

ROLE OF INTERGOVERNMENTAL ORGANIZATIONS IN GLOBAL  
GOVERNANCE OF MIGRATION: THE CASE OF AVRR

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Burçin DEĞİRMENCİOĞLU GÖKÇE

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submitted by **BURÇİN DEĞİRMENCİOĞLU GÖKÇE** in partial fulfillment of  
the requirements for the degree of **Master of Science in International Relations,**  
**the Graduate School of Social Sciences of Middle East Technical University** by,

Prof. Dr. Sadettin KİRAZCI  
Dean  
Graduate School of Social Sciences

---

Prof. Dr. Özgehan ŞENYUVA  
Head of Department  
Department of International Relations

---

Assoc. Prof. Dr. Şerif Onur BAHÇECİK  
Supervisor  
Department of International Relations

---

**Examining Committee Members:**

Prof. Dr. Meliha ALTUNIŞIK (Head of the Examining Committee)  
Middle East Technical University  
Department of International Relations

---

Assoc. Prof. Dr. Şerif Onur BAHÇECİK (Supervisor)  
Middle East Technical University  
Department of International Relations

---

Assist. Prof. Dr. Kadir Onur UNUTULMAZ  
Social Sciences University of Ankara  
Department of International Relations

---



**I hereby declare that all information in this document has been obtained and presented in accordance with academic rules and ethical conduct. I also declare that, as required by these rules and conduct, I have fully cited and referenced all material and results that are not original to this work.**

**Name, Last Name:** Burçin DEĞİRMENCİOĞLU GÖKÇE

**Signature:**

## ABSTRACT

### ROLE OF INTERGOVERNMENTAL ORGANIZATIONS IN GLOBAL GOVERNANCE OF MIGRATION: THE CASE OF AVRR

DEĞİRMENCİOĞLU GÖKÇE, Burçin

M.S., The Department of International Relations

Supervisor: Assoc. Prof. Dr. Şerif Onur BAHÇECİK

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This thesis aims to provide an in-depth analysis of intergovernmental organizations' role in global migration governance. Migration is an issue that has gained increased importance on the global agenda and requires coordinated action by multiple stakeholders. In the global governance process for migration, IGOs emerged as critical actors. However, IGOs' power and authority have been an issue of dispute. The thesis unveils the strengths and weaknesses of different modes of governance to underline that IGOs may undertake the role of governor by embracing a soft and indirect mode of governance, namely orchestration. This study will utilize the orchestration mode of governance as a framework to understand IGOs' facilitative and coordinating role in the global governance process, elaborating on how voluntarily enlisted NGOs could enhance IGO's influence. IOM is the main organization acting in coordination and organization of migration-related issues and promoting global governance efforts. The thesis will examine IOM's role as an orchestrator in the global governance of Assisted Voluntary Return and Reintegration to demonstrate IOM's role in the governance process.

**Keywords:** Global governance of migration, IGO, Orchestration

## ÖZ

### GÖÇÜN KÜRESEL YÖNETİŞİMİNDE HÜKÜMETLERARASI ÖRGÜTLERİN ROLÜ: AVRR ÖRNEĞİ

DEĞİRMENCİOĞLU GÖKÇE, Burçin  
Yüksek Lisans, Uluslararası İlişkiler Bölümü  
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Bu tez, küresel göç yönetişimi alanında hükümetlerarası örgütlerin rolünü derinlemesine analiz etmeyi amaçlamaktadır. Göç, küresel gündemde giderek daha önemli hale gelen ve çok sayıda paydaşın koordineli eylemini gerektiren bir konudur. Göç alanındaki küresel yönetim sürecinde hükümetlerarası örgütler kritik aktörler haline gelmiştir. Ancak, hükümetlerarası örgütlerin gücü ve otoritesi tartışma konusu olmuştur. Tez, farklı yönetim modellerinin güçlü ve zayıf yönlerini ortaya koyarak hükümetlerarası örgütlerin yumuşak ve dolaylı bir yönetim modeli, yani orkestrasyonu benimseyerek yönetici rolünü üstlenebileceğini vurgulamaktadır. Bu çalışma, orkestrasyon yönetim modelini bir çerçeve olarak kullanarak, hükümetlerarası örgütlerin küresel yönetim sürecindeki kolaylaştırıcı ve koordinasyon rolünü anlamak ve gönüllü olarak kaydolmuş STK'ların hükümetlerarası örgütlerin etkisini nasıl artırabileceğini açıklamak için kullanılacaktır. IOM, göçle ilgili konuları koordine eden ve küresel yönetim çabalarını destekleyen ana kuruluştur. Tez, IOM'nin Destekli Gönüllü Geri Dönüş ve Yeniden Entegrasyon (AVRR) küresel yönetiminde bir orkestrator olarak rolünü inceleyerek IOM'nin yönetim sürecindeki rolünü gösterecektir.

**Anahtar Kelimeler:** Göçün Küresel Yönetiřimi, Hükümetlerarası Örgütler,  
Orkestrasyon

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## **LIST OF ABBREVIATIONS**

- AVRR - Assisted Voluntary Return and Reintegration
- BUK - Bayero University Kano
- CRC - Convention on the Rights of the Child
- CSO - Civil Society Organization
- ERRIN - European Reintegration Network
- EU - European Union
- FAO - Food and Agriculture Organization (of the United Nations)
- GCM - Global Compact for Migration
- GIZ - German Corporation for International Cooperation
- ICMPD - International Centre for Migration Policy Development
- ILO - International Labour Organization
- IOM - International Organization for Migration
- MiGOF - Migration Governance Indicators
- NACTAL - Network of Civil Society Organization Against Child Trafficking and Labour
- NGO - Non-Governmental Organization
- PCI - Patriotic Citizen Initiative
- RCSC - Regional Civil Society Consultations
- RIAT - Reintegration and Assisted Voluntary Return Information System
- SOP - Standard Operational Procedure
- SURE - Joint Complementary Mechanism for a Sustainable Reintegration in Brazil
- UN - United Nations
- UNDP - United Nations Development Programme
- UNHCR - United Nations High Commissioner for Refugees

## CHAPTER 1

### INTRODUCTION

Migration has always been an inseparable part of human life. The number of international migrants recorded today is higher than ever. According to International Organization for Migration (IOM) data, there were around 281 million international migrants in the world in 2020, which equates to approximately 3.6 percent of the global population.<sup>1</sup> This high volume of movement across borders inevitably impacts various aspects of life, including but not limited to politics, security, environment, economy, health, education services, and social life.

The phenomenon penetrates various dimensions of human life and, consequently, the states' policies. States are still considered to be the dominant actors on the world stage. However, their policies on migration remain insufficient to address this transnational issue, which requires governance with international cooperation. Nevertheless, considering the challenge of addressing the migration issue with national-level policies, the formulation of cooperation nexus to address the problems related to migration is undeniably slow compared to other global matters.<sup>2</sup> This reluctance could be explained by the nation-states' inherited policies regarding border control that pertain to sovereignty.<sup>3</sup> Despite states' hesitancy, the coordination and cooperation network in the area of migration is growing with an increasing trend after the mid-80s,

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<sup>1</sup> McAuliffe, M. and A. Triandafyllidou (eds.), 2021. World Migration Report 2022. International Organization for Migration (IOM), Geneva, p.3.

<sup>2</sup> Martin, S. F. (2015). International Migration and Global Governance. *Global Summitry*, 1(1), 64–83. <https://doi.org/10.1093/global/guv001> pp.64-65.

<sup>3</sup> THE GLOBAL COMMISSION ON INTERNATIONAL MIGRATION. (2005). (publication). *Migration in an interconnected world: New directions for action*. Retrieved from [https://www.iom.int/sites/g/files/tmzbd1486/files/jahia/webdav/site/myjahiasite/shared/shared/mainsite/policy\\_and\\_research/gcim/GCIM\\_Report\\_Complete.pdf](https://www.iom.int/sites/g/files/tmzbd1486/files/jahia/webdav/site/myjahiasite/shared/shared/mainsite/policy_and_research/gcim/GCIM_Report_Complete.pdf), p.66.

which was triggered by interstate cooperation emerging as a result of complex migration patterns and the end of the Cold War.<sup>4</sup> This growing network of collaboration owes not only to the bilateral efforts of states but also to Non-State actors, including Intergovernmental Organizations (IGOs), that emerged as critical players of the 20<sup>th</sup> century in the area of migration.

This thesis aims to provide a better understanding of how intergovernmental organizations contribute to global migration governance. The study will elaborate on one of the prominent issues of the global migration agenda to provide a coherent understanding of IGOs' role in contributing to the global governance of migration. As a case study, IOM's role in improvements and the functioning of voluntary return processes will be examined in detail. Before proceeding with the case study, the thesis will provide a conceptual frame of analysis with a specific emphasis on modes of governance to demonstrate how IGOs could contribute to global migration governance through soft and indirect means.

### **1.1. Research Question, Purpose and Methodology**

Migration governance has become one of the critical issues in the international realm in the 21st century as a result of complex and high volumes of cross-border movements.<sup>5</sup> The growing interest in regulating and governing migration, which is transnational by nature, imposed the inclusion of intergovernmental organizations in the global migration governance frame to have a collective action in addressing the issues that go beyond the capacity of nation-states.

This thesis aims to understand how intergovernmental organizations contribute to the global governance of migration. The research will specifically analyze their role in promoting safe and secure voluntary return and reintegration processes for refugees and migrants and will demonstrate their governance ability. The research question positions the global governance of migration as a framework to refer to the

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<sup>4</sup> Lebon-McGregor, E. (2020). (working paper). *A History of Global Migration Governance: Challenging Linearity* (Vol. 167, Ser. IMI Working Paper, p. 11). International Migration Institute, p.11.

<sup>5</sup> Martin, S. F. (2015). International Migration and Global Governance. *Global Summitry*, 1(1), 64–83. <https://doi.org/10.1093/global/guv001>, pp.66-67.

interconnected systems of actors, institutions, norms, and principles that have an impact on the governance of migration at the global level. The question specifically considers the role of intergovernmental organizations in global migration governance, with a specific focus on voluntary return and reintegration processes. By exploring these dynamic relationships, this research question will improve our understanding of the complexities of global migration governance and how IGOs contribute to managing the challenges and opportunities surrounding safe and secure migration by orchestrating the process through voluntarily enlisted Non-governmental Organizations (NGOs).

Global migration governance consists of various networks, actors, and action levels. The diversity of actors aiming to address migration-related issues is promising. However, the proliferation of action leads to a fragmented and inconsistent governance frame, whereas solving global problems requires global norms and policies.<sup>6</sup> In consideration of the fragmented structure of global migration governance, understanding the IGOs' capacity to orchestrate the partnerships and processes is essential to grasp their role in coordinating and facilitating governance. Even though the IGOs can be considered as critical players in their orchestration capacity<sup>7</sup>, the thesis acknowledges that IGOs face certain limitations in this process. To this end, understanding how IGOs engage in power and interest dynamics is essential to analyze their ability to contribute to global migration governance. Therefore, in the examination of global migration governance and the question regarding IGOs' contribution to this process, the orchestration mode of governance will be used to guide this study to demonstrate how IGOs can contribute to global migration governance by orchestrating the efforts of various actors towards a shared goal and eventually leading to better-organized interventions and policies in global migration governance. In light of the above-stated concerns, the thesis will address and discuss the following questions: Why is it important to understand migration with a global governance approach? What does global migration governance refer to? What is the

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<sup>6</sup> Weiss, T. G., Seyle, D. C., & Coolidge, K. (2013). (working paper). *The Rise of Non-State Actors in Global Governance Opportunities and Limitations* (Ser. a One Earth Future Discussion Paper, p. 11). One Earth Future Foundation, p.17.

<sup>7</sup> Abbott, K. W., Genschel, P., & Snidal, D. (2015). *International organizations as orchestrators*. Cambridge University Press. p 3-36

role of IGOs in the global governance of migration? What factors impact IGOs' capacity to contribute to the governance process? How do IGOs contribute to migration governance regarding voluntary return and reintegration? In answering these questions, the thesis will also elaborate on the discussions of power and authority dynamics in direct and indirect modes of governance to shed light on how IGOs aim to contribute to better migration governance on a global level.

In answering these questions, the first chapter will provide a conceptual background for global migration governance in order to understand its characterization. In the following chapter, the role of IGOs in global migration governance will be studied. Therefore, to understand their role and contribution to the process, their involvement will be examined using the orchestration framework. Afterward, the main IGOs acting in the migration governance field and their areas of mandate will be presented in general. Lastly, in consideration of migration as an area of global interest and a field of action where collaboration is needed while discussing the IGOs' contribution to migration governance on a global level, the thesis will focus on the Assisted Voluntary Return Process, which is an indispensable part of a comprehensive approach to humane and orderly migration<sup>8</sup>.

The thesis employs an exploratory research methodology to provide a better understanding of how IGOs contribute to global migration governance, with a specific focus on their role as orchestrators. The study will utilize the purposive sampling method, which is “widely used in qualitative research for the identification and selection of information-rich cases related to the phenomenon of interest”<sup>9</sup>.

Through this sampling, IOM's role as an orchestrator in establishing and disseminating AVRR practices and improving migration governance through an enhanced return and reintegration process will be examined.

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<sup>8</sup> IOM. (n.d.). *ASSISTED VOLUNTARY RETURN AND REINTEGRATION SUPPORTING DIGNIFIED RETURN AND SUSTAINABLE REINTEGRATION*. Retrieved January 11, 2024, from [https://www.iom.int/sites/g/files/tmzbd1486/files/country/EEA/infosheet\\_avrr.pdf](https://www.iom.int/sites/g/files/tmzbd1486/files/country/EEA/infosheet_avrr.pdf) p.1

<sup>9</sup> Palinkas, L. A., Horwitz, S. M., Green, C. A., Wisdom, J. P., Duan, N., & Hoagwood, K. (2015). Purposeful sampling for qualitative data collection and analysis in mixed method implementation research. *Administration and Policy in Mental Health*, 42(5), 533. <https://doi.org/10.1007/s10488-013-0528-y>

The area of AVRR has been chosen to conduct the exploratory study to demonstrate the findings for supporting the claims of the thesis. AVRR is a critical realm of migration governance that requires the coordination and cooperation of multiple stakeholders. IOM, as an NGO, has gained some degree of authority in the realm of AVRR governance based on the expertise gained through years of experience, lessons learned, and know-how. In addition to expertise-based authority in the field, IOM has established strong linkages with states in the design and implementation of AVRR-related interventions. Therefore, the study will explore the role of IOM in AVRR governance. The research will provide examples of IOM's orchestration efforts across the globe; the examples will be analyzed from the perspective of the six AVRR objectives defined in the IOM AVRR Framework document. The objectives are expected to provide a systematized approach for AVRR principles defined in the same document.

The findings on IOM's role and contributions in AVRR governance may serve as a representation of IGOs' role in global migration governance in general, considering that IOM is the leading IGO in "promoting humane and orderly migration"<sup>10</sup>, hence contributing to the global efforts for migration governance. The case study will collect and interpret the qualitative data from online resources such as reports, websites, handbooks, and articles to present IOM's role as an orchestrator in the AVRR governance.

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<sup>10</sup> Who We Are | International Organization for Migration. Available at: <https://www.iom.int/who-we-are> Accessed: 03 January 2024).

## **CHAPTER 2**

### **UNDERSTANDING GLOBAL MIGRATION GOVERNANCE**

#### **2.1. Outlook of Global Governance of Migration**

This chapter will study the concept of global migration governance in depth. The theoretical framework of global governance will be studied as a perspective to understand the orderly functioning of transboundary relations in the absence of a government-like structure on a global level. The chapter will explore the concepts of power and authority in the context of global governance and the interactions among key actors that engage in global migration governance.

Afterward, the necessity of a global governance approach towards migration-related matters will be shared, and the significance of global migration governance for this study will be presented. To gain a broader perspective on global migration governance, its emergence as a global concern and milestones toward better-established global cooperation will be examined with a historical overview.

This chapter of this thesis will lay the groundwork and provide a conceptual background before initiating the analysis of IGOs' role in global migration governance.

##### **2.1.1. Global Governance: A Theoretical Framework**

Today, there is no government on a global level. Yet, people move across borders, and goods and services are delivered worldwide without disruption or threat on a regular basis. This safety and security for the people, groups, firms, and even governments are sustained without the presence of a world government. This increased interconnectedness takes place without enforcement. Therefore, to assure predictableness, sustainability, and order, a set of norms and rules are required.

Considering the increased volume of international movements and the variety of actors involved in these processes, it is critical to understand how cross-border interactions are governed without a government. The international relations theory explains this relation with the term global governance.<sup>11</sup>

In understanding how global governance emerges as a response to explaining the orderly functioning of transnational relations without the presence of the word government, first, the idea of governance and its main difference from the government should be examined.

Governance is defined as “the sum of the many ways individuals and institutions, public and private, manage their common affairs”.<sup>12</sup> It is apparent from the definition that governance is a more comprehensive term than government, even though both refer to purposive behavior and a system of rule. However, while government activities are backed by police powers to implement constituted policies, governance activities build on shared goals and do not rely on police power.<sup>13</sup>

When applying this term to the global level, the government will be absent against the government, plus governance functioning at the national level. Therefore, the means to ensure compliance with decisions and to promote order, stability, and predictability will depend on the global governor’s capability.<sup>14</sup> Hence, global governance encompasses cooperation and coordination among various actors.

The concept of global governance is highly contested due to the lack of definitional

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<sup>11</sup> Weiss, T. G. (2012). Thinking about global governance: Why people and ideas matter. *Thinking About Global Governance: Why People and Ideas Matter*, 1–365. <https://doi.org/10.4324/9780203807057> p.70

<sup>12</sup> Steering Committee, “Background Paper: Humanitarian and Political Action: Key Issues and Priorities for a Concerted Strategy,” Report on the Second Wolfsberg Humanitarian Forum, 5–7 June 1998 (Geneva: ICRC, 1998), 1, As cited in Weiss, T. G. (2012). Thinking about global governance: Why people and ideas matter. *Thinking About Global Governance: Why People and Ideas Matter*, 1–365. <https://doi.org/10.4324/9780203807057> p.168

<sup>13</sup> Rosenau, J. N., & Czempiel, E.-O. (1992). *Governance Without Government* (J. N. Rosenau & E.-O. Czempiel, Eds.). Cambridge University Press. <https://doi.org/10.1017/CBO9780511521775>, p.5.

<sup>14</sup> Weiss, T. G. (2013). Global Governance: Why What Whither. In *Polity Press*. <https://doi.org/10.1192/bjp.111.479.1009-a>, p.99.

certainty; it is criticized for being murky and poorly defined.<sup>15</sup> In this thesis, the term will be used to refer to “ collective efforts to identify, understand, or address worldwide problems that go beyond the capacities of individual states to solve; it reflects the capacity of the international system at any moment in time to provide government-like services in the absence of world government”.<sup>16</sup>

Regarding the framing of the global governance concept, Dingwerth and Pattberg<sup>17</sup> endorse a comprehensive approach. The study underlines the importance of conceptual clarity and elaborates on the detailed understanding of two general uses of global governance concepts. The first one encompasses analytical conceptualization, which “attempts to capture the—actual, perceived, or constructed—reality of contemporary world politics”<sup>18</sup>, whereas the second group of conceptualization perceives the term as a political program.<sup>19</sup> Following the discussion on different interpretations and vague definitions of the concept, the necessity of such a concept to “identify and describe transformation processes in world politics” was explored<sup>20</sup>. Four important features of the analytical understanding of the global governance concept that position the concept as an essential phenomenon in the analysis of contemporary international relations were identified. First, the global governance concept is not state-centric. Rather, all other governance actors, such as IGOs, CSOs, and the private sector, are given equal importance. Secondly, “the term global governance conceives of world politics as a multilevel system in which local, national, regional, and global political processes are inseparably linked”<sup>21</sup>. Third, the concept is not focused on power and

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<sup>15</sup> Betts, A. (2011). *Global migration governance*. Oxford University Press, p.4.

<sup>16</sup> Weiss, T. G. (2012). Thinking about global governance: Why people and ideas matter. *Thinking About Global Governance: Why People and Ideas Matter*, 1–365. <https://doi.org/10.4324/9780203807057> p.70

<sup>17</sup> Dingwerth, K., & Pattberg, P. (2006). Global governance as a perspective on world politics. *Global Governance*, 12(2), 185–203. <https://doi.org/10.1163/19426720-01202006>

<sup>18</sup> Ibid.p.189

<sup>19</sup> Ibid. p.189

<sup>20</sup> Ibid.p.196

<sup>21</sup> Ibid. p.192

interest relations but considers that various forms of governance coexist<sup>22</sup>. Hence, global governance is composed of different mechanisms, processes, and goals rather than a single organizing principle. Lastly, the “global governance perspective allows capturing the emergence of new spheres of authority in world politics independently of sovereign nation-states.”<sup>23</sup> In consideration of these four elements in the analytical understanding of global governance, the concept emerges as a critical perspective for analyzing global issues.

It is important to understand that global governance is referred to as a phenomenon or concept that could be studied from various perspectives rather than a theory. Therefore, the global governance concept is expressed differently by various IR theories. Even though many of the IR theories have sayings in understanding global governance, realism and liberal institutionalism could be considered as two debated sides providing different aspects of the term.

The realist and institutionalist theories have different understandings of the main pillars to make sense of the functioning of IR. A realist understanding of global governance is state-centric and relies on the claim that global governance is a tool designed by powerful states to control the functioning of relations above the state level.<sup>24</sup>

On the other hand, institutionalists pay attention to non-state actors engaged in global governance while also agreeing with the importance of the state. “It assumes international organizations can have a relatively autonomous influence on the world.”<sup>25</sup> “They are not merely the creatures of states but have their own authority”.<sup>26</sup>

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<sup>22</sup> Ibid. p.192

<sup>23</sup> James N. Rosenau, “Toward an Ontology for Global Governance,” in. Martin Hewson and Thomas Sinclair, eds., *Approaches to Global Governance Theory* (Albany: SUNY Press, 1999), pp. 295–296. As cited in Dingwerth, K., & Pattberg, P. (2006). Global governance as a perspective on world politics. *Global Governance*, 12(2), 185–203. <https://doi.org/10.1163/19426720-01202006> p.193

<sup>24</sup> Lederer, M., & Müller, P. S. (2005). Criticizing global governance. In *Criticizing Global Governance*. <https://doi.org/10.1057/9781403979513> p.9

<sup>25</sup> Sinclair, T. J. (2012). *Global Governance*. [https://doi.org/10.1111/1478-9302.12041\\_32](https://doi.org/10.1111/1478-9302.12041_32) p.38

<sup>26</sup> Barnett, M., & Finnemore, M. (2004). *Rules for the World: International Organizations in Global Politics*. Ithaca, NY: Cornell University Press. Cited in: Sinclair, T. J. (2012). *Global Governance*. [https://doi.org/10.1111/1478-9302.12041\\_32](https://doi.org/10.1111/1478-9302.12041_32) p.38

In light of these explanations provided by the contradicting and complementing approaches, it is possible to conclude that states, who are still considered to be the main actors in international relations, are likely to cooperate if the agenda is in line with their interest otherwise, they tend to challenge and ignore the international rules and norms. The study does not cast aside the critical role of state in global governance of migration as a determining actor. Therefore, even when focusing on the role of IGOs, realist perspective towards global governance is not externalized. To this end, the thesis embraces a broad understanding of global governance concept, not constrained with a single teoretical approach. In the case of the latter scenario, it is important to understand that authority could be invested and exercised in various forms. The global governance actors do not rely on a single source of authority but on some mixed types, which enables them to produce successful outcomes.<sup>27</sup> Through this mixed type of authority invested, global governance actors have positioned themselves as facilitator to manage transboundary issues that cannot be addressed with the policies formulated with the interests of powerful states.

Power and authority concepts are still important elements to grasp the dynamics of global governance and how non-state actors, specifically IGOs, emerged as key determinants of how to govern transnational issues.

Together with the proliferation of global governance actors such as IGOs, NGOs, lobbyists, and business networks, the question of the agency and authority of the governor arose as a subject of debate. “Global governors are authorities who exercise power across borders for purposes of affecting policy. Governors thus create issues, set agendas, establish and implement rules or programs, and evaluate and/or adjudicate outcomes.”<sup>28</sup> This comprehensive definition indicates that the governors may undertake various tasks ranging from agenda setting, convening, negotiation, decision-making, implementation, monitoring, and enforcement. The role of the governor differs based on the issue at hand. It is possible to identify five sources of authority that global governors could utilize. The authority could be delegated granted by some

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<sup>27</sup> Deborah D. Avant, Martha Finnemore, & Susan K. Sell. (2010). Who Governs the Globe? In *Cambridge University Press*. <https://doi.org/10.1192/bjp.112.483.211-a> p.10

<sup>28</sup> Ibid. p.2

other actor; it could be institutional stems from holding a position in an institution ; the authority might be the result of expertise in a specific area; it may be principle-based legitimized by upholding principles or capacity-based, arising from competence<sup>29</sup>. These authorities are not exclusive of one another, and global governors' authority might be derived from either one of them or more.

Global governors act in coordination and cooperation rather than alone. Understanding the variety of sources of authority will also enable us to understand how IGOs emerged as governors in different areas of global governance.

State and non-state actors at national, regional, and global levels engage in cooperation and partnership to address global issues; therefore, the power concept in global governance is not confined to states. In that perspective, it is important to realize that in global governance, power could be exercised in various forms rather than the classical understanding of direct control over one another.

### **2.1.2. Understanding Migration with Global Governance Approach**

This study builds on the assumption that migration should be understood and analyzed from the perspective of global governance to ensure order, sustainability, and efficiency. In that regard, the study positions IGOs as critical actors who have gained focality in certain fields of migration governance and can contribute to its governance at the global level. In analyses of these claims, it is essential to provide a well-established background for global migration governance, which is a multi-layered and complex concept.

People have been on the move in search of better opportunities to improve their lives or escape security threats; it also might be in response to environmental factors throughout history. However, as Stephen Castells puts “Never before has international migration been so high on the political agenda”.<sup>30</sup>

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<sup>29</sup> Ibid. pp. 11-13

<sup>30</sup>S Castles, ‘In the next 50 years . . . what will be the shape of politics, policy and governance in respect to international migration?’, *CGIM Migration Futures Workshop, Oxford University, p 14.*, As cited in Munck, R. (2008). *Globalisation, governance and migration: An introduction. Third World Quarterly, 29(7), 1227–1246.* <https://doi.org/10.1080/01436590802386252> p 1227

There has been an upward trend in the number of international migrants over the past decades. The number of international migrants was around 84 million in 1970; in the following 20 years, this number reached 153 million. In 2020, 281 million people lived in a country other than their country of birth. In consideration of global population growth, the proportion of international migrants increased from 2.3 percent in 1970 to 3.6 percent in 2020.<sup>31</sup>

This rapid increase in migration was perceived as one of the most apparent manifestations of globalization.<sup>32</sup> Concerning the increased movement of goods and capital across borders, transportation and information technologies have also improved, which enabled a higher volume of migrant movements across international borders.<sup>33</sup> This large and complex movement of people required cooperation among various actors.

Unlike many other transnational issues, such as trade or environment, global migration governance lacks an overarching institutional framework.<sup>34</sup> One of the main reasons for this absence is states' unwillingness to engage in overarching governance through surrendering formal regulatory authority over migration to a global supranational authority.<sup>35</sup> This reluctance in the realm of migration is related to the perception of migration as an area closely linked with states' sovereignty to regulate who enters their borders.<sup>36</sup>

Despite this hesitancy, states become aware that challenges of migration necessitate coordination and cooperation on a global level as national policies remain inadequate

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<sup>31</sup> McAuliffe, M. and A. Triandafyllidou (eds.), 2021. World Migration Report 2022. International Organization for Migration (IOM), Geneva, p. 3

<sup>32</sup> Betts, A. (2011). *Global migration governance*. Oxford University Press. p.1

<sup>33</sup> Ibid. p.1

<sup>34</sup> Koser, K. (2010). Introduction: International migration and global governance. *Global Governance: A Review of Multilateralism and International Organizations*, 16(3), 301–315. <https://doi.org/10.1163/19426720-01603001> , p, 301

<sup>35</sup> Newland, K. (2010). The governance of international migration: Mechanisms, processes, and institutions. *Global Governance: A Review of Multilateralism and International Organizations*, 16(3), 331–343. <https://doi.org/10.1163/19426720-01603004> p.334

<sup>36</sup> Ibid. p.334

to address the migration issues.<sup>37</sup> However, the progress toward global governance is also impacted by various other impediments beyond states' concerns of sovereignty, one of which is the difficulty in harmonizing policies that derive from varying national interests and processes.<sup>38</sup>

In addition to the concerns about the absence of an overarching structure, it is also important to note another point of concern; “the legal and normative framework affecting international migrants cannot be found in a single document but is derived from customary law, a variety of binding global and regional legal instruments, nonbinding agreements, and policy understandings reached by states at the global and regional level”.<sup>39</sup>

While acknowledging these critics, it is vital to comprehend that the fragmented nature in terms of institutions and norms cannot be read as a lack of global migration governance. There are different interpretations of the non-unified character of global migration governance. Martin<sup>40</sup> explains that global migration governance is hard to achieve. Still, even after considering a lack of shared goals by states, concerns over public opinion, and difficulty in harmonizing national policies as impediments, it is possible to identify governance efforts on regional, cross-regional, and even global levels. In her studies, she notes a complex network of intergovernmental organizations within and outside of the United Nations that focuses on international migration.<sup>41</sup>

Therefore, to understand the global governance concept, one should note that “‘global’ is not the ‘level’ at which it is identified—whether bilateral, regional,

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<sup>37</sup> Betts, A. (2011). *Global migration governance*. Oxford University Press. p.2

<sup>38</sup> Martin, S. F. (2015). International Migration and Global Governance. *Global Summitry*, 1(1), 64–83. <https://doi.org/10.1093/global/guv001> p.67

<sup>39</sup> Koser, K. (2010). Introduction: International migration and global governance. *Global Governance: A Review of Multilateralism and International Organizations*, 16(3), 301–315. <https://doi.org/10.1163/19426720-01603001> , p, 301

<sup>40</sup> Martin, S. F. (2015). International Migration and Global Governance. *Global Summitry*, 1(1), 64–83. <https://doi.org/10.1093/global/guv001> p 67-68

<sup>41</sup> Martin, S. (2014). International Migration Evolving Trends from the Early Twentieth Century to the Present. In *International Migration* (pp. 1–25). Cambridge University Press. <https://doi.org/10.1017/CBO9781139170079.003> p.1

transnational, or supranational—but rather the fact that it is constraining or constitutive of the behaviour of states (and transnational actors).”<sup>42</sup>

There is a long history of initiatives at various levels to achieve some degree of progress toward global migration governance. These initiatives were mainly focused on improving migration governance at the national level while also improving coordination and consultation at the regional and international levels.<sup>43</sup> Between 1994 and 2018, the below-listed activities were undertaken. In addition to the ones listed below that target the global level, there were initiatives focused on specific areas or regions, such as the launch of the Intra-Regional Forum on Migration in Africa (Pan-African Forum) in 2015 or OHCHR’s Recommended Principles and Guidelines on Human Rights at International Borders. All those actions served to improve the global governance of migration. To provide a brief historical outline of the global-level initiatives:

- International Conference on Population and Development – 1994
- Berne Initiative -2001–2004
- IOM established an International Dialogue on Migration -2001
- Doyle Report – 2002
- Global Commission on International Migration (GCIM)- 2003–2005
- Global Migration Group – 2006
- UN High-Level Dialogue on Migration and Development (1) – 2006
- Global Forum on Migration and Development - 2007
- UN High-Level Dialogue on Migration and Development (2) – 2013
- Adoption of the Migration Governance Framework by the IOM Council - 2015
- New York Declaration for Refugees and Migrants – 2016
- IOM incorporated in UN -2016

In 2002, with the increased focus on migration and the United Nations (UN) Secretary-General’s initiative to formulate a comprehensive response to migration at the international level. Professor Michael Doyle was tasked to identify alternatives.

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<sup>42</sup> Betts, A. (2011). *Global migration governance*. Oxford University Press. p.4

<sup>43</sup> Martin, S. F. (2015). International Migration and Global Governance. *Global Summitry*, 1(1), 64–83. <https://doi.org/10.1093/global/guv001> p.70

The Doyle report provided alternatives for international design relating to migration issues. Following the suggestions in the report, the Global Commission on International Migration (GCIM) was created and operationalized for two years.<sup>44</sup> The commission developed a report based on the discussions on the regional level. Migration in an Interconnected World report by the commission called for enhanced consultation and cooperation at the regional and global levels. In line with the observations from GCIM, it contributed to the decisions to establish the Global Migration Group and the agenda of the first high-level dialogue.<sup>45</sup> In 2007, GFMD was created. It served as a platform outside the UN, where migration and development-related issues could be discussed at the multilateral level. In parallel with the emergence of GFMD, the Geneva Migration Group composing IOM, International Labour Organization(ILO), United Nations High Commissioner for Refugees (UNHCR), Office of the United Nations High Commissioner for Human Rights (OHCHR), United Nations Conference on Trade and Development (UNCTAD), and United Nations Office on Drugs and Crime (UNODC), expanded to include UNDESA (United Nations Department of Economic and Social Affairs), UNDP (United Nations Development Programme), UNFPA(United Nations Population Fund), and the World Bank. The Group was reformulated as the Global Migration Group.<sup>46</sup>

In 2016, the UN Summit on Addressing Large Movements of Refugees and Migrants was organized, and the key outcome of the meeting was the New York Declaration for Refugees and Migrants. The declaration acknowledged the motivation of states to act to protect refugees and migrants and address emerging migratory challenges.<sup>47</sup> In 2018, 164 states endorsed the Global Compact for Safe, Orderly, and Regular Migration. The compact asserts critical underpinnings, it perceives “migration as part of the human experience throughout history”<sup>48</sup> and as “a source of prosperity,

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<sup>44</sup> Lebon-mcgregor, E. (2020). *Working Papers A History of Global Migration Governance : Challenging Linearity. September.* p.16

<sup>45</sup> Betts, A., & Kainz, L. (2017). *The history of global migration governance.* 122, 22. p.4

<sup>46</sup> Ibid. p.7

<sup>47</sup> Ibid. p.10

<sup>48</sup> GLOBAL COMPACT FOR SAFE, ORDERLY AND REGULAR MIGRATION FINAL DRAFT. (2018). p.2

innovation, and sustainable development in our globalized world.”<sup>49</sup> The compact underlines that “no state can address migration on its own due to the inherently transnational nature of the phenomenon”<sup>50</sup>, and invites to “international, regional, and bilateral cooperation and dialogue” in the governance of migration<sup>51</sup>

In consideration of these statements, the Global Compact on Migration represents a landmark where many actors have agreed upon a global framework. The compact is not binding, but it is a milestone for governance actors to address migration-related issues with international cooperation.

It is evident that there is no unified or top-down global migration governance. However, there has been remarkable progress in global governance of migration in recent years through processes of consultation and cooperation. This progress is an outcome of the efforts of a fragmented set of norms, rules, and institutions that contributed to different aspects of migration governance.<sup>52</sup> There are processes, conferences, and partnerships across the globe targeting specific regions or concerns in relation to migration. The outputs of each coordination and improved synergies to govern migration-related concerns form a valuable part of the global migration governance frame.

In consideration of the explanation of the fragmented structure of migration governance, the comprehensive definition of the subject could be presented as “the combined frameworks of legal norms, laws and regulations, policies and traditions as well as organizational structures (subnational, national, regional and international) and the relevant processes that shape and regulate States’ approaches with regard to migration in all its forms, addressing rights and responsibilities and promoting international cooperation”.<sup>53</sup>

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<sup>49</sup> Ibid. p.2

<sup>50</sup> Ibid. p. 4

<sup>51</sup> Ibid. p. 4

<sup>52</sup> Martin, S., & Weerasinghe, S. (2018). WORLD MIGRATION REPORT. *IOM*. p.5

<sup>53</sup> IOM. (2019). *Glossary on Migration INTERNATIONAL MIGRATION LAW N° 34*. <https://publications.iom.int/books/international-migration-law-ndeg34-glossary-migration>. p.138

As demonstrated above, these combined frameworks of governance have been proven to be effective in achieving progress toward global governance of migration. The following part will aim to understand the role of IGOs in this process.

## **2.2. Concluding Remarks**

In this chapter of the thesis, key determinants of the global governance frame were studied to deliver a comprehensive understanding of the concept. The chapter underlines that fragmented governance does not necessarily mean an absence of global migration governance. It presented that even with the fragmented architecture of global migration governance, the joint efforts of various actors at national, regional, and international levels contribute to improving and strengthening global migration governance. A historical overview of global migration governance initiatives and cooperative actions is provided to demonstrate the strengthened efforts.

To elaborate on how global governance enables the inclusion of different actors in the governance process. The concept of global governance and the perception of power and authority concepts in that context were discussed. The chapter also reviewed the emergence of IGOs as critical actors in global governance, highlighting their aptitude to utilize different sources of authority and leverage their capacity.

The chapter argues that the migration phenomenon is an issue that necessitates global governance in consideration of increased and complex transboundary movements. It aims to provide a holistic perspective towards global governance of migration and claiming IGOs as critical actors by demonstrating their previous contributions.

To conclude, the chapter dwelled on the conceptual clarifications and historical improvements in global migration governance. The multidimensional characteristics of global migration governance and the importance of IGO's involvement in this process were presented.

## **CHAPTER 3**

### **ROLE OF IGOS IN GLOBAL MIGRATION GOVERNANCE**

Global migration governance has achieved notable progress. As discussed in the overview of this thesis, the global governance of migration consists of bilateral, regional, and global networks, which encompass state and non-state actors. This chapter builds upon the claim that IGOs are critical contributors to global migration governance. In order to justify this claim, this chapter will first elaborate on the modes of governance. The chapter will provide a detailed examination of indirect modes of governance, elaborating on their strengths and weaknesses.

In the second part of the chapter, IGOs' role as orchestrators and how IGOs could steer global migration governance with soft and indirect means will be studied. Later on, the chapter will elaborate on the orchestration of global migration governance by IOM and UNHCR to demonstrate that their efforts serve to improve global migration governance.

#### **3.1. Modes of Governance and Advantages of Orchestration for IGO**

Global governance consists of different actors acting in coordination; depending on the source of authority or type of power they possess; the governors may prefer to utilize different modes of governance.

The best-known example of governance mode could be the hierarchical governance by nation-states in domestic society. The state, as the governor, can define the set of rules and enforce the target to comply with them through bureaucracy. In that mode of governance, there are two distinctive features: the state directly focuses on the behavior of the final target, which could be the individual or corporate citizens. In that mode of governance, the state also holds the power to enforce the target towards the

implementation of and compliance with the defined rules.<sup>54</sup> However, in global governance, it is not always possible or feasible to engage in hierarchical governance relations due to the diverse capabilities of governors and the conditions of the specific issue at hand. The other alternatives of modes of governance are defined based on the variety of these dimensions: hard/soft and direct/indirect the conceptualization of the four modes of governance is presented in Table 1. It is important to note that even though there seems to be a distinct difference in governance modes, most of the time they mix and blend with one another.<sup>55</sup>

**Table 1.** Four modes of governance

	<b>Direct</b>	<b>Indirect</b>
<b>Hard</b>	Hierarchy	Delegation
<b>Soft</b>	Collaboration	Orchestration

In the collaborative mode of governance, even though it directly addresses the target, softer means of inducement are obtained. Collaborative governance is known for bringing public and private stakeholders together in collective forums with public actors to engage in a joint decision-making process.<sup>56</sup> “In policy fields requiring high levels of technical expertise, governments often collaborate with target actors to promote self-regulation, rather than imposing top-down state regulations.”<sup>57</sup> This mode relies on voluntary involvement of the target without a legal obligation and it doesn’t involve third party hence it is direct and soft.<sup>58</sup>

<sup>54</sup> Abbott, K. W., Genschel, P., Snidal, D., & Zangl, B. (2015). Orchestration. In *International Organizations as Orchestrators* (pp. 3–36). Cambridge University Press. <https://doi.org/10.1017/CBO9781139979696.002> p.8

<sup>55</sup> Ibid.

<sup>56</sup> Ansell, C., & Gash, A. (2008). Collaborative governance in theory and practice. *Journal of Public Administration Research and Theory*, 18(4), 543–571. <https://doi.org/10.1093/jopart/mum032> , p.543

<sup>57</sup> Streeck, Wolfgang and Schmitter, Philippe C. (eds.) 1985. Private Interest Government: Beyond Market and State. Beverly Hills and London: Sage Publication as cited in Abbott, K. W., Genschel, P., Snidal, D., & Zangl, B. (2015). Orchestration. In *International Organizations as Orchestrators* (pp. 3–36). Cambridge University Press. <https://doi.org/10.1017/CBO9781139979696.002> p.9

<sup>58</sup> Abbott, K. W., Genschel, P., Snidal, D., & Zangl, B. (2015). Orchestration. In *International Organizations as Orchestrators* (pp. 3–36). Cambridge University Press. <https://doi.org/10.1017/CBO9781139979696.002> p.9

This chapter will focus on indirect modes of governance. It will provide a comparative approach to understand why, in the global migration management area, the orchestration mode of governance emerges as a more suitable and effective alternative.

In indirect modes of governance, governors do not govern targets directly but through intermediaries that could increase the efficiency, effectiveness, or legitimacy of the action. It is possible to identify two contradicting modes of indirect governance. The first one is delegation, which can be analyzed using the Principal-Agent theory. In that approach, the Principal grants some degree of authority to the Agent to act on its behalf while still having the authority to revoke it in case of ineffectiveness or misconduct.<sup>59</sup> Therefore, the principal also monitors the agent to assure governance tasks are carried adequately and if the agent fails to deliver agreed tasks the principal may end the P-A relationship revoking the shared authority. However, as not all governors have such power or authority to share with intermediaries, in that scenario, the governor relies on soft inducements such as moral suasion, political leadership, and material/ideational support to engage the intermediaries towards joint action and ensure their compliance with the shared goals this mode of governance is conceptualized as orchestration.<sup>60</sup> To understand that kind of soft and indirect governance, the Orchestrator-Intermediary-Target model is developed.

**Table 2** Modes of Indirect Governance<sup>61</sup>

<b>Mode</b>	<b>Governor</b>	<b>Third Party</b>	<b>Target</b>
Delegation	Principal	Agent	Target
Orchestration	Orchestrator	Intermediary	Target

The table presents the brief outlook of the governor and third-party conceptualization in modes of indirect governance. When governors govern through indirect modes of governance, they can enhance their own capacity by integrating the intermediaries’

<sup>59</sup> Abbott, K. W., Genschel, P., Snidal, D., & Zangl, B. (2015). Two Logics of Indirect Governance: Delegation and Orchestration. *British Journal of Political Science*, 1–11. <https://doi.org/10.1017/S0007123414000593> p.1

<sup>60</sup>Ibid p.2

<sup>61</sup>Ibid. p.2

capabilities to their own.<sup>62</sup> In order to distinguish the dynamics of both modalities, a detailed examination is needed.

Principal-agent theory (PA) emphasizes delegation and is defined as “a conditional grant of authority from a principal to an agent that empowers the latter to act on behalf of the former”.<sup>63</sup> As indicated above in the delegation mode, the agent acts based on the authority invested by the principal, but the principal still has the capacity to withdraw the shared authority. Therefore, in the PA mode of governance, there is a contractual relation between principal and agent; through this contract, authority is delegated to a third party that should carry the tasks for shared governance goals.<sup>64</sup> In that delegation, the principal monitors the agent’s actions and penalizes if the agent fails to complete the agreed tasks. Therefore, the delegation is hierarchical. The principal can grant and revoke the authority to the agent, and thus, the principal has hard control over the agent.<sup>65</sup>

The orchestration mode of governance enables understanding the relations between multiple actors and networks without a hierarchical structure or delegation of power or authority. In orchestration, governance relations are established with intermediaries’ voluntary engagement, and the orchestrator does not have command over intermediaries. The orchestrator enlists the intermediary with material or ideational support. Material support could enhance intermediaries’ operational capacity, while ideational support could strengthen their effectiveness and legitimacy. This engagement with intermediaries leverages the orchestrator’s position. In this relation, the orchestrator can nudge the intermediary towards the governance goal by conditioning the support and may have a soft influence over the intermediary. In that

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<sup>62</sup>Ibid. p.2

<sup>63</sup> Hawkins, Darren G., David A. Lake, Daniel L. Nielson, and Michael J. Tierney. 2006. *Delegation and Agency in International Organizations*. Cambridge: Cambridge University Press. p. 7 as cited in Abbott, K. W., Genschel, P., Snidal, D., & Zangl, B. (2015). Two Logics of Indirect Governance: Delegation and Orchestration. *British Journal of Political Science*, 1–11. <https://doi.org/10.1017/S0007123414000593>

<sup>64</sup> Abbott, K. W., Genschel, P., Snidal, D., & Zangl, B. (2015). Two Logics of Indirect Governance: Delegation and Orchestration. *British Journal of Political Science*, 1–11. <https://doi.org/10.1017/S0007123414000593> p.3

<sup>65</sup>Ibid p.3

orchestrator-intermediary relation, if the intermediary goal no longer aligns with governance goals, the orchestrator does not have the power of coercion.<sup>66</sup> Therefore, orchestrators rely on the intrinsic motivation of the intermediaries, whereas in PA, the agent is compensated. This distinction also impacts the limitations of the governance modes. In PA theory, agents might be capable but unwilling to cooperate; however, in the O-I-T model, intermediaries might be willing but incapable.

Delegation and orchestration are conceptually different but often intertwine. Orchestration could “blend into delegation as orchestrators gain stronger control over their intermediaries”.<sup>67</sup> Therefore, those could be interpreted as a continuum instead of a distinction.

The decision of the governor on utilizing P-A or O-I-T mode depends on various factors. The governor may have a preference or maybe the capacity for hard control. Governments with strong checks and balances are more likely to use orchestration than delegation, as delegation can draw attention from veto players and require prior approval. Also, governors may prefer delegation if they wish to receive credit. If a goal is not very important to the governor, the governor may prefer refraining from the expense of delegation, such as empowering, monitoring, or compensating, and choosing orchestration instead.<sup>68</sup>

The availability of suitable third parties is also a contributing factor to this decision. Delegation is vital because it provides alternatives to replace slacking agents and make hard control effective. As for orchestration, the availability of an adequate number of intermediaries is essential to be able to find willing ones who can contribute to the governors’ goals. This will enable effective cooperation with soft inducements.<sup>69</sup>

Most importantly, governance mode depends on the functions carried out in specific governance realms. If the task at hand requires a high risk of loss, third parties will not

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<sup>66</sup> Ibid. p.4

<sup>67</sup> Ibid. p.4

<sup>68</sup> Ibid p.6-7

<sup>69</sup> Ibid p.8

voluntarily carry out the task. In that case, the delegation mode of governance will be advantageous as the governor can incentivize agents through compensation and hard threats. However, delegation mode is not suitable if the task depends on third parties' independent will to perform it.

Modes of governance are applicable to different governance contexts based on the situational needs and capabilities of the governors. Even though the modes seem to be separated with distinct characteristics, each has strengths and weaknesses that different governors could utilize. Orchestration mode of governance, being soft and indirect, emerges as an adequate alternative for IGOs to contribute to global governance. The following chapter will examine in detail how IGOs could utilize an orchestration mode of governance and will also touch upon their role in the migration realm.

### **3.2. IGOs as Orchestrators in Global Migration Governance**

This thesis aims to demonstrate the role and contributions of IGOs in global migration governance. It builds on the statement that IGOs engage in an orchestrating mode of governance since it does not require a delegation of power or authority while allowing the IGO to leverage its position with voluntary intermediaries.

Migration, as an issue that requires global consideration, lacks an overarching structure for governance due to its embeddedness with the sovereignty rights of nation-states. However, there is noteworthy progress in global migration governance, in which IGOs have played a critical role. In the contributions of IGOs, their role could be understood through an orchestration mode of governance.

Orchestration mode of governance has specific importance for understanding the role of IGOs in global governance, considering their relative disadvantage in using other modes of governance. In this mode of governance, the governor enlists and supports intermediary actors on a voluntary basis to address target actors in pursuit of governance goals. Orchestration aims to influence the behavior of the target via an intermediary.<sup>70</sup> In this equation, the IGO does not have direct control over the

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<sup>70</sup> Abbott, K. W., Genschel, P., Snidal, D., & Zangl, B. (2015). Orchestration. In *International Organizations as Orchestrators* (pp. 3–36). Cambridge University Press. <https://doi.org/10.1017/CBO9781139979696.002> p.4

intermediary or the ability to ensure compliance with the target. This understanding of global governance demonstrates non-hierarchical relations and functional differentiations through a multi-actor network.<sup>71</sup>

The thesis uses a global governance framework to understand migration because the concept of global governance enables us to understand different spheres of authority. There are different types of authorities derived from different sources. In the understanding of IGOs' contributions to global migration governance, positioning them as governors provides a useful lens for analysis. The orchestration mode of governance enables the governor, for this study, the IGOs, to govern through indirect governance and soft means of control. This is advantageous for IGOs since states are often reluctant to grant IGOs the authority to govern hierarchically or may not be willing to delegate the authority for specific areas such as migration. “Thus, the ability of IGOs to meet their objectives through hierarchical governance or delegation is narrowly circumscribed by states”.<sup>72</sup> In orchestration, IGOs may overcome these challenges by managing the state through intermediaries to align state agenda and behavior with IGO governance goals. In orchestration, the governance could also be through bypassing the state and targeting the private actors or supplying public goods with enlisted intermediaries.

In the mode of orchestration, the IGO may derive its authority from other sources, such as institutional or expertise-based authority, as the authority is not constrained to the authority delegated to IGOs by the states. But even for the orchestration mode, it is possible for powerful states to influence the governance efforts of IGOs. However, the orchestration mode does not have to include a conflict of interest between member states and IGOs. In fact, if IGOs and the states' governance priorities align but cannot achieve the goals, states may encourage the orchestration of IGOs to achieve the government's goals.

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<sup>71</sup> Pegram, Tom, Global Human Rights Governance and Orchestration: National Human Rights Institutions as Intermediaries (April 14, 2014). European Journal of International Relations, 6 October 2014, Available at SSRN: <https://ssrn.com/abstract=2470499> or <http://dx.doi.org/10.2139/ssrn.2470499> p.7

<sup>72</sup> Abbott, K. W., Genschel, P., Snidal, D., & Zangl, B. (2015). Orchestration. In *International Organizations as Orchestrators* (pp. 3–36). Cambridge University Press. <https://doi.org/10.1017/CBO9781139979696.002> p.11

“The intermediaries in IGO orchestration are often NGOs...Intermediaries voluntarily collaborate in IGO orchestration because they share the IGO’s basic governance goals and value its material and ideational support.”<sup>73</sup> The orchestration could be through convening, agenda setting, assistance, endorsement, and coordination. The target of the orchestration could be states as well as private actors, such as migrants themselves.

There are general assumptions to understand when governors are more likely to orchestrate;

- “they lack certain capabilities to achieve their goals through other governance modes.
- intermediaries with correlated goals and complementary capabilities are available.
- they are focal within the relevant issue area.
- their organizational structure and culture encourage policy entrepreneurship.”<sup>74</sup>

In addition to general assumptions, IGOs are more likely to orchestrate when;

- “there is a divergence of goals among their member states or between member states and the IGO
- member states have weak institutional control mechanisms.”<sup>75</sup>

In the field of migration governance, IGOs have emerged as crucial actors. Several IGOs are working to enhance cooperation among actors, protect migrants’ rights, and develop comprehensive frameworks that serve migration governance. The chapter will share information on the primary IGOs acting in the field of migration governance, examine their mandate, and provide examples of their role as an orchestrator in global migration governance.

The thesis argues that IGOs act as orchestrators in migration governance by engaging with intermediary actors with different priorities to coordinate to achieve a governance goal. Therefore, while presenting their role as orchestrators, their efforts for coordinating public and private actors, agenda setting, provision of guidance and

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<sup>73</sup> Ibid. p. 6

<sup>74</sup> Ibid. p.20

<sup>75</sup> Ibid. p.20

direction, capacity building, and standard setting will be shared as examples.

**International Organization for Migration (IOM):** “Established in 1951, IOM is the leading intergovernmental organization in the field of migration”.<sup>76</sup> In the history of IOM, the organization was first named the Provisional Intergovernmental Committee for the Movements of Migrants from Europe. In the following months, the organization was renamed as the Intergovernmental Committee for European Migration. In 1980 it became Intergovernmental Committee for Migration. The name International Organization for Migration was received in 1989. This gradual change in the name of the organization indicates that even though there has not been a consolidation of international migration design, the issue of migration was still on the agendas of international organizations. In the emergence of IOM, overpopulation caused by migration flows triggered after the Second World War was a critical contributor. In the aftermath of the War, IOM was tasked with addressing overpopulation by enabling the migrant’s passage out of Europe because the migrant population was perceived as a challenge to the socioeconomic recovery of Europe. However, the founding states were reluctant to delegate their right to control migration flows. Therefore, IOM was expected to carry out logistical aspects of the given task. But considering the complex nature of migration, the IOM mandate expanded to the provision of information, examining the health conditions of new arrivals, establishing adequate housing facilities, and supporting migrants’ socioeconomic integration in receiving countries or assisting the negotiations between sending and receiving countries. IOM also expanded its geographical coverage to non-European and newly independent countries.<sup>77</sup>

In the following years, in coordination with UN agencies such as UNHCR and ILO, IOM carried out many tasks related to humane and orderly migration, benefiting both the migrant and the society. In 2016, IOM became a Related Organization of the UN through an agreement that “outlines a closer relationship between IOM and the UN to

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<sup>76</sup> Who We Are | International Organization for Migration. Available at: <https://www.iom.int/who-we-are> Accessed: 03 January 2024).

<sup>77</sup> Pécoud, A. (2018). What do we know about the International Organization for Migration? *Journal of Ethnic and Migration Studies*, 44(10), 1621–1638. <https://doi.org/10.1080/1369183X.2017.1354028> p. 1624

strengthen the cooperation and enhance their ability to fulfill their respective mandates in the interest of migrants and Member States.”<sup>78</sup>

Currently, IOM has 175 member states and “is dedicated to promoting humane and orderly migration for the benefit of all. It does so by providing services and advice to governments and migrants.”<sup>79</sup>

IOM is a major contributor to migration governance efforts. IOM coordinates joint efforts and enables cooperation between member states, intergovernmental organizations, civil society, the private sector, and the media.<sup>80</sup> It provides policy guidance, formulates global strategies, works for standard-setting and quality control, and knowledge management related to main migration sectors.<sup>81</sup>

In understanding of IOM’s increased role in the global realm understanding its role in the negotiations and preparation of the Global Compact for Migration (GCM) could be enlightening. IOM’s role included servicing the negotiations, providing inputs to zero drafts, and revision of the documents. After the launch of GCM, IOM continued its role in strengthening the compact by issuing briefs to follow up on the progress and implementation of the compact. Those briefs aim to reach a wide scope of stakeholders, which signifies IOM’s role in developing and disseminating migration policies.<sup>82</sup>

IOM has carried out a similar information-producing and disseminating role by publishing a World Migration Report every two years since 2000, which aims to

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<sup>78</sup> *IOM becomes a related organization to the UN* (2016). Available at: <https://www.iom.int/news/iom-becomes-related-organization-un>. (Accessed: 03 January 2024).

<sup>79</sup> Who We Are | International Organization for Migration. Available at: <https://www.iom.int/who-we-are> (Accessed: 03 January 2024).

<sup>80</sup> *International Cooperation and Partnerships* (no date) *International Organization for Migration*. Available at: <https://www.iom.int/international-cooperation-and-partnerships> (Accessed: 03 January 2024).

<sup>81</sup> Eneasato Benjamin, & Azubuike, A. J. (2020). Migration across the Mediterranean: An Exploration of its Causative Factors and the Role of International Organization for Migration in Effective Migration Management. *South East Political Review (SEPSR)*, 5(1). p.81

<sup>82</sup> Panizzon, M., & Jurt, L. (2023). Through the Looking-Glass: The IOM Recasting the Safe, Orderly and Regular Migration Narrative at the UN and in West Africa. *Geopolitics*. <https://doi.org/10.1080/14650045.2023.2212239> p, 8-9

“contribute to increased understanding of migration and mobility throughout the world”.<sup>83</sup>

Another global role that IOM engages in is the co-implementation of Sustainable Development Goal (SDG) indicator 10.7.2, “Number of countries with policies to facilitate orderly, safe, regular and responsible migration and mobility of people”<sup>84</sup> of the Agenda 2030. To serve the implementation of that specific SDG, IOM developed Migration Governance Indicators (MiGOF), that set out the essential elements for “facilitating orderly, safe, regular, and responsible migration and mobility of people through planned and well-managed migration policies”.<sup>85</sup>

In these actions, IOM often embraces the orchestration approach, especially when in need of local knowledge and expertise. While orchestrating, IOM may enlist different actors such as academia, the private sector, or NGOs. IOM cooperates with these partners to enhance the impact of intervention with local knowledge and expertise, increase ownership, and ensure sustainability. NGOs and other civil society organizations cooperate with IOM on the design and implementation of projects covering migrant assistance, humanitarian aid, advocacy, training, and capacity building<sup>86</sup>. These coordinated efforts are linked to IOM’s orchestration in terms of agenda setting, provision of assistance, and coordination of activities.

IOM also uses the orchestration techniques of endorsing and convening. For instance, IOM facilitated NGOs and other CSOs’ involvement in the implementation, follow-up, and review of the Global Compact for Safe, Orderly, and Regular Migration (GCM) and the Global Forum on Migration and Development (GFMD). IOM endorsed the NGOs and CSOs by recognizing them as competent and legitimate actors

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<sup>83</sup> Webpage for *World Migration Report 2022* (no date). Available at: <https://publications.iom.int/books/world-migration-report-2022>. (Accessed: 03 January 2024).

<sup>84</sup> *SDG indicator 10.7.2 on migration policies | population division* (no date) *United Nations*. Available at: <https://www.un.org/development/desa/pd/data/sdg-indicator-1072-migration-policies> (Accessed: 04 February 2024).

<sup>85</sup> *MiGRATION GOVERNANCE FRAMEWORK MiGOF*. (n.d.). Retrieved January 4, 2024, from [https://www.iom.int/sites/g/files/tmzbdl486/files/about-iom/migof\\_brochure\\_a4\\_en.pdf](https://www.iom.int/sites/g/files/tmzbdl486/files/about-iom/migof_brochure_a4_en.pdf)

<sup>86</sup> *IOM-CSO Partnerships: Advancing Migration for the Benefit of All* (no date). <https://www.iom.int/civil-society> (Accessed: 10 January 2024).

whose involvement in the process is critical. IOM also convened this process through selecting the relevant NGOs and CSOs could get in touch with influential actors such as other IGOs and states who adopted GCM and participates in GFMD.

To demonstrate the involvement of IOM as an orchestrator in overall migration governance, preparation, and implementation Global Compact for Migration (GCM) will provide fruitful examples. During the preparation process of GCM, which could be considered the main indicator of global migration governance, IOM orchestrated the process by enabling the participation of all stakeholders in the policy-making process. One of the critical aspects was the IOM's role in orchestrating the process by organizing a series of seven Regional Civil Society Consultations (RCSCs) in line with the whole-of-society approach in GCM. "The RCSCs were an opportunity to consolidate civil society stakeholder inputs by region, to contribute as key inputs for the consultation phase of the GCM. The RCSCs also supported the effort of making the voices of local and regional civil society organizations (particularly those of migrants, diaspora, and grassroots communities) heard at the global level."<sup>87</sup> This could be interpreted as endorsing, convening, and coordinating in terms of orchestration of the preparation process whilst IOM's assistance to CSOs has continued in the form of technical and material support after the GCM is ratified. The CSOs are engaged in the implementation of the GCM agenda through info-sharing and research (training, awareness raising, identifying practices, tools, etc.), civil society strategy, and coordination of consultation and engagement with States. These efforts of CSOs, with the facilitation of IOM, will serve to promote the goals identified in GCM, improve synergies within the state, and concretize the action to reach the set agenda.

An example of the IOM coordination effort as an orchestrator could be the organization of coordination meetings on Saving Lives at Sea for Libyan Partners, which involved CSOs, namely, the International Medical Corps, the Libyan Red Crescent, the Danish Refugee Council, and Doctors Without Border alongside the local government bodies. The meeting served as a platform where Standard Operation

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<sup>87</sup> *Global Compact for migration: Civil society engagement (no date) International Organization for Migration. Available at: <https://www.iom.int/global-compact-migration-civil-society-engagement> (Accessed: 03 January 2024).*

Procedures developed during earlier technical meetings were presented and discussed to improve collaboration between actors involved in rescue at sea operations outside the Libyan coast.<sup>88</sup> The development of SOPs and advocating them is also a part of the IOM orchestration effort to achieve governance goals for migration in terms of assisting the standard-setting and enabling coordination.

There are also various examples where IOM partners with local actors such as NGOs, academic institutions, and research centers to gather and analyze information on migration patterns in specific regions to enable the formulation of evidence-based interventions by states. One of the most valuable initiatives is the development and operationalization of the Displacement Tracking Matrix, which was fashioned in 2004 to provide data on displacement in Iraq and has been adapted to more than 80 countries with a tailor-made approach to collect data on migration trends and challenges. These partnerships help in creating evidence-based policies. In these efforts, IOM works closely with key stakeholders, including national and international NGOs. IOM obtains a decentralized approach to ensure efficiency considering the specific characteristics of each region; therefore, while working with the support of partners, IOM provides standards to guide local actors in data collection and analysis.<sup>89</sup> In the collection of DTM data through intermediaries, IOM leverages its position to achieve detailed information and make this information accessible to policymakers, IOM orchestrates the process through coordination of available information provided by partnering organizations.

**United Nations High Commissioner for Refugees (UNHCR):** The leading actor in protecting refugees, forcibly displaced communities and stateless people. UNHCR was established in 1950 by the UN General Assembly to aid millions displaced due to the Second World War. The agency acts as the protector of the 1951 Refugee Convention and its 1967 protocol. In consideration of its key role, UNHCR undertakes works with governments, CSOs, and other governance actors while formulating

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<sup>88</sup> *Libya: IOM, UNHCR host Coordination Meeting on saving lives at sea* (no date) *International Organization for Migration*. Available at: <https://www.iom.int/news/libya-iom-unhcr-host-coordination-meeting-saving-lives-sea> (Accessed: 03 January 2024).

<sup>89</sup> *About DTM* (no date) *About DTM | Displacement Tracking Matrix*. Available at: <https://dtm.iom.int/about-dtm> (Accessed: 03 January 2024).

comprehensive policies and programs.<sup>90</sup>

As the leading organization, UNHCR does not always directly provide support to refugees but also works through other actors to orchestrate to strengthen available support and protection mechanisms. To this end, UNHCR may set governance goals, provide platforms for improved collaboration, promote information sharing among all stakeholders for a harmonized approach, and provide ideational or material assistance for intermediary parties.

Example of UNHCR's orchestration role could be identified in its efforts to enable the coordination and implementation of the Regional Refugee Resilience Plan(3RP) created in response to the Syrian Crisis. 3RP is a combined humanitarian and development response co-led by UNHCR and UNDP. The 3RP serves as a platform for strategic coordination, planning, advocacy, fundraising, and programming with over 270 stakeholders, including other IGOs and NGOs, from five countries that are the major refugee-receiving countries after the Syrian Crisis, namely Türkiye, Lebanon, Jordan, Egypt, and Iraq.<sup>91</sup>

UNHCR also undertakes the coordination of data collection and monitoring system for 3RP that facilitates partners' efforts to streamline their interventions to align with 3RP indicators, which could have a meaningful impact on national and regional 3RP planning while also providing information on the potential areas of improvement for donors and implementing partners such as CSOs, NGOs, and IGOs.

This co-leading role of UNHCR in 3RP reveals how this UN agency could improve the impact of the 3RP agenda by enlisting local partners to work towards a shared goal both on the government and non-government levels.

The examples shared may contribute to understanding how IGOs act as orchestrators through promoting collaboration, providing assistance, and undertaking coordination

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<sup>90</sup> ABOUT UNHCR (no date) UNHCR. Available at: <https://www.unhcr.org/about-unhcr#:~:text=We%20provide%20life%2Dsaving%20assistance,they%20can%20rebuild%20their%20lives.> (Accessed: 03 January 2024).

<sup>91</sup> *Regional Refugee and Resilience Plan (3RP): The global compact on refugees: UNHCR* (no date) *The Global Compact on Refugees | UNHCR*. Available at: <https://globalcompactrefugees.org/good-practices/regional-refugee-and-resilience-plan-3rp> (Accessed: 03 January 2024).

roles with various governance actors such as NGOs, research institutions, and regional bodies to reach shared governance goals. IGOs can make use of specific resources and expertise through voluntary intermediaries, which will serve to achieve progress toward governance goals.

### **3.3. Concluding Remarks**

This part of the thesis served to outline the role of IGOs in global migration governance utilizing, the orchestration lenses. The chapter presents how IGOs position themselves as governors by utilizing soft and indirect means.

Modes of global governance are explored to develop a theoretical framework for understanding the potential governor role of IGOs in global governance. In the examination of indirect modes of governance, the chapter claimed the orchestration type of governance as the most adequate one to be embraced by IGOs, considering ambitious agendas and limited capability to exercise hard power.

Later on, the thesis studies the orchestrating role of key migration governance IGOs, namely, IOM and UNHCR, with specific examples such as the facilitative and coordinative role of IOM for the process of GCM or the joint efforts of UNHCR and IOM in 3RP. The examples demonstrated how these IGOs improved the effectiveness of joint efforts in global migration governance by enlisting the support of intermediaries.

The chapter discusses how IGOs can assume the role of governor and channel the governance actors to contribute to shared governance goals. As orchestrators, IGOs may endorse various methods, such as agenda-setting, convening, or material/ideational assistance, to strengthen the relationship with an intermediary.

To sum it up, IGOs' role as governors through the orchestration mode of governance was briefly described in global migration governance. It was argued that IGOs can contribute to the global governance of migration through engaging with other actors who can serve as intermediaries.

## CHAPTER 4

### GLOBAL GOVERNANCE OF ASSISTED VOLUNTARY RETURN AND REINTEGRATION AND ROLE OF IOM

The complex and high volume of international migration impacts the country of origin, the transit country, and the host country. The issues that emerge in relation to migration may vary based on the unique circumstances of each region or country; socio-economic conditions, cultural norms, and driving forces of migration flow will be contributing factors. Thus, targeted strategies and policies are needed to address specific areas of migration governance, such as promoting regular migration, integrated border management, preventing human trafficking, providing international protection, combating irregular migration, improving livelihood, and sustaining livelihoods. Bearing these contributing factors in mind, it is important to note that one may need to go back to the country of origin. This might be “triggered by the desire to reunite with family, changed conditions in either host countries or countries of origin, or the lack of legal status and work opportunities”<sup>92</sup>.

Assisted Voluntary Return and Reintegration (AVRR) provides an option for “orderly and humane return and reintegration of migrants who are unable or unwilling to remain in host or transit countries and wish to return voluntarily to their countries of origin”<sup>93</sup>. Hence, it is an indispensable part of global migration governance. “The successful implementation of AVRR programs requires the cooperation and participation of a broad range of actors, including the migrants, civil society and the governments in both host and transit countries as well as in the countries of origin. The

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<sup>92</sup> IOM. (n.d.). *ASSISTED VOLUNTARY RETURN AND REINTEGRATION SUPPORTING DIGNIFIED RETURN AND SUSTAINABLE REINTEGRATION*. Retrieved January 11, 2024, from [https://www.iom.int/sites/g/files/tmzbd1486/files/country/EEA/infosheet\\_avrr.pdf](https://www.iom.int/sites/g/files/tmzbd1486/files/country/EEA/infosheet_avrr.pdf)

<sup>93</sup> IOM. (2017-2018). *Greece\_AVRR\_AnnualReport*. Retrived January 11, 2024, from [https://publications.iom.int/system/files/pdf/iom\\_greece\\_avrr\\_booklet.pdf](https://publications.iom.int/system/files/pdf/iom_greece_avrr_booklet.pdf) p.1

partnerships created by IOM and a diverse range of national and international stakeholders are essential to the effective implementation of AVRR – from the return preparation to the reintegration stage.”<sup>94</sup> Hence, improved AVRR programming and practices ensure safe, orderly, and dignified migration, aligning with the overall objectives of global migration governance.

AVRR is an indispensable part of global migration governance. IOM is conducting assisted voluntary return and reintegration (AVRR) programs and supports the reinsertion of returning migrants.” Since 1979, IOM has been implementing AVRR programs worldwide as a humane and dignified approach to return and reintegration.”<sup>95</sup> IOM works through partnerships with government and non-governmental stakeholders and other international organizations and assisted 1.6 million people between 1979-2017. The figures are growing considering the expanded geographical scope and increasing involvement of actors in relation to sustainable reintegration.<sup>96</sup> This wide scope of operations also indicates how IOM established its authority in the field of AVRR based on the experience.

IOM’s efforts to improve AVRR also comply with overall objectives to contribute to the global migration governance. Widening the implementation and efficiency of AVRR serves Migration Governance Indicators (MiGOF) Objective 3, which instructs that “Migration should take place in a safe, orderly and dignified manner.” By assisting with reintegration, AVRR promotes the realization of MiGOF Objective 1, which states that “Good migration governance and related policy should seek to advance the socioeconomic well-being of migrants and society.” In the broader perspective, AVRR also aligns with the objectives set in the 2030 Sustainable Development Agenda and Global Compact for Migration.<sup>97</sup>

This study elaborates on the claim that IGOs obtain the orchestration mode of

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<sup>94</sup> IOM (n.d), Available at: <https://www.retornovoluntario.pt/en/sobre.php> ( Accessed:11 January2023)

<sup>95</sup> IOM. (2019). A FRAMEWORK FOR ASSISTED VOLUNTARY RETURN AND REINTEGRATION. P.1

<sup>96</sup> Ibid. p.1

<sup>97</sup> Ibid. p.5

governance to leverage their positions by enlisting voluntary intermediaries to impact the behaviors of the target. This thesis chapter will explore IOM's role in orchestrating the AVRR process. To provide a well-structured analysis, the AVRR objectives defined in the IOM AVRR framework document will be used as blueprints to comprehend all aspects of AVRR governance. IOM's role as an orchestrator to reach this objective will be supported with country-specific examples. These objectives are chosen to guide this study since they provide the baseline for the AVRR framework, respective principles, and overall AVRR vision.

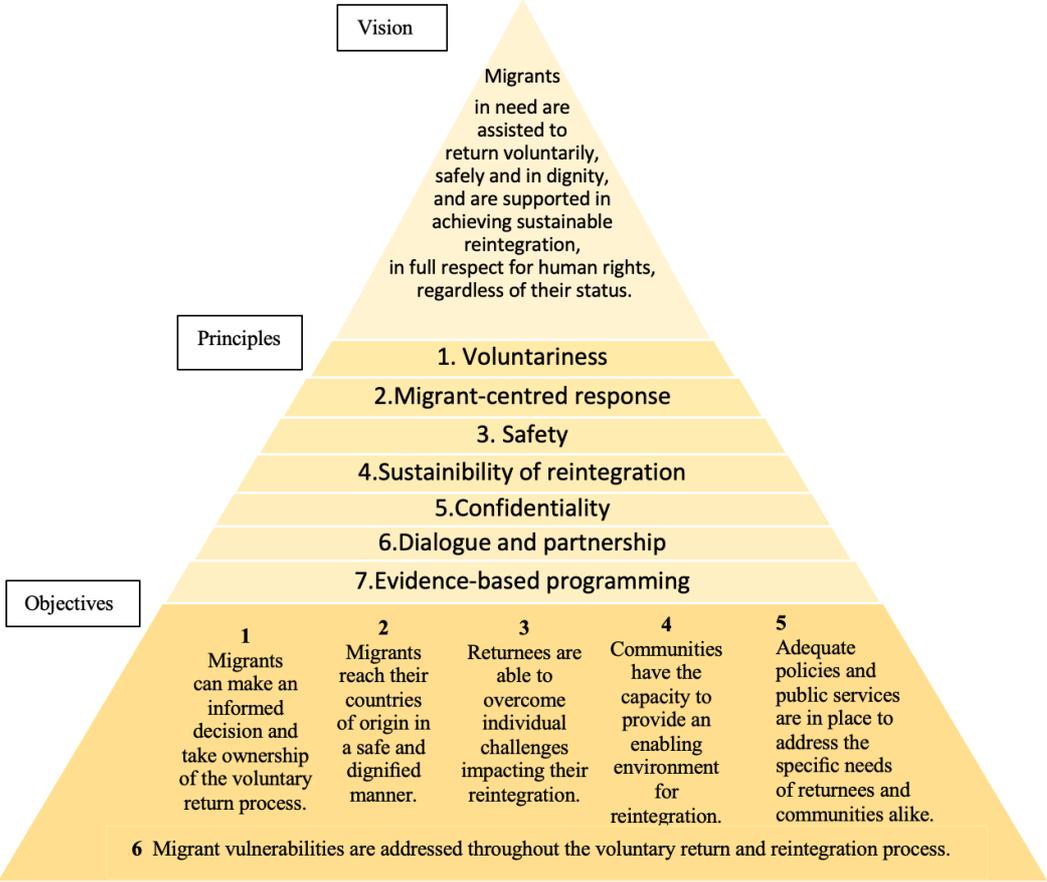
IOM has developed the framework for AVRR, which consists of AVRR principles and objectives to set those principles in action during the AVRR implementation stages. It is important to note that even though IOM has developed a framework for AVRR to guide both policymakers and AVRR practitioners. The document targets a wide scope of stakeholders varying from government officials to NGO representatives. IOM's proclaimed role in setting guidance documents to provide capacity improvement opportunities for third parties could be read as a form of its governor's role in orchestration efforts. the AVRR framework could only serve as a guidance document "that responds to the needs of the individual returnees, the needs of the communities to which they return and the priorities of concerned governments, calling for the adoption of coordinated measures, policies, and practices between stakeholders responsible for migration management and development at the international, national and local levels."<sup>98</sup>

The study will elaborate on the IOM's involvement as an orchestrator in the AVRR process across the globe. IOM engages in the orchestration role by enlisting local CSOs/NGOs to reach the target group of migrants and provide return and reintegration support, utilizing the expertise and knowledge of local actors. This form of orchestration could be formulated as bypassing states; however, it is essential to note that IOM continues coordinating with the States in the general planning of AVRR design and implementation. Yet, based on the sensitive nature of AVRR, during the implementation phase, CSOs/NGOs who have the necessary expertise and knowledge to provide return and reintegration support undertake the critical role of intermediaries.

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<sup>98</sup> Ibid. p.2

The thesis will focus on the 6 AVRR objectives of IOM and examine how local CSOs/NGOs are engaged as intermediaries to promote humane and dignified returns. In one of these objectives, managing the state type of orchestration will be examined.



**Figure 1-A** Framework for assisted voluntary return and reintegration<sup>99</sup>

Before proceeding to the detailed examination of NGO participation in AVRR, it is important to note the controversies on their role. The voluntariness of the return is the most critical and concerning aspect for the partners involved in implementing the return process. Therefore, some NGOs may have reservations about promoting and contributing to AVRR programs. However, NGOs that agree with the goal of humane and dignified return may prefer to engage with AVRR processes.

Their involvement may promote the availability of adequate and trusted information. NGOs involved can also ascertain the absence of coercion and the availability of

<sup>99</sup> Ibid. p.3

acceptable alternatives, thereby improving the quality of the process.<sup>100</sup> CSOs/NGOs' role as intermediaries is also critical because they are perceived as trusted actors by AVRR beneficiaries, especially for irregular migrants who might refrain from consulting with government authorities due to concerns related to risk of deportation. Hence, the inclusion of local intermediaries makes the AVRR programs more approachable for returnees while enhancing IOM's ability to coordinate return and reintegration assistance.

This thesis focuses on the role of IGOs in global migration and elaborates on the claim that IGOs can leverage their role by obtaining the role of orchestrator and contributing to global migration governance. In the case where IGOs are orchestrators and enlist the NGOs as intermediaries to impact the behavior of the target migrant groups, states are bypassed. However, this does not mean that the impact of the states in AVRR governance is ignored. The study acknowledges the importance and critical role of states in migration governance. In the planning and implementing AVRR programs, the needs and priorities of affected states are critical determinants of the design of specific actions since the AVRR processes are closely related to controlling who enters and leaves their borders. Their consent and willingness to contribute or at least enable the implementation of AVRR programs is vital for the successful outreach of the provision of assistance.

Even though it is possible for states to set limitations for AVRR programs, considering the provision of the path for a humane and orderly return and reintegration is desirable for the benefit of all, states also benefit from IOM's orchestration efforts for AVRR. To be more concise, the AVRR practices also align with the state's preferences because "AVRR is a consensual and cost-effective option that helps strengthen the integrity of asylum systems while avoiding a systematic and generally costly use of law enforcement"<sup>101</sup>.

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<sup>100</sup> Schweitzer, R. (2022). "Voluntary Return" without Civil Society?: How the Exclusion of Nongovernment Actors from the Austrian and British Return Regimes Affects the Quality of Voluntariness. *Migration and Society* 5, 1, 29-42, available from: <<https://doi.org/10.3167/arms.2022.050104>> (Accessed 09 January 2024)

<sup>101</sup> SUPPORTING SAFE, ORDERLY AND DIGNIFIED MIGRATION THROUGH ASSISTED VOLUNTARY RETURN AND REINTEGRATION. (n.d.). Retrieved January 3, 2024, from [https://www.iom.int/sites/g/files/tmzbd1486/files/our\\_work/ODG/GCM/IOM-Thematic-Paper-Assisted-Voluntary-Return-and-Reintegration.pdf](https://www.iom.int/sites/g/files/tmzbd1486/files/our_work/ODG/GCM/IOM-Thematic-Paper-Assisted-Voluntary-Return-and-Reintegration.pdf)

## 4.1. IOM as AVRR Orchestrator

In the AVRR Framework developed by IOM, 7 Principles were identified to form a base for engaging in AVRR-related activities: voluntariness, migrant-centered approach, safety, sustainability of reintegration, confidentiality, dialogue and partnership, and evidence-based programming. The principles serve as a blueprint for policies and operations to uphold humane and dignified return and sustainable reintegration.<sup>102</sup>

This chapter focuses on the six strategic objectives that systematize “how AVRR principles are applied throughout the voluntary return and reintegration processes”.<sup>103</sup> The study will examine the role of IOM in contributing to this objective as an orchestrator. To this end, the objectives are explained, and country-specific examples are provided for each related activity.

### 4.1.1. Facilitating Dignified Voluntary Return

AVRR starts in the host country; therefore, the pre-departure phase and the travel forms key aspects of the process. It is essential to ensure dignity and voluntariness principles through this phase. The following objectives serve to facilitate dignified and voluntary return.<sup>104</sup> The first two objectives of the framework are grouped under the heading of facilitating dignified voluntary return.

**Objective 1: Migrants can make an informed decision and take ownership of the voluntary return process.** The return decision is the most critical stage of the AVRR process. Migrants should make the decision based on unbiased and reliable information. Also, migrants should be able to take ownership of the return process, meaning the decision was voluntary and informed. There are two widely practiced activities serving to this objective: conducting outreach and awareness-raising activities, counseling migrants on return, and reintegration assistance.<sup>105</sup>

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<sup>102</sup> IOM. (2019). A FRAMEWORK FOR ASSISTED VOLUNTARY RETURN AND REINTEGRATION. p.7

<sup>103</sup> Ibid. p.7

<sup>104</sup> Ibid. p.7

<sup>105</sup> Ibid. p.8

Conducting outreach and awareness-raising activities: Migrants' awareness of the availability of voluntary return alternatives is essential to reach those in need. Well-designed and targeted outreach activities will facilitate migrants' access to reliable and timely information. Considering the needs and vulnerabilities of the target group, the messages should be adequately shaped, and effective information channels should be available to communicate the information. The information should be unbiased and up to date.<sup>106</sup>

Counseling migrants on return and reintegration assistance: Counseling is a vital element of the pre-return phase, where the migrant can obtain information on all their available rights and options. The potential returnee shall receive information on the conditions and scope of assistance that would be provided in the case of a return decision. The counseling support aims to equip migrants with information to enable them to decide if the return is the best alternative.<sup>107</sup>

To provide the conditions for voluntariness, the counseling should be provided in the language migrants can understand. Individual counseling should occur in an environment where migrants can ask questions and share their concerns. The migrant should be aware of the return option, but the counseling does not have to result in a return decision.<sup>108</sup> The sensitive nature of voluntary return in both the outreach and counseling phases requires confidentiality and trust between the provider and the migrant. At that point, NGOs emerge as critical actors that can reach the migrants and establish a sense of trust and confidentiality. This phenomenon could be explained by the fact that many of the AVRR beneficiaries are irregular migrants or rejected asylum seekers. The potential returnee may fear approaching government agencies. However, NGO representatives, specifically those with close connections with the community, are perceived as trustworthy agents by migrants.<sup>109</sup> Hence, enlisted NGOs are critical

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<sup>106</sup> Ibid. p.8

<sup>107</sup> Ibid. p.8

<sup>108</sup> Ibid. p.8

<sup>109</sup> *Synthesis Report – Dissemination of Information on Voluntary Return*. (n.d.). Retrieved November 20, 2023, from [https://emn.gov.hr/UserDocsImages/EMN\\_studije/09-Dissemination-of-Information-on-Voluntary-Return-How-to-Reach-Irregular-Migrants-not-in-Contact-with-the-Authorities.pdf](https://emn.gov.hr/UserDocsImages/EMN_studije/09-Dissemination-of-Information-on-Voluntary-Return-How-to-Reach-Irregular-Migrants-not-in-Contact-with-the-Authorities.pdf) p.5

actors in assuring the availability and provision of pre-return consultation support to returnees.

IOM orchestrates the efforts for informed return decisions through voluntarily enlisted NGOs, which act as intermediaries between IOM and migrants. IOM provides ideational and technical assistance to NGOs, facilitating necessary outreach activities and counseling for potential returnees. NGOs' local expertise in generating and disseminating targeted messages based on the migrant's profile for effective outreach and providing counseling is essential to increasing migrants' awareness of available assistance and the conditions of return. In that process, while IOM acts as an orchestrator and NGOs are intermediaries, the expected behavioral change of the target, the migrant, is not about the return decision but about being aware of the return option and seeking assistance for information.

An illustration of IOM's technical assistance at its orchestration capacity is seen in the Information Centre for Voluntary Return (ZIRF) project implemented in Germany in coordination with the German government. Under the project, IOM country missions compile reports on countries of origin, including detailed information on the actual situation, including labor market, health services, education, etc. These documents are shared with counseling centers cooperating with the ZIRF project. There are 242 AVRR counseling centers run by non-governmental organizations in Germany, many of which provide ZIRF assistance, and the ones involved in ZIRF can also ask questions about individual concerns regarding the country of origin to IOM.<sup>110</sup> Since IOM as a central organization conducting the AVRR process in Germany, this orchestration relation with NGOs can also be perceived in the form of endorsing NGO efforts, considering that the NGOs provide direct support to returnees for application to the IOM-assisted AVRR process, IOM recognizes those NGOs as competent actors. This endorsement from IOM as orchestrator, increases NGOs' social authority and may increase their reliability for migrants.

Another valuable example of IOM orchestration in AVRR objective one could be the

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<sup>110</sup> *Zirf-counselling - programmes - returning from Germany* (no date) *Programmes*. Available at: <https://www.returningfromgermany.de/en/programmes/zirf-counselling/> (Accessed: 02 January 2024).

efforts in Belgium's AVRR system. IOM works with many NGOs in Belgium to provide counseling to potential returnees. In both cases, Belgium and Germany, IOM does not have direct control over NGOs. Still, IOM's goal to provide accurate information to potential returnees aligns with the NGOs' perspective to enable migrants access to reliable information about the return option. Therefore, IOM and NGOs can engage in a relationship where NGOs carry out outreach and counseling services while obtaining technical support from IOM. This relationship between IOM and NGOs can be framed as an orchestration based on correlated goals and complementary capacities assumptions. IOM does not have to induce the intermediaries to provide information as the NGOs enlisted already aim to provide migrants with accurate information about their options to return. From IOM's perspective, NGOs' role is vital as they embrace a migrant-centered approach instead of counseling provided by government institutions, which might show the tendency to comply with following a return decision.<sup>111</sup>

The IOM Country Office Report states, "In the Belgian AVRR program, we aim that migrants receive all the tools to make an informed decision and authorities should work on the effective implementation of return procedures. By promoting the role of NGOs in the Belgian AVRR setting, IOM hopes to strengthen this balanced approach."<sup>112</sup>The fruitful outcomes of the engagement of NGOs in the AVRR system could be seen in annual reports. The data in the 2020 report shows that 1725 migrants were assisted, and approximately 900 of them were referred by NGOs.<sup>113</sup> Also, in 2020, 14 percent of the return counseling was provided in NGO locations even in the COVID-19 conditions<sup>114</sup>, while in 2021, 28 percent of the counseling was provided by NGOs, following the 29 percent provided as virtual counseling<sup>115</sup>. The data shows the importance and effectiveness of engaging NGO partners in the AVRR process as

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<sup>111</sup> IOM. (2021). AVRR ANNUAL REPORT 2020. In *IOM COUNTRY OFFICE IN BELGIUM AND LUXEMBOURG*[https://belgium.iom.int/sites/g/files/tmzbd1286/files/images/AVRR%20report%2020%20\(1\).pdf](https://belgium.iom.int/sites/g/files/tmzbd1286/files/images/AVRR%20report%2020%20(1).pdf) p.5

<sup>112</sup> Ibid p. 5

<sup>113</sup> Ibid p.3-4

<sup>114</sup> Ibid p.6

<sup>115</sup> IOM. (2021). *STATISTICAL YEAR REPORT –2021*. <http://belgium.iom.int> p.11

intermediaries. IOM's orchestration to assist and coordinate the NGO's efforts supports strengthened action for this objective.

IOM's role as orchestrator is to enlist the NGOs to provide these services with guiding principles and enable migrants to make informed decisions. Based on a study conducted on 8 European Union member states, in the AVRR outreach phase, IOM takes more of a guidance role by providing training and capacity-building opportunities to more trusted messengers.<sup>116</sup> IOM provides its local partners with support and assistance. Documents are developed and updated regularly. As a result, the partners can inform migrants about the AVRR program and refer interested applicants to IOM.<sup>117</sup> IOM developed the Return Counseling Toolkit for all counseling partners as a guidance document and consolidated the understanding of return counseling. IOM organized various activities to familiarize the NGOs with the document to improve their counseling capacity.

Although IOM does not have hard control over NGOs acting as intermediaries because orchestration mode relies on soft means of control, it still aims to contribute to the efficiency of the consultation support provided by NGOs. This support provided by NGOs, leverages IOM position for in-directly governing the availability of such service. Therefore, IOM encourages the partners to uphold the voluntariness and trust component, this encouragement is done through soft means such as ideational guidance and training programs. Based on the limited information available online, it is possible to note that IOM was conducting the orchestration by assisting the NGOs in Belgium between 2014 and 2015 within the scope of the AVRR-Belgium project. The activities were “on the site visits to local Voluntary Return partners, partner network meetings, training delivered to the focal point of four Belgium cities (CAW De Terp in Antwerpen, Liege, Charleroi, and Oostende/Brugge)”<sup>118</sup>, that could be interpreted as technical and ideational assistance to continue the capacity building and

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<sup>116</sup> Liam Coakley. (2015). *Strengthening Information & Outreach for Assisted Voluntary Return In Ireland*. [www.ireland.iom.int](http://www.ireland.iom.int) p.39

<sup>117</sup> Ibid. p.34

<sup>118</sup> *EU Return Fund (no date) IOM Belgium and Luxembourg*. Available at: <https://belgium.iom.int/eu-return-fund> (Accessed: 02 January 2024).

supporting of AVRR practitioners. It is essential to underline that the IOM CAW cooperation in AVRR continues, along with other local NGOs. The continuing cooperation signals the success of IOM's efforts in orchestrating the NGO agenda while providing them with necessary information on the scope of current return assistance. It is critical to note that orchestration is different from delegation in the sense that it lacks hard control over the intermediary; hence it is essential to collaborate with intrinsically motivated NGOs, considering that IOM does not have the authority to monitor their performance. The resource of the motivation for NGOs could be resulting from the fundamental desire to contribute to shared governance goals. These efforts contribute to objective one identified by IOM in the AVRR Framework and to general migration governance in global aspects, considering that the returns took place from Belgium to 87 countries in 2020<sup>119</sup> and 82 countries in 2021<sup>120</sup>.

**Objective 2: Migrants reach their countries of origin in a safe and dignified manner** The provision of return support also covers ensuring the journey to the country of origin is organized in a safe and dignified manner. The organization of such a journey requires administrative and logistic assistance such as arrangements, providing travel assistance, and assisting returnees upon arrival.<sup>121</sup>

The pre-departure phase of the return journey requires assisting the returnee in preparing administrative documents and flight tickets. In this phase, IOM collaborates closely with NGOs that provide pre-departure counseling.<sup>122</sup> The NGOs coordinating with IOM in Brussels and Germany also assist the migrants who decide to take a return journey in preparation of logistical arrangements under IOM technical support.<sup>123</sup>

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<sup>119</sup> IOM. (2021). AVRR ANNUAL REPORT 2020. In *IOM COUNTRY OFFICE IN BELGIUM AND LUXEMBOURG*. [https://belgium.iom.int/sites/g/files/tmzbd11286/files/images/AVRR%20report%202020%20\(1\).pdf](https://belgium.iom.int/sites/g/files/tmzbd11286/files/images/AVRR%20report%202020%20(1).pdf) p.3

<sup>120</sup> IOM. (2021). *STATISTICAL YEAR REPORT –2021*. <http://belgium.iom.int> p.1

<sup>121</sup> IOM. (2019). *A FRAMEWORK FOR ASSISTED VOLUNTARY RETURN AND REINTEGRATION*. p.10

<sup>122</sup> Ibid. p.10

<sup>123</sup> Caw (no date) *Vrijwillige Terugkeer ACM, CAW*. Available at: <https://www.caw.be/locaties/vrijwillige-terugkeer-acm/> (Accessed: 03 January 2024).

Travel assistance is also relevant to assessing the health condition of the returnee for the preparation of the journey. Provision of operational assistance for elderly, unaccompanied children.<sup>124</sup> Organizational support could be provided after the arrival to organize temporary housing or onward transportation. Considering the wide scope of administrative and operational support needed based on the subject's sensitivity IOM coordinates with local partners in the resettlement countries for further referrals to relevant parties. One of the critical examples for organizing the return journey in coordination with a local partner could be the case of Albania, where IOM utilizes a network of NGOs to help "victims of trafficking settle in areas where they have not previously lived or in the capital city of Tirana".<sup>125</sup> For this specific case, there are local partners who can provide direct assistance in Tirana. This relation between IOM and intermediaries also reflects the complementary capabilities assumption of orchestration, where the governor can enlist intermediary because it lacks direct governance capability. IOM can provide secure reintegration option to returnee with enlisting the direct involvement of local NGO that provides settlement assistance for returnee. It also indicates that NGO and IOM goals are correlated, and impact of IOM's governance is enhanced, through the involvement of local NGO that can directly interact with returnee and enable the availability of such assistance.

This objective is rather limited to logistical and administrative tasks; however, IOM still engages with NGOs when possible to improve the efficiency and sustainability of the intervention to improve migrants' tendency to seek for assistance. This engagement is necessary when IOM's capacity is limited and local expertise is essential, as presented in the case of Tirana. This partnership enables the coordination of NGO efforts for a greater outcome and for migrants to pursue safe and dignified return options.

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*Voluntary return - returning from Germany* (no date) *Informationsportal zu freiwilliger Rückkehr und Reintegration*. Available at: <https://www.returningfromgermany.de/en/page/voluntary-return#step5> (Accessed: 03 January 2024).

<sup>124</sup> IOM. (2019). *A FRAMEWORK FOR ASSISTED VOLUNTARY RETURN AND REINTEGRATION*. p.10

<sup>125</sup> Author interview with a representative of IOM Albania, 17 February 2022 as cited in *Embedding Reintegration Assistance for Returning Migrants in the Local Context: The Role of Referrals*. (n.d.). p.4

#### 4.1.2. Supporting Sustainable Reintegration

The reintegration stage of the AVR is a critical period impacted by various factors such as the returnee’s vulnerabilities, capability to integrate into their country of origin, and community perception towards returnees. The return process necessitates a comprehensive approach since the factors that affect the success of sustainable reintegration derive from a wide range of contributors, such as socioeconomic challenges, psychological well-being, and structural characteristics, all of which should be considered by both the returnee and the community level. Therefore, to achieve sustainable integration, “self-sufficiency, social stability within their communities, and psychosocial well-being that allow them to cope with (re)migration drivers”.<sup>126</sup> In the AVR Framework document, IOM underlines that sustainable reintegration is beyond the capabilities of one actor, taking the multidimensional characteristics into account; therefore, engagement of actors with different mandates and levels of engagement should be encouraged and promoted.<sup>127</sup> The interventions focus on the individual, community, and structural levels to address psychological, economic, and social aspects in a comprehensive manner. Monitoring and evaluating programs implemented is essential to follow up on the success and sustainability of integration.<sup>128</sup> Therefore, IOM closely coordinates with local NGOs to increase the ownership of the process.

**Table 3** IOM’s integrated approach to reintegration<sup>129</sup>

<p><b>INDIVIDUAL LEVEL</b> Ensure assistance takes into account specific needs of individual migrants, especially considering situations of vulnerability reintegration.</p> <ul style="list-style-type: none"><li>• Preparation</li><li>• Flexibility</li><li>• Follow-up</li></ul>	<p><b>COMMUNITY LEVEL</b> Foster inclusion of communities to which migrants return in reintegration planning and strengthen their resilience.</p> <ul style="list-style-type: none"><li>• Social networks</li><li>• Joint initiatives</li><li>• Partnerships</li></ul>	<p><b>STRUCTURAL LEVEL</b> Align reintegration programming with national and local development policies.</p> <ul style="list-style-type: none"><li>• Capacity-building</li><li>• Local ownership</li><li>• Essential services</li></ul>
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<sup>126</sup> IOM. (2019). *A FRAMEWORK FOR ASSISTED VOLUNTARY RETURN AND REINTEGRATION*. p.11

<sup>127</sup> Ibid. p. 11

<sup>128</sup> Ibid. p.11

<sup>129</sup>Ibid. p.12

**Objective 3: Returnees can overcome individual challenges impacting their reintegration** Empowering the returnee to become a self-sufficient individual is the central concern of the reintegration phase. To this end, creating an ecosystem where migrants can take ownership of the return process is required. Therefore, a needs-based approach is essential to address the specific needs of returnees to cope with reintegration challenges and to provide the returnees with opportunities for sustainable socio-economic integration.<sup>130</sup> Key activities to contribute to refugees' efforts to overcome individual challenges include collecting information on available reintegration support, counseling and referring returnees to reintegration-related services and providing reintegration grants<sup>131</sup>. IOM cooperates with local NGOs to deliver targeted and individual support that also aligns with the socio-economic conditions in the country of origin.<sup>132</sup>

Collecting and coordinating the information available for reintegration support is important to provide up-to-date information during counseling and enable effective referral mechanisms. Given the importance of coordination needed to make the information available, IOM acts as an orchestrator by providing technical and coordination assistance for compiling the details of available support schemes and partners to provide migrants with the necessary support. In planning a return process, the migrant is referred to the local NGO that can provide the adequate support the migrants need, and when possible, financial reintegration support is provided. IOM's act of acknowledging the available support and increasing its visibility and accessibility for migrants is a form of endorsement. One of the good practices that IOM conducted at its orchestration capacity is the creation of a Joint Complementary Mechanism for a Sustainable Reintegration in Brazil (SURE) within the scope of a project. The project aims to contribute to a more informed and sustainable reintegration in Brazil through a common complementary mechanism.<sup>133</sup>

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<sup>130</sup> Ibid. p.13

<sup>131</sup> Ibid. p.13

<sup>132</sup> Ibid. p.13

<sup>133</sup> *Project* (no date) IOM. Available at: <https://reintegracaobrasil.com/the-project/?lang=en> (Accessed: 03 January 2024).

Brazil is the pioneering country where most returnees originate in South America. In 2019, 815 migrants returned to Brazil, which is the period when the project was started<sup>134</sup>, and the returnee number reached 1249 in 2022<sup>135</sup>. The creation of this mechanism could also be read as a coordination form of orchestration, as the network is established via IOM assistance and serves as a platform of referral to NGOs, who are voluntarily enlisted as intermediaries, providing reintegration-related services.

The project reinforces and complements the support provided by the existing Voluntary Return and Reintegration Support programs implemented by IOM in Portugal, Belgium, and Ireland<sup>136</sup>. Based on the migrants' needs identified during pre-departure counseling in the host countries, the scheme refers the migrants to local actors in Brazil with relevant initiatives or programs. The referral network enables migrants access to information on available supports varying from healthcare access to the job market or psychological to general social integration support provided by local actors. From the lenses of the orchestration with the creation of the mechanism and the website, IOM provided technical assistance to NGOs while endorsing their efforts to increase their credibility and coordinating NGOs' efforts to improve the impact of reintegration-related support available to returnees on an individual level.

The design and implementation stage of the mechanism is in line with the defined activities to enable returnees to overcome challenges. In the first stage, a mapping was conducted to create a referral network to assist returnees with local actors identified and improve NGO engagement in reintegration support while endorsing their expertise. Then, to contribute to the practical and sustainable implementation of the mechanism, training of trainers for local actors forming part of the network on the specific needs of migrants returning to Brazil, focusing on the psychosocial impact of the return process, is organized.<sup>137</sup>

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<sup>134</sup> 2019 RETURN AND REINTEGRATION KEY HIGHLIGHTS. [www.iom.int](http://www.iom.int) p.23

<sup>135</sup> International Organization for Migration, I. Organization. (2023). *Return and Reintegration Key Highlights 2022*. United Nations Research Institute for Social Development. p.28

<sup>136</sup> *Project* (no date) IOM. Available at: <https://reintegracaobrasil.com/the-project/?lang=en> (Accessed: 03 January 2024).

<sup>137</sup> 2019 RETURN AND REINTEGRATION KEY HIGHLIGHTS.. [www.iom.int](http://www.iom.int) p.82

This process could be understood from the technical and ideational assistance lenses regarding orchestration. Orchestrating the efforts of local actors is critical in the reintegration stage as it is expected to improve the returnee's ownership of the process.

Another good example of the activities identified under this objective is empowering returnees with sustainable financial means in the form of livelihood skills and opportunities. Comprehensive integration support is provided to Haitian migrants returning from the Dominican Republic. That process is formed with the IOM's assistance and endorsement of NGOs who provide reintegration support. The assistance is both in ideational and technical form. In March 2013, 300 Haitians returned with the IOM-coordinated AVRR program and received a vocational training opportunity. The training was provided by the Jesuit organization, which can provide the migrants with transferable skill sets for facilitating their market integration in their country of origin. Once in Haiti, the returnees are provided with reintegration support by the sisters of Saint John. This included “training on how to start a small business, grants for small business development, and ongoing monitoring and support for up to three months.”<sup>138</sup> This relationship between IOM and NGOs differs from delegation. IOM does not have control over the NGOs that agreed to be part of this project. The IOM's influence over these NGOs is a form of inducement through material and ideational means since the IOM controls the financial resources allocated to the program. Therefore, the relation is not a delegation but an orchestration towards shared goals. In that example, the complementary capabilities assumption can easily be identified as NGO and IOM efforts complement one another. NGOs provide the expertise and training, while IOM provides the financial resources and logistics of the AVRR process.

**Objective 4: Communities have the capacity to provide an enabling environment for reintegration** The community's capacity to welcome and integrate the returning migrant is a critical factor in the effectiveness and sustainability of reintegration. The positive and enabling perception of society towards migrants will facilitate migrants' reintegration journey. The reintegration of the returnee is closely linked to social

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<sup>138</sup> *300 Haitian migrants return home voluntarily from the Dominican Republic* (no date) IOM Haiti. Available at: <https://haiti.iom.int/news/300-haitian-migrants-return-home-voluntarily-dominican-republic> (Accessed: 03 January 2024).

networks, psychosocial support, and financial resources available. From the receiving community perspective, in cases where the volume of returnees is considerable, the competition for available jobs and resources will increase. Therefore, community-based interventions are important for accommodating and successfully integrating the returnee.<sup>139</sup>

The related activities may include (i) identifying and addressing the needs and existing opportunities within the community, and (ii) Promoting reintegration activities linking returnees and communities. These activities are complementary to one another to contribute to the long-term sustainability of return while benefitting the migrant and the community.

Regarding the first activity, IOM generally works with academicians and research institutions to be able to identify the community needs and situation before designing an action modality to address community needs. IOM also devises the interventions based on the needs identified through local value chains and market analyses conducted by other UN agencies such as Food and Agriculture Organization (FAO), ILO, and UNDP, conduct analyses through technical experts in the area in cooperation with think tanks such as Samuel Hall who has access to local knowledge and network of national experts or may utilize the research documents produced by local CSOs/NGOs. Mapping and socio-economic profiling of communities of return document developed by Samuel Hall in 2018 provided a detailed understanding of the receiving communities' needs and a mapping of Structural and general partners (across value chains and sectors). In line with the recommendations for IOM Nigeria in the report, IOM has strengthened partnerships with local actors. A good practice in terms of creating a private partnership was the establishment of Hydroponic Greenhouse Farm. "IOM, in partnership with Wells Hosa Greenhouse Ltd., a private company engaged in the soilless farm business, established a greenhouse farm to provide employment to returned migrants and community members."<sup>140</sup> "IOM, in collaboration with Bayero University Kano (BUK), set up community reintegration

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<sup>139</sup> IOM. (2019). *A FRAMEWORK FOR ASSISTED VOLUNTARY RETURN AND REINTEGRATION*. p.14

<sup>140</sup> *IOM STRATEGY FOR NIGERIA-2023-2027*. p.19

projects of cattle fattening (animal husbandry) and poultry keeping to provide income-generating activity to 72 affected persons, comprising 40 (27 males; 13 females) returnees and 32 (18 males; 14 females) community members.”<sup>141</sup> The sectors of cooperation, namely agriculture and poultry, align with the sectors identified in the socio-economic profiling of communities. In this example, IOM is not directly carrying the interventions that aim to improve communities’ capacity for welcoming returnees but provides technical guidance and financial assistance to NGOs and CSOs that aim to conduct necessary actions to achieve the shared goal. In provision of technical guidance IOM makes the analyses conducted to identify areas for improvement in coordination with experts available for CSO and NGOs. This guidance facilitates intermediaries to design well-designed support. IOM, as an orchestrator, makes the necessary information available and provides financial support to intermediaries. This signifies the importance of IOM’s assistance and endorsement to address the reintegration needs of the communities with the expertise of local NGOs with a targeted approach.

Within the scope of promoting reintegration activities linking returnees and communities, 10 community-based reintegration programs were implemented in Sudan. Those programs were implemented in cooperation with various local actors. Two of those projects were implemented by technical schools to empower both the individual returnee and the community.<sup>142</sup> These examples also demonstrate how IOM orchestrates the process with local actors who received assistance from IOM but also whose goal is to improve community capacity to welcome newcomers.

IOM presents a good practice of community-based social enterprises in Bangladesh as an example of linking returnees and communities. IOM Bangladesh observed that many returnees don’t have prior experience in establishing and running a business. To provide the returnees with the opportunity of business ownership for sustainable livelihoods and creating employment for society, IOM engaged in cooperation with local actors. “IOM Bangladesh developed a mechanism that gives returnees the option

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<sup>141</sup> Ibid. p.20

<sup>142</sup> Eu-iom. (n.d.). Community-Based Reintegration Assistance in the Horn of Africa Projects implemented under the EU-IOM Joint Initiative for Migrant Protection and Reintegration and the Individual. <https://migrationjointinitiative.org/>. (Accessed: 03 January 2024).

to invest in a social enterprise as part of a group of returnees and with the backing of a local NGO, effectively becoming shareholders in a community-based social enterprise”.<sup>143</sup> In these efforts, IOM enlisted NGOs “to assist in managing, administering, and governing these social enterprises”.<sup>144</sup> IOM’s endorsement of NGOs as competent actors increases their influence over social enterprises and enhances the impact of their contribution to reintegration.

**Objective 5 Adequate policies and public services are in place to address the specific needs of returnees and communities alike.** The success of the reintegration phase is closely related to the socio-economic, political, and institutional context of the country of origin. The structures and networks of coordination among reintegration actors, including governmental and non-governmental actors, impact returnees’ access to livelihood opportunities and assistance that could facilitate their reintegration, such as housing, health, and psychological assistance. However, reintegration partners might need financial and technical capacity improvement support to ensure adequate policies and services are in place.<sup>145</sup>

IOM perceives interventions to improve policies and public services as essential to ensure access to fundamental services and rights such as education, psychological assistance, and housing.<sup>146</sup> Therefore, to uphold this objective, IOM needs to carry out the orchestrator role, coordinating with various actors who could act as intermediaries to align their agenda and efforts toward identified reintegration needs. The presence of an orchestrator is critical because it may not always be a priority for states to utilize resources to steer the public agenda toward facilitating the reintegration process of returnees, and intermediaries may contribute to increasing the importance of the issue in the public agenda. To this end, IOM places importance on involving local actors in the design of reintegration-related programs, as reintegration programs should address the needs identified by the government and civil society as an objective-related

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<sup>143</sup> *REINTEGRATION HANDBOOK*. Module 3,p.111.

<sup>144</sup> *Ibid*.p.111

<sup>145</sup> IOM. (2019). *A FRAMEWORK FOR ASSISTED VOLUNTARY RETURN AND REINTEGRATION*. p.15

<sup>146</sup> *Ibid*. p.15

activity.<sup>147</sup> Engagement of local actors will contribute to the effectiveness and ownership of the intervention. These activities can be considered as the initiation stage of orchestration, and it relies on IOM's effort to identify potential intermediaries whose goals align with the reintegration agenda while having complementary capabilities such as access to detailed information on local needs to serve its orchestrator position. When the NGOs' goal to contribute to establishing adequate policies and structures aligns with IOM's perspective for effective and sustainable reintegration owned by local actors, this goal alignment will serve as a reliable base for orchestrator and intermediary relations.

Other relevant activities for this objective include “strengthening national and local capacities to provide reintegration services to returning migrants”, “setting up coordination mechanisms to foster complementarity and coherence across reintegration-related activities”, and “strengthening policy frameworks to promote well-managed migration”.<sup>148</sup>

In line with the comprehensive nature of the objective, IOM's role could be understood from the perspective of managing the state, as the eventual aim is to alter or promote the state's behavior in pursuing adequate policies and providing services for returnees. For the activities, the ideational and material support provided to intermediaries is expected to improve their capacity and nudge them towards fashioning interventions that would contribute to developing policy options and providing services that could address the needs of returnees and communities alike. The orchestration process is expected to yield a strengthened impact of intermediaries on the governments' agenda for policymaking and service provision.

Once again, noting the importance of a country-specific approach for AVRR, IOM values local actors' expertise and impact in the country of origin. A critical example of engaging with local NGOs to bridge the gap in policies and service provision, hence promoting state behavior to address the need for reintegration policies and services, could be seen in the capacity improvement and awareness-raising activities conducted

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<sup>147</sup> Ibid. p.15

<sup>148</sup> Ibid. p.15

by IOM targeting NGOs about the policies about reintegration. One important presentation of IOM's effort is visible in capacity-building activities within the scope of the EU-IOM joint initiative for migrant protection and reintegration. 154 capacity development activities have been conducted in the Sahel and Lake Chad region with the participation of 5,514 state and non-state stakeholders across all target countries until the end of July 2022.<sup>149</sup> The training conducted in Burkina Faso on an integrated approach to reintegration aimed to enhance stakeholders' capacities in developing, managing, and monitoring reintegration assistance with an emphasis on sustainability. 21 representatives from 13 institutions attended the meeting; 6 of these institutions were NGOs, and 1 was a CSO.<sup>150</sup> Similar training was organized in Niger, the training enhanced the participants' knowledge of the governance of reintegration as showed by the pre- and post-training test: 12% progression among government partners and 22% progression among non-governmental partners.<sup>151</sup>

IOM also supported the development of standard operational procedures (SOP) for reintegration governance and organized workshops on these SOPs. In Guinea Bissau, the workshop allowed for capacity-building and knowledge sharing of state and non-state actors. The workshop was organized with 9 institutions, 3 of which were NGOs and 3 were CSOs. A similar program was conducted in Ghana for 77 participants for both state and non-state actors. One of the attending institutions continued active engagement in reintegration efforts in 2022 and launched four community reintegration projects in the Bono and Bono East Region in coordination with IOM and funds received from German Corporation for International Cooperation (GIZ).<sup>152</sup>

As argued the improved capacity of the NGOs in the realm of reintegration with IOMs assistance will encourage NGOs to pursue interventions for contributing to the

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<sup>149</sup> *LAST PERIODIC REINTEGRATION REPORT JULY 2023*. (2023). P.26

<sup>150</sup> *Ibid.* p.28

<sup>151</sup> *Ibid.* p.35

<sup>152</sup> *IOM Ghana Breaks Ground on four Community Reintegration Projects in Bono and Bono East* (2022). <https://rodakar.iom.int/news/iom-ghana-breaks-ground-four-community-reintegration-projects-bono-and-bono-east#:~:text=Bono%20%26%20Bono%20East%E2%80%93%20On%209,Bono%20and%20Bono%20East%20Regions>.

community ownership of the reintegration process, promoting the availability of public services such as access to livelihood opportunities. Hence, once again based on orchestration design IOM provides assistance and ideational guidance to NGOs, whose action is expected to contribute to provision of reintegration support based on adequate policies and services.

A more systemic intervention to improve NGO capacity was publishing the reintegration handbook, targeting “various stakeholders involved in providing reintegration- related support at different levels and at different stages”<sup>153</sup>, including policy development. The fourth module of the handbook focuses on “reintegration assistance at the structural level, particularly proposing ways to strengthen capacities of all actors and to promote stakeholder engagement and ownership in reintegration programming. It suggests approaches for mainstreaming reintegration into existing policies and strategies.”<sup>154</sup>

The first chapter of the module explains stakeholder engagement, capacity-building, and ownership that identifies NGOs as “important actors, nationally and locally, because they have good local knowledge and networks and can mobilize communities and address social issues”.<sup>155</sup> An important part of the NGO function is advocating, awareness-raising, and conducting information campaigns to promote the reintegration of returnees.<sup>156</sup> A series of training programs were organized in the Horn of Africa to improve key stakeholders’ knowledge about the key principles in the reintegration handbook.

In one of the reintegration training sessions organized in the Enugu State, Niger, IOM organized a training session on the reintegration handbook. According to post-evaluation of the training, participants improved their knowledge of integrated reintegration by 90%. The training was delivered to 7 institutions, and 5 of them were

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<sup>153</sup> *REINTEGRATION HANDBOOK Practical guidance on the design, implementation and monitoring of reintegration assistance. (2019). [www.iom.int](http://www.iom.int) p.2*

<sup>154</sup> *2019 RETURN AND REINTEGRATION KEY HIGHLIGHTS.. [www.iom.int](http://www.iom.int) p.65*

<sup>155</sup> *REINTEGRATION HANDBOOK Practical guidance on the design, implementation and monitoring of reintegration assistance. (2019). [www.iom.int](http://www.iom.int) p.140*

<sup>156</sup> *Ibid. p,140*

NGOs.<sup>157</sup> One of the NGOs, Patriotic Citizen Initiative (PCI), continues to contribute actively to reintegration support. Based on the social media report, they hosted 14 top government officials from Gambia in coordination with IOM. The information exchange between PCI and Gambia representatives highlighted the importance of collaboration among civil society organizations and government agencies; issues discussed include ownership and sustainability of reintegration of returnees, best practices, and areas of improvement.<sup>158</sup> The meeting is an example of the strengthened role of PCI in the region for promoting reintegration practices. IOM's orchestration is an example that is not limited to agenda setting and assistance with training programs but also endorsing the activities of PCI. The SURE project, previously explained, is also a good practice for establishing a referral mechanism by IOM. It enables NGOs to participate actively in reintegration service provision and improve their capacities while IOM to govern through this NGOs.

These examples could be interpreted as IOM orchestration through providing ideational support to NGOs and enhancing the scope of the support with technical means when possible. The behavioral change of the target states' is out of the direct control of IOM or the intermediary NGOs. Nonetheless, the strengthened reintegration ecosystem is expected to distill fruitful outcomes for policy-level changes.

#### **4.1.3. Addressing Migrant Vulnerabilities**

The last grouping of objectives focuses on targeting the vulnerabilities of migrants in all stages of the AVRR process on the individual, community, and structural levels with a comprehensive approach including economic, social, and psychosocial dimensions.<sup>159</sup>

It is important to understand that the vulnerabilities refer to migrants in vulnerable situations are “ migrants who are unable effectively to enjoy their human rights, are at

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<sup>157</sup> *LAST PERIODIC REINTEGRATION REPORT JULY 2023*. (2023). P.22

<sup>158</sup> PCI Facebook page (7 March 2023). <https://www.facebook.com/profile.php?id=100072066640450&paipv=0&eav=AfYP6v-o8pfa5cvqJ33II5Rj-JTjLCOOYv10vjEM-d5h37UzPnCypyZvA4Bx-YnlzXM>. (Accessed: 03 January 2024).

<sup>159</sup> IOM. (2019). *A FRAMEWORK FOR ASSISTED VOLUNTARY RETURN AND REINTEGRATION*.p,17

increased risk of violations and abuse, and who, accordingly, are entitled to call on a duty bearer's heightened duty of care".<sup>160</sup>

**Objective 6 Migrant vulnerabilities are addressed throughout the voluntary return and reintegration process** This objective focuses on the specific needs of migrants in vulnerable situations. The vulnerabilities require a personalized approach. Immediate needs should be attended to, and the conditions causing their vulnerabilities should be addressed.<sup>161</sup> This objective is vital for making the AVRR programs available for all in need. Relevant activities of this objective are identifying the migrants with special needs and attending to their needs. Three major groups require such tailored care: migrants with health-related needs, victims of trafficking, and unaccompanied and separated children.

This pillar of AVRR objectives requires special expertise as AVRR of victims of trafficking should be conducted per the relevant international protocols.<sup>162</sup> While assisting a child, the support processes should comply with "the protection of the rights of the child, as enshrined in the Convention on the Rights of the Child (CRC)".<sup>163</sup>

Bearing this special requirement in mind, IOM engages with NGOs that have the expertise and capacity to identify the migrants in need and/or can provide necessary assistance for their return and reintegration process following international rules and procedures. For this objective, the involvement of an intermediary who has local knowledge is important to be able to devise solutions that comprehend the contributors of vulnerabilities resulting from situational context. This objective is the all-encompassing baseline of the AVRR Pyramid that should be taken into account while orchestrating all other components defined in the special objectives.

Through all AVRR processes, IOM coordinates with voluntary NGOs or health practitioners to provide necessary care for the returnee throughout the journey and in

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<sup>160</sup> IOM. (2019). *Glossary on Migration* INTERNATIONAL MIGRATION N° 34. [www.iom.int](http://www.iom.int) p,134

<sup>161</sup> IOM. (2019). *A FRAMEWORK FOR ASSISTED VOLUNTARY RETURN AND REINTEGRATION*.p,17-18

<sup>162</sup> Ibid. p,18

<sup>163</sup> Ibid. p,18

the country of origin. In the pre-departure phase of the counseling, NGOs that identify the special needs of a returnee may seek technical assistance from IOM to provide required care to the returnee during and after the journey.

In the orchestration of this core objective, the enlisted NGO should have already aligned goals with IOM since some level of expertise in the respective area is required to be able to provide necessary assistance to migrants. However, IOM's technical and ideational assistance to NGOs while providing support to vulnerable migrants will contribute to the effectiveness of NGOs' efforts. The collaboration between the NGO and IOM may also contribute to the reputation of the local NGOs as the coordination itself is already a form of endorsement.

One critical practice for assisting in the reintegration journey for returning minors is supporting the individual capacity of returning children and also addressing the situational causes. The reintegration support was provided to over 400 children in partnership between IOM and Save the Children. IOM was already collaborating with three other NGOs, namely, the Mary Joy Development Association, Facilitator for Change, and the Forum on Sustainable Child Empowerment, to reach vulnerable children. The partnership between Save the Children and IOM provided support to families to improve their parenting skills and to engage in income generation. The returnee children have been provided with skills training. Together with the other three NGOs, the number of children supported is around 1000.<sup>164</sup> In those partnerships, IOM as an orchestrator, coordinates the efforts of NGOs to be able to create a bigger impact for the population. Save the Children is considerably a bigger NGO compared to the other three. The partnership with IOM for smaller NGOs is an opportunity to increase their social authority. Regarding the partnership with Save the Children, collaboration with an NGO with wide-level operations in various regions, IOM can obtain expertise and know-how to assist children in vulnerable situations, hence leveraging the effectiveness of the intervention.

Regarding the provision of support for victims of trafficking, IOM Nigeria, in partnership with the Network of Civil Society Organization Against Child Trafficking

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<sup>164</sup> IOM. (2019). *2019 RETURN AND REINTEGRATION KEY HIGHLIGHTS*. [www.iom.int](http://www.iom.int) p,75

and Labour (NACTAL), orchestrates the reintegration process by providing capacity building to NACTAL member NGOs to improve their service provision capacity.<sup>165</sup> Also, the coordination between NGOs and IOM in Albania is a good example of IOM's orchestration efforts.

In a broader perspective, IOM steers the agendas of all AVRR partnering NGOs to identify the special needs and vulnerabilities of potential returnees through the principles and procedures identified in the return counseling handbook. The counseling handbook identifies gender-, child- and vulnerability-sensitive perspectives as the second guiding principle for return, reintegration, and readmission policy. IOM conducted various events to increase the awareness of CSOs that engage in AVRR consulting.

#### **4.2. Concluding Remarks**

This chapter examines IOM's role as an orchestrator of AVRR processes as a sub-component of migration governance. It uncovers how the good practices of strengthening the AVRR through engaging NGOs and increasing the impact of interventions through streamlining the efforts in various parts of the world eventually contribute to global migration governance. In the orchestration mode of governance, The chapter states IOM's long history of expertise in governing the AVRR realm. IOM can reach the group of potential returnees and returnees who need reintegration support by collaborating with intermediaries. IOM enhances the impact of AVRR governance efforts both on a local and global level by enlisting the voluntary support of NGOs, communities, and other potential intermediaries. The orchestration means of IOM vary based on the characteristics of specific situations, such as technical and financial support, endorsement, agenda setting, or convening.

The relationship between IOM and NGOs relies on the voluntary engagement of NGOs; hence, IOM does not have direct control or hard means of enforcement over the intermediary NGO. However, in consideration that the goals of NGOs and IOM are overlapping, the assistance and support of IOM might serve as an incentive for

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<sup>165</sup> *IOM, Nigerian Civil Society Organization Sign New Agreement to Combat Human Trafficking*

. Available at: <https://nigeria.iom.int/news/iom-nigerian-civil-society-organization-sign-new-agreement-combat-human-trafficking>. (Accessed: 03 January 2024).

NGOs to pursue relevant programs. This relationship also leverages IOM's position to promote AVRR in the global realm through improved practices and increased preference for migrants to benefit from AVRR programs. The examples from different parts of the world demonstrated IOM's orchestration role regarding AVRR objectives utilizing indirect means such as endorsing, agenda setting, and coordinating.

A complementary note to this analysis is the managing state mode of orchestration in which IOM alters the preferences of the states by increasing the awareness of the effectiveness and sustainability of the voluntary option compared to forced return with the increased capacity and assistance provided to local intermediaries, hence targeting the states to prefer AVRR programming over forced return.

IOM is the main organization in conducting the AVRR process in many states. Therefore, as a focal organization, IOM can enlist NGOs as intermediaries. However, IOM's focal role is challenged in some regions by other institutional initiatives. The ERRIN initiative, implemented by International Centre for Migration Policy Development (ICMPD), is working toward similar goals. ERRIN has been operational since 2018 with 16 participating European Countries. ERRIN operates in 40 countries and, as a core activity, assists "persons who return to their countries of origin ('reintegration assistance'). This is ensured through joint contracting of service partners who provide support and advice to help people get started once back home."<sup>166</sup> This proliferation of orchestrators in the reintegration phase may undermine the effectiveness of IOM orchestration and erode policy coherence in the area. Utilization of different case management tools named MIMOSA and Reintegration and Assisted Voluntary Return Information System (RIAT), respectively, by IOM and European Return and Reintegration Network (ERRIN), is an indication of how these competing efforts may create harmonization challenges<sup>167</sup>. A decrease in the focality of IGO may also result in problems enlisting voluntary intermediaries for both orchestrators. An example of this is Caritas ERRIN coordination in Belgium; Caritas is one of the leading return counselors and coordinates with the ERRIN network in reintegration

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<sup>166</sup> European Return and Reintegration Network - ICMPD. <https://www.icmpd.org/our-work/projects/european-return-and-reintegration-network-errin>

<sup>167</sup> Salgado, L. (2022). Leveraging Predeparture Counselling to Support Returning Migrants' Sustainable Reintegration. p 16

operations. This diversified operation may create competition for available resources in Belgium. In light of the ongoing EU-IOM joint initiative established in 2016 to increase the focality of IOM, the ERRIN design might be integrated into IOM structure or led by IOM in the future. This strengthened facility will improve IOM's authority and orchestration capacity.

To conclude, there is room for improvement in IOM orchestration efforts for AVRR. However, based on the transnational and multi-dimensional characteristics of the AVRR, the orchestration mode of governance emerges as the most sustainable approach to increase local/individual ownership and effectiveness of the process. This chapter demonstrated how IOM has orchestrated the process and contributed to global governance objectives for AVRR.

## **CHAPTER 5**

### **CONCLUSION**

The thesis focuses on how IGOs contribute to the global governance of migration. To better understand the role of IGOs in global governance, the thesis utilizes the orchestration framework and positions them as governors. To this end, the study provided examples of IOM's role in AVRR programming and implementation to improve global governance.

This thesis asserts that high volume and complex movements of migrants have increased the importance of a global governance approach to migration-related concerns. In line with the claim of the necessity for a global governance approach to migration, the thesis elaborated on how different spheres of authority might be utilized in the global governance approach. Building on the possibility of utilizing authority independent from the one delegated by nation-state, the thesis positioned IGOs as actors who can contribute to global migration governance. The emergence of the IGOs as critical actors in global governance is also in relation to the fact that migration is a transnational and multidimensional issue. Therefore, it cannot be governed only by national-level policies.

The study acknowledges that there is no unified architecture to govern migration; however, it is also noted that global governance should not be understood as the geographical scope of governance but as a concept constitutive of behaviors of states and transnational actors. Utilizing this understanding of the global migration concept, a historical overview of migration governance at regional and global levels was presented to prove that there is significant and continuous progress in global migration governance.

Proceeding to the research on the role of IGOs in the global migration governance

thesis expand on the modes of global governance to demonstrate how IGOs could govern utilizing the soft and indirect modes of governance. Orchestration emerged as the most suitable mode of governance for IGOs to govern and contribute to global migration governance through voluntarily enlisted NGOs.

The thesis argued that IGOs are critical contributors to global migration governance and can govern within orchestration mode through soft control and inducement such as agenda setting, technical and material assistance, endorsing, and convening to contribute to the global governance of migration. The examples provided in the case study that focus on the role of IOM in the global governance of AVRR demonstrated how IOM contributed to six objectives identified in the AVRR framework with the orchestration efforts. It is concluded that the IOM, as an orchestrator, works through intermediaries and enhances the effectiveness of interventions to reach shared governance goals and affect the behavior of the target.

To sum up, the thesis claims that IGOs are important actors in global migration governance in their orchestrator capacity. The research indicates that the IGOs, especially IOM, undertake a crucial role in improving the global governance of migration. In their role in global migration governance, through employing an orchestration mode of governance, IGOs can leverage their position with the support of local actors acting as intermediaries and increase the impact of joint action towards shared governance goals. In this effort, orchestration mode enables IGOs to govern through soft and indirect means through NGOs while working towards behavioral change in the target group. Applying the orchestration lenses to IOM's governing process in AVRR enables us to understand how IOM contributed to the global governance of AVRR and the global governance of migration in general.

The study also notes that IGOs like IOM may struggle to orchestrate because of differences of interest in intermediaries' agendas or alternative organizations competing for the same governing positions and resources. Although the critics of the lack of unified global migration governance or concerns about the focality of IOM as a lead organization remain valid issues for improvement, it is possible to conclude that IGOs are valuable actors in improving global migration governance in their orchestrator capacity.

The findings of this study could be considered as a baseline for further initiatives to conduct research that supports policies that promote greater collaboration between IGOs, local actors, and states in the field of migration governance and strengthen IGOs' capacity.

A suggestion for the future research could be examination of the challenges and opportunities associated with IGO orchestration in other areas of global migration governance.

This thesis employs the orchestration mode of governance as a tool to explore how IGOs could contribute to global migration governance by enlisting intermediaries and governing with soft and indirect means. Positioning IGOs as orchestrators in global migration governance could be considered a new perspective proposed for this literature. The thesis contributes to the literature by providing a new perspective on the role of IGOs in global migration governance. The orchestration framework used by the thesis is a valuable tool for understanding how IGOs can leverage their position by governing through local actors to achieve shared goals.

While conducting the study, the main challenge was the limited number of supportive documents available online to analyze the nature of IOM NGO relations to provide a wider scope of orchestration examples. The challenge was in relation to the preference of both IOM and NGOs, who may not always be publishing the details of their cooperation and outcomes of their interventions.

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## APPENDICES

### A. TURKISH SUMMARY / TÜRKÇE ÖZET

Göç, insanlık tarihinin her zaman bir parçası olmuştur. Günümüzde, uluslararası göçmen sayısı rekor seviyededir. En son verilere göre, dünya nüfusunun %3,6'sı uluslararası göçmenlerden oluşmaktadır. Göç, sosyo-kültürel alanlardan kaynak ülkenin, hedef ülkenin ve transit ülkelerin ekonomisine kadar insan hayatının çeşitli yönlerini etkileyen çok yönlü ve sınır aşan bir konudur. Bu nedenle, diğer küresel sorunlar gibi, kolektif bir cevap gerektirmektedir. Ancak, böyle bir yapının oluşturulması, özellikle devletlerin isteksizlikleri nedeniyle zorlu olmuştur. Devletlerin isteksizlikleri, sınır kontrolünün kaynağı olan egemenlik haklarıyla ilişkilendirilerek açıklanmıştır. Ancak, küresel göç yönetiminde büyüyen bir ağ vardır ve devlet dışı aktörler kendilerini kritik katılımcılar olarak konumlandırmaktadır.

Bu tezin araştırma sorusu, hükümetlerarası örgütlerin küresel göç yönetişimine nasıl katkıda bulunduğunu incelemektedir. Vaka çalışması olarak araştırma, Uluslararası Göç Örgütü'nün (IOM) Destekli Gönüllü Geri Dönüş ve Yeniden Entegrasyon (AVRR) programının küresel yönetişimine nasıl katkıda bulunduğunu analiz etmektedir. Tez, hükümetlerarası örgütlerin küresel göç yönetişiminin iyileştirilmesinde kritik bir rol üstlendiğini ileri sürmektedir. Hükümetlerarası örgütlerin, bir orkestrasyon yönetim modeli aracılığıyla, ortak yönetim hedeflerine yönelik ortak eylemin etkisini artırmak için aracı olarak hareket eden üçüncü taraflarla birlikte çalışarak konumlarını güçlendirebileceği belirtmiştir.

Tez, hükümetlerarası örgütlerin küresel göç yönetişimine nasıl katkıda bulunduğunun daha iyi anlaşılmasını sağlamak için keşfedici bir araştırma metodolojisi kullanmıştır ve özellikle orkestrasyon rolüne odaklanmıştır ve çalışma kapsamında amaçlı örnekleme yöntemi kullanılmıştır. Bu örnekleme yoluyla, IOM'nin AVRR

uygulamalarının oluşturulması, yaygınlaştırılmasında ve gelişmiş bir geri dönüş ve yeniden entegrasyon süreci yoluyla göç yönetişiminin iyileştirilmesinde bir orkestratör olarak rolü incelenmiştir.

Küresel göç yönetişimi, çeşitli ağlar, aktörler ve eylem düzeylerinden oluşur. Göçle ilgili sorunları ele almaya çalışan aktörlerin çeşitliliği umut vericidir. Ancak, girişimlerin çoğalmasında parçalı ve tutarsız bir yönetim çerçevesine yol açarken, küresel sorunların çözümü küresel normlar ve politikalar gerektirmektedir. Küresel göç yönetişiminin parçalı yapısını göz önünde bulundurarak, hükümetlerarası örgütlerin ortaklıkları ve süreçleri orkestra etme yeteneğini anlamanın, onların yönetişimi koordine etme ve kolaylaştırmadaki rolünü kavramak için önemli olduğu tespit edilmiştir. Hükümetlerarası örgütlerin orkestra etme kabiliyetleri nedeniyle kritik aktörler olarak kabul edilmelerine rağmen, bu süreçte belirli kısıtlamalarla karşı karşıya olduklarını kabul edilmiştir. Bu nedenle, hükümetlerarası örgütlerin güç ve çıkar dinamikleriyle nasıl etkileşime girdiğini anlamak, küresel göç yönetişimine katkı sağlayabilmelerini analiz etmek için gereklidir. Bu nedenle, küresel göç yönetişimi ve hükümetlerarası örgütlerin bu sürece katkısı konusundaki sorunun incelenmesinde, hükümetlerarası örgütlerin çeşitli aktörlerin çabalarını ortak bir hedefe doğru orkestra edebilmeleri ve nihayetinde daha iyi organize müdahaleler ve küresel göç yönetişiminde politikalar sunabilmeleri için bu çalışmaya rehberlik etmek üzere yönetişimin orkestra etme modu kullanılacaktır.

Tez öncelikle bu araştırma için küresel yönetişimin anlamını ve neden küresel göç yönetişimine ihtiyaç duyulduğunu açıklamaktadır. Daha sonra, hükümetlerarası örgütlerin orkestrasyon modeli ile küresel yönetişimine nasıl katkıda bulunabilecekleri incelenmektedir.

Günümüzde insanlar, mallar ve hizmetler düzenli olarak ve güvenlik kaygısı yaşamaksızın sınırların ötesine geçmektedir. Sınır aşan ilişkilerin küresel düzeyde düzenleyici bir yapı olmaksızın işleyişini anlamak için uluslararası ilişkiler teorisi küresel yönetim kavramını geliştirmiştir. Bu araştırma kapsamında terim devletlerin tek başına yönetmelerinin mümkün olmadığı küresel sorunları tanımlamaya, anlamaya veya ele almaya yönelik kolektif çabaları ifade ederek kapsayıcı bir anlamda kullanılmıştır.

Tez küresel yönetişiminin bir teoriden ziyade bir konsept olduğunu ve bu konseptte uluslararası ilişkiler teorilerinin farklı yaklaşımlar sunduğunu vurgulamaktadır. Bu bağlamda realizm ve liberal kurumsalcılık teriminin iki farklı açısını vurgulayan teoriler olarak ortaya çıkmaktadır.

Realist teorinin küresel yönetim anlayışının devlet merkezli oluşu açıklamıştır. Bu yaklaşım küresel yönetişimin, güçlü devletler tarafından, devlet düzeyi üzerindeki ilişkilerin işleyişini kontrol etmek için tasarlanmış bir araç olduğu iddiasına dayanmaktadır.

Kurumsalcılar, devletin önemi konusunda hemfikir olurken aynı zamanda küresel yönetişimde yer alan devlet dışı aktörlere de dikkat etmektedirler. Bu teori kapsamında uluslararası kuruluşların yönetim alanında görece özerk bir etkisi olabileceği açıklanmıştır.

Bu bilgilerin ışığında uluslararası ilişkilerde hala ana aktör olarak kabul edilen devletlerin, gündem menfaatlerine uygunsuz işbirliği yapmaya, aksi takdirde uluslararası kuralları ve normları karşılamaya ve görmezden gelmeye eğilimli oldukları sonucuna varılabilir. Çalışma, küresel göç yönetişiminde belirleyici aktör olarak devletin kritik rolünü dışarıda bırakmamaktadır. Bu bağlamda çalışma, tek bir teorik yaklaşımla sınırlandırılmadan, küresel yönetim kavramına geniş bir anlayışla yaklaşmaktadır. İkinci senaryoda ise, otoritenin çeşitli biçimlerde yatırılabilir ve kullanılabilir olduğunu anlamak önemlidir.

Küresel yönetim kapsamında anlaşılması gereken bir alan otoritenin farklı kaynaklara dayandırılabilirdir. Otorite devlet tarafından bir aktöre delege edilebilir; kurumsal olabilir, otorite ayrıca belirli bir alandaki uzmanlıktan kaynaklanabilir; prensip bazlı veya bir alanda yeterlilikten kaynaklanan kapasite bazlı olabilir. Burada vurgulanması gereken bir diğer nokta ise küresel yönetişimde gücün, klasik birbirini doğrudan kontrol etme anlayışından ziyade çeşitli şekillerde kullanılabilmesinin mümkün olmasıdır. Küresel yöneticiler tek başlarına değil, koordinasyon ve işbirliği içinde hareket etmektedirler.

Bu çalışma, göçün küresel yönetim perspektifinden anlaşılması ve analiz edilmesi gerektiği varsayımına dayanmaktadır. Bu bağlamda çalışma, göç yönetişiminin belirli

alanlarında önem kazanmış hükümetlerarası örgütleri yönetişimin kritik aktörleri olarak konumlandırmaktadır.

Daha önce de belirtildiği gibi, uluslararası göçmenlerin sayısında kayda değer bir artış eğilimi gözlenmiştir. Artan bu sayı, küreselleşmenin en belirgin tezahürü olarak algılanmaktadır. Ancak diğer küresel meselelerden farklı olarak göçle ilgili konuları ele alacak birleşik bir mimari mevcut değildir. Tez parçalı bir yapı olduğunu kabul etmekle birlikte bunun küresel yönetim eksikliği olarak okunamayacağını altını çizmektedir. Küresel yönetişimde küresel, yönetişimin coğrafi kapsamını değil, yönetişimin devletlerin ve diğer ulusötesi aktörlerin davranışlarını belirleyici olduğunu ifade etmek için kullanılmaktadır.

Birleşik veya tepeden bir küresel bir göç yönetişiminin olmadığı kabul edilmektedir, ancak son yıllarda istişare ve işbirliği süreçleri sayesinde göçün küresel yönetişiminde dikkate değer ilerlemeler kaydedilmiştir. Tez bu ilerlemenin, göç yönetişiminin farklı yönlerine katkıda bulunan parçalanmış bir dizi norm, kural ve kurumun çabalarının bir sonucu olduğunu açıklamaktadır.

Küresel göç yönetişiminde yaşanan ilerlemeye tarihsel bir bakış sunmak amacıyla tez Doyle Raporu sonrası bölgesel süreçler ve küresel girişimlerin ivme kazandığını ve bazı temel ilerlemeleri açıklamıştır. Uluslararası düzeyde göçe kapsamlı bir yanıt oluşturmayı amaçlayan bu çalışma, IOM'nin 2016 yılında BM'nin ilgili kuruluşu haline gelmesi ve Küresel Göç Mutabakatını kabul edilmesi, küresel göç yönetişimine dair ilerlemenin önemli ayaklarına dikkat çekmektedir.

Tez Küresel Göç Mutabakatının vurguladığı iki noktaya dikkat çekmektedir. Göçün ulusötesi karakteri göz önüne alındığında, hiçbir devletin göçü tek başına ele alması mümkün değildir. Göçün yönetişiminde uluslararası, bölgesel ve ikili işbirliği ve diyalog kritik rol oynamaktadır. Mutabakatın 2018 yılında 164 devlet tarafından benimsenmiş olması bu kritik noktaların genel kabulünü ifade etmektedir.

Kavramsal ve tarihsel kapsamın belirlenmesinden sonra tez ana varsayımı olan hükümetlerarası örgütlerin küresel göç yönetişimine kritik katkılarda bulunduğunu iddiasına yönelik araştırmayı genişletmektedir. Bu iddiayı araştırmak için, yönetişimin orkestrasyon modunu anlamak ve hükümetlerarası kuruluşların küresel göç

yönetişimini bir orkestratör olarak yumuşak ve dolaylı araçlarla nasıl yönlendirebileceğine dair örnekler sunulmuştur.

Tez bu bağlamda dört yönetim modelini kısaca analiz etmiştir. Doğrudan ve dolaylı olarak gruplanabilecek bu yönetim modelleri aynı zamanda kontrol yöntemlerine göre sert ya da yumuşak olarak da ayrılmaktadır. Kavramsal açıklık amacıyla hiyerarşi, işbirliği, delegasyon ve orkestrasyon olarak tanımlanan bu dört model uygulamada kesişebilmektedir.

Hiyerarşik yönetimde devlet, yönetici olarak kurallar dizisini tanımlayabilir ve hedefi bunlara uymaya zorlayabilir.

İşbirlikçi yönetim tarzında, doğrudan hedef aktöre hitap etse de, daha yumuşak teşvik araçları kullanılmaktadır. İşbirlikçi yönetim, ortak karar alma sürecine dahil olmak üzere kamu ve özel paydaşları kamu aktörleriyle birlikte kolektif forumlarda bir araya getirmesiyle bilinir. Bu mod, yasal bir zorunluluk olmaksızın hedefin gönüllü katılımına dayanır ve üçüncü bir tarafı kapsamaz; dolayısıyla doğrudan ve yumuşaktır.

Delegasyon modu Asil-Vekil teorisi ile analiz edilebilir. Asil, Vekil'e kendi adına hareket etmesi için bir dereceye kadar yetki verirken, etkisizlik veya suiistimal durumunda bu yetkiyi iptal etme yetkisine de sahiptir. Bu nedenle, Asil aynı zamanda yönetim görevlerinin yeterince yerine getirildiğinden emin olmak için vekilini izleme sorumluluğuna da sahiptir. Vekilin mutabakata varılan görevleri yerine getirmemesi durumunda, Asil, paylaşılan yetkiyi iptal ederek Asil-Vekil ilişkisini sonlandırabilir.

Bu tez, kuruluşların, ortak yönetim hedeflerine ulaşmak için gönüllü araçlar sayesinde konumlarını güçlendirmek amacıyla yönetimin orkestrasyon modunu benimseyebileceklerini iddia etmektedir.

Orkestrasyon modu dolaylı ve yumuşak kontrole dayanan bir yönetim modudur. Bu yönetim biçiminde orkestratör, araçlar olarak adlandırılan üçüncü taraflar aracılığıyla çalışır. Bu nedenle dolaylıdır. Orkestratörün aracı üzerinde doğrudan kontrolü yoktur ancak teşvik gibi yumuşak yollardan yararlanmaktadır. Araçlar, hükümetlerarası örgütlerin orkestrasyon çabalarında gönüllü olarak işbirliği yapar

çünkü hükümetlerarası örgütlerin temel yönetim hedeflerini paylaşırlar ve onun maddi ve fikirsel desteğine değer verirler. Orkestrasyon modunda yönetim düzenleme, teknik ve finansal destek, gündem belirleme, yardım, onay ve koordinasyon yoluyla yapılabilir. Orkestrasyonun hedefi devletlerin yanı sıra göçmenler gibi özel aktörler de olabilir.

Tez açıklanan yaklaşımın temsili için kendilerini küresel göç yönetiminde kilit aktörler olarak konumlandıran, göçün farklı alanlarında yetkileri ve uzmanlıkları olan IOM ve BMMYK'nın orkestrasyon çabalarına değinmektedir. Bu kuruluşlar, STK'ların veya diğer hükümetlerarası örgütlerin deneyimlerinden yararlanmak için yönetimin orkestrasyon modunu benimseme eğilimindedir.

1951 yılında kurulan IOM'nin göç yönetimi alanında uzun bir geçmişi olduğu vurgulanmıştır. Kuruluşun tüm tarafların yararına insani ve düzenli göçü teşvik etmeye verdiği önem açıklanarak bunu hükümetlere ve göçmenlere hizmet ve tavsiye sağlayarak yaptığı açıklanmıştır.

IOM'nin göç yönetimi çabalarına önemli bir katkıda bulunduğu altı çizilmiştir, ve çeşitli koşullarda orkestratör rolünü üstlendiği vurgulanmıştır. Buna ilişkin bir örnek olarak Küresel Göç Mutabakat'nın hazırlık ve uygulama aşamasında IOM'nin onaylama ve bir araya getirme gibi orkestrasyon tekniklerini kullandığı gösterilmiştir. Bu süreçte IOM STK'ları yeterliliklerini ve önemlerini kabul ederek desteklemiş ve bu sayede tespit edilen yerel önceliklerin küresel gündeme girmesini kolaylaştırmıştır. IOM, Küresel Göç Mutabakatının onayından sonra uygulamaya yardımcı olmak için STK'lara teknik ve maddi destek sağlamaya ve onlar aracılığı ile göçün küresel yönetimine katkı sağlamaya devam etmiştir.

UNHCR (BMMYK) ise mülteciler ve yerinden edilmiş kişiler için önde gelen BM kuruluşudur ve 1951 Mülteci Sözleşmesi'nin koruyucusu olarak hareket eder ve politikalar ve programlar üzerinde hükümetler, STK'lar ve diğer kişilerle birlikte çalışmaktadır.

Tez kilit bir aktör olarak BMMYK'nın rolünü de değerlendirmektedir. Kurumun her zaman mültecilere doğrudan yardım etmediği, aynı zamanda destek mekanizmalarını güçlendirmek için araçlar aracılığıyla da çalıştığı belirtilmiştir. BMMYK bunu

hedefler belirleyerek, işbirliği için platformlar sağlayarak, bilgi paylaşımını teşvik ederek ve araçlara yardım ederek yapabilir.

BMMYK'nın orkestrasyon rolü IOM ile birlikte liderlik ettiği, beş ülke ve 270'den fazla paydaşı kapsayan Suriye krizine müdahaleye yönelik Bölgesel Mülteci Dayanıklılık Planı (3RP) örneğinde izlenebilir. 3RP, bir koordinasyon, planlama, savunuculuk ve programlama platformu olarak hizmet vermektedir. BMMYK'nın 3RP veri toplama ve izlemedeki koordinasyon rolü, ortakların müdahaleyi iyileştirme çabalarını uyumlu hale getirmesine ve iyileştirilecek alanları belirlemesine yardımcı olur. Bu, BMMYK gibi sivil toplum kuruluşlarının yerel ortakları ortak yönetim hedeflerine yönelik çalışmaya dahil ederek küresel yönetim hedeflerine yönelik çabaların etkisini nasıl artırabileceğini göstermektedir.

Tezin iddialarını destekleyecek bulguları ortaya koymak amacıyla vaka çalışmasını yürütmek üzere Destekli Gönüllü Geri Dönüş ve Entegrasyon (AVRR) alanı seçilmiştir. AVRR, birden fazla paydaşın koordinasyonunu ve işbirliğini gerektiren kritik bir göç yönetimi alanıdır. Bir hükümetlerarası örgüt olarak IOM, uzun yıllar sonucu elde edilen deneyim, öğrenilen dersler ve teknik bilgi sayesinde edinilen uzmanlığına dayanarak AVRR yönetimi alanında bir dereceye kadar otorite kazanmıştır. Bu alandaki uzmanlığa dayalı yetkiye ek olarak IOM, AVRR ile ilgili müdahalelerin tasarlanması ve uygulanmasında devletlerle güçlü bağlantılar kurmuştur. Bu nedenle çalışma, IOM'nin AVRR yönetimindeki rolünü araştırmıştır. Araştırma, IOM'nin dünya genelindeki orkestrasyon çabalarına ilişkin örnekler sunmuştur. Araştırma örnekleri IOM tarafından geliştirilen AVRR Çerçeve belgesinde tanımlanan AVRR ilkelerinin uygulanmasında sistematik bir yaklaşım sağlaması beklenen altı objektif aracılığıyla örnekler sunmuştur. IOM'nin Destekli Gönüllü Geri Dönüş ve Entegrasyon'un küresel yönetim sürecindeki rolü AVRR Çerçeve belgesinde tanımlanan altı AVRR hedefi perspektifinden analiz edilmiştir.

AVRR, küresel göç yönetiminin vazgeçilmez bir parçasıdır. Uluslararası Göç Örgütü (IOM), gönüllü destekli dönüş ve yeniden entegrasyon (AVRR) programları yürütmekte ve geri dönen göçmenlerin yeniden topluma uyumunu desteklemektedir. 1979'dan beri IOM, dönüş ve yeniden entegrasyon için insani ve onurlu bir yaklaşım olarak AVRR programlarını dünya çapında uygulamaktadır. IOM, hükümet ve sivil

toplum paydaşları ile diğer uluslararası kuruluşlarla ortaklıklar aracılığıyla çalışmaktadır ve 1979-2017 arasında 1,6 milyon kişiye yardım etmiştir. Sürdürülebilir yeniden entegrasyon ile ilgili coğrafi kapsamın genişlemesi ve aktörlerin artan katılımı göz önüne alındığında sayılar artmaktadır. Bu geniş operasyon kapsamı ayrıca, IOM'nin tecrübeye dayalı olarak AVR R alanında otoritesini nasıl kurduğunu da göstermektedir.

IOM'nin AVR R'yi geliştirme çabaları, küresel göç yönetişimine katkıda bulunma genel hedeflerine de uygundur. AVR R'nin uygulanmasını ve etkinliğini genişletmek, Göç Yönetişim Göstergeleri (MiGOF) Hedef 3'e hizmet eder. Bu hedef, "Göçün güvenli, düzenli ve onurlu bir şekilde gerçekleşmesi gerektiğini" belirtir. AVR R, yeniden entegrasyona yardımcı olarak, "İyi göç yönetişimi ve ilgili politikalar, göçmenlerin ve toplumun sosyo-ekonomik refahını ilerletmeyi amaçlamalıdır" diyen MiGOF Hedef 1'inin gerçekleşmesini destekler. Daha geniş bir perspektiften bakıldığında, AVR R 2030 Sürdürülebilir Kalkınma Gündemi ve Küresel Mutabakatı'ndaki hedeflerle de uyumludur.

STK'ların AVR R programlarına katılımını detaylı incelemeden önce, onların rolüne dair tartışmalara değinmek önemlidir. Dönüşün gönüllülük esasına dayalı olması, geri dönüş sürecini uygulayan ortaklar için en kritik ve endişe verici konudur. Bu nedenle, bazı STK'lar AVR R programlarını tanıtmaya ve katkıda bulunma konusunda çekimser davranabilir. Ancak, insani ve onurlu dönüş hedefini benimseyen STK'lar ise AVR R süreçlerine dahil olmayı tercih edebilir. Katılımları, yeterli ve güvenilir bilgi sağlanmasını destekleyebilir. Dahil olan STK'lar ayrıca AVR R süreçlerinde zorlama uygulamasının olmadığını ve kabul edilebilir alternatiflerin mevcut olduğunu teyit edebilir, böylece sürecin kalitesini artırabilir.

STK'ların süreçte aracı olarak rolü de kritiktir, çünkü özellikle sınır dışı edilme riski nedeniyle yetkililere danışmaktan kaçınan düzensiz göçmenler tarafından güvenilir aktörler olarak algılanırlar. Bu nedenle, yerel aracılardan dahil edilmesi, AVR R programlarını dönenler için daha erişilebilir hale getirirken, IOM'nin dönüş ve yeniden entegrasyon yardımını koordine etme yeteneğini artırır. Bu çalışma, küresel göç yönetişiminde hükümetlerarası örgütlerin rolüne odaklanarak, orkestra görevi üstlenerek ve küresel göç yönetişimine katkıda bulunarak rollerini

güçlendirebilecekleri iddiasını detaylandırmıştır. Bu örneklerin pek çoğunda hükümetlerarası örgütler orkestra görevi üstlendiğinde STK'lar aracılığı ile yönetişimi sağladığından, orkestrasyon modu bağlamında devletler devre dışı bırakılır. Ancak bu, AVRRR yönetişiminde devletlerin etkisinin göz ardı edildiği anlamına gelmez. Çalışma, göç yönetişiminde devletlerin önemini ve kritik rolünü kabul etmektedir. AVRRR programlarının planlanması ve uygulanmasında, etkilenen devletlerin ihtiyaçları ve öncelikleri, AVRRR süreçleri sınırlara kimlerin girip çıktığını kontrol etmekle yakından ilişkili olduğundan, belirli eylemlerin tasarımının önemli belirleyicileridir. AVRRR programları için devletlerin rızası ve katkıda bulunma veya en azından uygulamayı kolaylaştırma isteği hayati önem taşır. Devletlerin AVRRR programları için sınırlamalar koyması mümkün olsa da insani ve düzenli bir dönüş ve yeniden entegrasyon yolu sağlanması tüm taraflar için arzu edilir olduğundan, devletler de IOM'nin AVRRR için yürüttüğü orkestra faaliyetlerinden faydalanır.

IOM'nin alana olan katkılarına ilişkin tespitler aşağıda kısaca özetlenmektedir. IOM, STK'ların, toplulukların ve diğer potansiyel araçların gönüllü desteğini alarak AVRRR yönetişim çabalarının etkisini hem yerel hem de küresel düzeyde artırmaktadır. IOM'nin orkestrasyon araçları, teknik ve mali destek, onay, gündem belirleme veya bir araya gelme gibi belirli durumların özelliklerine göre değişiklik gösterebilir.

### **Onurlu Gönüllü Dönüşün Kolaylaştırılması**

**Hedef 1: Göçmenler bilinçli bir karar verebilir ve gönüllü geri dönüş sürecini sahiplenebilirler.** Bu objektif göçmenlerin tarafsız ve güvenilir bilgilere dayanarak karar vermesine dayanmaktadır. Ayrıca göçmenler geri dönüş sürecinin sorumluluğunu üstlenebilmelidir; bu da kararın gönüllü ve bilgilendirilmiş olduğu anlamına gelir.

IOM'nin bu alandaki orkestrasyon çabasına örnek olarak Belçika ve Almanya'daki STK'ların AVRRR danışmanlık çalışmalarına IOM'nin rehberlik ve teknik bilgi sağlaması, SURE projesi ile Brezilya'da yeniden entegrasyon desteğine teknik ve fikirsel araçlarla erişimin sağlanması ve sistem sayesinde geri dönüş kararı alanların bu desteklere yönlendirilmesinin sağlanması sunulabilir. Bahsedilen örneklerde IOM'nin aracı üzerinde izleme yetkisi ya da kontrolü yoktur ancak IOM ile STK'ların

yönetişim hedefleri uyuşmaktadır. STK'lar IOM ile çalışmak için motivedir. IOM STK'lara destek sağlayarak ve sağladıkları desteği tasdikleyerek orkestratör rolünü almaktadır.

**Hedef 2: Göçmenlerin menşe ülkelerine güvenli ve onurlu bir şekilde ulaşması.**

Geri dönüş desteğinin sağlanması aynı zamanda menşe ülkeye yolculuğun güvenli ve onurlu bir şekilde organize edilmesini de kapsamaktadır. Bu hedef diğerlerine nazaran daha yönetsel ve lojistik bir hedeftir ancak IOM ilgili partnerlerle orkestrasyon çabasını gerekli desteğin sağlanabilmesi için devam ettirmektedir. Bunun bir örneği olarak IOM'nin insan ticareti mağdurlarının geri dönüşlerinde daha önce yaşamadıkları bölgelere veya başkent Tiran'a yerleşmelerine yardımcı olmak için bir STK ağından yararlandığı Arnavutluk sunulmuştur. Bu daha verimli bir sonuç için STK çalışmalarının koordinasyonu olarak değerlendirilmiştir.

**Sürdürülebilir Yeniden Entegrasyonun Desteklenmesi**

**Hedef 3: Geri dönenler yeniden entegrasyonlarını etkileyen bireysel zorlukların üstesinden gelebilirler.** Geri dönen kişinin kendi kendine yetebilen bir birey haline gelmesini sağlamak, yeniden entegrasyon aşamasının temel kaygılarından biri olarak belirlenmiştir. Geri dönenlerin kapasitesini güçlendirmek için yeniden entegrasyon desteği sağlayan STK'ların yardımı (maddi ve teknik) ve onaylanması, bu yolla entegrasyonun orkestre edilmesi bir örnek olarak sunulmuştur. Bu örnekte orkestrasyon yönetim modelinin tamamlayıcı kapasiteler varsayımını izlemek mümkündür. Geri dönenlerin kapasitesini artırmaya yönelik eğitimlerde STK ve IOM'un çabaları birbirini tamamlamaktadır. STK'lar uzmanlığı ve eğitimi sağlarken, IOM AVRR sürecinin mali kaynaklarını ve lojistiğini sağlamaktadır.

**Hedef 4: Topluluklar yeniden entegrasyon için elverişli bir ortam sağlama kapasitesine sahiptir.** Topluluğun geri dönen göçmeni karşılama ve entegre etme kapasitesi, yeniden entegrasyonun etkinliği ve sürdürülebilirliği açısından kritik bir faktör olarak sunulmuştur. Yerel aktörlerin desteklenmesi ve çabalarının teşvik edilmesi, entegrasyon için araçların etkisini artırmaktadır. Bangladeş'teki sosyal girişim programı veya Sudan'daki toplum temelli yeniden entegrasyon programları bu çabanın iyi örnekleri olarak açıklanmıştır. IOM'nin orkestratör olarak STK'ları yetkin

aktörler olarak desteklemesi, onların sosyal girişimler üzerindeki etkisini artırması ve yeniden entegrasyona katkılarının etkisini artırması beklenmektedir.

**Hedef 5: Geri dönenlerin ve toplulukların özel ihtiyaçlarını karşılamaya yönelik yeterli politikalar ve kamu hizmetleri mevcuttur.** Yeniden entegrasyon aşamasının başarısı, menşe ülkenin sosyo-ekonomik, politik ve kurumsal bağlamıyla yakından ilgili olarak değerlendirilmiştir.

IOM, müdahale bölgesindeki STK'ların rollerini güçlendirmek için paydaşlar arasında koordinasyon ve işbirliğini mümkün kılan çeşitli Kapasite geliştirme eğitimleri düzenlemektedir. Bu eğitimler aracılığıyla hizmet verme kapasiteleri artan, teknik ve finansal desteklerden yararlanan STK'ların ilgili grupları göçmenlerin ve geri dönenlerin ihtiyaçlarını dikkate alan politika seçeneklerinin geliştirilmesine ve ihtiyaçlarını karşılayabilecek hizmetlerin sağlanmasına katkıda bulunacak müdahaleler tasarlamaya yönlendirmesi beklenmektedir.

### **Göçmenlerin Hassasiyetlerinin Dikkate Alınması**

**Hedef 6: Gönüllü geri dönüş ve yeniden entegrasyon süreci boyunca göçmenlerin hassasiyetleri ele alınmaktadır.** Bu hedef, hassas durumlardaki göçmenlerin özel ihtiyaçlarının tüm süreç boyunca dikkate alınmasına odaklanmaktadır. Kırılgan gruplara hizmet verilmesi kişiselleştirilmiş bir yaklaşım ve uzmanlık gerektirmektedir. Bu nedenle IOM'nin alanında uzmanlaşmış STK'ları faydalanıcı gruba gerekli desteği vermeye teşvik etmesi yönetim çabalarına önemli bir katkıyı temsil etmektedir.

Bu kapsamda bir diğer orkestrasyon çabası olarak IOM'nin Geri Dönüş Danışmanlığı El Kitabı'nda tanımlanan ilke ve prosedürler aracılığıyla, potansiyel geri dönenlerin özel ihtiyaçlarını ve hassasiyetlerini belirlemek için AVRR ortağı tüm STK'ların gündemlerini de yönlendirmesi de tartışılmıştır. Bu en genel anlamda dolaylı ve yumuşak teşvik yöntemleri ile orkestrasyonun bir örneği olarak değerlendirilebilir.

Bu örneklerle dayanarak tez, hükümetlerarası örgütlerin, özellikle de IOM'nin küresel göç yönetişiminin iyileştirilmesinde önemli bir rol oynadığını iddia etmektedir. Tez, IOM'nin AVRR'nin küresel yönetişimini geliştirmek için yönetişimin orkestrasyon modunu nasıl kullandığını göstererek bu iddiayı destekleyen kanıtlar sunmaktadır.

Ancak AVRR vaka çalışmasında tartışıldığı gibi IOM'nin hala ana yönetici olmaması ve kaynaklar ve yetki açısından kendi sınırlamaları olması nedeniyle kısıtlılıklar olabilmektedir.

Özetlemek gerekirse tez, hükümetlerarası kuruluşların düzenleyici kapasiteleri itibarıyla küresel göç yönetiminde önemli aktörler olduklarını iddia etmektedir. Araştırma, hükümetlerarası örgütlerin, özellikle de IOM'nin, göçün küresel yönetişiminin iyileştirilmesinde önemli bir rol üstlendiğini göstermektedir. Küresel göç yönetimindeki rollerinde, yönetişimin orkestrasyon modunu kullanarak, hükümetlerarası örgütler, aracı olarak hareket eden yerel aktörlerin desteğiyle konumlarını güçlendirebilir ve ortak yönetim hedeflerine yönelik ortak uygulamaların etkisini artırabilirler. Bu çabada orkestrasyon modu, hedef grupta davranış değişikliği sağlamaya çalışırken, Hükümetlerarası örgütlerin STK'lar aracılığıyla yumuşak ve dolaylı yollarla yönetmesine olanak tanımaktadır. Orkestrasyon merceklerini IOM'nin AVRR'deki yönetim sürecine uygulamak, IOM'nin AVRR'nin küresel yönetişimine ve genel olarak göçün küresel yönetişimine nasıl katkıda bulunduğunu anlamamızı sağlamaktadır.

Tezin bulguları, göç yönetişimi alanında hükümetlerarası örgütlerin ile yerel aktörler arasında daha fazla işbirliğini teşvik eden ve hükümetlerarası örgütlerin kapasitesinin güçlendirilmesini teşvik eden politikaları desteklemek için kullanılabilir.

Tezin literatür kapsamında önemi küresel göç yönetiminde hükümetlerarası örgütlerin rolüne ilişkin yeni bir bakış açısı sunması olarak değerlendirilebilir. Tezin kullandığı orkestrasyon çerçevesi, hükümetlerarası örgütlerin ortak hedeflere ulaşmak için yerel aktörler aracılığıyla yöneterek konumlarını nasıl güçlendirebileceklerini anlamak için değerli bir araçtır.

Gelecekteki araştırmalar için bir öneri, küresel göç yönetişiminin diğer alanlarında hükümetlerarası örgütlerin orkestrasyon rolü ilgili zorlukların ve fırsatların incelenmesi olabilir.

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### YAZARIN / AUTHOR

**Soyadı / Surname** : DEĞİRMENCİOĞLU GÖKÇE  
**Adı / Name** : Burçin  
**Bölümü / Department** : Uluslararası İlişkiler / International Relations

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