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List of acronyms

CBSA	Canada Border Services Agency
CPC	Canada Post Corporation
CPO	Canadian Passport Order
CSIS	Canadian Security Intelligence Service
COSMOS	Consular Services Management and Operations System
ESDC	Employment and Social Development Canada
eTA	Electronic Travel Authorization
ETD	Emergency Travel Document
FOAEAA	Family Orders and Agreements Enforcement Assistance Act
FRS	Facial Recognition Solution
FY	Fiscal Year
GAC	Global Affairs Canada
GCMS	Global Case Management System
GC	Government of Canada
ICAO	International Civil Aviation Organization
INTERPOL	International Criminal Police Organization
IRCC	Immigration, Refugees and Citizenship Canada
IRIS	Integrated Retrieval Information System
MOU	Memorandum of Understanding
MP	Member of Parliament
OAG	Office of the Auditor General of Canada
OGD	Other government department
PIK	Primary Inspection Kiosk
PKD	Public Key Directory
PQMP	Passport Quality Management Program
PSC	Public Safety Canada
PT	Provinces and Territories
QAP	Quality Assurance Program
RA	Receiving Agent
RCMP	Royal Canadian Mounted Police
SC	Service Canada
SCC	Service Canada Centre

Executive summary

Purpose scope and focus of the evaluation

The evaluation of the Passport Program was conducted in fulfilment of requirements of the Treasury Board 2016 *Policy on Results*, as well as commitments in various Treasury Board Submissions. Led by Immigration, Refugees and Citizenship Canada (IRCC), the evaluation was conducted in collaboration with Employment and Social Development Canada (ESDC) and Global Affairs Canada (GAC).

The evaluation assessed selected aspects of relevance and performance, covering the period since the program's transfer from GAC to IRCC (fiscal years 2013–2014 to 2017–2018)¹, and included the activities undertaken by IRCC, as well as by ESDC and GAC in accordance with their interdepartmental agreements with IRCC, primarily as they related to regular passports.

- As an area of focus, the evaluation examined client outcomes in Canada and abroad. It looked at the different approaches employed by partners (ESDC and GAC) in administering Passport Program services and considered how service delivery differs in Canada and abroad, as well as possible implications for client outcomes.
- It also examined the management of the Passport Program, synthesizing and building on findings from previous assessment work, with a focus on the effectiveness of service delivery partnerships and governance in support of program management and delivery in Canada and abroad.

The Passport Program Modernization Initiative (PPMI) and the sustainability of the Passport Program Revolving Fund were not assessed in the evaluation.

Overview of the Passport Program

The Passport Program provides passport and other travel document services to eligible Canadian citizens, permanent residents and refugees. The program is responsible for issuing, refusing to issue, revoking, withholding, cancelling, recovering and providing instructions on the use of Canadian passports and other travel documents.

At the time of the evaluation, the Passport Program issued seven different types of travel documents: regular passports, diplomatic passports, special passports, temporary passports, emergency travel documents, certificates of identity and refugee travel documents. Between fiscal years (FY) 2013–2014 to 2017–2018:

- a total of 24.97 million applications were received for travel documents, and a total of 24.89 million travel documents were issued; and
- the regular passport accounted for 99% of all applications received and travel documents issued.

In July 2013, primary responsibility for the Passport Program was transferred from GAC to IRCC. As a result, IRCC has full functional authority for the program, which includes: responsibility and accountability for program management, the administration of the Canadian Passport Order (CPO), and the provision of full program and policy support for program delivery. The department is also responsible for processing applications for diplomatic and special

¹ While the evaluation focused primarily on activities undertaken between 2013–2014 and 2017–2018, some data from 2018–2019 were also considered as part of the analysis.

passports, refugee travel documents, certificates of identity, and complex/high-risk applications for regular passports.

IRCC has negotiated Memoranda of Understanding (MOU) with both ESDC and GAC for the delivery of the Passport Program. The MOU with GAC was signed in 2009 and the agreement with ESDC was signed in 2013.

- ESDC, through Service Canada (SC), is the provider of passport services in Canada for regular passports. ESDC also manages the program's customer outreach and communication channels, including social media and the Passport Program call centres. At the time of the evaluation, in-person passport services in Canada were mainly delivered through a network of 34 SC Passport Offices and 315 Service Canada Centres (SCC) across Canada.
- GAC is the provider of passport services internationally for regular and temporary passports, as well as emergency travel documents. At the time of the evaluation, GAC offered 203 points of service through a network of Canadian missions abroad in support of the delivery of the Passport Program.

Conclusions and recommendations

Overall, the evaluation found that the Passport Program is aligned with IRCC and partner objectives and priorities and has demonstrated strong performance from a service delivery perspective, particularly in relation to meeting service standards for application processing times. Further, the program has implemented various integrity measures and established collaborative relationships with Canadian and international partners, which contribute to national and international security interests, as well as the recognition of the Canadian passport as a trusted and secure travel document. However, the evaluation also identified a few key challenges and areas for improvement.

Availability and accessibility of administrative data: The evaluation found that the administrative data that can be readily and reliably accessed on passport clients are limited, particularly for analysis purposes. Currently, administrative data on passport clients are primarily supporting operational needs to deliver the program. However, there are analytical needs which are currently underserved, such as those related to program integrity, policy, evaluation, performance measurement and reporting. While the department will be transitioning to the Global Case Management System (GCMS) with the PPMI, there have been delays and the current plan for the move to this new platform is not expected to address all of the data availability issues. Without a plan to address these data challenges, limitations will persist in IRCC's ability to appropriately support this type of work.

Thus, there is a need for a data management plan, including interim measures prior to program roll-out in GCMS as well as a plan for GCMS, to ensure that sufficient data on clients can be easily or reliably extracted and readily available to effectively support IRCC's broader departmental needs for robust policy development, program monitoring, measurement and planning, and reporting on results.

Recommendation 1: IRCC should put in place a data management plan to improve the availability of administrative data on passport clients for analysis purposes.

Passport Program client satisfaction survey: The evaluation found limitations with the methodology currently used for the Passport Client Satisfaction Survey which have led to challenges with reporting on survey results. While many of the tools needed to enhance the

survey methodology rely on the availability of administrative data on passport clients, there are also interim steps the department can undertake to enhance the quality and representativeness of the survey data. Further, the survey methodology must evolve in alignment with the Passport Program data management plan in order to continue to take advantage of the best available data.

Thus, there is a need for a plan to strengthen the Passport Client Satisfaction Survey methodology, so that survey results can be used with greater confidence in departmental reporting.

Recommendation 2: IRCC should develop and implement a plan to improve the survey methodology for the Passport Client Satisfaction Survey to ensure that survey results are robust and reliable.

Program management with partners: The Passport Program operates in a complex management and governance environment, with three departments, multiple committees, and different program delivery contexts. IRCC is responsible for program management and has functional authority for the Passport Program and the Revolving Fund, while ESDC and GAC are responsible for service delivery in Canada and abroad through MOUs with IRCC. The program is governed by several departmental and interdepartmental committees, each of which is responsible for some form of oversight, management and consultation. The evaluation found that program partners have varying understandings of program priorities, and there is a lack of clarity with respect to accountabilities and responsibilities, which has led to difficulties with program decision-making and coordination.

Thus, there is a need to re-examine the management and governance framework for the Passport Program, at the ADM and supporting levels, to ensure a common understanding of accountabilities and responsibilities, facilitate decision-making and coordination and establish clear leadership for the program.

Recommendation 3: IRCC, in collaboration with ESDC and GAC, should review and clarify departmental accountabilities and responsibilities for the Passport Program, as well as reconfirm decision-making authorities and governance processes to effectively support program management and delivery.

Understanding of passport application requirements: The evaluation found that there are challenges with clients' understanding of certain passport application requirements and responsibilities for safeguarding their passport. Although client survey results were generally positive, ESDC and GAC survey results raised client issues in relation to the clarity of the application forms, child applications, and documents and ID required. It was noted that clients are having difficulties, both in terms of understanding what is required in the application forms (e.g., guarantors), and the difficulties obtaining documents (e.g., court documents translated into English and French). ESDC and GAC survey results also suggested that clients do not always have an adequate knowledge of their responsibilities in safeguarding passports.

Ensuring that the Passport websites are coherent and up-to-date, and provide clear, easy to understand information, would support a greater understanding of passport requirements and responsibilities among clients.

Recommendation 4: IRCC, in collaboration with ESDC and GAC, should review and clarify the Passport information available to clients to ensure that the information is accurate, accessible, easy to find and reflective of the realities of applying for a passport in Canada and abroad.

Evaluation of the Passport Program – Management Response and Action Plan (MRAP)

There is a need for a data management plan, including interim measures prior to program roll-out in GCMS as well as a plan for GCMS, to ensure that sufficient data on clients can be easily or reliably extracted and readily available to effectively support IRCC's broader departmental needs for robust policy development, program monitoring, measurement and planning, and reporting on results

Recommendation 1

IRCC should put in place a data management plan to improve the availability of administrative data on passport clients for analysis purposes.

Response

IRCC agrees with this recommendation.

The Passport Program's decisions, the quality and effectiveness of its services, and its plans and strategies are informed by data. The quality and usefulness of these decisions, services, plans, and strategies depend on the availability, accessibility and methodology of the data collected by, and for, the Program.

Legacy systems currently limit the accessibility of data the Program currently collects but the Program will leverage future tools and capabilities to improve the collection and accessibility of data elements.

Building on the evaluation findings, a Program Data Management Plan is necessary to identify data needs for the Passport Program, as well as identify the requirements for progressive implementation including interim measures prior to the migration to GCMS.

Using the plan, resolutions to data concerns will be implemented when possible and as appropriate.

Actions

Action 1a: Review and confirm stakeholder roles and responsibilities to clarify their involvement in passport data management.

- Accountability: Lead CPPG-PPM and OPPB. Support CDO, TDSS, PMPO
- Completion date: Q4 2019–2020

Action 1b: Complete the review of the Passport Program Business Glossary, which will ensure consistency in data definitions and collection methodology and inform the Data Management Plan to be completed under Action 1c.

- Accountability: Lead CPPG-PPM and CDO. Support OPPB, TDSS, PMPO
- Completion date: Q2 2020–2021

Action 1c: Develop a Data Management Plan to address identified gaps in data and advance necessary improvements for analysis both for the interim solution (IRIS) and for GCMS.

- Accountability: Lead CPPG-PPM and OPPB. Support CDO, TDSS, PMPO
- Completion date: Q3 2020–2021

There is a need for a plan to strengthen the Passport Client Satisfaction Survey methodology, so that survey results can be used with greater confidence in departmental reporting.

Recommendation 2

IRCC should develop and implement a plan to improve the survey methodology for the Passport Client Satisfaction Survey to ensure that survey results are robust and reliable.

Response

IRCC agrees with this recommendation.

The Passport Client Satisfaction survey is the method through which the Passport Program gathers information from clients on the effectiveness of its service delivery and on client expectations about the Program. This information is used to inform program plans and is a key data source used to report on Program results achievement. Methodological gaps were found that may skew the information and could impact the usability and effectiveness of the data.

Given the critical nature of this data collection and use of results for Departmental and Program reporting, the Program has already begun putting measures in place to address the issues identified through the evaluation to improve the methodology for the 2018 cohort survey and to revise the methodology and collection methods for 2019 cohort.

Actions

Action 2a: Review and realign roles and responsibilities for conducting the Passport Program survey.

- Accountability: Lead OPPB and CEB. Support CPPG-SDP
- Completion date: Complete

Action 2b: Revise 2019 survey methodology to address data and sampling concerns and implement the new methodology.

- Accountability: Lead CEB. Support CPPG-SDP
- Completion date: Q4 2019–2020

Action 2c: Review and update the Passport Program logic model and revise the Performance Information Profile (PIP) indicators and outcome statements.

- Accountability: Lead CPPG-SDP. Support SPP and R&E
- Completion date: Q1 2020–2021

There is a need to re-examine the management and governance framework for the Passport Program, at the ADM and supporting levels, to ensure a common understanding of roles, responsibilities and accountabilities, facilitate coordination and establish clear leadership for the program.

Recommendation 3

IRCC, in collaboration with ESDC and GAC, should review and clarify departmental accountabilities and responsibilities for the Passport Program, as well as reconfirm decision-making authorities and governance processes to effectively support program management and delivery.

Response

IRCC agrees with this recommendation.

While the Passport Program is managed through IRCC, its delivery is achieved through partnerships with ESDC and GAC. Ensuring alignment of objectives, priorities and program delivery is achieved through partnership agreements and strong governance, promoting clarity around roles and responsibilities between partners.

Clarity around the roles and responsibilities of all involved parties, at the ADM and supporting levels, and a shared understanding of respective accountabilities, along with the associated governance, are essential for effective Program decision-making and direction-setting.

Actions

Action 3a: Complete a review of the agreements with service delivery partners (ESDC and GAC), to ensure the roles and responsibilities of all involved parties are up to date.

- Accountability: Lead CPPG-SDP. Support ESDC, GAC
- Completion date: GAC MOU completed in 2019. ESDC MOU Q1 2020–2021

Action 3b: Complete a review of Passport Program governance, including service delivery partners. Report findings with recommendations for improvement.

- Accountability: Lead: CPPG-SDP
- Completion date: Q1 2020–2021

Action 3c: Revise governance structure, terms of reference and committee membership based on the results of the review of the above.

- Accountability: Lead: CPPG-SDP
- Completion date: Q2 2020–2021

Ensuring that the Passport websites are coherent and up-to-date, and provide, clear, easy to understand information, would support a greater understanding of passport requirements and responsibilities among clients.

Recommendation 4

IRCC, in collaboration with ESDC and GAC, should review and clarify the Passport information available to clients to ensure that the information is accurate, accessible, easy to find and reflective of the realities of applying for a passport in Canada and abroad.

Response

IRCC agrees with this recommendation, and in collaboration with ESDC and GAC, will review and ensure that the Passport information is evergreen, accurate, easy to find and available to clients and staff.

A review of website content will ensure the information is accurate and up to date, and the website functionality will be reviewed from a client experience viewpoint.

The Passport Program has a regular forms review cycle to ensure forms are updated and client centric. Note: Major form changes identified due to policy change or modernization will be implemented and tracked separate from this MRAP.

Reviewing and/or developing policy, tools and training in consultation with delivery partners and other program stakeholders is essential to maintaining a client-centric approach to service.

Actions

Action 4a: Complete a review of webpages to improve information available to clients.

- Accountability: Lead CPPG-PPM. Support CEB/Communications
- Completion date: Q3 2020–2021

Action 4b: To improve the information available to clients, the Program will plan and update new web content and functionality where necessary, in consultation with service delivery partners and other program stakeholders and conduct final client usability testing.

- Accountability: Lead CPPG-PPM. Support CEB/Communications
- Completion date: Q2 2021–2022

Action 4c: Update passport application forms to incorporate needed changes as part of the Passport program's regular review cycle.

- Accountability: Lead CPPG-PPM. Support Communications
- Completion date: Q3 2020–2021

Action 4d: i) Review the Passport program operational policy plan and identify opportunities to enhance client service.

- Accountability: Lead CPPG-PPG. Support HRB-LDD
- Completion date: Q4 2019–2020

Action 4d: ii) Develop a learning solution for the Passport Program, to identify training need in support of service delivery partners domestically and abroad.

- Accountability: Lead: CPPG-PPG and CPPG-SDP. Support: HRB-LDD
- Completion date: Q4 2020–2021

1. Introduction

1.1 Purpose of the evaluation

The evaluation of the Passport Program was conducted in fulfilment of requirements of the Treasury Board 2016 *Policy on Results*, as well as commitments in various Treasury Board Submissions. Led by the Evaluation Division at Immigration, Refugees and Citizenship Canada (IRCC), the evaluation was conducted in collaboration with the respective evaluation teams at Employment and Social Development Canada (ESDC) and Global Affairs Canada (GAC).

The evaluation assessed selected aspects of the relevance and performance of the Passport Program and was intended to provide an integrated results picture for the program as a whole, including a synthesis of recent and past results information and findings. The period covered by the evaluation includes activities undertaken by IRCC, as well as by ESDC and GAC in accordance with their interdepartmental agreements with IRCC, between fiscal years (FY) 2013–2014 and 2017–2018. Data from 2018–2019 were also considered as part of the analysis.

1.2. Program profile

The Passport Program provides passport and other travel document services to eligible Canadian citizens, permanent residents and refugees. The program is responsible for issuing, refusing to issue, revoking, withholding, cancelling, recovering and providing instructions on the use of Canadian passports and other travel documents.

In July 2013, primary responsibility for the Passport Program was transferred from GAC to IRCC. As a result, IRCC has full functional authority for the program, which includes: responsibility and accountability for program management, the administration of the *Canadian Passport Order* (CPO), and the provision of full program and policy support for program delivery (including its policy framework and development, functional guidance, programming, finances, integrity, and the IT platform).

In accordance with the CPO, the Minister of Immigration, Refugees and Citizenship is responsible for issuing, refusing to issue, revoking, withholding and cancelling Canadian passports in all instances with the exception of cases involving national security and terrorism, where the Minister of Public Safety and Emergency Preparedness is the decision-making authority (as of 2015). Further, IRCC is responsible for processing applications for diplomatic and special passports, refugee travel documents, certificates of identity, and complex/high-risk applications for regular passports.

The Passport Program issues many different types of travel documents to eligible Canadians and non-Canadians (i.e., permanent residents and refugees). A brief description of the various travel documents issued by the program is provided in the next table.

Table 1: Travel documents issued to Canadian citizens by the Passport Program

Travel document	Description
<p>Regular passport</p> 	<ul style="list-style-type: none"> • Issued to: Canadian citizens • Validity: 5 to 10 years for adults, 5 years for children (15 years and under)
<p>Diplomatic passport</p> 	<ul style="list-style-type: none"> • Issued to: Canadian diplomats, senior government officials, diplomatic couriers and private citizens nominated as official delegates to international diplomatic conferences • Validity: 5 years
<p>Special passport</p> 	<ul style="list-style-type: none"> • Issued to: Persons representing the Canadian government on official business, including members of the Canadian military and the Privy Council who are not members of Cabinet, members of Parliament, provincial Cabinet members, public servants, and private citizens nominated to non-diplomatic conferences • Validity: 5 years
<p>Temporary passport</p> 	<ul style="list-style-type: none"> • Issued to: Canadian citizens outside Canada who require passport services while their regular passport application is being processed • Validity: 1 year
<p>Emergency travel document</p> 	<ul style="list-style-type: none"> • Issued to: Canadian citizens outside Canada for a single-journey direct return to Canada or to the nearest Government of Canada (GC) office where more comprehensive passport services can be obtained • Validity: 1 trip

Table 2: Travel documents issued to non-Canadian citizens by the Passport Program

Travel document	Description
<p>Certificate of identity</p> 	<ul style="list-style-type: none"> • Issued to: Permanent residents who are not yet Canadian citizens, who are stateless or who are unable to obtain a national passport for a valid reason • Validity: 5 years
<p>Refugee travel document</p> 	<ul style="list-style-type: none"> • Issued to: Persons in Canada with protected persons status, including United Nations Convention refugees and persons in need of protection • Validity: 5 years

1.2.1. Program delivery

IRCC has negotiated Memoranda of Understanding (MOU) with both ESDC and GAC for the delivery of the Passport Program. The MOU with GAC was signed in 2009 and the agreement with ESDC was signed in 2013.² A brief description of partner roles and responsibilities as they relate to the delivery of passport services is provided below.

In-Canada service delivery

ESDC, through Service Canada (SC), is the provider of passport services in Canada and is responsible for application intake and assessing eligibility on applications for regular passports, and printing regular passports for applications submitted in Canadian missions abroad. ESDC also manages the program's customer outreach and communication channels for passport services, including social media and the Passport Program call centres.

Domestic services are mainly delivered through a network of SC Passport Offices and Service Canada Centres (SCC):

- **SC Passport Offices** offer full, in-person passport services, including providing general information to clients, accepting and reviewing client application forms, verifying supporting documentation and pictures, accepting payments, entering application data into the passport issuance system, and processing applications for eligibility and entitlement. Passport Offices also offer expedited services, e.g., urgent and express. At the time of the evaluation, there were 34 SC Passport Offices across Canada offering full passport services. Passport Offices are located in each of Canada's provinces, with the exception of Prince Edward Island.³
- **Service Canada Centres (SCCs)** accept standard passport applications in person via Receiving Agents (RAs), provide general information to clients, accept payments, validate supporting documents, review applications for completeness, and send applications for processing. In FY 2016–2017, the program undertook a major expansion of Service Canada's in-person passport service delivery network, more than doubling the number of SCCs offering passport services from 151 to over 300. At the time of the evaluation, there were 315 SCCs offering passport services.

In addition to in-person services, Canadians living in Canada or the United States can send their passport applications via mail or courier to the program's processing centre in Gatineau, Quebec. Canadians can also contact a Member of Parliament (MP) for assistance with their passport application, e.g., obtain application documents, review the accuracy and completeness of an application, and send applications to a Passport Office, a SCC or a processing centre.

Until December 2017, Canadians were also able to submit their applications in-person at select Canada Post Corporation (CPC) offices across Canada via RAs, which provided similar passport services to those offered by SCCs. However, due to low application volumes, the program began phasing out services delivered by CPC in May 2017, which coincided with the expansion of the SCC passport service delivery network. While CPC no longer provides passport services, clients were still able to obtain passport application forms at CPC locations at the time of the evaluation.

² A new MOU was signed with GAC in October 2019 after the reporting period for the evaluation.

³ There are no SC Passport Offices located in Prince Edward Island, Nunavut, Northwest Territories or Yukon.

Table 3: Travel document applications received by in-Canada service channels, FY 2013–2014 to 2017–2018

Service channel	2013–2014	2014–2015	2015–2016	2016–2017	2017–2018
Passport offices	3,273,462	3,419,251	3,195,484	3,306,830	2,997,783
Receiving agents*	665,471	696,047	682,788	813,399	1,025,381
Mail-in (Canada and US)	712,930	705,127	657,157	685,951	634,522
Member of parliament	106,173	102,416	63,392	72,668	67,388
IRCC**	20,533	23,555	28,035	35,591	41,470
Total	4,778,569	4,946,396	4,626,856	4,914,439	4,766,544

*Data includes applications received by SCCs and CPC offices.

**Data includes applications for official travel (i.e., diplomatic passports and special passports) and travel documents for non-Canadians (i.e., certificate of identity and refugee travel documents). IRCC is responsible for processing applications for these types of travel documents.

Source: Central Index (CI) – Integrated Retrieval Information System (IRIS)

International service delivery

GAC is the provider of international passport services through a network of Canadian missions abroad. Missions are responsible for application intake and assessing eligibility of passport applications, the printing of temporary passports and emergency travel documents (ETD), as well as the managing of the secure delivery and storage of personalized passports shipped to missions abroad.

At the time of the evaluation, GAC offered 203 points of service abroad in support of the delivery of the Passport Program, including partial-⁴ and full-service⁵ missions. Between FY 2014–2015 and 2018–2019, administrative data indicated that 128 missions abroad had processed a total of 822,945 applications for regular passports, with over half of all applications being processed by missions in Asia (31%) and Europe (27%).⁶

Further, administrative data showed that between 2014–2015 and 2018–2019 a total of 129 missions processed 16,811 applications for ETDs and a total of 120 missions processed 43,662 applications for temporary passports.

1.2.2. Program financial and human resources

The funding model used to administer passport services is a revolving fund as set out in the Revolving Funds Act. Through the Passport Revolving Fund, the program operates on a full cost-recovery basis, financing its operations from fees charged for passports and other travel document services. The Passport Program business cycle is a 10-year period during which activities and revenues are expected to fluctuate in response to the rise and fall of demand for travel documents. The current 10-year business cycle will conclude in 2022–2023.

1.3. Profile of passport program clients

Data from the Passport Program’s issuance system, the Integrated Retrieval Information System (IRIS) showed that, between April 1, 2013 and March 31, 2018, 24.97 million applications were received for travel documents and 24.89 million travel documents were issued. More detailed information on travel document applications received and travel documents issued are provided in the sub-sections below.

⁴ Partial-service missions issue ETDs only.

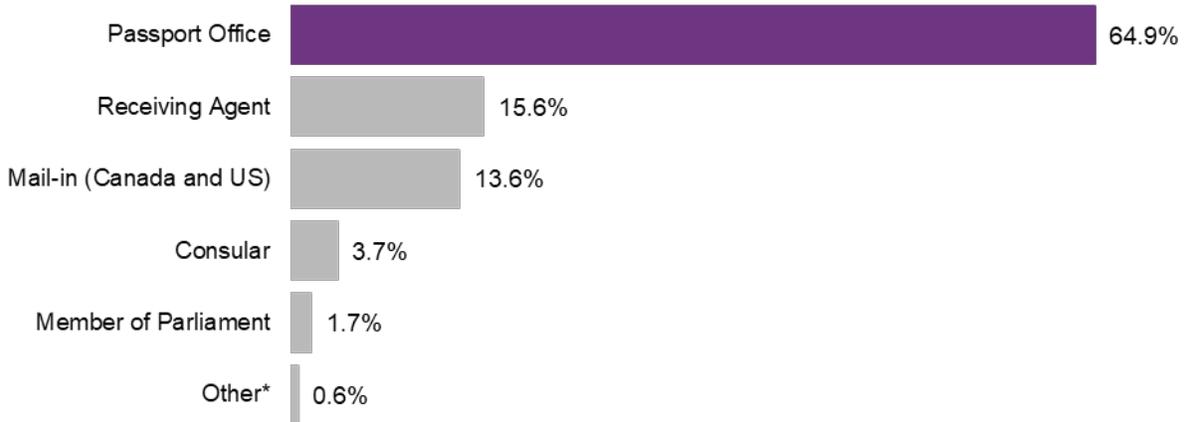
⁵ Full-service missions issue regular passports, temporary passports and ETDs.

⁶ Additional data on the regional distribution of application processing is presented in Annex E.

1.3.1. Travel document applications received

Between FYs 2013–2014 and 2017–2018, a total of 24.97 million applications were received for travel documents, of which 99% were for regular (blue) passports. Overall, clients favoured in-person service channels for submitting their regular passport applications. Passport Offices and RAs received 81% of all travel document applications.

Figure 1: Travel document applications received by service channel, FY 2013–2014 to 2017–2018

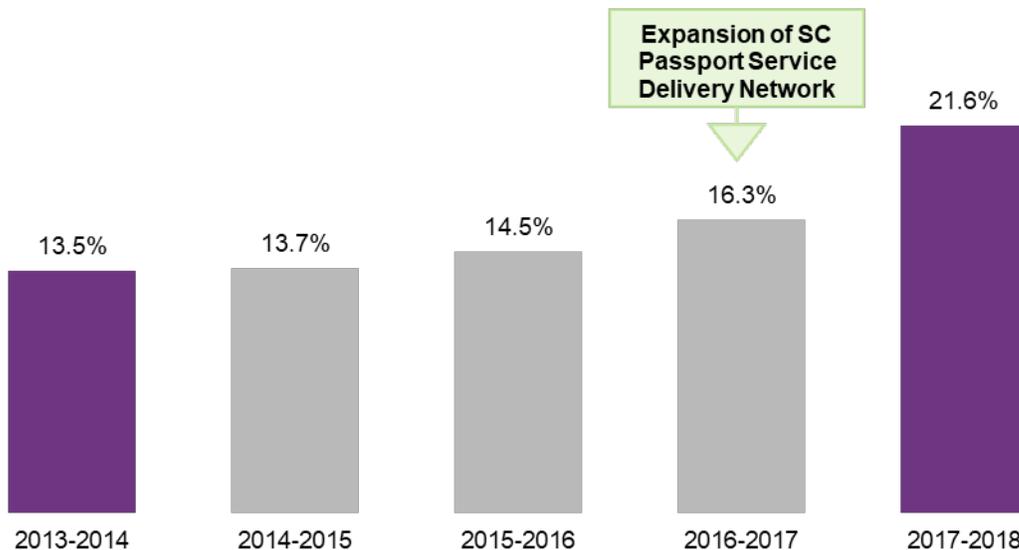


*Data includes applications for official travel (i.e., diplomatic passports and special passports) and travel documents for non-Canadians (i.e., certificate of identity and refugee travel documents). IRCC is responsible for processing applications for these types of travel documents.

Source: Central Index (CI) – IRIS

While Passport Offices were the preferred service channel, receiving by far the most applications during the reporting period, the number of in-Canada passport applications received by SCCs increased by approximately 59%. As shown in Figure 2, the proportion of in-Canada passport applications received by SCCs steadily increased between FY 2013–2014 and 2017–2018, corresponding with the expansion in the number of SCCs offering in-person passport services.

Figure 2: Proportion of in-Canada passport applications received by SCCs, FY 2013–2014 to 2017–2018



Source: Central Index (CI) – IRIS

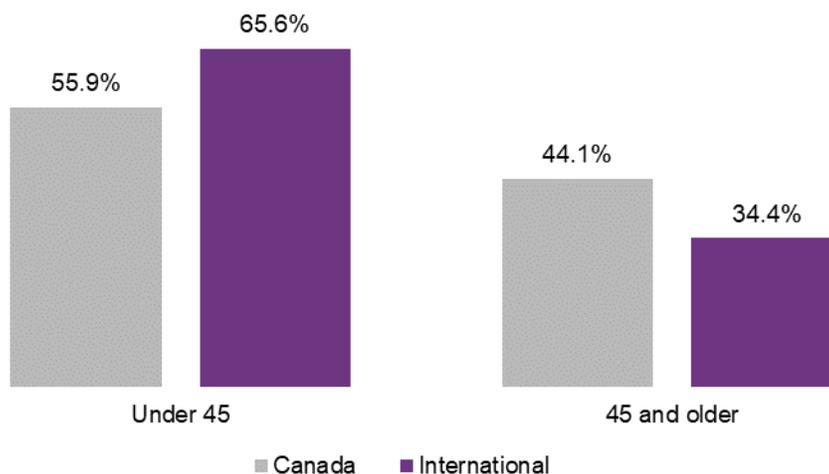
In terms of the types of regular passport applications received during this period, data showed that the majority (81%) were adult applications while 19% of applications were for children (under 16). Most (72%) adult applications were renewals, 19% were re-applicants⁷, and 10% were first-time applicants. It should be noted that the proportion of adult first-time applications dropped during the reporting period, from 12% in FY 2013–2014 to 7% in 2017–2018.

1.3.2. Travel documents issued

Between FYs 2013–2014 and 2017–2018, a total of 24.89 million travel documents were issued, of which regular (blue) passports accounted for 99%. Nearly all regular passports (97%) were issued in Canada and most (82%) were issued to adults. Administrative data showed that:⁸

- Adult clients have a strong preference for the 10-year validity passport, as the proportion of 5-year validity adult regular passports steadily dropped each FY from 40% in 2013–2014 to 11% in 2017–2018 (as shown in Appendix E).
- More than half of regular passports (56%) were issued to clients under the age of 45. The age makeup of domestic and international passport clients differs somewhat. Two thirds of clients abroad were under the age of 45, compared to 56% of in-Canada clients. Further, 28% of clients abroad were under the age of 18, compared to 20% of in-Canada clients.
- Additionally, the majority of regular passports were issued to Canadian-born clients (75%) while 25% were issued to clients born in another country. Of the passports issued to foreign-born clients, the most common countries of birth are India, China, the United Kingdom (UK), the Philippines and the United States of America (USA).

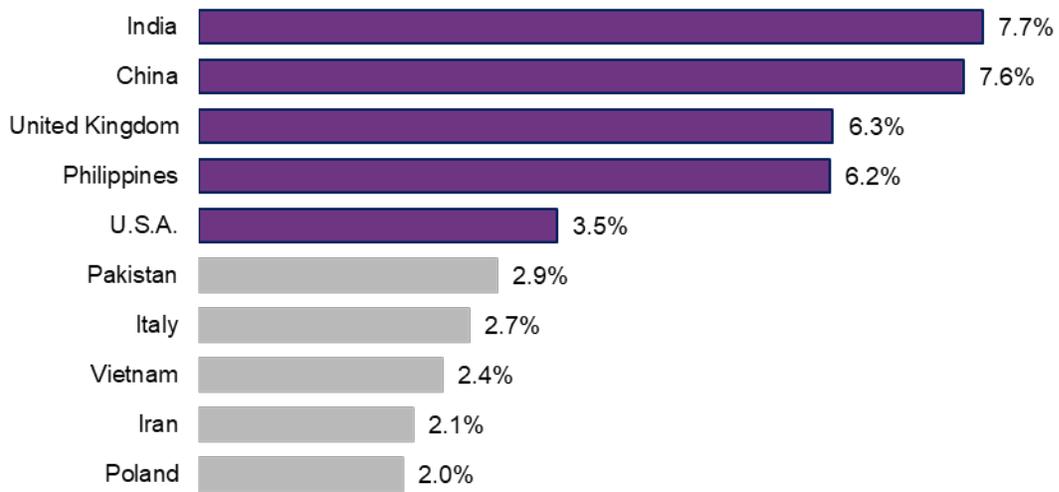
Figure 3: Regular passports issued by age group (under 45 and 45 and older), FY 2013–2014 to 2017–2018



Source: Central Index (CI) – IRIS

⁷ Individuals cannot submit a renewal application if their current passport has been expired for more than one year, if it is damaged, reported lost or stolen, or if they want to change the name, gender, date of birth and/or place of birth appearing on it.
⁸ Only limited administrative data could be obtained on passport clients for the evaluation. See Section 2.3 for more information.

Figure 4: Top-10 countries of birth of foreign-born passport clients, FY 2013–2014 to 2017–2018



Source: Central Index (CI) – IRIS

2. Methodology

2.1. Evaluation scope, focus and questions

The evaluation scope and approach were determined during the planning phase, in consultation with IRCC branches involved in the design, management and delivery of the Passport Program, as well as GAC and ESDC. The evaluation assessed selected aspects of relevance and performance, covering the period of FY 2013–2014 to 2017–2018, and was guided by the program logic model, which outlines the expected immediate and intermediate outcomes for the program (see Annex A). The evaluation included the activities undertaken by IRCC, as well as by ESDC and GAC on behalf of IRCC, primarily as they related to regular passports (which accounted for 99% of all travel documents issued during the reporting period for the evaluation).

As a primary area of focus, the evaluation examined client outcomes in Canada and abroad. Emphasis was placed on assessing program outcomes related to the experience of clients with Passport Program services and the Canadian passport, as well as their understanding of the application requirements and their responsibilities as passport holders. The evaluation also looked at the different approaches employed by partners (ESDC and GAC) in administering Passport Program services and considered how service delivery differs in Canada and abroad, as well as possible implications for client outcomes.

As the other main area of focus, the evaluation examined the outcome around effective management of the Passport Program, synthesizing and building on findings from previous assessment work. The evaluation focused on the effectiveness of service delivery partnerships and governance in support of program management and delivery in Canada and abroad.

Modernization projects that were not yet completed (underway, in development or in the planning stages), such as the Passport Program Modernization Initiative (PPMI),⁹ Next Generation of ePassport, Passport Modernization Abroad Project, Microfilm Digitization or the Online Payment Tool were not assessed in the evaluation. The outcome pertaining to the sustainability of the Passport Program Revolving Fund was also not assessed, as an Internal Audit of Budgeting and Forecasting for the Allocation of Costs to the Passport Revolving Fund had been completed in 2016.

The evaluation was conducted internally by IRCC's Evaluation Division. The evaluation questions are presented in Annex B.

⁹ Elements of the PPMI were reviewed as part of the Internal Audit of Passport Integration with the Global Case Management System, completed in 2016.

2.2. Data collection methods

Data collection and analysis for the evaluation took place from February to September 2018 and included multiple quantitative and qualitative lines of evidence.

Table 4: Lines of evidence

Lines of evidence	Description
Document review	Relevant program documents were reviewed to gather background and context on the Passport Program, and included: historical program documentation, foundational documents, program and policy documentation, annual reports, business plans, international reports and comparisons.
Interviews	A total of 35 interviews were conducted with 45 individuals, gathering stakeholder perspectives on Passport Program management, relevance, intended outcomes, and effectiveness of the relationships between internal and external stakeholders to IRCC. Key informants included representatives from IRCC, ESDC, GAC, Other government department (OGD), and international partners. Further, two focus groups were conducted with nine employees from the Passport Call Centres.
Administrative data review	Available administrative and performance data were collected and used to provide information on the program, including service standards, business assurance, quality management and program integrity. Further, client data was collected using the Central Index – Integrated Retrieval Information System (IRIS) and the Consular Services Management and Operations System (COSMOS) to provide a profile of Passport Program clients.
Survey of GAC and ESDC employees	<p>Two surveys were conducted in Summer 2018 to collect information from front-line employees who handle passport applications, which includes passport officers, receiving agents, and consular officers. Surveys were administered online and in both official languages.</p> <ul style="list-style-type: none"> • ESDC survey was administered via ESDC through a cascade method to service delivery employees in all Service Canada Passport Offices (34) and Service Canada Processing Centres (2), and was intended to be administered to a sample of 51 SCCs using a sampling strategy based on processing volumes and geographic distribution. A total of 680 employees completed the survey, covering all provinces and territories (except Nunavut), all SC Passport Offices and Processing Centres, as well as 82 SCCs.¹⁰ The cascade approach did not permit the calculation of a response rate. • GAC Survey was administered via email to all GAC employees who have active accounts for handling passport applications. A total of 388 GAC employees completed the survey, with a response rate of 60%, representing 96% of all Canadian missions abroad.
Analysis of results from the 2017 Passport Program client surveys	<p>IRCC conducts annual Passport Program client surveys which collect information on passport client experience and satisfaction with program services.¹¹</p> <ul style="list-style-type: none"> • Client Satisfaction Survey in Canada was administered between February 11 and March 22, 2018. The survey was conducted via telephone. A 411 reverse lookup method was used to find telephone numbers for a sample of clients, who were then called and invited to participate. A total of 2,503 clients completed the survey. • Client Satisfaction Survey Abroad was administered between November 23, 2017 and March 31, 2018. The survey was conducted online. An invitation with a general survey web address was inserted into the passport issued and sent to clients during the survey period. A total of 3,994 clients completed the survey.
Synthesis of previous assessment work	Consisted of a review of internal audits (IRCC), evaluations (ESDC and GAC), and other reviews and analyses.

¹⁰ Respondents included 411 employees working in a SC Passport Office, 227 in a SCC and 42 in a Processing Centre.

¹¹ While the IRCC Passport Client Satisfaction Survey has been administered annually to clients in Canada since 2014, the survey conducted in 2018 marked the first time for a survey to be administered to clients abroad.

2.3. Limitations and considerations

Overall, the evaluation design employed numerous qualitative and quantitative methodologies. While different lines of evidence did not always provide converging results, efforts were made to reduce information gaps and highlight areas of limitation. The triangulation of multiple lines of evidence, along with the mitigation strategies used in this evaluation are considered sufficient to ensure that the findings are reliable and can be used with confidence.

The IRCC Evaluation Team experienced challenges with data collection, particularly regarding availability of administrative data and surveys. These challenges made it difficult to fully report on the performance of the Passport Program. Notable challenges included:

- **Availability of administrative data on passport clients:** The evaluation found that there is very limited data available on the characteristics of the passport client population to support analysis and survey administration purposes. While passport applications are scanned and stored in IRIS, not all data fields are entered into the passport database (e.g., client telephone numbers and email addresses) and some data are not captured in a way that they can be easily or reliably extracted (e.g., information on province of residence, country of residence and type of citizenship), leading to inaccuracies with the data. At the time of the evaluation, work was underway to migrate the Passport Program to the Global Case Management System (GCMS), but this work had experienced delays and the move to this new platform was not expected to resolve all the data availability issues.
- **Client survey results and methodology:** Difficulties accessing client contact information (i.e., telephone numbers and email addresses) created limitations for the administration of the Passport Client Satisfaction Survey, both in Canada and abroad. At the time of the evaluation, IRCC had to undertake mitigating survey data collection strategies to contact passport clients for its annual survey.¹² In particular, the mitigation strategy used for the in-Canada client survey introduced a survey bias in favour of older populations and males for the survey of 2017 passport clients. Furthermore, data gaps on client characteristics (as noted in the previous paragraph) led to limitations in assessing and ensuring the representativeness of survey results.
- **Survey of ESDC Employees:** The IRCC Evaluation Team had limited direct access to ESDC employees to conduct a survey of all frontline Passport employees. As such, a cascade method was used to survey employees, resulting in the survey being sent from ESDC headquarters to select offices¹³ across Canada through an email forwarding exercise. Due to this approach, IRCC was unable to control which offices and frontline Passport employees received a survey, introducing a potential survey bias. Of note, employees from SCCs not included in the sampling strategy participated in the survey.

¹² Refer to section 2.2 for an overview of the methodologies used to survey clients in Canada and abroad.

¹³ Refer to section 2.2 for an overview of the types of offices included in the survey of ESDC employees.

3. Relevance

3.1. Alignment with IRCC objectives and priorities

Finding: The management and accountabilities of the Passport Program are consistent with IRCC's mandate in relation to citizenship and aligned with departmental objectives and priorities related to its services and identity management.

Overall, interviews and program documents indicated that there is a clear link between IRCC's responsibilities for the Passport Program and its mandate in relation to citizenship.

IRCC is responsible for administering the Citizenship Act and entitlement to a Canadian passport is predicated on having Canadian citizenship. As part of its core responsibilities, IRCC issues secure and internationally recognized Canadian citizenship and travel documents to ensure that Canadians can participate fully in civic society and that travel is facilitated across borders while contributing to international and domestic security. These activities support the achievement of IRCC's Departmental Result: Canadians' international travel is facilitated.

Interviews confirmed that the management and accountability of the Passport Program are aligned with IRCC's mandate as well as its objectives and priorities, specifically in relation to:

- identity management; and
- the department's continuum of services, which flows from immigration to citizenship and then to the provision of passports.

3.2. Alignment with partner objectives and priorities

Finding: The approach to service delivery used by the Passport Program is consistent with the mandates of partner departments in providing services to Canadians in Canada and abroad.

Overall, interviews and program documents indicated that the roles and responsibilities associated with the delivery of the Passport Program are aligned with the mandates, objectives and priorities of ESDC and GAC. It was noted in the interviews and corporate documents that the departments have mandates to support the delivery of services and programs to Canadians in Canada and abroad:

- ESDC core responsibilities include the delivery of programs and services on behalf of other federal government organizations, which includes passport services delivered on behalf of IRCC.¹⁴
- GAC core responsibilities include the delivery of government services to Canadians abroad, which includes the provision of passport services.¹⁵

With regards to program alignment with GAC's mandate and priorities, data collected from interviews pointed to a stronger link between the provision of temporary passports and ETDs and the delivery of consular services, including dealing with complex cases and Canadians in distress (e.g., lost or stolen passports). It was suggested that there may be less alignment between GAC's consular activities and the processing of routine, non-urgent regular passport applications.

¹⁴ Employment and Social Development Canada (ESDC) (2018). *2018–2019 Departmental Plan*, p. 51.

¹⁵ Global Affairs Canada (GAC) (2018). *Departmental Plan 2018–2019*, p. 27.

4. Effectiveness of service delivery

4.1. Meeting service standards

Finding: Generally, service standards for processing times were exceeded for passport applications during the evaluation period. While program performance against service standards for passport applications processed abroad steadily declined during this period, recent changes have resulted in improvements in service standard performance.

The Passport Program has established service standards for its suite of travel documents and services that it offers to Canadians and non-Canadians in Canada and abroad, though service standards will vary for each service channel.

Table 5: Service standards for regular passport* services in Canada and abroad

Services	Service standard
Regular passport services for Canadians in Canada	
Passport application in person at Passport Offices	10 business days
Passport application by mail	20 business days
Passport application in person at a receiving agent site	20 business days
Regular passport services for Canadians abroad	
Regular passport application at a GC office abroad	20 business days

*Service standard for temporary passports and ETDs is under 20 business days, and 90% of complete applications are processed within announced processing times.

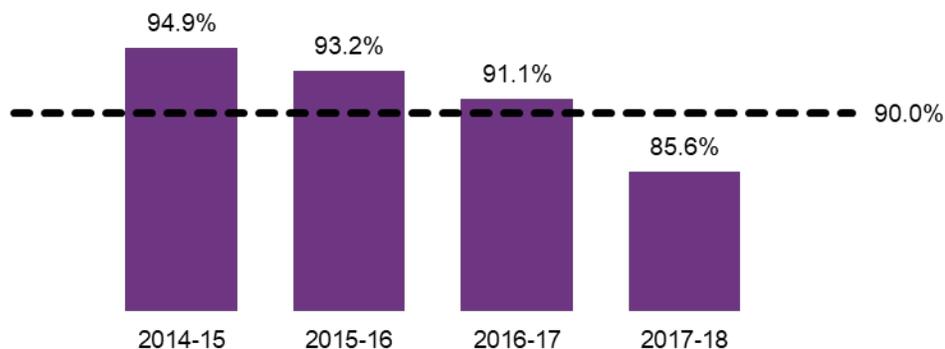
4.1.1. Meeting service standards in Canada

Administrative data showed that nearly all passport applications for each service channel in Canada were processed within the program's service standards. On average, 99.3% of regular passport applications in Canada were processed within service standards each FY during the reporting period.

4.1.2. Meeting service standards abroad

Administrative data showed that, overall, passport applications abroad were processed within service standards for three of the four FYs reviewed for the evaluation (2014–2015 to 2016–2017). However, mission performance in meeting the service standard steadily declined during this period, dropping to 86% (below service standards) in 2017–2018.

Figure 5: Proportion of passports that were delivered abroad within the service standard (within 20 days of receiving a complete application)



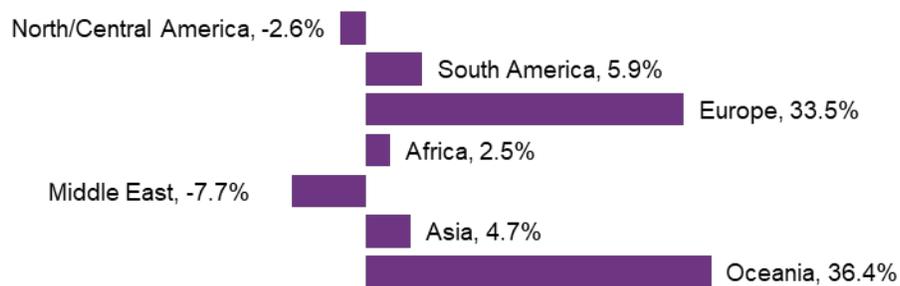
Source: COSMOS

Administrative data indicated that overall mission service standard performance was largely impacted by certain high- and medium-volume missions that did not meet the service standard for all or some of the FYs during the reporting period. Data on select high- and medium-volume missions that did not meet the service standard is presented in Appendix E.

Document review, GAC employee survey results and interviews highlighted challenges that have impacted the capacity of some missions to deliver passport services effectively and efficiently. Key challenges are described below.

- GAC service delivery network context:** Points of service abroad are distributed across different countries, each with different operating environments. This can introduce particular challenges for staff delivering passport services or for clients accessing services across the international network. Results from the GAC employee survey showed that 70% of respondents reported that clients encounter issues (sometimes, often or always) with the local environment when accessing passport services or information. Further, analysis of available data from IRCC’s Domestic Network suggested that mission staff may be encountering disproportionately larger volumes of complex files requiring an integrity referral to IRCC, compared to their in-Canada counterparts. For example, in 2017–2018, passport applications received by missions abroad represented 4% of total application volumes yet represented 28% of complex files that were referred to IRCC’s Case and Risk Management section within the Domestic Network.¹⁶
- Introduction of electronic travel authorization (eTA) requirements:** The introduction of eTA requirements¹⁷ in November 2016 resulted in a considerable increase of passport applications processed by some missions abroad, particularly in Europe and Oceania. Overall, missions in Europe processed an additional 13,460 applications in FY 2016–2017 compared to the previous FY, representing an increase of approximately 34%. Similarly, in Oceania, volumes increased by 3,228 applications, representing an increase of approximately 36%.

Figure 6: Percentage change in passport applications processed abroad between FY 2015–2016 and 2016–2017, by region



Source: COSMOS

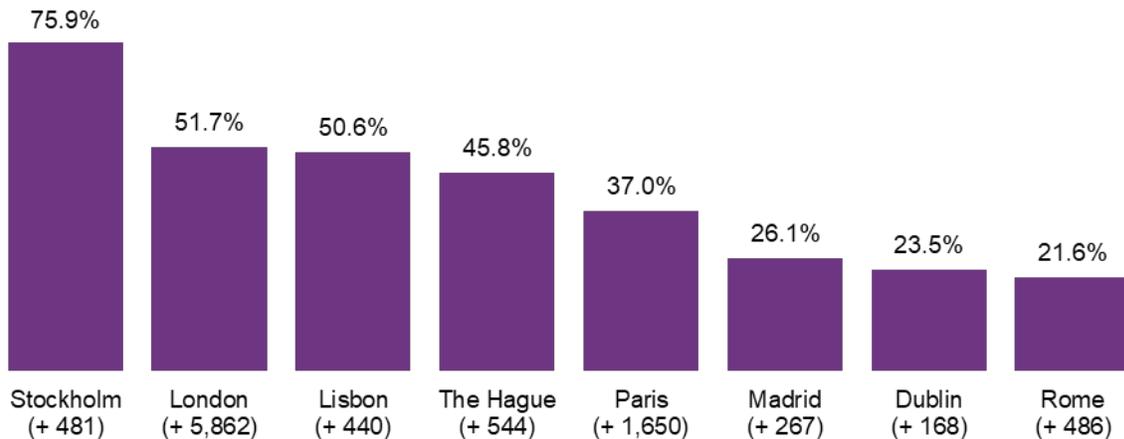
An examination of increases at the mission level revealed that surges in processing were mainly localized in some high- and medium-volume missions. The extent of the increases varied as did some missions’ capacity to process applications within the service standard. Further, some of the missions experiencing volume surges had a disproportionate impact on the overall performance of the international network. Similarly, GAC’s evaluation of the

¹⁶ Data was only available for this section, which represents the highest volume of files referred to DN. Files may also be referred to IRCC’s Centralized Network (CN).

¹⁷ An electronic travel authorization (eTA) is an entry requirement for visa-exempt foreign nationals travelling to Canada by air. However, Canadian citizens, including dual citizens, are not eligible to apply for an eTA and are required to obtain a valid Canadian passport if they are travelling to Canada by air.

Consular Affairs Program (2017) found that while missions are generally adequately staffed for a routine consular workload, certain missions are not equipped to meet surge capacities. The implementation of eTA had a particularly strong impact on small missions with no surge capacity as well as on missions in countries with large numbers of Canadians with dual citizenship.¹⁸

Figure 7: Percentage increase in passport applications processed by missions in Europe FY 2015–2016 and 2016–2017



Note: Stockholm, London, Lisbon, Paris and Dublin did not meet the service standard (90% of passports delivered abroad within 20 days of receiving a complete application).

Source: COSMOS

Figure 8: Percentage increase in passport applications processed by missions in Oceania between FY 2015–2016 and 2016–2017



Note: Sydney did not meet the service standard (90% of passports delivered abroad within 20 days of receiving a complete application).

Source: COSMOS

However, while the introduction of eTA requirements in November 2016 may have created delays in processing passport applications abroad, it should be noted that some missions had not met the service standard in previous years (e.g., London, Paris, Mexico City, and Islamabad).

- **Inconsistencies in the calculation of the service standard in Canada and abroad:** For most of the reporting period, the service standard for processing passport applications was being calculated differently in Canada and abroad. For applications received in Canada, the processing time ends when the passport is ready to be shipped to the client. Alternatively, for applications received abroad prior to December 2018, the processing time ended when the passport was shipped to and received by the mission, resulting in a stricter interpretation of the service standard abroad.

¹⁸ GAC (2017). *Evaluation of the Consular Affairs Program: Final Report*, pp. 24-25.

The program changed the service standard calculation in December 2018 for applications received abroad, excluding the mailing time from the processing time calculation and aligning the calculation methodology with the methodology used for domestic services. Early analysis of the results of this change suggested that, overall, mission performance in relation to the service standard increased from 92% prior to the adjustment (April to November 2018) compared to 97% after the adjustment (December 2018 to March 2019). However, improvements were not consistent across all missions and some missions were still not able to meet the service standard.¹⁹

- **Inconsistencies in data-entry of dates for passport processing:** A 2018 report prepared by the Office of the Auditor General of Canada (OAG) identified processing time errors in several missions abroad. The report, which examined passport applications processed abroad between January 2016 and June 2017, noted that some missions were using the date at which an application was processed as the starting point for calculating delivery times, as opposed to when a complete application was received. As a result, service standard performance results were likely overstated in some missions.²⁰
- **Delays in initiating application processing:** A 2018 internal IRCC quality assurance exercise looked at a sample of passport applications held at missions pending further review or documentation, and found delays in initiating the processing for some of these applications. If an application is deemed “incomplete” and requires further review or documentation, the time period between the date at which the application is received at the mission and the date at which the application is deemed “complete” is not currently included in the service standard calculation. The review also noted that, for many of the applications, there was no information included in case notes or the application form to explain the delay. In light of the recent implementation of the Service Fees Act (SFA), program documents indicate that service standard calculations are being re-evaluated. As a result, delays in assessing the completeness of passport applications may have adverse impacts on future service standard performance.

4.2. Service delivery model

Finding: While the Passport Program relies on mail-in and in-person service channels for program delivery, there is a need to provide online services to improve program efficiencies and ensure program alignment with IRCC’s client service delivery modernization agenda.

The Passport Program relies mainly on in-person channels for the delivery of services. Between FY 2013–2014 and 2017–2018, over 80% of all passport applications were submitted in-person in Canada. While the program has generally met or exceeded service standards during the reporting period, evidence suggests that the program’s service delivery model may not be the most efficient.

A departmental business case report for the modernization of the Passport Program described the program’s current business model, which includes multiple entry channels (i.e., mail, missions, Members of Parliament (MPs), SC Passport Offices, SCC), as “the least efficient”.²¹ The report noted that the business model can lead to confusion for Canadians and that efficiencies and

¹⁹ This analysis did not account for potential variability in demand for services throughout the year, such as seasonality. As a result, changes in service standard performance could be attributed to other factors, such as fluctuations in volumes.

²⁰ Office of the Auditor General of Canada (2018). *Consular Services to Canadians Abroad – Global Affairs Canada*, p. 14.

²¹ Immigration, Refugees and Citizenship Canada (IRCC) (2013). *Business Case: Modernization of the Passport Program*, p. 12.

security gains could be found by reducing the number of intake channels.²² Additionally, the report pointed to program challenges in integrating its current passport issuance system, the Integrated Retrieval Information System (IRIS), with security and integrity tools, such as facial recognition, for automated identity verification.²³

In 2014, IRCC launched the Passport Program Modernization Initiative (PPMI), which is a multi-year project primarily focusing on improving the program's issuance system. The project involved transitioning from the program's current issuance system to GCMS²⁴ and the development and implementation of an e-service delivery approach. Expected key benefits of these improvements were the added convenience of an online channel for clients, improved integrity and security, and the automation of decision-making for routine, low-risk applications. Further, estimates provided at the start of the Initiative indicated that these improvements were expected to result in \$377.9 million in efficiencies over 10 years.²⁵

The program's plan to modernize passport service delivery by implementing an online service channel is consistent with evidence collected from Passport Program client survey results and interviews. The interviews underlined the need to develop an online service channel for passport applications and indicated that e-services would be the single greatest improvement to program delivery. Client survey results indicated that there is a demand for online services among clients, with 80% of survey respondents abroad and 40% of in-Canada survey respondents reporting that they would be "very likely" to use an online application process should it become available.²⁶ However, document review evidence also suggests that it will be important to take into consideration the needs of population groups at higher risk of being vulnerable in Canada when considering the implementation of an online service channel, as they are more likely to experience digital barriers²⁷ and may be more likely to use in-person services, compared to other population groups.²⁸

In response to evolving client expectations and technological advances, other countries, such as New Zealand, Australia and the UK, have already implemented online systems for passport renewal applications. Documents indicated that these improvements have yielded efficiencies in service delivery. For example, the UK introduced a passport application system and launched an online channel in 2013 for renewals which allows clients to pay for and track their passport applications online.²⁹ As a result, the UK was able to centralize the processing of domestic and international applications under a single authority (i.e., Her Majesty's Passport Office) and reduce passport fees for clients abroad.³⁰

To keep pace with partner countries and to adapt its services to align them with client expectations, there is a need for the Passport Program to implement an online service channel. However, PPMI has encountered significant delays. Initial timelines indicated that full integration

²² Idem.

²³ Ibid, p. 41.

²⁴ GCMS is IRCC's single, integrated system used to process applications for citizenship and immigration services.

²⁵ IRCC (2013). *Business Case: Modernization of the Passport Program*, p. 10.

²⁶ As mentioned in Section 2.3, the survey of clients in Canada was found to over-represent an older population. Subsequent analyses showed age differences related to the likelihood of using online services, specifically a greater percentage of younger clients indicated that they were "very likely" to use online services should they become available.

²⁷ Preliminary results from ESDC's *Evaluation of Providing Services and Information to Canadians through Service Canada* indicated that compared to other Canadians, population groups, such as seniors, people living in rural and remote geographic locations, people with lower levels of income, people with lower levels of education, and Indigenous people had a higher likelihood of experiencing digital barriers, such as barriers related to internet access (having financial or material means to benefit from available technologies), comfortability (willingness or desire to use technologies) and competencies (abilities and knowledge to take advantage of technologies).

²⁸ ESDC (2018). *Evaluation of Providing Services and Information to Canadians through Service Canada: Interim Report*.

²⁹ If a first application, it must be submitted in person.

³⁰ Home Office (2014). *Annual Reports and Accounts 2013–2014*, p. 16.

with GCMS was expected to occur in FY 2016–2017. Full deployment of the new issuance system is now projected for FY 2021–2022, and the development of the online service channel was de-scoped from PPMI to be undertaken separately. A subsequent initiative was launched by IRCC in 2019 to explore online services, and foundational requirements were completed for the advancement of a pilot, which is planned for Fall 2020.

4.3. Client needs and expectations

Finding: While clients surveyed generally reported satisfaction with passport services, other evidence indicates that these services are not always meeting their needs.

Overall, client survey respondents, both in Canada and abroad, were satisfied with services³¹ and ease obtaining a new passport³². In addition, many surveyed clients abroad and in Canada reported having a great deal of confidence in travelling abroad with their Canadian passport.³³

However, as previously noted, limited administrative data were available to administer the client survey and compare survey respondents to the overall passport client population. Based on an analysis of data available, the in-Canada survey results were found to be skewed in favour of an older population (71% of survey respondents were aged 55 and older), and significant differences by age were found for key questions. Results from the surveys of ESDC and GAC employees were examined to mitigate these limitations.

4.3.1. Client satisfaction in Canada

A majority of in-Canada passport client survey respondents reported high levels of satisfaction for in-person services,³⁴ and almost all ESDC employees surveyed (98%) reported that the Passport Program meets the needs and expectations of clients.³⁵ The high degree of in-person satisfaction may be attributed in part to the increase in the number of SCC offering passport services in FY 2017/18,³⁶ which resulted in 93% of Canadians having access to in-person passport services within 50km of their place of residence.³⁷

However, when interacting with clients, ESDC survey respondents identified that clients frequently experienced challenges, such as³⁸:

- Understanding the application form (76%);
- Information on internet did not meet their needs (75%); and
- Could not locate relevant information on the web (67%).

Additionally, 59% of ESDC survey respondents reported that clients were not confident that Government of Canada representatives gave them correct information. ESDC employees surveyed reported that clients do not always understand the differences in service standards offered at Service Canada Centres compared to Passport Offices. These differences could also impact client satisfaction.

³¹ IRCC (2018) 2017 Passport Client Satisfaction Survey (Q23).

³² IRCC (2018) 2017 Passport Client Satisfaction Survey (Q27).

³³ IRCC (2018) 2017 Passport Client Satisfaction Survey (n3c).

³⁴ IRCC (2018) 2017 Passport Client Satisfaction Survey (lp5a-e).

³⁵ Reported to a moderate extent or to a great extent.

³⁶ Service Canada Centres offer a variety of services to Canadians (e.g., EI, CPP, OAS), as well as Passport Services.

³⁷ IRCC (2018). *Passport Program Annual Report for 2016–2017*, p.10.

³⁸ Survey of ESDC Employees (Q21). Responses are based on those who indicated sometimes, often or always.

4.3.2. Client satisfaction abroad

Like ESDC survey respondents, a majority of GAC employees surveyed (94%) reported that the Passport Program met the needs and expectations of passport clients abroad. Similarly, a majority of clients surveyed abroad were satisfied with the services received during their in-person visit,³⁹ in spite of passport services abroad not always meeting service standards.⁴⁰

However, while there was high client satisfaction, like ESDC survey respondents, GAC employees surveyed indicated that passport clients frequently identified the following challenges:⁴¹

- Information on internet did not meet their needs (76%);
- Understanding the application form (73%);
- Could not locate relevant information on the web (72%).

4.4. Client understanding of passport requirements and responsibilities

Finding: Although client survey results were generally positive, other evidence indicates that passport clients have challenges understanding certain passport application requirements and responsibilities.

4.4.1. Client understanding of passport requirements

Client survey results indicated that clients generally understand passport application requirements. However, passport clients were surveyed after they had gone through the application process and received their passport. Thus, having prior experience with the application process could have led to more positive survey results. In contrast, the ESDC and GAC employee surveys, interviews and administrative data pointed to client questions and challenges.

Although many GAC and ESDC employees surveyed (67% and 66%, respectively) felt that passport clients had an adequate knowledge of passport application requirements,⁴² many also reported encountering issues with incomplete applications (89% and 97%, respectively) and incorrect information submitted by the applicant (62% and 78%, respectively),⁴³ raising questions about clients' understanding of passport requirements.

Administrative data between 2014–2015 and 2017–2018 suggested challenges, showing that 33% of passport web, mail and fax inquiries were related to the application process and requirements.

Challenges with respect to child applications were identified by passport employee surveys with 83% of ESDC and 78% of GAC employees surveyed reporting frequently encountering issues.⁴⁴ ESDC survey respondents also highlighted difficulties with child applications in relation to the legal documents not all being submitted, the unknown whereabouts of parent, as well as confusion with the guarantor section of the form.⁴⁵ These challenges were reiterated by GAC survey respondents, who also raised issues regarding the requirement of having to get court documents translated into English and French.⁴⁶

³⁹ IRCC (2018) 2017 Passport Client Satisfaction Survey (lp5a-e).

⁴⁰ Refer to section 4.1.2 of the report for a discussion of program performance abroad relative to service standards.

⁴¹ Survey of GAC Employees (Q21). Responses are based on those who indicated sometimes, often or always.

⁴² Survey of GAC and ESDC Employees (Q18). Responses are based on those who indicated to a moderate or great extent.

⁴³ Survey of GAC and ESDC Employees (Q23). Responses are based on those who indicated sometimes, often or always.

⁴⁴ Survey of GAC and ESDC Employees (Q23). Responses are based on those who indicated sometimes, often or always.

⁴⁵ Survey of ESDC Employees (Q25), open ended.

⁴⁶ Survey of GAC Employees (Q25), open ended.

Additionally, questions and challenges were noted in the interviews related to the clarity of the forms, child applications, and documents and ID required.

4.4.2. Client understanding of passport responsibilities

ESDC and GAC survey results suggested that clients are not always aware of their responsibilities, as only 50% of GAC and 37% of ESDC employees surveyed felt that clients have an adequate knowledge of their responsibilities in safeguarding passports.⁴⁷ This was in contrast to the client survey results, in which a majority of respondents reported having knowledge of their responsibilities (e.g., aware that a lost/stolen passport must be reported, reapply for new passport if old is damaged, etc.).⁴⁸

Table 6: Client awareness of passport responsibilities

Question asked if clients knew that they should...	In-Canada	Abroad
Report a lost or stolen passport	95%	87%
Apply for a new passport if theirs is damaged	82%	88%
Return the valid passport of a deceased person	47%	39%
Keep their passport in a secure location when not in use	99%	99%
Not provide a copy of their passport to anyone or let anyone make a copy	87%	71%

Source: IRCC (2018) 2017 Passport Client Satisfaction Survey.

The vast majority of clients (both in-Canada and abroad) reported knowing that passports should be kept in a secure location. In-Canada client survey respondents more frequently reported knowledge of passport responsibilities, with the exception of knowing they must apply for a new passport if it became damaged. In particular, a greater percentage of clients surveyed in Canada, compared to abroad, reported knowing not to make a copy of their passport.⁴⁹

⁴⁷ Survey of GAC and ESDC Employees (Q18). Responses are based on those who indicated to a moderate or great extent.

⁴⁸ The Passport Client Satisfaction Survey phrased the question as: "Did you know that... you should apply for a new passport if the current passport is damaged" with a yes or no option. As the question is phrased in a leading manner, and the in-Canada survey was conducted via telephone, this could have led to more positive survey results.

⁴⁹ It is important to note that subsequent document review revealed that the survey question related to copying the passport is not consistent with advice provided by the Government of Canada (GC). For example, GC advice indicates that passport holders should not give out personal information from their passport, including photocopies, unless they are sure it is to a trusted organization/ individual. This is different from the survey question which suggests that passport holders should not provide a copy to anyone.

5. Program integrity

Finding: Various Passport Program integrity measures are in place to support identity management pre-issuance and post-issuance at borders. While the number of fraud cases has remained small, fraud has been generally difficult to measure.

5.1. Program integrity measures and travel document security features

The Passport Program has implemented various integrity measures to deter fraud and reduce the likelihood that travel documents are issued to or used by individuals presenting a security threat. Further, the program is engaged in the ongoing enhancement of security features of travel documents to deter the fraudulent use of the documents, such as counterfeiting.

Passport document security features

Security features in the design of travel documents play a key role in supporting program integrity. These features deter counterfeiting and misuse of travel documents by allowing border officials to confirm a travel document's authenticity through visual inspection and electronic validation. Canada's current electronic passport (ePassport) design was introduced in 2013 and includes a number of key security features, such as anti-copy/anti-scan line patterns, embossing, and watermarks and the ePassport chip, containing a traveler's photo and biographic information and preventing unauthorized data access, data editing, and chip replacement.

Also, at the time of the evaluation, IRCC was undertaking a Next Generation ePassport project to develop a new passport booklet, incorporating advancements in technology to enhance the document's durability and security features. Production of the new ePassport is expected to begin in FY 2020–2021.

Other program integrity measures

The program has implemented various integrity measures to support identity management, ensure compliance and detect fraud before the issuance of travel documents and after issuance, at borders in Canada and abroad.

Table 7: Examples of passport program integrity measures

Integrity measures	Description
Facial Recognition Solution (FRS)	The FRS is a biometric identification technology used for identity authentication and fraud detection. The technology applies a digital biometric template to an applicant's picture and compares it to a database of over 45 million adult applicant photos to validate their identity.
System Lookout (SL)	The SL is used to automatically match passport application system data with existing information on individuals whose passport entitlement may require further review or investigation under program policies.
Mandatory Referral Grid	The grid is used to identify high-risk applications that must be sent to IRCC for further review and decision-making.
Passport Quality Management Program (PQMP)	The PQMP conducts quality control, quality management, anti-fraud and risk management activities. The program conducts regular and targeted exercises on an ad-hoc or as needed basis to focus on specific policies, procedures, trends or topics.

Integrity measures	Description
Quality Assurance Program (QAP)	The QAP involves an ongoing review of a sample of passport applications after entitlement policies have been applied but before the passport is issued to a client. The program is designed to assess the overall domestic passport issuance process, focusing on key entitlement decisions made by Passport Officers and their adherence to operational policy and procedure.
Primary Inspection Kiosks (PIK)	Managed by the Canada Border Services Agency (CBSA), PIK stations are currently located in nine major Canadian airports. The stations are used to validate Canadian and foreign travellers' ePassport and authenticate their identity using 1:1 facial recognition matching to validate the biometric information contained on the ePassport chip.

Previous audits and assessments as well as interviews have identified limitations with some integrity measures currently in place. However, there is no evidence to suggest that they have had any adverse impacts on the overall integrity of the program, e.g., increased incidence of fraud. For example, facial recognition analysis is not well integrated with the passport issuance system, though improvements to address this issue are planned to be implemented in step with PPMI. In addition, Passport Officers are notified when an application is selected for QAP review, allowing them to process the application with greater scrutiny or even defer the review for a subsequent less complex application. However, the QAP is focused on the domestic passport issuance process. The PQMP is also used by IRCC to monitor and assess quality control, quality management, anti-fraud and risk management activities across the entire Passport Program.

Partnerships

The program has established information-sharing partnerships with other government departments (OGDs) and agencies on security-related matters.⁵⁰ For example, the program monitors passports that have been revoked and reported lost or stolen. The information is shared with the Royal Canadian Mounted Police (RCMP), the CBSA and the International Criminal Police Organization (INTERPOL), allowing partner organizations to identify individuals travelling on invalid passports.

5.2. Effectiveness of program integrity measures

The evaluation examined administrative data related to program integrity, including data on the number of identity fraud cases as well as travel document refusals, revocations and suspensions. Overall, there has been a very small number of confirmed identity fraud cases during the reporting period.

Table 8: Number of confirmed identity fraud cases, FY 2014–2015 to 2017–2018

Type of fraud	2014–2015	2015–2016	2016–2017	2017–2018	Total
Non-issued fraudulent applications	24	14	20	7	65
Fraudulently obtained genuine travel documents	59	30	48	25	162
Total	83	44	68	32	227

Note: Data for FY 2013–2014 is not available.

Source: IRCC internal documents

⁵⁰ Program security partners include the Canada Border Services Agency (CBSA), Public Safety Canada (PSC), the Royal Canadian Mounted Police (RCMP), the Correctional Service of Canada (CSC), and the Canadian Security Intelligence Service (CSIS).

However, while the number of confirmed cases of identity fraud is small, it is difficult to ascertain the extent to which there is fraud that has not been detected.

Further, as noted in Section 1.2, IRCC has legal authority, under the CPO, to suspend, refuse and revoke a travel document when an application or investigation raises concerns of identity fraud, passport misuse or criminality. Public Safety Canada (PSC) has the same authority for cases involving national security or terrorism.

Table 9: Travel document refusals, revocations and suspensions under the CPO, FY 2013–2014 to 2017–2018⁵¹

Decision	2013–2014*	2014–2015*	2015–2016	2016–2017	2017–2018	Total
Refusals	308	493	5,337	4,678	4,287	15,103
Revocations	467	636	892	504	607	3,106
Suspensions	-	-	546	338	165	1,049

*Data on suspensions for FY 2013–2014 and 2014–2015 was not available.

Source: *Passport Program annual reports*

Passports can also be suspended or applications refused if an individual is subject to a federal license denial due to child support payment arrears, as stipulated under the Family Orders and Agreements Enforcement Assistance Act (FOAEAA).

Table 10: Travel document refusals and suspensions under the FOAEAA, FY 2013–2014 to 2017–2018

Decision	2013–2014	2014–2015	2015–2016	2016–2017	2017–2018	Total
Suspensions	1,428	1,366	2,083	2,956	2,826	10,659
Refusals	639	711	737	697	759	3,543

Source: *Passport Program annual reports*

⁵¹ Information on the reasons for refusals, revocations and suspensions was not available.

6. Contribution to security interests and international recognition

Finding: The integrity measures and partnerships undertaken for the Passport Program contribute to national and international security interests, as well as to Canadian travel documents being internationally respected and recognized.

6.1. Contribution to National and International Security Interests

Program documents and interviews indicated that the Passport Program actively collaborates with OGDs, provincial and territorial (PT) governments and international partners to share information and develop initiatives on matters related to travel document security and identity management.

Domestically, IRCC has established information-sharing partnerships with OGDs and agencies on matters related to security, e.g., sharing information on lost, stolen and revoked passports and sharing information for the detection of security threats related to Canadians traveling abroad to engage in foreign conflicts and unlawful acts. Further, IRCC is currently working with PT governments to establish an electronic connection between IRCC and vital statistics agencies to automate the validation of identity document information and to share death notifications.

Internationally, IRCC has been actively engaged in various international initiatives relating to travel document policy and security, including:

- International Civil Aviation Organization (ICAO)
- ICAO Public Key Directory (PKD)
- G7 Roma Lyon Group
- Five Nations Passport Conference

Additional information on the program's participation in international organizations and initiatives is provided in Annex E.

6.2. International recognition of Canadian travel documents

All interviews with international partners indicated that the Canadian passport is internationally respected both in terms of the integrity supporting the document and its design (i.e., security features). It was noted that the Canadian passport is supported by robust issuance and identity management processes.

In addition, interviews with IRCC representatives highlighted, and program documents confirmed, that the Canadian passport is fully compliant with ICAO standards for travel documents, which is a contributing factor to its recognition as a trusted and secure document. Furthermore, the program's ongoing engagement in information-sharing activities and partnerships, e.g., sharing information on lost, stolen and revoked passports with INTERPOL and uploading data to the ICAO PKD, was noted as another key contributor to the Canadian passport's recognition as a trusted and secure travel document.

Interviews and program documents also underlined that the Canadian passport is consistently ranked among the top passports in the world, according to the Henley Passport Index, which is considered to be a key indicator of the passport's reputation internationally. The Henley Index quantifies the "strength" of travel documents by providing a score based on the number of countries to which a specific country's citizens can travel visa-free.

Table 11: Results of the Henley index for Canada and other five nation passport group partner countries. Rank and score 2014 to 2019

Country	2014 rank	2014 Score	2015 rank	2015 Score	2016 rank	2016 Score	2017 rank	2017 Score	2018 rank	2018 Score	2019 rank	2019 Score
United Kingdom	1	174	1	173	3	175	4	173	4	177	5	185
United States	1	174	2	172	4	174	3	174	5	176	6	184
Canada	2	173	4	170	6	172	6	171	5	176	6	184
New Zealand	5	170	4	170	7	171	5	172	7	173	9	181
Australia	7	168	6	168	8	169	7	170	6	174	9	181

Note: Score is based on the number of countries to which citizens can travel visa-free.

However, it should be noted that visa-free access can be influenced by other factors in addition to the quality of travel documents (e.g., bilateral relations between countries).

7. Program management

As mentioned in Section 1.2.1, IRCC negotiated a MOU with both ESDC and GAC for the delivery of the Passport Program. The MOU with GAC has been in place since 2009 and the agreement with ESDC was signed in 2013,⁵² coinciding with the program's transfer to IRCC.

7.1. Program management within IRCC

Interviews and an internal IRCC Passport Program diagnostic review report identified issues with the Passport Program's governance structure. Some of these issues included:

- Lack of a unified vision or direction from a governance perspective, with program functions divvied up across the department (e.g., lack of clear roles and responsibilities);
- Too many layers of governance has resulted in burdensome reporting (e.g., multiple meetings around the same matter); and
- Business decisions perceived as being made without the full engagement or consultation of all branches concerned.

While efforts to improve governance and clarify roles and responsibilities within IRCC's program management are ongoing, the lack of clarity has impacted the interface with partner departments. Interviews with GAC and ESDC representatives indicated that roles and responsibilities within IRCC are not always clear, noting that internal IRCC program groups are spread out across the department, leading to uncertainty among OGDs regarding whom to contact when questions or issues arise.

7.2. Program management with partners

Finding: A different understanding of program priorities and accountabilities among partners has led to difficulties with Passport Program management and coordination.

While Passport Program authority resides with IRCC, the department relies primarily on partnerships with ESDC and GAC for service delivery. The evaluation found that understanding of authorities, accountabilities and responsibilities are not always clear between partners, and while the three departments share similar priorities, such as client service, they have different visions for these priorities, which can have an impact on program planning, direction and delivery.

7.2.1. Domestic service delivery

Document review, interviews and ESDC employee survey results pointed to challenges in relation to program accountability, responsibility and decision-making, as well as differing mandates and priorities between ESDC and IRCC.

- **Program authority:** While authority for the Passport Program and Revolving Fund lies with IRCC, both IRCC and ESDC have the Passport Program as part of their respective Departmental Results Frameworks, IRCC under its core responsibility of Citizenship and Passports and ESDC under its core responsibility of Information Delivery and Services to Other Departments. This duplication between IRCC and ESDC suggests a lack of clarity with respect to Passport Program accountability.

⁵² As previously noted, a new MOU with GAC was signed in October 2019 after the reporting period for the evaluation.

- ESDC also has a program under this core responsibility entitled Other Government Department Programs, which is described in terms of services provided on behalf of other GC programs, which appears to be in line with their responsibility to the Passport Program, but the Passport Program does not appear under this program area.
- In contrast, GAC subsumes passport services under its Consular Assistance and Administrative Services Program which falls within its core responsibility of Help for Canadians Abroad. While GAC uses an indicator related to the Passport Program as well as IRCC’s Citizenship Program to measure results, it does not specify these programs as GAC programs.
- **Program governance:** The program has a complex governance structure, comprised of several intra- and inter-departmental committees, with overlapping decision-making roles related to consultation, management and oversight functions. Based on this structure, the evaluation observed that it is difficult to understand how decisions are supposed to be made – which departments have decision-making authority, at what level and for what types of decisions.
 - This lack of clarity was observed during the evaluation. Although responsible for the evaluation (as per the MOUs), IRCC was not permitted to administer the employee survey directly to ESDC employees using the preferred approach, creating limitations with the survey. This was not the case for GAC, illustrating an inconsistent approach to decision-making between partners.
 - It was also demonstrated in a recent service delivery IT network infrastructure outage. Program documents indicated that the incident exposed gaps and limitations in IRCC’s ability to organize a coordinated, timely and effective response to resolve business-critical issues, noting that accountabilities, responsibilities and authorities in relation to incident management are not clearly defined or understood between program partners.⁵³
- **Communication and coordination:** Interviews noted challenges associated with communications and coordination within ESDC, and with the clarity of roles and responsibilities within IRCC. ESDC survey findings highlighted a need for overall better communication with frontline staff as well as difficulties with consulting two departments regarding passport applications (e.g., policy questions, application referrals, etc.). The interviews noted that coordination across different departments and management of competing priorities among partners has resulted in a need for increased consultations. Both findings from the interviews and the employee survey suggested that program decision-making is taking too long.
- **Departmental mandates:** Interviews noted some misalignment between IRCC and ESDC with regards to the program’s future approach to service delivery. IRCC is planning to implement an online passport application process (following the program’s expected transition to GCMS), yet ESDC recently completed a significant expansion of the RA network for in-person passport services. The program diagnostic review also indicated IRCC’s mandate to facilitate automation (reducing contact) differs from ESDC’s mandate to facilitate access to services (optimizing contact). While not mutually exclusive mandates, how the departments balance these mandates has been different which can affect the ease of program decision-making.

⁵³ Gartner, Inc. (2019). *Passport Program Incident Management Benchmark – Final Report*.

It was also highlighted in the ESDC employee survey that more importance was being placed at ESDC on wait times, client needs and intake, and that there is pressure to ensure that wait times remain low and that clients are processed quickly. Comments from the ESDC employee survey indicated that there should be more focus on program integrity/quality assurance. While program integrity and client service are important to both ESDC and IRCC, how they are emphasized and managed is different. From an IRCC perspective, the department has to balance the competing pressures of “addressing efforts to streamline service delivery and enhance the client experience, while also adequately responding to increasingly complex safety and security challenges.”⁵⁴

7.2.2. International service delivery

Challenges were also identified in relation to international program delivery. The Passport Program diagnostic review found that GAC’s consular agenda was prioritized over passport policy and procedure compliance. Interviews noted that the processing of regular passport applications may divert resources from complex consular cases, highlighting that the delivery of consular services has primacy over the delivery of regular passports. Additionally, the diagnostic review indicated a limited reporting relationship between IRCC and consular officers, complicating the oversight of program operations.

Not knowing who to contact at IRCC to clarify questions was identified in the GAC employee survey.⁵⁵ Similarly, GAC’s 2017 Evaluation of the Consular Affairs Program found that consular staff encountered difficulties in finding information on the IRCC website and that there are no direct IRCC contacts at missions to clarify questions, resulting in delays in passport service delivery.⁵⁶

7.3. Service delivery tools, training and support

Finding: Front-line Passport employees have an adequate knowledge to undertake their passport-related tasks. Refresher training and up-to-date reference tools were identified as areas for improvement.

While challenges were noted, the majority of employees surveyed indicated having adequate knowledge to undertake all passport-related tasks, (77% of ESDC employees and 75% of GAC employees).⁵⁷

7.3.1. Tools and support

Interviews indicated that front-line staff generally had the training, tools and support needed to deliver services. This was corroborated by the employee survey, in which 91% of ESDC and 94% of GAC employees surveyed indicated having the training, tools and support required to do their work.⁵⁸

In terms of sources of information, ESDC employees surveyed were most likely to indicate that their colleagues had been the most useful source of information (70%), while GAC employees surveyed were most likely to indicate the Passport Policy Manual (72%).

⁵⁴ IRCC Departmental Plan 2019–2020, Operating Context.

⁵⁵ Survey of GAC Employees (Q45 – Open ended).

⁵⁶ GAC (2017) *Evaluation of the Consular Affairs Program*.

⁵⁷ Survey of GAC and ESDC Employees (Q32). Respondents who indicated to a great extent.

⁵⁸ Survey of GAC and ESDC Employees (Q41). Survey respondents who selected ‘to a moderate extent’ and ‘to a great extent’.

Regarding new policy, procedural changes and guidance, GAC employees surveyed were more likely to indicate that this information was clear and easy to understand (89%) compared to their ESDC counterparts (68%). In addition, GAC employees surveyed were more likely than their ESDC counterparts to indicate that information was communicated in a timely manner.⁵⁹

ESDC survey respondents also highlighted a variety of issues with the tools and supports for the Passport Program including conflicting information between document resources, and a lack of time to review new training documentation and policies. Additionally, the cumbersome nature of online tools (i.e., Impact, OKC, IRCC Portal, COSMOS and PMP) was highlighted by both ESDC and GAC survey respondents as an issue, particularly noting that searching for information was difficult.

7.3.2. Training

Approximately 95% of GAC and ESDC employees surveyed had taken passport-related training, with 51% of ESDC and 63% of GAC employees surveyed having taken the training prior to 2013.⁶⁰ Similarly, an IRCC internal audit found that GAC staff responsible for processing passports abroad received initial training and certification to perform their roles and responsibilities. However, results highlighted that approximately 20% of employees surveyed found that the passport training was not up to date.⁶¹

In terms of other training, there are no formal training requirements for passport officers once the initial mandatory training and certification have been completed. As such, results showed that less than half of ESDC and GAC employees surveyed (42% and 38%, respectively) had taken a passport refresher training. Many ESDC survey respondents specifically highlighted a need for refresher trainings. Correspondingly, 24% of ESDC and 17% of GAC employees surveyed indicated that they needed to escalate a client's question as a result of not being trained in certain areas.

7.4. Resource planning for staff

Finding: While the Passport Program generally has sufficient staffing capacity, it has challenges in adjusting service delivery resources flexibly to respond to unplanned volumes.

Overall, interviews indicated that resources allocated to support ongoing work related to the management of the program are sufficient. However, the document review and interviews highlighted challenges with regards to resource planning for service delivery.

Document review and interviews revealed that some missions are under resourced for passport service delivery, from a human and financial resource perspective, and have limited capacity to adjust staffing levels based on changing demands for services. As discussed in Section 4.1.2, the introduction of eTA requirements resulted in an increase in demand for passport services and passport application volumes as well as application backlogs for some missions abroad. To support missions encountering application backlogs and difficulties in meeting the program service standard, IRCC sent temporary duty officers abroad and established a temporary Mission Support Unit at headquarters to assist in the processing of applications. IRCC also sent trainers to provide passport certification training sessions at select missions to increase processing capacity.

⁵⁹ Survey of GAC and ESDC Employees (Q35). Survey respondents who selected 'to a moderate extent' and 'to a great extent'.

⁶⁰ Survey of GAC and ESDC Employees (Q36, Q37).

⁶¹ Survey of GAC and ESDC Employees (Q40). Survey respondents who selected 'not at all' or 'to a small extent'.

Additional funding to address resource issues was negotiated as part of the new MOU, signed in 2019.

In addition, interviews highlighted challenges associated with budgeting and staffing in Canada based on volume projections, particularly when volumes were higher than expected. To inform program management and resource allocation, IRCC conducts an annual passport demand forecasting exercise to estimate the number of travel document applications received by each service channel. As part of the exercise, two forecasting exercises are typically completed each FY: an initial forecast is completed at the beginning of the FY and another at mid-FY. Given their use in informing resource management decisions for service delivery, initial forecasted volumes were compared to actual volumes to explore the overall accuracy of the estimates provided for each service channel. Overall, results of the analysis showed that forecasted and actual volumes were generally aligned for most service channels. However, a few volume variations were observed for some service channels. For example, forecasted and actual volumes were underestimated by 24% for the in-Canada mail service channel in 2016–2017 and by 30% for the RA service channel in 2017–2018.

8. Conclusions and recommendations

Overall, the evaluation found that the Passport Program is aligned with IRCC and partner objectives and priorities and has demonstrated strong performance from a service delivery perspective, particularly in relation to meeting service standards for application processing times. Further, the program has implemented various integrity measures and established collaborative relationships with Canadian and international partners, which contribute to national and international security interests, as well as the recognition of the Canadian passport as a trusted and secure travel document. However, the evaluation also identified a few key challenges and areas for improvement.

Availability of administrative data

The evaluation found that the administrative data that can be readily and reliably accessed on passport clients is very limited for analysis purposes. Currently, administrative data on passport clients are primarily supporting operational needs to deliver the program. However, there are analytical needs which are currently underserved, such as those related to program integrity, policy, evaluation, performance measurement and reporting. While the department will be transitioning to GCMS with the PPMI, there have been delays and the current plan for the move to this new platform is not expected to address all of the data availability issues. Without a plan to address these data challenges, limitations will persist in IRCC's ability to appropriately support this type of work.

Thus, there is a need for a data management plan, including interim measures prior to program roll-out in GCMS as well as a plan for GCMS, to ensure that sufficient data on clients are readily and reliably available to effectively support IRCC's broader departmental needs for robust policy development, program monitoring, measurement and planning, and reporting on results.

Recommendation 1: IRCC should put in place a data management plan to improve the availability of administrative data on passport clients for analysis purposes.

Passport program client satisfaction survey

The evaluation found limitations with the methodology currently used for the Passport Client Satisfaction Survey which have led to challenges with reporting on survey results. While many of the tools needed to enhance the survey methodology rely on the availability of administrative data on passport clients, there are also interim steps the department can undertake to enhance the quality and representativeness of the survey data. Further, the survey methodology must evolve in alignment with the Passport Program data management plan in order to continue to take advantage of the best available data.

Thus, there is a need for a plan to strengthen the Passport Client Satisfaction Survey methodology, so that survey results can be used with greater confidence in departmental reporting.

Recommendation 2: IRCC should develop and implement a plan to improve the survey methodology for the Passport Client Satisfaction Survey to ensure that survey results are robust and reliable.

Program management with partners

The Passport Program operates in a complex management and governance environment, with three departments, multiple committees, and different program delivery contexts. IRCC is responsible for program management and has functional authority for the Passport Program and the Revolving Fund, while ESDC and GAC are responsible for service delivery in Canada and abroad through MOUs with IRCC. The program is governed by several departmental and interdepartmental committees, each of which is responsible for some form of oversight, management and consultation. The evaluation found that program partners have varying understandings of program priorities, and there is a lack of clarity with respect to accountabilities and responsibilities, which has led to difficulties with program decision-making and coordination.

Thus, there is a need to re-examine the management and governance framework for the Passport Program, at the ADM and supporting levels, to ensure a common understanding of accountabilities and responsibilities, facilitate decision-making and coordination, and establish clear leadership for the program.

Recommendation 3: IRCC, in collaboration with ESDC and GAC, should review and clarify departmental accountabilities and responsibilities for the Passport Program, as well as reconfirm decision-making authorities and governance processes to effectively support program management and delivery.

Understanding of passport application requirements and responsibilities

The evaluation found that there are challenges with clients' understanding of certain passport application requirements and responsibilities for safeguarding their passport. Although client survey results were generally positive, ESDC and GAC survey results raised client issues in relation to the clarity of the application forms, child applications, and documents and ID required. It was noted that clients are having difficulties, both in terms of understanding what is required in the application forms (e.g., guarantors), and the difficulties obtaining documents (e.g., court documents translated into English and French). ESDC and GAC survey results also suggested that clients do not always have an adequate knowledge of their responsibilities in safeguarding passports.

Ensuring that the Passport websites are up to date, provide easy to understand information that is not confusing, would help to support a greater understanding of passport requirements and responsibilities among clients.

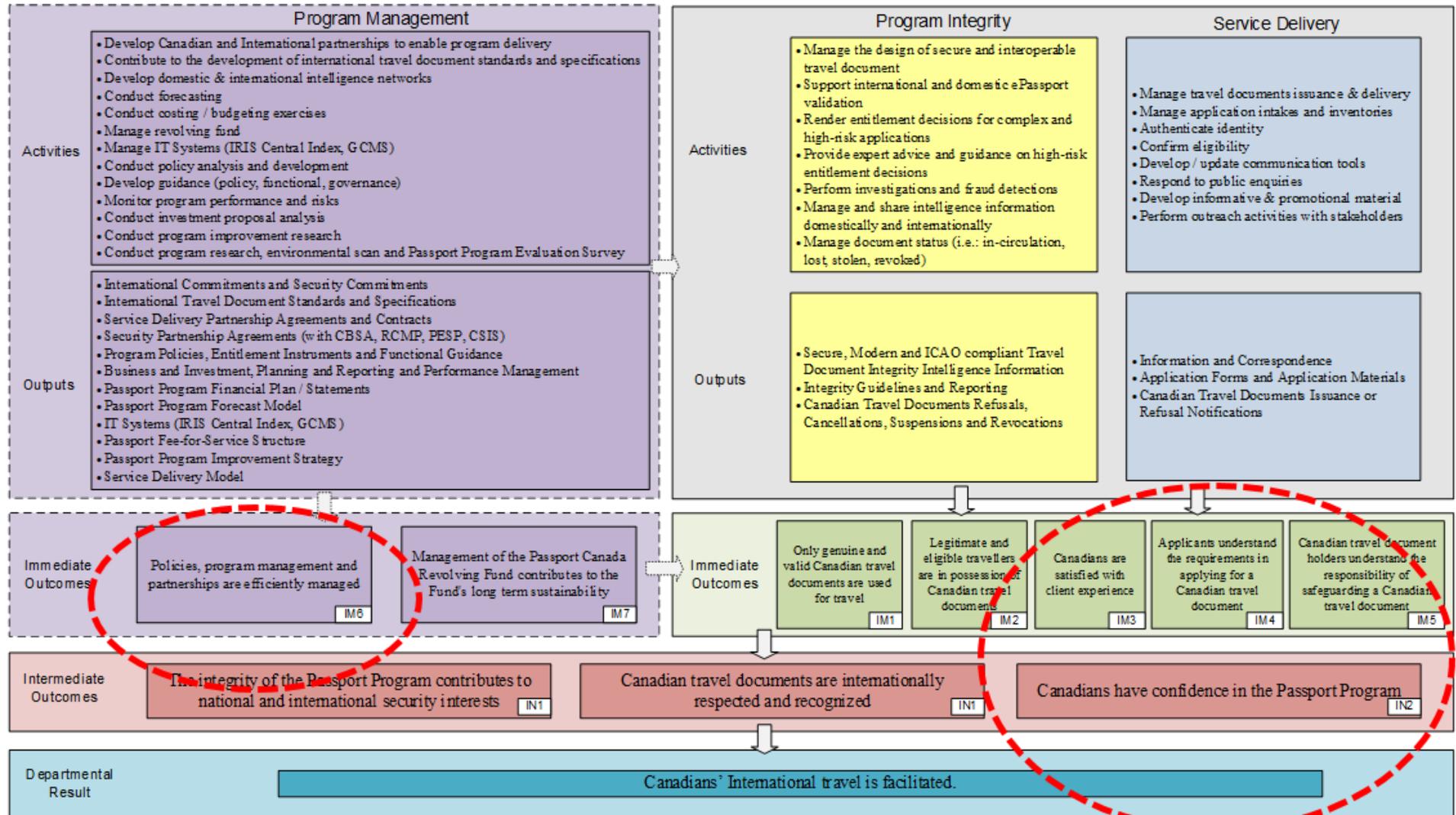
Recommendation 4: IRCC, in collaboration with ESDC and GAC, should review and clarify the Passport information available to clients to ensure that the information is accurate, accessible, easy to find and reflective of the realities of applying for a passport in Canada and abroad.

Annex A: Passport program logic model (2017)

The logic model for the Passport Program at Immigration, Refugees and Citizenship Canada (IRCC), serves as a visual representation of the activities, outputs and intended outcomes of the Program.

Passport program logic model – diagram version

Figure 9: Logic model illustration



Passport program logic model – Text version

Program Activities

There are three main program activities expected to lead to outputs for the Passport Program.

Program Activity 1 – Program Management

Program Management includes the following sub-activities:

- Develop Canadian and International partnerships to enable program delivery
- Contribute to the development of international travel document standards and specifications
- Develop domestic & international intelligence networks
- Conduct forecasting
- Conduct costing / budgeting exercises
- Manage revolving fund
- Manage IT Systems (IRIS Central Index, GCMS)
- Conduct policy analysis and development
- Develop guidance (policy, functional, governance)
- Monitor program performance and risks
- Conduct investment proposal analysis
- Conduct program improvement research
- Conduct program research, environmental scan and Passport Program Evaluation Survey

Program Activity 2 – Program Integrity

Program Integrity includes the following sub-activities:

- Manage the design of secure and interoperable travel document
- Support international and domestic ePassport validation
- Render entitlement decisions for complex and high-risk applications
- Provide expert advice and guidance on high-risk entitlement decisions
- Perform investigations and fraud detections
- Manage and share intelligence information domestically and internationally
- Manage document status (i.e.: in-circulation, lost, stolen, revoked)

Program Activity 3 – Service Delivery

Service Delivery includes the following sub-activities:

- Manage travel documents issuance & delivery
- Manage application intakes and inventories
- Authenticate identity
- Confirm eligibility
- Develop / update communication tools
- Respond to public enquiries
- Develop informative & promotional material
- Perform outreach activities with stakeholders

Program Outputs

These program sub-activities are expected to lead to the following program outputs.

Sub-program output 1: Program Management

- International Commitments and Security Commitments

- International Travel Document Standards and Specifications
- Service Delivery Partnership Agreements and Contracts
- Security Partnership Agreements (with CBSA, RCMP, PESP, CSIS)
- Program Policies, Entitlement Instruments and Functional Guidance
- Business and Investment, Planning and Reporting and Performance Management
- Passport Program Financial Plan / Statements
- Passport Program Forecast Model
- IT Systems (IRIS Central Index, GCMS)
- Passport Fee-for-Service Structure
- Passport Program Improvement Strategy
- Service Delivery Model

Sub-program output 2: Program Integrity

- Secure, Modern and ICAO compliant Travel Document Integrity Intelligence Information
- Integrity Guidelines and Reporting
- Canadian Travel Documents Refusals, Cancellations, Suspensions and Revocations

Sub-program output 3: Service Delivery

- Information and Correspondence
- Application Forms and Application Materials
- Canadian Travel Documents Issuance or Refusal Notifications

Immediate Outcomes

These activities and outputs are all expected to lead to seven immediate outcomes:

- 1) Policies, program management and partnerships are efficiently managed
- 2) Management of the Passport Canada Revolving Fund contributes to the Fund's long term sustainability
- 3) Only genuine and valid Canadian travel documents are used for travel
- 4) Legitimate and eligible travellers are in possession of Canadian travel documents
- 5) Canadians are satisfied with client experience
- 6) Applicants understand the requirements in applying for a Canadian travel document
- 7) Canadian travel document holders understand the responsibility of safeguarding a Canadian travel document

Intermediate Outcomes

These immediate outcomes are expected to lead to three intermediate outcomes:

- 1) The integrity of the Passport Program contributes to national and international security interests
- 2) Canadian travel documents are internationally respected and recognized
- 3) Canadians have confidence in the Passport Program

Ultimate Outcomes

Together, these immediate and intermediate program outcomes lead to the following strategic outcome—DRF Outcome R8: Canadians' international travel is facilitated.

Annex B: Evaluation questions

Relevance

1. Is the Passport Program aligned with the objectives and priorities of IRCC and partners?

Performance

2. To what extent do policies, program management and partnerships effectively support the delivery of the Passport Program?
3. To what extent are Passport Program client outcomes achieved in Canada and abroad?
4. To what extent does the integrity of the Passport Program contribute to national and international security interests?
5. To what extent are Canadian travel documents internationally respected and recognized and are they facilitating travel for document holders?

Annex C: Profile of 2017 passport client survey respondents

Table 12: Survey respondents

Survey respondents	In-Canada	Abroad
Completed survey respondents	2,503	3,994
Age		
Under 25	1%	4%
25 to 34 years	2%	11%
35 to 44 years	8%	20%
45 to 54 years	18%	25%
55 to 64 years	31%	22%
65 to 74 years	28%	13%
75 years and older	12%	4%
I don't know	1%	0%
Gender		
Male	71%	58%
Female	29%	41%
Other	0%	0%
Prefer not to answer	0%	1%
Highest level of education		
Secondary and below	25%	11%
Registered apprenticeship or trades certificate or diploma (vocational)	7%	4%
College, CEGEP, or non-university certificate or diploma	22%	15%
University (bachelor, masters, PhD or diploma)	44%	69%
I don't know	1%	1%
Type of passport		
5-year passport	8%	--
10-year passport	89%	--
I don't know	2%	--
Method of submitting application		
In person	83%	32%
By mail	14%	66%
Other	2%	2%
I don't know	2%	0%
Dual citizen		
Yes	7%	53%
No	92%	46%
I don't know	0%	1%

Survey respondents	In-Canada	Abroad
Location of birth		
Born in Canada	--	56%
Born outside of Canada (Naturalized Canadian)	--	38%
Born outside of Canada (one of your parents was born in Canada)	--	6%
I don't know	--	1%
Passport used most frequently when travelling		
Canadian passport	69%	31%
Other nationality's passport	7%	35%
Use both passports equally	22%	31%
I don't know	2%	3%

Annex D: Demographic profile of passport employee survey respondents

Of those surveyed, 388 (98%) of GAC employees and 680 (93%) of ESDC employees currently handle or have handled passports in the last 6 months.

Table 13: Survey respondent profile

Survey respondents	ESDC	GAC
Completed survey	734	395
Handled passports in last 6 months	680	388
Duration handling passport applications		
Less than 1 year	6.4%	11.2%
1 to 2 years	18.6%	21.3%
3 to 5 years	14.4%	13.5%
6 to 10 years	20.6%	14.3%
More than 10 years	39.9%	39.7%
Year of initial passport training		
Pre 2013	51.3%	63.3%
2013	2.2%	3.7%
2014	4.2%	4.5%
2015	7.1%	5.9%
2016	8.0%	9.8%
2017	19.9%	10.4%
Don't remember	5.9%	1.1%
Job titles		
Passport officer	47.9%	7.3%
Citizen service officer	36.0%	--
Consular officer or assistant	--	56.2%
Team leader / Management or deputy consular officer	8.4%	24.8%
Administrative assistant / receptionist	--	5.3%
Other	7.6%	5.3%

Table 14: Survey information

Other survey information	%
Service Canada location type	
Service Canada Centre	33.4%
Service Canada Passport Office	60.4%
Processing Centre	6.2%
Region – ESDC	
Newfoundland and Labrador	3.4%
Prince Edward Island	1.6%
Nova Scotia	6.0%
New Brunswick	2.9%
Quebec	21.9%
Ontario	35.1%
Manitoba	2.9%
Saskatchewan	3.2%
Alberta	12.8%
British Columbia	8.8%
Territories	1.2%
Type of Mission	
Full Service Mission (FSM)	87.8%
Emergency and Temporary Documents (ETD)	4.6%
United States	7.6%
Region – GAC	
North and Central America	13.7%
United States	7.7%
South America	9.3%
Oceania	3.4%
Europe	26.3%
Africa and Middle East	20.4%
Asia	19.3%

Annex E: Supplementary tables and figures

Table 15: Missions and regular passport applications processed by region, FY 2014–2015 to 2018–2019

Region	2014–2015	2015–2016	2016–2017	2017–2018	2018–2019	Overall
Number of missions						
North/Central America	23	25	25	28	28	28
South America	9	10	10	10	11	11
Europe	32	32	32	32	31	32
Africa	22	22	23	23	23	23
Middle East	9	8	8	9	9	10
Asia	21	21	21	21	21	21
Oceania	3	3	3	3	3	3
Total	23	25	25	28	28	28
Number of files processed						
North/Central America	16,602	17,318	16,860	16,889	12,475	80,144
South America	11,378	11,572	12,255	11,353	4,677	51,235
Europe	37,865	40,225	53,685	54,542	38,372	224,689
Africa	9,583	10,542	10,806	9,779	8,215	48,925
Middle East	24,314	26,302	24,275	21,197	17,071	113,159
Asia	54,487	55,643	58,277	50,377	33,709	252,493
Oceania	8,175	8,866	12,094	13,901	9,264	52,300
Total	162,404	170,468	188,252	178,038	123,783	822,945
Percentage of files processed						
North/Central America	10.2%	10.2%	9.0%	9.5%	10.1%	9.7%
South America	7.0%	6.8%	6.5%	6.4%	3.8%	6.2%
Europe	23.3%	23.6%	28.5%	30.6%	31.0%	27.3%
Africa	5.9%	6.2%	5.7%	5.5%	6.6%	5.9%
Middle East	15.0%	15.4%	12.9%	11.9%	13.8%	13.8%
Asia	33.6%	32.6%	31.0%	28.3%	27.2%	30.7%
Oceania	5.0%	5.2%	6.4%	7.8%	7.5%	6.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

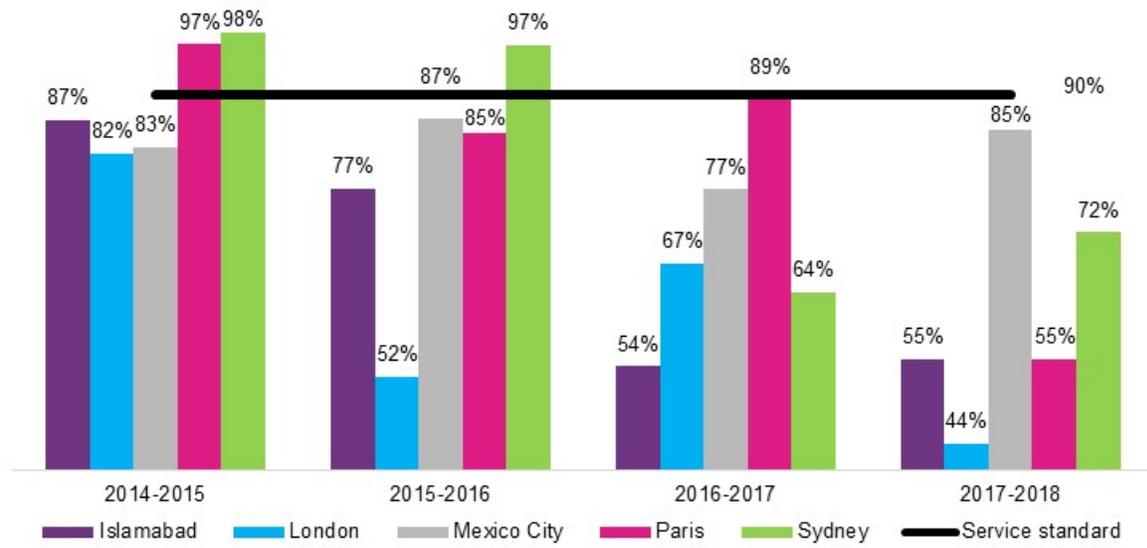
Source: COSMOS

Figure 10: Regular passports issued to adults by validity period, FY 2013–2014 to 2017–2018



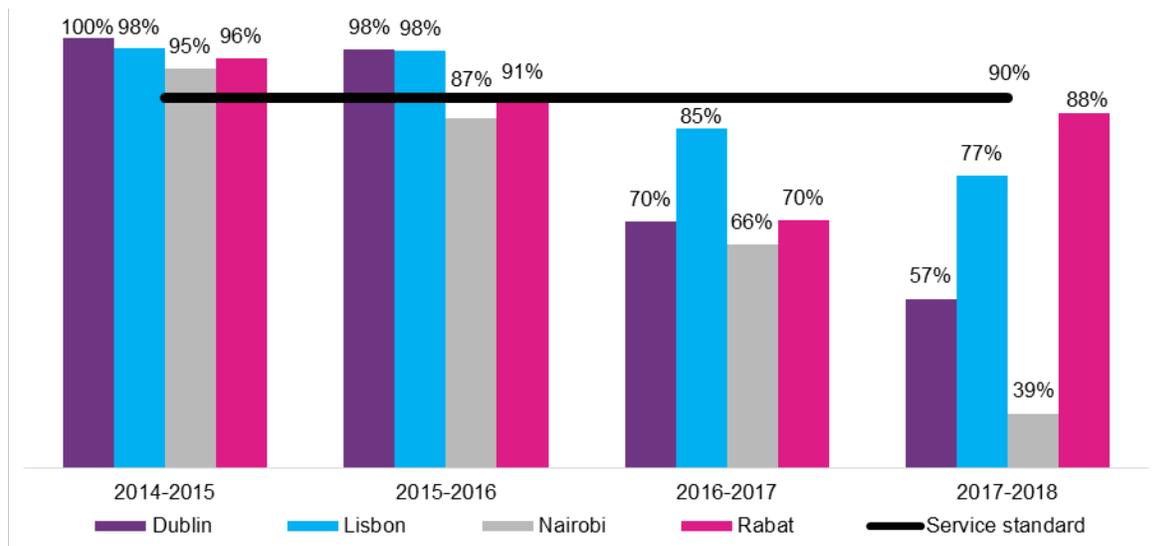
Source: Central Index (CI) – IRIS

Figure 11 Service standard performance of select high-volume missions, FY 2014–2015 to 2017–2018



Source: COSMOS

Figure 12 Service standard performance of select medium-volume missions, FY 2014–2015 to 2017–2018



Source: COSMOS

Table 16: Examples of passport program participation in international organizations and initiatives

Initiatives and organizations	Description
International Civil Aviation Organization (ICAO)	A specialized agency of the United Nations which fosters the development of civil aviation standards and recommended practices and policies for safety and security in the aviation sector. IRCC is an active member of a number of ICAO working groups, including the Implementation and Capacity Building Working Group (ICBWG) ⁶² , the New Technologies Working Group ⁶³ , and the Public Key Directory Board.
ICAO Public Key Director (PKD)	IRCC is an active contributor to the ICAO's PKD – a central repository for exchanging information required to authenticate ePassports. The Canada Country Signing Authority Certificate is made available through the PKD to allow border officials from other countries to authenticate Canadian ePassports. ⁶⁴ Canada also shares revocation lists through the directory. Currently, 62 countries are active participants in the PKD.
G7 Roma Lyon Group	An international forum comprised of Canada, France, Germany, Italy, Japan, the UK, the US and the European Union (EU). The group focuses primarily on issues related to counterterrorism, transportation security, high-tech crime, criminal legal affairs, law enforcement, and migration. IRCC, along with CBSA, represents Canada in the Migration Experts Sub-Group (MESG) which pursues projects related to irregular migration, borders and travel documents.
Five Nations Passport Conference	An international forum of passport issuing authorities of Australia, New Zealand, the US, the UK and Canada. The group meets annually to discuss issues of mutual interest and share best practices.

⁶² The ICBWG promotes the implementation of ICAO standards and provides assistance to countries that lack the capacity or resources to meet ICAO travel document standards.

⁶³ The New Technologies Working Group develops international standards and specifications and monitors new technological advancements in the issuance and use of travel documents.

⁶⁴ To authenticate the ePassport of a foreign traveler, the receiving country must have access to certain information from the country who issued the passport. Authentication, i.e., ePassport validation, is the process of validating the authenticity and integrity of an ePassport by verifying the digital signature on the chip. In other words, the validation of an ePassport allows border authorities to determine if the issuing authority actually stored data on the chip, and if the data is authentic and unmodified.