IOM Development Fund
DEVELOPING CAPACITIES IN MIGRATION MANAGEMENT

Report on Migration Profile Projects 2010-2014

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IOM Development Fund

Table of Contents

Introduction

Methodology and Process

This report presents a qualitative overview of Migration Profile (MP) projects funded by the IOM Development Fund between 2011 and 2014. Through interviews, surveys, evaluations and read-throughs of the relevant materials, this study enabled to highlight challenges, successes and lessons learned, which, in turn, are intended to inform the broader future IOM Development Fund strategic direction.

Initially, interviews were conducted with IOM staff who were involved in the development/implementation of the MPs to obtain the most accurate and detailed information on these projects. Then, a review of the publications was carried out. This enabled a greater understanding of the MP processes which led to the production of these publications. A key document in this regard is "Making the Most of the Migration Profiles," a new guidance tool Migration Profiles: Making the Most of the Process explains in detail what a Migration Profile can entail and how governments and implementing partners can develop and conduct a Migration Profile exercise. Following this, final reports, evaluations and other additional documents were consulted to capture a more holistic picture of each project. Finally, direct and indirect effects of publications and their accompanying activities towards capacity-building were examined.

Limitations and Caveats

A number of limitations persisted throughout the review writing and data-collection stages. The primary limitation is the small number of documents/projects (13 publications and 9 projects) completed in the period included in this report. For the evaluations themselves, which proved very valuable, there were only two for nine projects. As mentioned in the methodology section, surveys were sent to the most relevant IOM personnel to understand the MP process and its impact. Given the elapsed time of some of these projects, a few Project Managers (PM), or those directly involved in the project, were not available for qualitative surveys. Where the publications, without evaluations or surveys, are excluded, it is explicitly mentioned.

Another challenge, encountered on several occasions, was the presence of contradictory statements between reports, evaluations and surveys of a same project, which required some subjective interpretation by the author of this report. For example, availability and visibility of the publication were often not differentiated at the project development, implementation and evaluation phase. As such, reference to these two distinct items can produce inaccuracies.

Finally, it must be noted that this report only includes IOM Development Fund-funded, completed profiles, which might influence the generalization of this review's results.

A Whole-of-Numbers Approach

Between 2010 and 2015, 13 publications have been completed under the IOM Development Fund's auspices, derived from nine projects. Years of release are various, and given the exclusion of incomplete

publications, the number of projects funded naturally decreases over time. The average time of completion is 20 months; the projects themselves underwent, on average, 1.9 duration revisions. The longest time to completion was that of Afghanistan, with a total time of 4.5 years, whereas its anticipated completion duration was that of 1.5 years. These challenges will be developed later in the report.

Figure 1.

FUNDED AND RELEASED PUBLICATIONS


Projects Funded

Publications Released
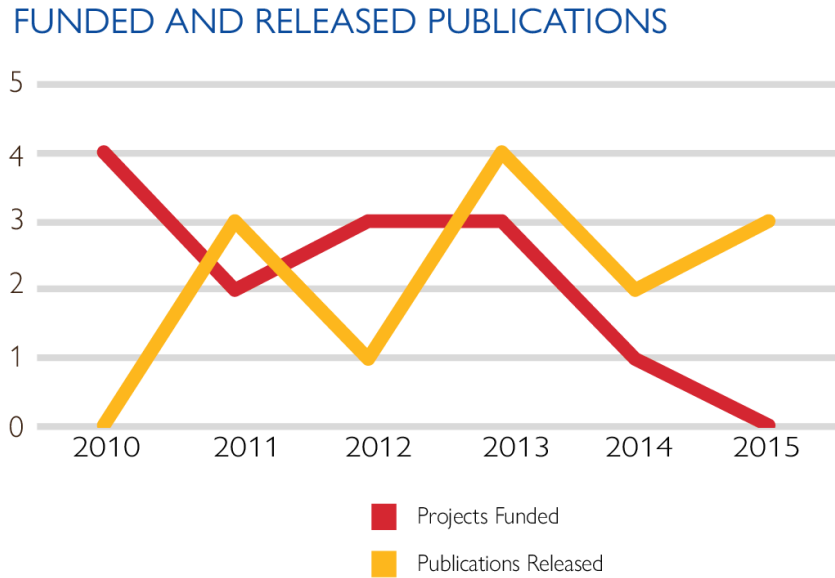
Migration Profile Coverage

Most of the publications sampled are produced in countries within three IOM regions: (1) South America, (2) Central, North America and the Caribbean, and (3) Central and West Africa (Please see Figure 2). Although the non-IDF profiles are far more geographically diverse, this is not sufficient even if combined with the IDF-funded ones. Indeed, as highlighted by one of IOM's missions, the profiles are ideally updated every two-years. Geographically, this means that the distribution must be more diverse. This will be revealed in more detail, but the take-away is that given the fact that IDF funding can only be allotted once and subsequent efforts must be undertaken by external means, diversity in coverage is very important.

Figure 2.

WORLD DISTRIBUTION OF MPs
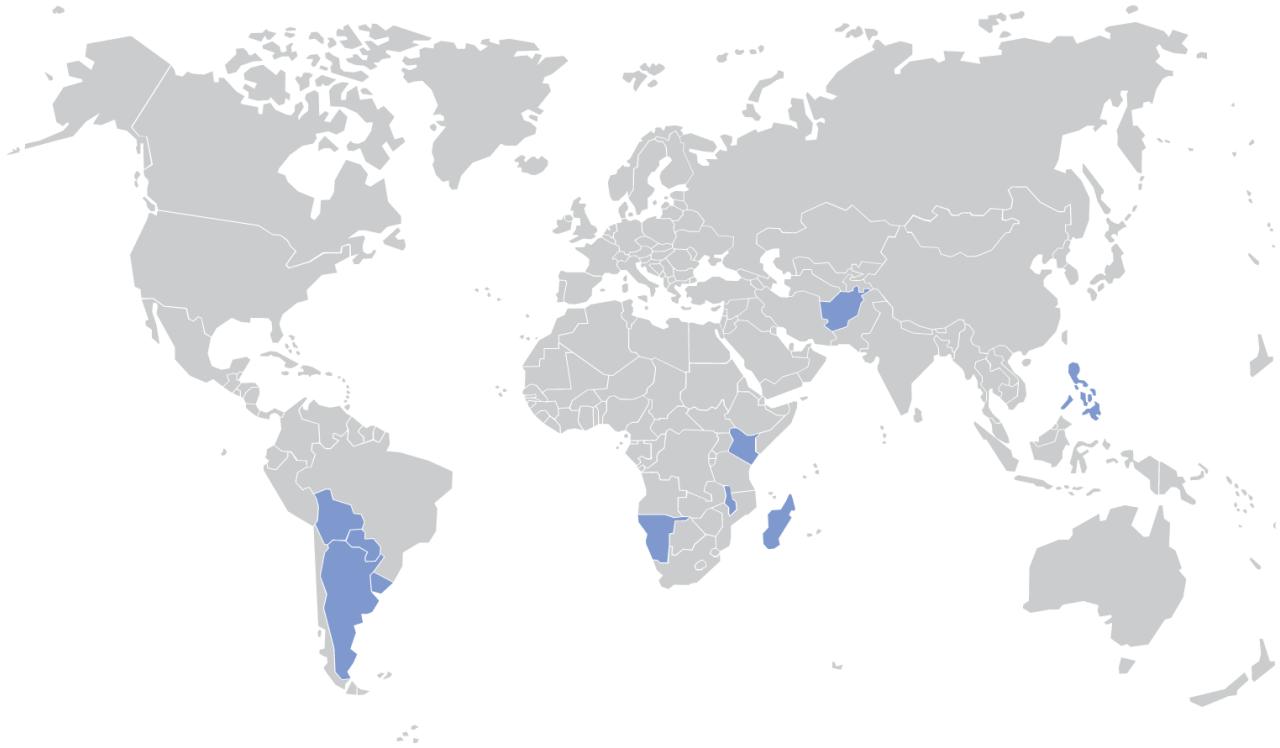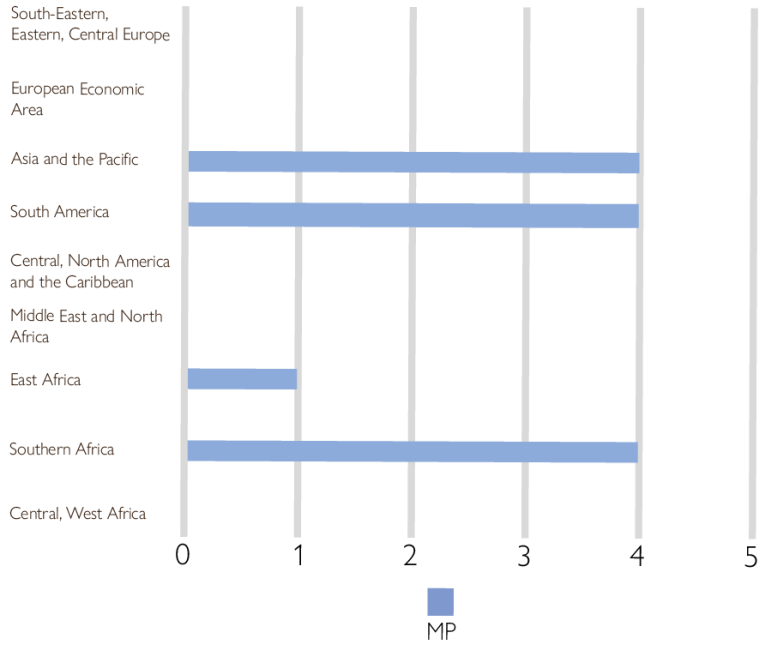

13 Published country reports under IDF
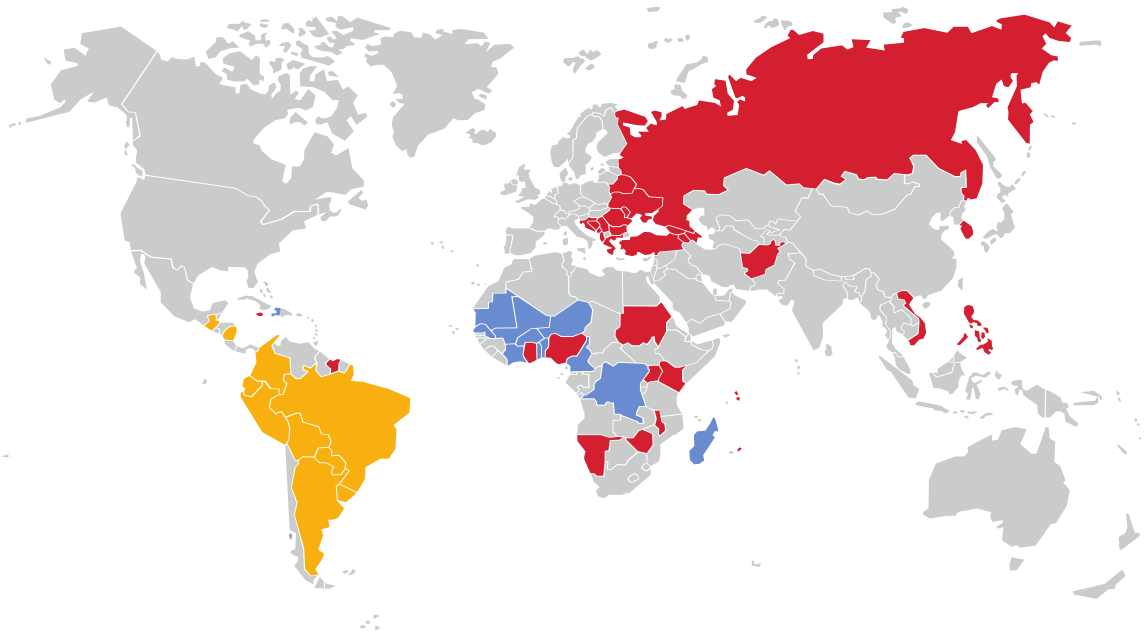
34 IOM-co/funded migration profiles

18 EU/EC-co/funded migration profiles
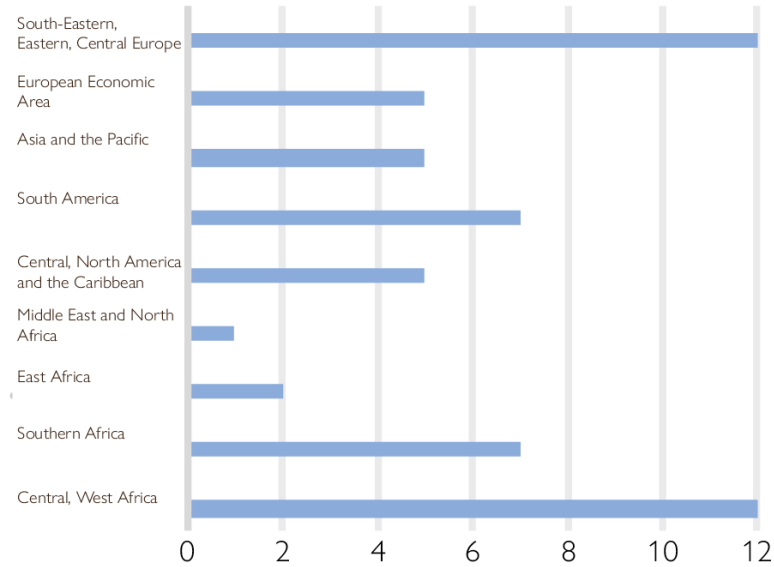
17 Other-co/funded migration profiles

French

Spanish

English

Figure 3.

REGIONAL DISTRIBUTION OF MPs

MP

## REGIONAL DISTRIBUTION OF NON-2010-2014 IDF MPs

Funding and Effect

Relating to the budget dedicated to the projects, there is great variance. For example, the most expensive project was that of Afghanistan; yet, its capacity-building contribution is not obvious when compared to the halved expense of the Federated States of Micronesia (FSM). FSM, in its migration report, demonstrated a second-order impact: the awareness and new expertise on migration data, gained through the project, led to a change in the country's strategic development plan and ultimately to legislative and policy change. Including migration on the agenda for a country's development, where it did not previously exist, creates a good example of a successful project.

However, funding did not necessarily reflect a greater breadth of engagement with the development-migration nexus. Please see the below figure, where size and colour correspond to relative weight in terms of funding allocated. A caveat is that the numbers are divided based on the project; for example, migration profiles for Mauritius and the Seychelles were created under PR.0059. This division does not affect validity of analysis as activities and outputs, as well as evaluations, have been recorded on a country-by-country basis, rather than as a whole. In the case of the Philippines, however, lack of funding was directly mentioned as a challenge towards inciting greater capacity for the host government, and, by extension, sustainability.

Figure 4.

IDF- FUNDED MIGRATION PROFILES (USD)
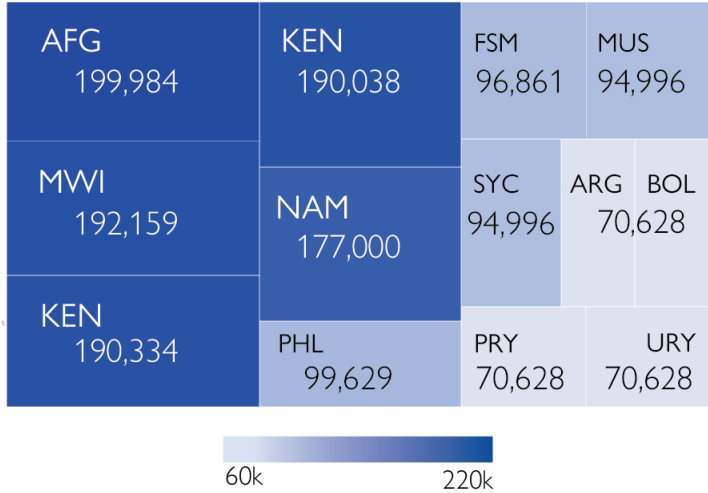
Migration Profiles and Capacity-Building

MPs are not inherently capacity-building, but rather include complementary activities that capacitate countries on well-governed migration, how to mainstream migration or increase availability of migration data. Other benefits of the profiles include "bringing together government agencies,".[1] Indeed, in the process of drafting MPs, technical working groups are usually set up and become excellent, whole-of-government approach motivators, aligned with MiGOF.

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[1] Quotation derived from interview conducted at IOM HQ.

Obvious obstacles are those related to the publication's reach. Seeing as it is a physical document, visibility appears as a key challenge to success; yet, on the other hand, implementing missions do more by way of training events and consultations in making governments and partners aware of migration data.

All projects experienced both successes and challenges, which all contributed as lessons learned, notably in terms of attracting crucial, future support for MPs from non-IOM sources. An attempt was made to quantify the number of projects which were inspired off of the gaps or opportunities for more capacity-building in certain areas; but project numbers in said countries before and after profiles did not correlate enough to justify inclusion. However, beyond tracing projects inspired by lessons learned from previous projects, this review allowed for a table which demonstrates the total impact of profiles. The sections following this will speak towards these findings.

Figure 5

CAPACITY-RELATED RESULTS
Out of 9 Migration Profiles Sampled

9	Publications released
6	Increased availability of disaggregated data on migration
5	Training or other means of ameliorating data collection on migration realized
5	Training or other means of ameliorating data use on migration realized
6	Sustained a form of policy impact

Challenges

Challenges can be attributed to the complexity of the product, seeing as it is a "process." For example, a lacking foundation for analytical work, i.e. a lack of quality data, is a risk to the publication itself and its related activities. Another issue encountered is its perception as a stand-alone publication rather than a project including activities which are capacity-building-oriented. Expertise is another issue: For example, without focusing on training of data use or collection, there may be gaps in knowledge, as experienced in the realm of remittances in Micronesia, where the effort to look at remittances at the governmental level was abandoned as a result. Visibility, too, emerges as an issue as a result of distribution-related problems.

1. **Availability of disaggregated data**

Although the key objective of a migration profile is to offer specific, disaggregated migration-related data, the availability of such data was lacking in more cases than anticipated, hence impeding the implementation of any training workshops for data use or collection. Afghanistan (PR.0100) demonstrates this most starkly, where the lack of data contributed to a lack of governmental capacity for migration data management.

2. **Visibility of publications**

Visibility is integral to increasing support for future updated MPs, as availability of accurate, disaggregated data for other IOM projects, in general, suffers with time. It was a key concern for two projects, Namibia (PR.0140) and Malawi (PR.0126), where physical copies were limited, while interested or important actors/stakeholders were many.

3. **Issues of perception of the product**

The first MPs were seen as a tool, due to them being completed without government buy-in. Today, as listed in the successes, this situation has slightly improved. However, MPs continue to be seen as simply the publications themselves, despite changes to their structure; importantly, this comes in the shape of a larger governance section, which intends to mirror certain efforts by the Migration Governance Indicator (MGI) project. Indeed, the MGI project is another IOM product which provides information on a country's path towards well-managed migration; as such, it can contribute to widen the scope of a migration profile.

4. **Replication issues related to updating existing migration profiles and a lacking strategy for the roll-out of profiles for other countries**

The MGI product attempts to use MPs first, before embarking on its own surveys for gathering information on their relevant indicators, but often have stumbled upon non-updated profiles. This in part has to do with the ad-hoc nature of recreating, or even beginning, a MP project; that is, there is no specific strategy or stable funding source to update consistently, or roll-out migration profiles for those countries with non-updated or no profiles.

Successes

1. **Tangible policy impacts**

Policy impact is the most potent example of success in developing capacity through a MP project. This can be measured by the observation that a country with no migration policy at a national level, then adopts parts of one or an entire policy on such as a result of the project. For Kenya (PR.0124), Madagascar (PR.0039), Mauritius and Seychelles (PR.0059) and Micronesia (0.136) this was precisely the result. The first contributed to a "National Migration Policy" and helped construct labour migration policy; the second contributed to the creation or cementing of a national migration policy; the third and fourth, likewise; the fifth directly inserted migration onto the national development agenda and helped to propel related legislation.

2. **Substantial, referential publications produced**

The publications, themselves, through attracting attention and focus of migration-related data, have played a great role in institutionalizing MPs. For instance, the Migration Profile for Bosnia and Herzegovina is produced/funded by the country rather than the IOM. The European Commission has also funded extended profiles which include infographics, visualizing certain trends and information captured by MPs. Interpretation by governments and other actors of the profiles transforms them from standalone reports to processes which inform future action on gaps identified in migration policy.[2] For Namibia (PR.0140), the profile launched environment, climate change, labour migration and other topics onto the agenda.

3. **Creates a base of newly gathered or analyzed data for future projects and products**

Multiple projects can be attributed to the identification of trends and data on migration, which fall in tandem with producing policy impact and, by extension, a virtuous cycle. For Kenya, the profile revealed gaps and made recommendations that specifically related to counter-trafficking and aided their efforts by extension.

The wide use of training on data use and collection, combined with the availability of new knowledge and tools e, as well as the five policy impacts from the nine publications, built capacity in the relevant countries.

Lessons Learned
Based on the analysis of challenges and successes, four key lessons learned stand out:

1. A distribution plan for the physical publications is key to leverage the success of the MPs - actors' awareness of migration data, good governance, etc. The number of copies should be increased as estimates are more likely to be lower than required.
2. PMs must be dedicated to project's holistic goals: in countries where capacity for the process of creating a MP is low, there is a greater responsibility to implement activities that increase capacity for data collection and use. This includes coordinating with partners in early phases to understand what specific data they possess or require.
3. The project must be perceived as creating a process instead of a tool, a process that includes capacity-building elements listed above.
4. Government actors must be involved in the project's design, development, implementation and post-completion lifecycle to increase chances of sustaining an impact on the government's policy beyond awareness.

Conclusion
Although complex, migration profiles and their contributions towards capacity-building cannot be underestimated. Given the short time that migration data remain accurate, more work must be done towards replicating MPs as well as inspire further updates. Training events for data use and collection must be an essential element of these publications, as the results prove that the alternate is costly but also time-consuming and potentially detrimental to capacity-building efforts on the long-term. Moreover, internal, IOM perception towards the publication must change; it is a process through-and-through, both

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[2] Data for this section gathered from interview conducted at IOM HQ.

with a growing attention towards its governance section, a qualitatively important and progress-tracking tool for future reference.

Annex 1

Country	Publication Year	Funding Year	Project Code	Evaluation	Survey
Afghanistan	2014	2011	PR.0100	N	**Y**
Kenya	2015	2013	PR.0124	N	**Y**
Madagascar	2013	2012	PR.0039	N	**Y**
Malawi	2014	2013	PR.0126	**Y**	**Y**
Micronesia	2015	2013	PR.0136	N	**Y**
Namibia	2015	2014	PR.0140	**Y**	**Y**
Seychelles	2013	2012	PR.0059	N	**Y**
Mauritius	2013	2012	PR.0059	N	**Y**
Philippines	2013	2011	PR.0106	N	**Y**
Argentina	2012	2010	PR.0085	N	N
Paraguay	2011	2010	PR.0085	N	N
Uruguay	2011	2010	PR.0085	N	N
Bolivia	2011	2010	PR.0085	N	N