM is based on, *inter alia*, (a) talking and listening to IOM staff at all levels; (b) listening to Member States; (c) taking into consideration the outcomes of the MRF/SLM and regional COM's meetings; (d) the results of the Global Staff Satisfaction Survey and (e) the high-level overview analysis provided by the external consultant Dalberg on the review of Organization. I believe we now have a solid and reliable basis to move forward with conducting a review with a view to making necessary changes to the structure of the Organization. **The two principle themes for the changes are:**

- **Consolidation of structures and resources in the Field**
- **Coherence of structures at Headquarters**

Making changes in the organizational structure is a complex process, one that requires strong determination and far-sightedness. In addition, I strongly believe that any successful change process must be internally driven, with occasional help of external experts on a selective basis.

After careful reflection and consideration, I have come to the conclusion that a small team - Structure Review Team (SRT) - composed of colleagues representing diversity in areas such as experience, expertise, cultural sensitivity and regional perspective should undertake the task of reviewing and proposing a revised organizational structure in close and regular consultation with DG/DDG/DGO, Member States and the Staff Association (SAC).

The Structure Review Team (SRT) will be led by Gervais Appave (Team Leader); Jeremy King and Carol San Miguel will assist as Change Management Secretariat.

The Structure Review Team will function independently, reporting through the Chef de Cabinet and Team Leader to the DG, and will consult with a wide spectrum of staff at all levels, seeking outside expertise as needed.

The revised organizational structure should be based on the principle of regional and functional matrix. This would mean that a good balance between geographical and functional focus and resources allocation is achieved and maintained both at Field and HQ level.

In addition, the revised structure should promote strong internal controls, high level of professionalism, greater awareness of and respect for ethics, values and code of conduct. High levels of responsibility and accountability together with appropriate disciplinary measures for non-compliance should become integral ingredients in the structure of IOM.

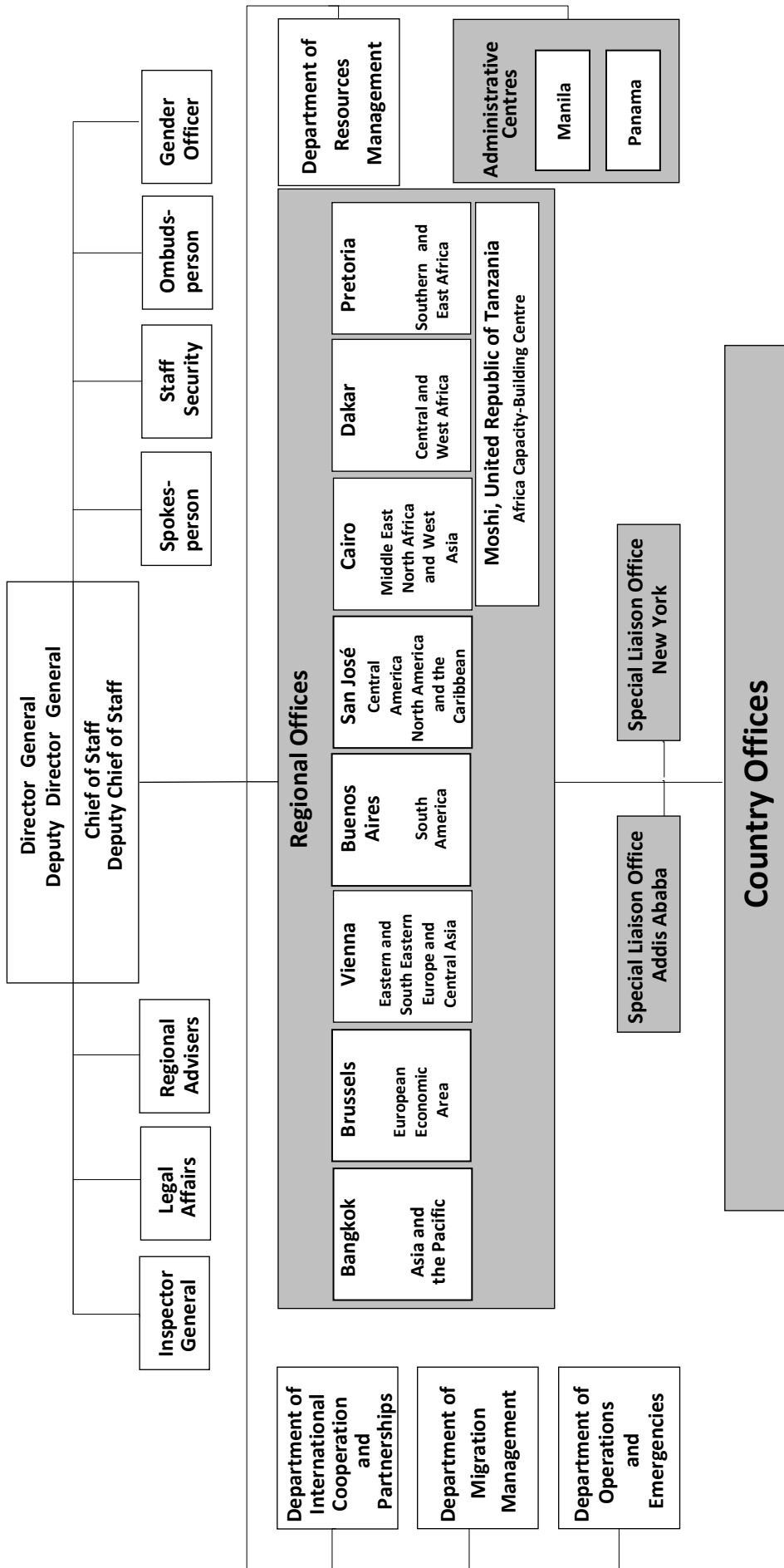
The SRT is expected to provide a clear and comprehensive report on the revised Organizational Structural to the DG for presentation and report to the SCPF and EXCOM. The revised organizational structure and an implementation plan will then be incorporated in the 2010 Programme and Budget to be submitted to Governing Bodies for approval in the Autumn.

I attach great importance to this process and will provide my full support through appropriate endorsements and timely decisions, as needed. I have confidence in the ability of Gervais Appave and the team he will put together to deliver the results in the best interest of the Organization, its staff, and its Member States in an objective, professional and visionary fashion, putting the interest of the Organization and its beneficiaries ahead of any internal and external pressures.

Gervais Appave and the SRT will have the appropriate delegated authority to move the process forward swiftly and take appropriate actions.

William Lacy Swing

Annex II
IOM Proposed Administration Structure



ANNEX III: IOM REGIONAL OFFICES¹

Bold – IOM Member State
Italics – IOM Observer State

Central and West Africa	South and East Africa	Middle East, North Africa and West Asia	Central and North America, and the Caribbean	South America	Asia and the Pacific	European Economic Area	Eastern and South-Eastern Europe, and Central Asia
Regional Office: Dakar, Senegal	Regional Office: Pretoria, South Africa	Regional Office: Cairo, Egypt	Regional Office: San, Jose, Costa Rica	Regional Office: Buenos Aires, Argentina	Regional Office: Bangkok, Thailand	Regional Office: Brussels, Belgium	Regional Office: Vienna, Austria
Benin	Angola	Algeria	Bahamas	Argentina	Australia	Austria	Albania
Burkina Faso	Burundi	Afghanistan	Belize	Bolivia	Bangladesh	Belgium	Armenia
Cameroun	Democratic Republic of Congo	<i>Bahrain</i>	Canada	Brazil	<i>Bhutan</i>	Bulgaria	Azerbaijan
Cape Verde	Djibouti	Egypt	Costa Rica	Chile	Cambodia	Cyprus	Belarus
Central African Republic	<i>Ethiopia</i>	Iran	<i>Cuba</i>	Colombia	<i>China</i>	Czech Republic	Bosnia and Herzegovina
Congo	Kenya	Iraq	Dominican Republic	Ecuador	Federated States of Micronesia	Denmark	Croatia
Côte d'Ivoire	Madagascar	Jordan	El Salvador	<i>Guyana</i>	India	Estonia	Georgia
Gabon	<i>Mozambique</i>	Kuwait	Guatemala	Paraguay	<i>Indonesia</i>	Finland	Israel
Gambia	Namibia	Lebanon	Haiti	Peru	Japan	France	Kazakhstan
Ghana	Republic of Mauritius	Libya	Honduras	Uruguay	Lao	Germany	Kyrgyzstan
Guinea	Rwanda	Morocco	Jamaica	Venezuela	Mongolia	Greece	Montenegro
Guinea-Bissau	Somalia	Pakistan	Mexico		Myanmar	<i>Holy See</i>	Republic of Moldova
Liberia	South Africa	Nicaragua			Nepal	Hungary	<i>Russia</i>

¹ This list includes IOM Member and Observer States and/or States with IOM presence as of August 2009. The geographical coverage indicated herein is subject to further refinement as part of the implementation plan.

