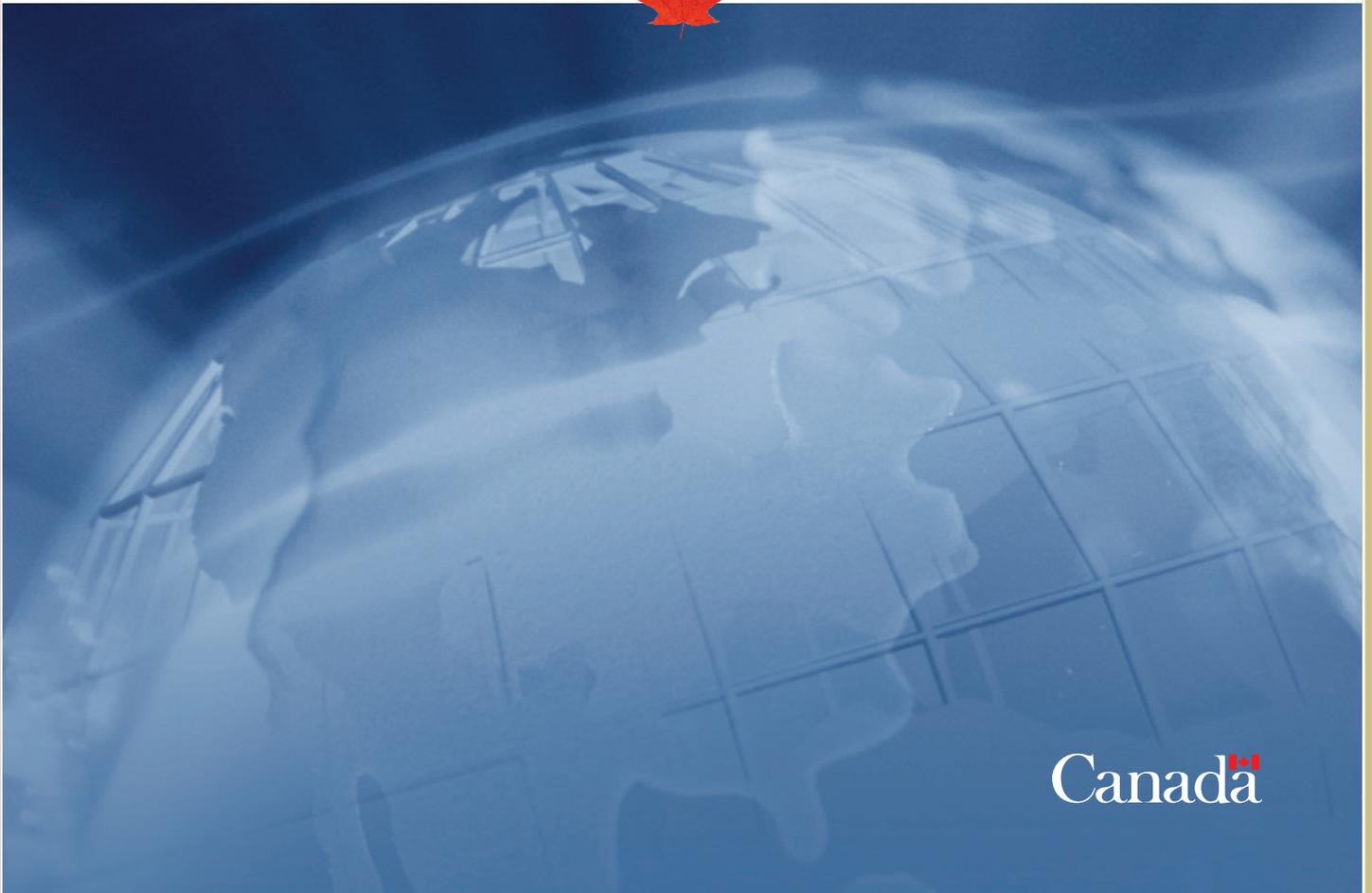




# Evaluation of the Global Assistance for Irregular Migrants Program

Evaluation Division

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## List of acronyms

ACCBP	Anti-Crime Capacity-Building Program
AVRR	Assisted Voluntary Return and Reintegration
CAD	Canadian Dollar
CBSA	Canada Border Services Agency
CIC	Citizenship and Immigration Canada
DFATD	Department of Foreign Affairs, Trade and Development
FTE	Full-time Equivalent
FY	Fiscal Year
GAIM	Global Assistance for Irregular Migrants
GoC	Government of Canada
IOM	International Organization for Migration
OGD	Other Government Departments
PCO	Privy Council Office
TBS	Treasury Board Secretariat
UNHCR	United Nations High Commissioner for Refugees

## Executive summary

### Purpose of the Evaluation and Methodology

The evaluation of the Global Assistance for Irregular Migrants (GAIM) program was conducted in fulfillment of Section 42.1 of the *Financial Administration Act*, and a departmental commitment to complete an evaluation by March 31, 2015. While the program was launched at Citizenship and Immigration Canada (CIC) in April 2013, the evaluation also covered earlier program phases dating from January 2012, prior to the program's creation at CIC, up to September 2014. The evaluation was undertaken in-house by CIC's Research and Evaluation Branch between June 2014 and February 2015.

The methodology and level of effort for the evaluation were calibrated. As a result, the evaluation relied on three lines of evidence (interviews, document review, and monitoring and claims data) to examine the relevance of the GAIM program and performance relative to the intended program outcomes over the period under review. Some evaluation findings may reflect the fact that the GAIM program had only been activated for one major incident at the time of this report.

### Program Profile

The GAIM program was established in 2013 as a component of *Canada's Migrant Smuggling Prevention Strategy*, headed by the Special Advisor on Human Smuggling and Illegal Migration, within the Privy Council Office (PCO). The GAIM program continued an assisted voluntary return and reintegration (AVRR) program that was established by the Department of Foreign Affairs, Trade and Development (DFATD) in January 2012 to respond to a large group of Sri Lankan migrants bound for Canada who were intercepted in Togo. While DFATD is no longer responsible for activities under the GAIM program, they continue to play a key role in capacity-building in order to prevent and respond to migrant smuggling activities and enhance cooperation with source and transit countries.

GAIM program activities are activated when the PCO Special Advisor informs CIC, through a trigger letter, of a planned human smuggling event and requests that CIC's Deputy Minister implement the program.

When activated, the GAIM program provides transfer payments (in the form of contributions), to international organizations to deliver basic services (e.g., food, shelter) and support the return and reintegration of irregular migrants believed to be destined for Canada and stranded in a transit country following the disruption of a human-smuggling venture. The program also provides funds for the implementation of outreach and awareness activities in order to better manage the consequences of an illegal migration. The program is expected to achieve the following outcomes:

- Migrants' basic needs are met and they are assisted to return to their countries of origin;
- Migrants are screened, registered, assessed and referred, where necessary, for refugee status determination;
- Capacity-building, outreach and awareness activities are undertaken;
- Migrants who are determined not to be refugees reintegrate in their countries of origin; and

- CIC contributes to the detection, disruption and deterrence of human smuggling and illegal migration activities.

As of June 2014, the GAIM program had been activated through a trigger letter in response to the interception of Sri Lankan migrants in West Africa, continuing the efforts that had been started in January 2012 under the DFATD AVRR response. While an additional trigger letter had been received by CIC, it had not resulted in a significant response at the time of the evaluation. The assessment of program performance is therefore limited to the presentation of results with respect to this one intervention.

## Evaluation Findings

### Relevance

There is an ongoing need for a global voluntary return and reintegration program in order to support the objectives of Canada's strategy to combat human smuggling, and the GAIM program is well aligned with both Government of Canada and CIC priorities.

### Performance

With respect to outcomes related to the provision of services directly to intercepted migrants, the International Organization for Migration (IOM) was able to effectively provide assistance to migrants intercepted in West Africa in order to meet their basic needs and assist them to return to Sri Lanka.

Based on the experience in West Africa, early results suggest that knowledge and awareness of what constitutes irregular migration and the risks and dangers that could be expected when undertaking an irregular migration have improved among those who returned to Sri Lanka. Returning migrants also developed positive views about being reunited with family and friends, but were less positive about their financial situation upon return. Furthermore, for many migrants surveyed, a worsening financial situation, or a deterioration of the security situation could increase the likelihood of remigration.

With respect to outcomes related to the building of awareness, while the GAIM program allows for the funding of activities related to outreach and sensitization while managing the consequences of irregular migration, activities funded in fiscal year (FY) 2014/15 in West Africa and Sri Lanka included projects that focused on building basic capabilities, which created potential overlap with DFATD's role of supporting foreign governments to prevent human smuggling.

There is little available information available to fully assess the GAIM program's contribution to the detection, disruption and deterrence of human smuggling due to the security issues regarding this type of information. The detection and disruption of human smuggling operations are intelligence-based activities, requiring a high level of security, and, as such, very limited information on these activities is publicly available.

### Economy and Efficiency

Actual overall expenditures for the GAIM program have been below budgeted amounts, largely due to the low number of migrants returned to their countries of origin, while the GAIM program budget for capacity-building and awareness-raising activities in West Africa and Sri Lanka increased substantially in FY 2014/15.

In terms of similar programs offered in other countries, amounts budgeted for return and reintegration assistance under the GAIM program are comparable.

## Conclusions and Recommendations

The GAIM program, delivered by the IOM, has been able to provide for identified migrants' basic needs and assist them to return to their countries of origin. Targeted awareness-raising activities about the risks of irregular migration have taken place in West Africa and Sri Lanka, with early results indicating greater knowledge and consciousness of irregular and safe migration issues among those who were intercepted in West Africa and subsequently returned to Sri Lanka. These individuals held positive views about being reunited with family and friends, but were less positive about their financial situation.

While the GAIM program has been successful in achieving its expected outcomes since its transfer to CIC, the evaluation found that there is a potential for duplication of capacity-building activities under *Canada's Migrant Smuggling Prevention Strategy*. DFATD has a commitment to address the issue of migrant smuggling and enhance cooperation with source and transit countries, which can conflict with the GAIM program's separate commitments to undertake capacity-building activities within the context of managing the consequences of an irregular migration. The delineation between ongoing capacity-building activities (under DFATD) and capacity-building activities undertaken within the context of managing an irregular migration (under CIC) is not clear. Based on the evaluation evidence and findings presented in this report, the following recommendation is put forward:

**Recommendation #1:** CIC, in consultation with DFATD, should clarify respective roles and responsibilities with respect to capacity-building activities related to the GAIM program.



## Evaluation of the Global Assistance for Irregular Migrants (GAIM) Program - Management Response Action Plan

Recommendation	Response	Action	Accountability	Completion Date
<p>Recommendation #1: CIC, in consultation with DFATD, should clarify respective roles and responsibilities with respect to capacity-building activities related to the GAIM program.</p>	<p>CIC agrees with this recommendation. Moving forward with the implementation of the GAIM program subsequent to receiving Treasury Board approval requires that CIC works in conjunction with DFATD's Anti-Crime Capacity Building Program (ACCBP) in clarifying roles and responsibilities around capacity-building activities funded through the government's strategy to combat human smuggling.</p>	<p>CIC, in consultation with the DFATD program authority, will develop a Terms of Reference to clearly define and document the capacity-building mandates of the two programs. The Terms of Reference development will:</p> <ul style="list-style-type: none"> <li>• Include a review of the previous GAIM contribution agreement and supporting documentation to identify capacity-building activities that may be duplicative and identify existing or potential synergies between the GAIM program and the ACCBP.</li> <li>• Describe the types of capacity- building efforts and activities underway or planned through both programs.</li> </ul> <p>CIC will use this information in the negotiation and management of future contribution agreements with service providers under the GAIM program.</p>	<p>Integration Program Management Branch</p> <p>Support: DFATD and PCO</p>	<p>Q3 2015/16</p>



# 1. Introduction

## 1.1. Purpose of Evaluation

The evaluation of the Global Assistance for Irregular Migrants (GAIM) program was conducted in fulfillment of a departmental commitment to complete an evaluation to assess the impact of this program. The evaluation also fulfills requirements under Section 42.1 of the *Financial Administration Act* which mandates that all federal departments review the relevance and performance of grants and contribution programs once every five years. As the GAIM program was transferred to CIC in 2013, and was activated just twice, the evaluation relies on information from the one main incident to assess the results of the program. The evaluation was undertaken by Citizenship and Immigration Canada's (CIC) Research and Evaluation Branch between June 2014 and February 2015.

This report presents the results of the evaluation and is organized into four main sections:<sup>1</sup>

- Section 1 presents a profile of the program;
- Section 2 presents the methodology for the evaluation and related limitations;
- Section 3 presents the findings of the evaluation; and
- Section 4 presents the conclusions and recommendations.

## 1.2. GAIM Program Profile

### Background

Human smuggling involves the facilitation, transportation or procurement of the illegal entry of a person or persons across an international border.<sup>2</sup> In October 2010, in response to concerns that human smugglers were targeting Canada, the Prime Minister appointed a Special Advisor on Human Smuggling and Illegal Migration within the Privy Council Office (PCO), with a mandate to coordinate a whole-of-government response to human smuggling.<sup>3</sup>

In December 2011, a large group of Sri Lankan migrants bound for Canada were intercepted in Togo and held in a stadium by Togolese authorities. The migrants lacked appropriate food, water and shelter. In response to this urgent situation, in January 2012, the Department of Foreign Affairs, Trade and Development (DFATD)<sup>4</sup> established a temporary program to provide assisted voluntary return and reintegration (AVRR) to Sri Lankan migrants identified in West Africa.

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<sup>1</sup> Technical appendix is available upon request.

<sup>2</sup> Canada, CIC (2007) *IP 1 – Temporary Resident Permits*.

<sup>3</sup> Human smuggling differs from human trafficking. Human trafficking is a violation of basic human rights which can occur across and within borders. It starts when one party deprives another party of the freedom of choice by using threats, force, coercion, deception or fraud for purpose of exploitation. Source: Canada, DFATD (2013) *Human Trafficking and Migrant Smuggling*.

<sup>4</sup> Was previously known as the Department of Foreign Affairs and International Trade (DFAIT).

The Government of Canada's response in 2012 highlighted the need for a more permanent approach to managing the consequences of disrupting the smuggling of irregular migrants believed to be destined for Canada. This approach was integrated into the whole-of-government strategy to human smuggling, within the framework of *Canada's Migrant Smuggling Prevention Strategy* headed by the PCO. Partners involved in *Canada's Migrant Smuggling Prevention Strategy* include PCO, the Royal Canadian Mounted Police, and DFATD, among others.

As a result, one of the aspects of the whole-of-government approach to human smuggling was the creation of the GAIM program in 2013.<sup>5</sup> Through this development, the roles of DFATD's AVRR program were transferred to CIC as the GAIM program.

## Program Profile

GAIM program activities are activated when the PCO Special Advisor informs CIC, through a trigger letter, of a planned human smuggling event and requests CIC's Deputy Minister to implement the program. The trigger letter allows those departments with responsibility for, and knowledge of, smuggling activities to alert CIC to the need for action, providing lead time to prepare for the implementation of the program.

The GAIM program provides funding (in the form of contributions), to an international organization<sup>6</sup> to support irregular migrants believed to be destined for Canada and stranded following the disruption of a human-smuggling venture.

As indicated in the GAIM program Terms and Conditions,<sup>7</sup> the program includes the following components:

- Migrant services and needs (e.g. fulfilling basic needs such as food, water, shelter);
- Identity, assessment and referral (e.g. supporting national or international organizations by enabling them to conduct refugee status determinations);
- Efforts to foster collaboration and cooperation (e.g. partnerships with intercepting countries and stakeholders within the context of managing the consequences of an irregular migration); and
- Return information and reintegration services (e.g. providing return, arrival and reintegration assistance in the country of origin).

As shown in the program logic model,<sup>8</sup> the expected outcomes of the GAIM program are that:

- Migrants' basic needs are met and they are assisted to return to their countries of origin;
- Migrants are screened, registered, assessed and referred, where necessary, for refugee status determination;

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<sup>5</sup> Canada, PCO (2013) *Departmental Performance Report 2011-2012*.

<sup>6</sup> As per the Terms and Conditions, eligible recipients include not for profit organizations including non-governmental organizations such as the IOM, or inter-governmental and international organizations such as the Red Cross. Intercepting countries, transit countries and countries of origin are not eligible for funding. Applicants can request funding through the GAIM program as an eligible recipient by submitting a detailed proposal including a description of planned activities, how the activities will contribute to the expected program results and the needs the project will address, an implementation plan demonstrating the capacity to deliver the proposed services, and a reporting strategy. The maximum annual contribution to any one recipient will not exceed \$15 million.

<sup>7</sup> Canada, CIC (2013) *Terms and Conditions: Global Assistance for Irregular Migrants Program*.

<sup>8</sup> Logic model can be found in Appendix B.

- Capacity-building, outreach and awareness activities are undertaken;
- Migrants who are determined not to be refugees reintegrate in their countries of origin; and
- CIC contributes to the detection, disruption and deterrence of human smuggling and illegal migration activities.

## Stakeholders

Stakeholders are defined as trusted third-party delivery partners and other government departments (OGD) that support the GAIM program. The main government departments involved in the GAIM program are PCO and DFATD, while the third-party is the International Organization for Migration (IOM).

PCO's Office of the Special Advisor on Human Smuggling and Illegal Migration is responsible for coordinating the whole-of-government strategy on combating human smuggling activities and advising CIC of any human smuggling events that can trigger GAIM program activities. The Office of the Special Advisor on Human Smuggling and Illegal Migration role is to oversee the implementation of *Canada's Migrant Smuggling Prevention Strategy*.<sup>9</sup>

Within DFATD, the Heads of Mission at Canadian diplomatic missions abroad bear overall leadership for bilateral relations with the country or countries of responsibility. The Heads of Mission can be key in convincing local authorities to cooperate in disrupting migrant smuggling ventures destined to Canada and allowing implementing agencies under the GAIM program access to the intercepted migrants. In addition to its diplomatic role, DFATD launched an Anti-Crime Capacity-Building Program (ACCBP) to manage their role in *Canada's Migrant Smuggling Prevention Strategy*. This program is intended to "prevent and respond to migrant smuggling activities and enhance cooperation with source and transit countries".<sup>10</sup>

In terms of delivering the GAIM program, the IOM is the third-party delivery partner. While the GAIM program allows for other organizations, such as the International Committee of the Red Cross, to be engaged depending on the circumstances and geographic location of an event or events, to date, the IOM has been the only funded partner for the delivery of the GAIM program.

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<sup>9</sup> Canada, PCO (2012) *Departmental Performance Reports 2011-2012*.

<sup>10</sup> Canada, DFATD (2012) *Departmental Performance Reports 2011-2012*.

## Resources

The GAIM program is a contribution program, whose Terms and Conditions and funding were approved by the Treasury Board Secretariat (TBS) in 2013 for two fiscal years (FY).

**Table 1: GAIM Program Expenditures**

	FY 2013/14 Actual	FY 2014/15 Planned
Expenditures	\$3,085,575	\$3,147,220

*Note: Fluctuations in expenditures are due to exchange rates.*

Source: Actual - Canada, CIC (2014) *Departmental Performance Report 2013-2014*; Planned - Canada, CIC (2014) *Report on Plans and Priorities 2014-2015*.

While the GAIM program relies on Contribution Agreements with international organizations, CIC assigns staff members to directly support the program; however, full-time equivalent (FTE) for program management are dependent upon program uptake. As the GAIM program responds to irregular migration events,<sup>11</sup> the number of FTEs allocated to the GAIM program would increase if there was an identified incident of illegal migration.

**Table 2: GAIM Planned FTEs (FY 2013/14 - FY 2015/16)**

	FY 2013/14	FY 2014/15	FY 2015/16
CIC FTEs	N/A	1	0.4

Sources: Canada, CIC (2015) *Report on Plans and Priorities 2015-2016*; Internal program documents

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<sup>11</sup> Canada, CIC (2015) *Report on Plans and Priorities 2015-2016*.

## 2. Methodology

### 2.1. Evaluation Scope and Data Collection Methods

#### 2.1.1. Evaluation Scope

The evaluation focused on the implementation of the GAIM program in response to trigger letters received from the time of program launch at CIC in April 2013 to September 2014. While there were two trigger letters addressed to CIC within this timeframe, only the first trigger letter was examined, as the second letter had not resulted in a significant response at the time the evaluation was conducted. The first trigger letter requested the GAIM program's implementation as a result of the interception of Sri Lankan migrants in 11 countries in West Africa.<sup>12</sup> The response to this situation began in 2012 and was first addressed by DFATD. Given that the IOM has been involved in both the DFATD and CIC responses in West Africa and has provided a continuous response, the scope of the evaluation includes information, when applicable, on the results achieved under both DFATD and CIC.

The evaluation questions, organized by core issue,<sup>13</sup> are presented in Table 3.

**Table 3: Summary of Evaluation Issues and Questions**

Relevance (Need, Alignment, and Federal Role)	
1.	Is there a continued need for the GAIM program? Does the program have the flexibility to adapt to changing migration patterns?
2.	Are the program objectives aligned with CIC objectives, domestic and international, and with government-wide priorities?
3.	Are the activities funded through the program aligned with the roles and responsibilities of the federal government?
Performance (Achievement of Expected Outcomes)	
4.	To what extent has the program provided migrants with basic needs and support services in a timely and effective manner?
5.	To what extent have migrants been screened, registered and referred for refugee status determination as required?
6.	To what extent has the program assisted migrants to return to, and reintegrate into, their countries of origin?
7.	To what extent has the program fostered collaboration and cooperation in other countries with respect to irregular migration?
8.	To what extent has the program increased awareness of irregular migration and its consequences?
9.	To what extent have migrants' successfully reintegrated into their country of origin?
10.	To what extent has CIC contributed to the detection, disruption, deterrence of human smuggling and illegal migration?
11.	Have there been any unintended consequences of the program?
Performance (Economy and Efficiency)	
12.	To what extent has the program been efficiently delivered?
13.	Are there alternative ways to deal with irregular migration that would be more efficient or effective?

<sup>12</sup> Stranded Sri Lankan migrants were identified and returned from 11 West African countries, namely Benin, Cameroon, Ghana, Guinea, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, and Togo. Source: IOM (2014) *Performance Report to Citizenship and Immigration Canada – Assistance to Address Irregular Migration and Smuggling in West Africa. Assisted Voluntary Return and Reintegration (AVRR): Phase II.*

<sup>13</sup> Canada, Treasury Board Secretariat (2009) *Directive on the Evaluation Function.* [www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=15681](http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=15681).

### 2.1.2. Evaluation Methodology

The methodology and level of effort for the evaluation were calibrated in recognition of the program's level of maturity and the number of trigger letters that have resulted in a response. As a result, the evaluation relied on three lines of evidence to examine the relevance of the GAIM program and performance relative to the intended program outcomes over the period under review.

**Table 4: Line of Evidence and Description**

<b>Interviews</b>
A total of 27 interviews were conducted from three key stakeholder groups: CIC (11), PCO and DFATD (6), and IOM staff abroad (10).
<b>Document Review</b>
Documents reviewed included foundational program documentation, Contribution Agreements, the GAIM performance measurement strategy, legislation, departmental plans and reports, speeches, and press releases.
In conducting the document review, it was noted that data on the movement of irregular migrants are not widely available, and reliable statistics on the scope of human smuggling is scarce. <sup>14</sup> The evaluation relied on estimates from sources that deal with movements of regular and irregular migrants worldwide to provide an accurate portrait of the human smuggling situation.
<b>IOM Monitoring and Claims Data</b>
The evaluation included an analysis of program performance data collected and reported by the IOM and submitted to DFATD and CIC. This included migrant specific data, survey results, and cooperation/capacity-building data.

## 2.2. Limitations and Mitigation

The evaluation relied on both qualitative and quantitative data. Limitations identified during the evaluation, along with the mitigation strategies used to minimize their impact, are presented below. These limitations do not have a significant impact on the evaluation findings.

The data available on CIC's GAIM program were minimal given that the program has only been operational since May 2013 and only one significant event resulting in a GAIM program response had occurred. Prior to launching the evaluation, consultations were held in order to confirm whether there was enough information available to inform an evaluation. It was agreed that, while only one significant event had occurred, it would provide sufficient information on the impact of the program. However, issues with the GAIM program may be reflective of the limited number of incidents that had occurred during the evaluation scope years.

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<sup>14</sup> Parliament of Canada (2011) *Trafficking in Persons and Human Smuggling*. Laura Barnett and Julie Béchar. Library of Parliament.

## 3. Evaluation Findings

### 3.1. Relevance

#### 3.1.1. Continued Need for the GAIM Program

**Finding 1:** There is an ongoing need for a global voluntary return and reintegration program in order to support Canada's strategy to combat human smuggling.

Canada is a target for human smuggling, as proven by the illegal arrivals of MV Ocean Lady in 2009 and MV Sun Sea on Canadian shores within 12 months of each other.<sup>15</sup> In addition, documents indicate that Canada's immigration system has become a target for human smuggling operations.<sup>16</sup>

On an international level, interviewees felt that there was an ongoing need for the GAIM program. They felt the GAIM program was an integral component of *Canada's Migrant Smuggling Prevention Strategy*, without which there would be little incentive for transit states<sup>17</sup> to cooperate in the detection and interception of irregular migrants, especially in countries where resources are scarce and governance is weak. The GAIM program provides some assurance to transit states that they will not be solely responsible for the cost of assisting stranded migrants. The program is also a complement to the capacity-building component of Canada's overall strategy.

On a national level, interviewees identified the need for the GAIM program as a way to mitigate the increased cost to Canada associated with the arrival of irregular migrants on Canadian shores (e.g. social welfare costs). IOM interviewees specified that it is less expensive for Canada to handle irregular migration situations before migrants leave their respective countries of origin, through safe migration awareness, than in either a transit country or in Canada itself. As noted in departmental documentation, the GAIM program "responds to the need for Canada to have a permanent program to manage the consequences of disrupting human smuggling activities believed to be for Canada."<sup>18</sup>

Interviewees felt that the GAIM program has the flexibility to adapt to changes surrounding human smuggling migration patterns. The trigger letter method provides a means to focus anti-human smuggling efforts where there is a perceived need for the GAIM program. While the program to date has only focused on West Africa and Sri Lanka, it is global in nature and the program can be implemented in any country in order to assist irregular migrants from any country of origin as long as the final destination was intended to be Canada.

#### 3.1.2. Alignment with CIC and Government of Canada Priorities

**Finding 2:** The GAIM program is well aligned with both CIC and Government of Canada priorities.

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<sup>15</sup> Canada, Public Safety (2010) *Human Smuggling and the Abuse of Canada's Refugee System*. Speech by the Minister of Public Safety, October 21, 2010.

<sup>16</sup> Canada, CIC (2012) *Background – Cracking down on Human Smugglers who Abuse Canada's Immigration System*.

<sup>17</sup> Transit states are neither the migrants' country of origin nor their country in intended final destination.

<sup>18</sup> Canada, CIC (2014) *Report on Plans and Priorities 2014-2015*.

## Alignment with Government of Canada Priorities

Interviewees indicated that the GAIM program is aligned with government-wide priorities, most notably the Government of Canada (GoC) commitment to combat human smuggling and to protect the integrity of the immigration system. As indicated in the 2011 *Speech from the Throne*, the GoC committed to reintroducing legislation to combat human smuggling.<sup>19</sup> This commitment is reiterated in various GoC documents including press releases from the Ministers of Public Safety and CIC, and most notably *Canada's Migrant Smuggling Prevention Strategy*.

In addition, interviewees indicated that the GAIM program is in alignment with Canada's broader safety and security agenda. As stated by the Minister of Citizenship and Immigration at a parliamentary standing committee, the GAIM program is intended to "further protect our borders and safeguard our asylum system."<sup>20</sup> As such, the GAIM program responds to "the need for Canada to have a permanent program to manage the consequences of disrupting human-smuggling activities believed to be destined for Canada."<sup>21</sup>

## Alignment with CIC Priorities

As noted in CIC's *Report on Plans and Priorities*, the GAIM program reflects CIC's role within Canada's whole-of-government strategy to combat human smuggling.<sup>22</sup> The GAIM program is aligned with CIC's *Strategic Objective 4: Managed migration that promotes Canadian interests and protects the health, safety and security of Canadians*.<sup>23</sup>

The GAIM program demonstrates Canada's commitment to transit states and international partners that would otherwise be encumbered with the costs of unintended consequences arising from smuggling-prevention activities.<sup>24</sup>

### 3.1.3. Alignment with Federal Roles and Responsibilities

**Finding 3:** The role of the federal government in the GAIM program is appropriate, given the international nature of human smuggling activities and the need for a national response.

As human smuggling involves the facilitation, transportation or procurement of the illegal entry of a person or persons across an international border,<sup>25</sup> human smuggling is a federal responsibility. On May 13, 2002, Canada signed and ratified, the United Nations *Protocol Against Smuggling of Migrants by Land, Sea and Air*.<sup>26</sup> Within the Protocol, Article 15(3) indicates that each state "shall promote or strengthen, as appropriate, development programmes and cooperation at the national, regional and international levels..."<sup>27</sup>

<sup>19</sup> Parliament of Canada (2011) *Speech from the Throne*. 41st Parliament, 1st Session. June 3, 2011.

<sup>20</sup> Parliament of Canada (2013) *Standing Committee on Citizenship and Immigration, November 28, 2013*. 41st Parliament, 2nd Session, No. 7.

<sup>21</sup> Canada, CIC (2014) *Departmental Performance Report 2013-14*.

<sup>22</sup> Canada, CIC (2014) *Report on Plans and Priorities 2014-2015*.

<sup>23</sup> CIC Program Alignment Architecture.

<sup>24</sup> Canada, CIC (2014) *Departmental Performance Report 2013-14*.

<sup>25</sup> Canada, CIC (2007) *IP 1 – Temporary Resident Permits*.

<sup>26</sup> United Nations (2000) *Protocol Against the Smuggling of Migrants by Land, Sea and Air*. Supplementing the United Nations Convention Against Transnational Organized Crime.

<sup>27</sup> United Nations (2000) *Protocol Against the Smuggling of Migrants by Land, Sea and Air*. Supplementing the United Nations Convention Against Transnational Organized Crime.

While various OGDs (Royal Canadian Mounted Police, Public Safety, Canada Border Services Agency (CBSA), and DFATD) have important roles to play within *Canada's Migrant Smuggling Prevention Strategy*, CIC has the specific role of protecting the victims within the human smuggling cycle. This role has been assigned to CIC, which is similar to the department's role concerning human trafficking. The *National Action Plan to Combat Human Trafficking*<sup>28</sup> does not specify CIC as a primary lead organization; however, CIC's objectives revolve around the "protection and assistance for victims". While human trafficking and human smuggling are different issues, CIC has the precedent of providing assistance to victims.

## 3.2. Performance

Due to the responsive nature of the GAIM program, it was recognized from the outset of the evaluation that the assessment of program results would be limited by the number of events triggered and the program's relatively short duration.<sup>29</sup> As a result, the performance section is primarily focused on the response to Sri Lankan migrants in West Africa, which was first managed by DFATD, and thereafter by CIC. DFATD involvement began in January 2012 to address the situation in West Africa of a growing number of Sri Lankans stranded and in difficult conditions,<sup>30</sup> and the program was transitioned to CIC in May 2013. Under CIC, the program had the purpose of "supporting raised awareness of the risks involved in irregular migration in key migrant send areas of Sri Lanka... The project additionally built the capacity of national authorities in the area of border health surveillance."<sup>31</sup>

### 3.2.1. Meeting Basic Needs and Providing Assistance to Migrants<sup>32</sup>

**Finding 4:** The GAIM program, delivered through the IOM, was able to effectively provide assistance in order to meet the basic needs of migrants stranded in West Africa and assist them to return to their countries of origin.

#### Services Provided

Services provided by the IOM include basic needs, assistance and referrals to appropriate agencies. Only migrants determined not in need of protection and those who agree to voluntary return are assisted under the GAIM program. Others, namely asylum seekers determined to be in need of protection, are settled in the transit country or another country where they have the right to reside.<sup>33</sup>

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<sup>28</sup> Canada (2012) *National Action Plan to Combat Human Trafficking*.

<sup>29</sup> The evaluation relied largely on data and information on the delivery of the program and its outcomes from IOM reports, which were submitted to DFATD and CIC as part of the ongoing monitoring and reporting requirements, indicated in the Terms and Conditions.

<sup>30</sup> IOM (2014) *Performance Report to Citizenship and Immigration Canada. Assistance to Address Irregular Migration and Smuggling in West Africa - Assisted Voluntary Return and Reintegration (AVRR): Phase II*.

<sup>31</sup> Ibid.

<sup>32</sup> As indicated earlier, this section is solely based on one trigger letter and its residual impacts.

<sup>33</sup> Migrants claiming the need for protection were referred for assessment to the appropriate national agency or the United Nations High Commissioner for Refugees (UNHCR).

In order to determine what services irregular migrants require, the IOM conducts a joint assessment<sup>34</sup> which is intended to evaluate the status, conditions and any protection concerns of stranded migrants.<sup>35</sup>

Services available to migrants who participate in the GAIM program include pre-departure and return assistance (e.g. flights, departure assistance service fees, visa support, travel documents, health assessments, food, accommodations, etc.), and reintegration assistance (e.g. arrival assistance and support, transport and accommodations, reintegration assistance, business skills development, etc.).

Data from the IOM and interviews indicate that, overall, the GAIM program provided emergency, pre-departure, arrival and reintegration assistance to the majority of migrants identified (see Table 5).

**Table 5: Number of Identified Migrants Receiving Assistance**

Assisted	DFATD Jan. 2012 - Apr. 2013	CIC FY 2013/14	CIC FY 2014/15 (Apr. - Sept.)
# migrants identified	569*	95**	-
# receiving emergency assistance	569	44	20
# returned to Sri Lanka	548	44●	20
# receiving orientation/business development training●●	500	28	22
# completing reintegration assistance	396 (96 in progress)	132	19

\* Some migrants initially received emergency aid until it was clear they would not opt for voluntary return.

\*\* Some chose to undergo asylum procedures, some returned privately, some did not meet program criteria.

● One migrant from outside West Africa was returned from St. Lucia to Sri Lanka.

●● In June 2014, IOM changed reporting categories.

Sources: IOM (2013) *Final Report to Canadian Department of Foreign Affairs Trade and Development - Assistance to Address Irregular Migration and Smuggling in West Africa*; IOM (2014) *Performance Report to Citizenship and Immigration Canada. Assistance to Address Irregular Migration and Smuggling in West Africa - Assisted Voluntary Return and Reintegration (AVRR): Phase II*. FY 2014/15 data was compiled from monthly IOM reports to CIC from April 2014 to September 2014.

While under DFATD, emergency assistance was given to all identified migrants through the GAIM program as services were provided whether or not the individuals indicated they planned on participating in the voluntary return program. During FY 2013/14 under CIC, emergency assistance was provided to those who had indicated they would participate in the GAIM program. A few interviewees indicated that meeting the basic needs of migrants took some time because the IOM had to wait for CIC to accept migrants into the GAIM program, and there were some blurred boundaries between migrants who accepted to return to their country of origin, and those who did not.

IOM reports provide evidence that the assistance was delivered in an appropriate fashion. Examples include the following:

<sup>34</sup> Joint assessment is a screening form that captures the basic profile and needs of stranded migrants. Source: IOM (2014) *Performance Report to Citizenship and Immigration Canada – Assistance to Address Irregular Migration and Smuggling in West Africa. Assisted Voluntary Return and Reintegration (AVRR): Phase II*.

<sup>35</sup> IOM (2013) *Final Report to Canadian Department of Foreign Affairs Trade and Development - Assistance to Address Irregular Migration and Smuggling in West Africa*.

- IOM staff received a three day training in November 2012 concerning the IOM internal guidelines to ensure "the AVRR process was conducted in line with protection protocols and proper assessment and referral methods";<sup>36</sup> and
- IOM Sri Lankan staff provided culturally appropriate assistance in West Africa.

The IOM also modified some assistance based on experience. For example, the IOM ceased providing cash to migrants in transit because it was felt that the money was not needed. Furthermore, returnees did not receive the in-kind assistance to set up a small business until they had developed a satisfactory business plan, with coaching from the nearest IOM office.

### Migrant Satisfaction with Assistance

Migrants expressed high levels of satisfaction with the assistance received under the GAIM program (see Table 6).<sup>37</sup> The majority rated the IOM services in West Africa as useful and were satisfied with pre-departure and arrival services. They also found the reintegration business support to be useful or very useful and rated the IOM approval process as excellent or good.

**Table 6: Migrant Feedback on IOM Assistance**

Type of assistance provided		Satisfaction/Utility
<b>Pre-departure services</b>	Travel documents	100% ranked Excellent
	Translation assistance	85% ranked Excellent
	Flight arrangements	90% ranked Excellent
	Health examination	88% ranked Excellent
<b>Arrival Services</b>	Airport assistance	95% ranked Excellent
	Transportation assistance	98% ranked Excellent
	Cash grant	87% ranked Excellent
<b>Reintegration Assistance</b>	IOM approval process for financial support	90% ranked Excellent or Good
	Utility of business support	98% ranked Very Useful or Useful

*n = 285; based on questionnaires administered 1-2 months after return and 6 months after delivery of reintegration support.*

Source: IOM (2013) *Returning from West Africa: Reintegration of Irregular Sri Lankan Migrants*. Pages 13, 14, 15, 19, 21.

### 3.2.2. Capacity-Building and Outreach

The GAIM program allows for the funding of activities related to providing outreach, sensitization and services on various issues while managing the consequences of an irregular migration. Responsibility for broader capacity-building to address the threat of human smuggling including support for cooperative action, tools and basic capabilities to carry out prevention remains with DFATD.

Initial capacity-building activities in West Africa were limited, focused on outreach, through workshops, meetings and brochures to provide information to government officials about the GAIM program, international migration, irregular migration and protection of migrant rights.

<sup>36</sup> IOM (2014) *Performance Report to Citizenship and Immigration Canada – Assistance to Address Irregular Migration and Smuggling in West Africa. Assisted Voluntary Return and Reintegration (AVRR): Phase II.*

<sup>37</sup> IOM (2013) *Returning from West Africa: Reintegration of Irregular Sri Lankan Migrants.*

IOM interviewees identified improved cooperation in West Africa and Sri Lanka as well as the development of partnerships as a result of GAIM program activities. Some of these developments included the following:

- Togo: A government working group is being launched to support multilateral cooperation and coordination.
- Benin: An initiative to create a platform on migration in order to have a more comprehensive strategy on human smuggling and illegal migration.
- Guinea: Improved cooperation among the police, immigration officers, United Nations High Commissioner for Refugees (UNHCR) and the Red Cross in responding to humanitarian cases. An intergovernmental committee on migration has been established and will provide an important platform for collaboration.
- Sri Lanka: The IOM has a formalized partnership with the Ministry of Health on border health and surveillance.<sup>38</sup>

### IOM Capacity-building Activities and Potential OGD Overlap

**Finding 5:** While the GAIM program continued to be implemented in West Africa, capacity-building and outreach activities shifted focus from managing consequences of human smuggling to building basic capabilities. This created a potential overlap with DFATD's role of supporting foreign governments to prevent human smuggling.

In its proposal to CIC for FY 2014/15, the IOM added several activities, including an action plan to guide the mapping of the Sri Lankan community in Togo, Benin, Mali, Ghana and Cameroon, and a plan for three related anti-human smuggling capacity-building activities to help officials understand the complexities of human trafficking and human smuggling and how to respond. The three anti-human smuggling activities suggested by the IOM involved conducting country assessments in Benin, Guinea and Togo, to identify gaps and needs in counter-human smuggling; drafting proposals, based on identified gaps, to introduce legislative amendments, strengthen national training mechanisms, and improve infrastructure (e.g. border surveillance equipment in Benin, Guinea and Togo); and developing a regional training module that could be rolled-out to 10 countries in West Africa.

Descriptions of capacity-building projects put forwards by the IOM and approved by CIC in FY 2014/15 suggest, as described above, a potential for overlap with DFATD capacity-building activities. Under *Canada's Migrant Smuggling Prevention Strategy*, DFATD's Anti-Crime Capacity-Building program is intended to address the issue of migrant smuggling and "to prevent and respond to migrant smuggling activities and enhance cooperation with source and transit countries."<sup>39</sup> DFATD's capacity-building program was allocated \$12M over two years (FY 2011/12 and FY 2012/13) to provide transit countries with the tools and basic capabilities needed to carry out prevention activities,<sup>40</sup> and an additional \$1.6M was obtained in 2014.<sup>41</sup> The

<sup>38</sup> When the DFATD AVRR program began in 2012, Sri Lanka was working toward eliminating malaria as many of the Sri Lankan irregular migrants in West Africa were in poor health and malaria was a problem. As a result, the IOM worked with the Sri Lankan Ministry of Health on health assessment and malaria screening, pre and post departure. These efforts identified 32 cases of malaria.

<sup>39</sup> Canada, DFATD (2012) *Departmental Performance Report 2011-2012*.

<sup>40</sup> Ibid.

<sup>41</sup> Canada, DFATD (2014) *Canada Strengthens Ties with ASEAN: A Foreign Policy Priority*.

additional funding was intended for continuing IOM funding to "strengthen border security and management and train front-line law enforcement officials to combat the illicit movement of people."<sup>42</sup>

As noted earlier, CIC's role in the anti-human smuggling process is to protect the victims of human smuggling and reintegrate them. In comparison, DFATD's role is to reinforce relationships and promote cooperation with foreign governments. Interviewees from other government departments indicated there was no consultation by CIC when these activities were proposed by the IOM and considered for inclusion in the FY 2014/15 agreement under the GAIM program.

Conversely, a few OGD interviewees felt that improved cooperation between Canada and West African countries was the result of Canada's whole-of-government approach to *Canada's Migrant Smuggling Prevention Strategy* (e.g. DFATD's activities), and not to the GAIM program specifically.

### Transitioning Out of a Region

The shift in focus of the GAIM program in West Africa from specific to more general capacity-building activities may be a result of the decline in the number of migrants returned to Sri Lanka under the program, from 60 per month in the first 9 months of the initiative under DFATD, to a total of 64 for the entire period from May 2013 to September 2014. A few interviewees questioned whether the GAIM program was still needed in West Africa. Currently, there are no clear procedures in place to transfer monitoring activities from the GAIM program back to OGDs (e.g. DFATD) responsible for gathering intelligence on potential illegal migrant activities.

#### 3.2.3. Awareness Activities

**Finding 6:** Based on the experience in West Africa, early results suggest that knowledge and awareness of irregular and safe migration has improved among those who returned to Sri Lanka.

The IOM has undertaken a number of activities to build awareness of the risks surrounding irregular migration and its consequences. The approach is not only to build awareness of the risks of irregular migration but also to "disrupt the narrative" of organizations and smugglers by providing would-be migrants with the facts about regular migration. Table 7 provides information on activities undertaken by the IOM.

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<sup>42</sup> Canada, DFATD (2014) *Canada Strengthens Ties with ASEAN: A Foreign Policy Priority*.

**Table 7: Safe Migration Awareness Activities in Sri Lanka**

Activities	
<b>DFATD (Jan. 2013 - Apr. 2013)</b>	<ul style="list-style-type: none"> <li>• Text message campaigns - reached 1.2 million people</li> <li>• Hot line - 517 calls received</li> <li>• Sensitization training - reached 2,881 persons in 12 high risk communities</li> </ul>
<b>CIC (FY 2013/14)</b>	<ul style="list-style-type: none"> <li>• Text message campaigns - reached almost 4 million people</li> <li>• Hot line - 7,400 calls received</li> <li>• Sensitization training - reached 11,771 persons in 94 high risk communities</li> <li>• Train the Trainer Sessions - 330 Divisional officers and school principals</li> <li>• Theatre sessions - in 24 communities</li> </ul>
<b>CIC (FY 2014/15)</b>	<ul style="list-style-type: none"> <li>• Sensitization training - to 70 women entrepreneurs</li> <li>• Theatre sessions - 9 shows to 3,400 students, teachers and community members</li> <li>• Research plan for new information campaign</li> <li>• Safe migration children's story book in 2 languages</li> <li>• Leaflets (2 languages) - 1,200 distributed at events</li> <li>• Video adverts and flash movie clips with safe migration messages</li> <li>• Community Response Map is being tested, 400 SMS received</li> </ul>

Source: IOM monitoring reports.

IOM monthly monitoring reports indicate that the IOM began its outreach on safe migration under the DFATD program and has continued these activities as well as initiating others under the GAIM program. The IOM has taken a targeted approach, reaching out to those who are most likely to attempt irregular migration such as youth and members of high risk communities in Sri Lanka. It has employed technology, social media and theatre to deliver its safe migration message and engage in dialogue and has reached out to community leaders with training sessions to increase the reach and credibility of its messages.

Through these activities in Sri Lanka, the IOM reported reaching more than 11,000 people in awareness sessions in high risk communities, over 4 million through text messaging, delivering theatre sessions in more than 20 communities, training over 300 trainers and fielding more than 7,000 calls on its safe migration hotline.<sup>43</sup>

IOM representatives felt that awareness of the risks of irregular migration was increasing among the target population and credited improvements to an information campaign that engages the broader population on regular and irregular migration and targets areas where there is a high risk for irregular departure. Some IOM interviewees believed an increase in calls to the migration hotline with questions about legal migration and the verification of information and individuals offering migration opportunities also indicate that awareness is growing.

The IOM examined the GAIM program returnees' levels of knowledge and awareness about irregular and safe migration, before and after their failed migration attempt. They also looked at similar factors among a group of people who had never migrated. The study concludes that returnees exhibited an improvement in their knowledge and awareness of irregular migration. For example, the IOM indicated that, of sampled returnees, only 38% were aware that their attempted "way of migrating was irregular."<sup>44</sup> Among those who knew their travel was irregular,

<sup>43</sup> IOM (2014) *Performance Report to Citizenship and Immigration Canada – Assistance to Address Irregular Migration and Smuggling in West Africa. Assisted Voluntary Return and Reintegration (AVRR): Phase II.*

<sup>44</sup> IOM (2014) *Irregular versus Safe Migration in Sri Lanka: Results of a Knowledge, Attitudes and Behaviour Survey.*

less than half indicated some knowledge of the dangers and risks that could be expected (e.g. death, hunger, extortion, arrest/detention, etc.).<sup>45</sup>

Personal experience appeared to be the major driver of the change in knowledge of risks and the need for genuine documentation. The IOM highlighted that non-migrants knew more than the returnees did before their migration, and met or exceed the returnees' current knowledge levels in several areas; but it is unclear to what extent higher education levels or stronger exposure to safe migration messages contributed to this.

### 3.2.4. Reintegration of Migrants to their Countries of Origin

**Finding 7:** Irregular migrants who returned had positive views about being reunited with family and friends, but were less positive about their financial situation upon return.

Interviewees indicated that reintegration was not a fast process and depended upon many factors, including the returnees' motivation, skill level and capacity, as well as broader factors such as community needs, availability of employment and the local economy. Interviewees further identified specifically two factors considered to be important in successful reintegration:

- the well being of returnees, based upon having the support and acceptance of their families and communities; and
- business and financial success, in terms of being able to sustain families and repay debts.

#### Perceptions of Well Being

Overall, according to IOM documentation, returnees were fairly positive about being home.<sup>46</sup> Most were positive about being reunited with family and friends and the majority found life in Sri Lanka better than life in West Africa. While many (69%) said that life in Sri Lanka was better than it was before their migration attempt, a small majority (53%) perceived no change in their social situation.<sup>47</sup> Returnees who did not manage to earn a reasonable income or who had no assets to settle debts incurred in their failed migration attempt tended to feel they were treated condescendingly; whereas those who proved themselves successful upon return felt they were treated with more respect by their families and friends.

**Finding 8:** For many migrants surveyed, a deterioration of the security situation or a worsening financial situation could increase the likelihood of remigration.

#### Perceptions of Business and Financial Success

The feedback with respect to business and financial success was mixed.<sup>48</sup> One of the factors affecting financial success and the life of the returnee is the financial burden of the failed migration. Some migrants sold all their belongings, used their savings and/or their families savings to finance the migration. Others borrowed money and face repayment of a major debt with interest charges.

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<sup>45</sup> Ibid.

<sup>46</sup> IOM (2013) *Returning from West Africa: Reintegration of Irregular Sri Lankan Migrants*.

<sup>47</sup> Ibid.

<sup>48</sup> Ibid.

**Table 8: IOM Surveys - Financial Situation since Attempted Migration**

	November 2013	November 2014
Better	39%	9%
No Change/Same	24%	17%
Worse	37%	74%

Sources: IOM (2013) *Returning from West Africa: Reintegration of Irregular Sri Lankan Migrants*; IOM (2014) *Irregular versus Safe Migration in Sri Lanka: Results of a Knowledge, Attitudes and Behaviour Survey*.

With respect to their financial situation, 39% perceived it to be better than it was before the attempted migration; 24% perceived no change; 37% felt it had worsened. The IOM found that only those who were very satisfied with business performance considered their financial situation to have improved.<sup>49</sup>

A subsequent IOM report indicated that over 90% of returnees interviewed had yet to repay their debt and, when asked about their current financial situation compared to the time before the migration, 74% said it was worse; 17% said it was the same; and 9% said it was better.<sup>50</sup> This suggests that returnees perceived deterioration in their financial situation since what was reported in November 2013.

### Likelihood of Remigration<sup>51</sup>

If migrants are reintegrating successfully, it is likely that they will not remigrate. While there is limited data upon which to draw conclusions based upon data received to date, it appears that remigration remains a consideration for returnees.

**Table 9: IOM Surveys - Feedback on Remigration**

	November 2013	November 2014
Will not migrate again	79%	35%
May migrate	21%	59%
Planning migration	N/A	5%

Sources: IOM (2013) *Returning from West Africa: Reintegration of Irregular Sri Lankan Migrants*; IOM (2014) *Irregular versus Safe Migration in Sri Lanka: Results of a Knowledge, Attitudes and Behaviour Survey*.

The IOM found that a deterioration of the security situation or a worsening financial situation would increase the likelihood of migration among a majority of those who might consider another migration.

### 3.2.5. Detection, Disruption and Deterrence of Human Smuggling

**Finding 9:** Given security issues, there is little information available to assess the GAIM program's contribution to the detection, disruption and deterrence of human smuggling.

The detection and disruption of human smuggling operations are intelligence-based activities, requiring a high level of security, and, as such, very limited information on these activities is made

<sup>49</sup> IOM (2013) *Returning from West Africa: Reintegration of Irregular Sri Lankan Migrants*.

<sup>50</sup> IOM (2014) *Irregular versus Safe Migration in Sri Lanka: Results of a Knowledge, Attitudes and Behaviour Survey*.

<sup>51</sup> Remigration is defined as the act or process of returning or migrating back to the place of origin.

publicly available. As per the *Privacy Act*<sup>52</sup> and the *Canadian Security Intelligence Service Act*,<sup>53</sup> information does not have to be disclosed surrounding "activities suspected of constituting threats to the security of Canada".<sup>54</sup> As a result, little information was available and interviewees were unable to talk about the role of intelligence.

Since anti-human smuggling strategies are intelligence-led and information is therefore not widely shared, there is little data available to assess the success of initiatives related to the detection, disruption and deterrence of human smuggling activities in West Africa and Sri Lanka.

However, based on their experience in West Africa, IOM interviewees provided a few examples of how they perceived the GAIM program's contribution to detecting, disrupting and deterring human smuggling. They noted that none of the Sri Lankans identified in West Africa actually made it to Canada. They also suggested that the diminished case load of irregular Sri Lankan migrants in West Africa may be an indication that smugglers have changed routes or tactics, realizing how closely all parties are working on this issue. IOM interviewees said that when authorities in West Africa started to cooperate with the GAIM program, they began to assess the movement of Sri Lankans and this helped to identify and disrupt a network.

When the IOM analyzed migration patterns from Sri Lanka to West Africa, it found that irregular migration is believed to make up about 10% to 15% of overall migration flows and roughly 30% to 50% of entries into developed countries.<sup>55</sup> In 2003, the IOM estimated that human smuggling was involved in about half of irregular migration cases.<sup>56</sup> In the case of Sri Lanka, it is believed that human smugglers play a key role and may be responsible for a much larger fraction of irregular migration from the country. Drawing on data from interviews carried out with irregular migrants assisted between January 2012 and May 2013, the IOM found that 100% of Sri Lankan migrants stranded in West Africa who were assisted by IOM relied on so-called "agents".

### 3.3. Economy and Efficiency

**Finding 10:** While the overall expenditures for the GAIM program have been below budgeted amounts, largely due to the low number of migrants returned to their countries of origin, the budgeted amount for capacity-building and awareness raising activities increased substantially in FY 2014/15.

#### Actual versus Planned Expenditures

Funding of \$6M over two years (FY 2013/14 and FY 2014/15)<sup>57</sup> was provided for the GAIM program in the fiscal framework.

As shown in Table 10, program expenditures show a significant difference from planned expenditures. In both years of the agreement with the IOM, the budget was based on estimates of 100 returned migrants<sup>58</sup> (over 8 per month). As shown previously, the actual number of

<sup>52</sup> Canada, Department of Justice (1985) *Privacy Act*.

<sup>53</sup> Canada, Department of Justice (1985) *Canadian Security Intelligence Service Act*.

<sup>54</sup> Canada, Department of Justice (1985) *Privacy Act*.

<sup>55</sup> IOM (2013) *Irregular Sri Lankan Migrants in West Africa: Frustrated Dreams, Major Hardship and Hopes for a Better Future*.

<sup>56</sup> *Ibid.*

<sup>57</sup> Funding for program continuation was underway at the time of the evaluation.

<sup>58</sup> While it was assumed that there would be 100 returned migrants, the FY 2013/14 budget allowed for reintegration assistance for 246 migrants at \$3,300 each. This number was reduced to 112 migrants in the FY 2014/15 budget.

returned migrants was significantly lower than budgeted and expected. As a result, in FY 2013/14, direct costs (pre-departure and arrival and reintegration) were only 42% of the amounts budgeted for these expenditures. This trend has continued into FY 2014/15 where, in the first 6 months, direct costs were approximately 36% of the budgeted amounts.

**Table 10: GAIM Program Budgets and Expenditures**

	CIC FY 2013/14		CIC FY 2014/15		Total Expenditures (Apr. 2013 - Sept. 2014)
	Budget	Actual	Budget	Actual (Apr. - Sept. 2014)	
Administration	\$ 415,150	\$ 359,642	\$ 497,734	\$ 156,888	\$ 516,530
Program Delivery	\$ 2,664,689	\$ 1,834,750	\$ 2,486,266	\$ 445,425	\$ 2,280,175
Direct Costs - Pre- Departure	\$ 251,200	\$ 107,001	\$ 200,450	\$ 49,467	\$ 156,468
Direct Costs - Arrival and Reintegration	\$ 870,629	\$ 363,796	\$ 442,046	\$ 67,038	\$ 430,834
Staff in West Africa	\$ 361,250	\$ 353,577	\$ 345,000	\$ 118,568	\$ 472,145
Reintegration Staff	\$ 161,000	\$ 199,408	\$ 190,800	\$ 36,839	\$ 236,247
Sri Lanka Office	\$ 774,110	\$ 400,269	\$ 402,720	\$ 90,141	\$ 490,410
Outreach, Coordination, Capacity-building	\$ 226,500	\$ 387,568	\$ 865,250	\$ 80,789	\$ 468,357
Monitoring and Evaluation	\$ 20,000	\$ 23,131	\$ 40,000	\$ 2,583	\$ 25,714
Capital	\$ 8,000	\$ 8,174	\$ 1,600	\$ 649	\$ 8,823
<b>Total</b>	<b>\$ 3,087,839</b>	<b>\$ 2,202,566</b>	<b>\$ 2,985,600</b>	<b>\$ 602,962</b>	<b>\$ 2,805,528</b>

Source: IOM financial claim reports.

### Spending on Capacity-Building and Awareness Raising

As shown in Table 10, the budget allocated for capacity-building and awareness raising activities increased from \$226,500 in FY 2013/14 to \$865,250 in FY 2014/15. This represents an increase in the proportion of the budget allocated to these activities from 7% of the budget in FY 2013/14 to 29% of the budget in FY 2014/15.

In FY 2013/14, expenditures on outreach, coordination and capacity-building activities totalled \$387,568 compared to a budget of \$226,500. The most significant variation between budgeted amounts and expenditures were in the category of "information outreach in Sri Lanka" where actual expenditures of \$199,603 were significantly higher than the budgeted amount of \$70,000. As of September 2014, expenditures on outreach, coordination and capacity-building had totalled \$80,789.

As mentioned previously, outreach, coordination and capacity-building activities undertaken by CIC may not be appropriate in light of program objectives as outlined in foundational documents. This was also described by interviewees, who indicated that "the responsibility for broader capacity-building" will remain with DFATD and "there will be no overlap with GAIM activities". In its proposal for FY 2014/15, the IOM identified several projects for three related anti-human smuggling capacity-building activities to help officials understand the complexities of human trafficking and human smuggling, and how to respond.

**Finding 11:** Amounts budgeted and direct costs of returns and reintegration assistance under the GAIM program are comparable to similar programs offered by other countries. However, when taking into account both direct and indirect costs, overall costs per returnee for the GAIM program were higher than those under the DFATD program, likely due to the lower number of migrants assisted.

### Comparison to other AVRR Programs

The evaluation compared the design of the GAIM program to three similar AVRR programs: Voluntary Return Support and Reintegration Assistance for Bali Process Members States; the Voluntary Assisted Return and Reintegration Programme in the United Kingdom; and the CBSA AVRR Pilot. The GAIM program is the only program that provides emergency support (food, accommodation and incidentals, at an average cost of \$937 per returnee). Only the GAIM program and the Bali Process AVRR provide medical care. Because the other two programs operate in a destination country, these needs would be met outside the AVRR program. The GAIM program and the United Kingdom AVRR have significantly higher amounts budgeted for reintegration: up to \$6,800 for the GAIM program and £4,000 (approximately \$7,500 CAD) for the United Kingdom AVRR, compared to a range of \$200 to \$2,000 for the other programs.

The evaluation of the CBSA Assisted Voluntary Return and Reintegration Pilot Project<sup>59</sup> also undertook an international comparison to benchmark the cost of their program against AVRR programs offered by other countries. As shown in Table 11, the GAIM program's direct cost of return (flights, departure assistance service fees, visa support and travel documents, health assessments and medical referrals) excluding emergency support (not provided under the other programs) is comparable to that of the other programs. The average cost for the other six programs is \$1,868 compared to \$1,508 for the GAIM program.

**Table 11: Comparison to Other Programs - Cost per Departure (CAD\$)**

Country/ Program	Direct Cost of Return	Reintegration Assistance (budgeted amounts)		Total	
		Low end	High end	Low end	High end
GAIM	\$1,508*	\$3,550**	\$6,800•	\$ 5,058	\$ 8,308
Belgium	\$2,175	\$ 609	\$1,914	\$ 2,784	\$ 4,089
Canada (CBSA)	\$1,376••	\$ 500	\$2,000	\$ 1,876	\$ 3,376
Germany	\$1,789	\$ 424	\$1,059	\$ 2,213	\$ 2,848
Norway	\$2,258	\$2,084	\$7,643	\$ 4,342	\$ 9,901
Sweden	\$1,175	\$3,233	\$6,367	\$ 4,408	\$ 7,542
United Kingdom	\$2,437	\$2,417	\$3,223	\$ 4,854	\$ 5,660

\*Cost to process the removal excluding reintegration assistance and IOM local office costs.

\*\* Pre-departure direct costs excluding emergency support.

• Budgeted amounts for arrival assistance (\$50), arrival support (\$200) and reintegration assistance (\$3,300) high end includes budgeted amount for business skills development (\$3,250).

•• Budgeted amounts/allowances.

Source: Canada, CBSA (2014) *Evaluation of the Assisted Voluntary Return and Reintegration Pilot Program*.

<sup>59</sup> Canada, CBSA (2014) *Evaluation of the Assisted Voluntary Return and Reintegration Pilot Program*.

The GAIM program's budgeted amount for reintegration assistance is higher than most of the other programs, with the exception of the programs offered in the United Kingdom and Norway. This is the result of differences in the supports provided under the reintegration assistance programs. The GAIM program, the UK and the Norway programs all provided more substantial reintegration assistance than other programs. As information was not available on the outcomes of the other AVRR programs, the evaluation was not able to determine the degree to which the additional expenditures result in better outcomes (i.e., more positive reintegration outcomes or a decrease in the likelihood of subsequent attempts at illegal migration).

### Total Costs per Returnee

As shown in Table 12, while direct cost per returnee over the full period from April 2013 to September 2014 (\$9,177) is in line with the target established in the GAIM program Performance Measurement Strategy,<sup>60</sup> total cost per returnee (\$43,836) is significantly higher than the average cost and the cost per returnee under the DFATD program (\$14,599). In addition to high outreach and capacity-building costs (\$7,720 per returnee), it is likely that IOM offices and staffing levels (\$18,731 per returnee) are designed to handle a much larger number of migrants. Some adjustments appear to have been made in FY 2014/15 as evidenced by lower per returnee costs in most categories. If volumes remain low, then even without outreach and capacity-building activities, the program can expect high costs per returnee.

**Table 12: Program Costs per Returnee**

	DFATD	CIC		
	Jan. 2012 - Apr. 2013	FY 2013/14	FY 2014/15 (Apr.-Sept.)	Average Cost
Direct Costs - pre-departure	--	\$2,432	\$2,473	\$2,445
Direct Costs - arrival and reintegration	--	\$8,460	\$3,352	\$6,732
Total Direct Costs	--	\$10,892	\$5,825	\$9,177
Staff and Office Costs	--	\$21,665	\$12,277	\$18,731
Outreach, Coordination, Capacity-building and Monitoring and Evaluation	--	\$9,334	\$4,169	\$7,720
Program Delivery	--	\$41,699	\$22,271	\$35,628
<b>Total Costs</b>	<b>\$14,599</b>	<b>\$50,058</b>	<b>\$30,148</b>	<b>\$43,836</b>

*Note: DFATD program cost is based on total expenditures of \$8M to return 548 migrants. Calculations for FY 2013/14 and 2014/15 are based on 44 and 20 returnees, respectively. Program Delivery is based on direct costs, staff and office costs, and outreach and capacity-building. Total costs are program delivery costs plus administration and capital.*

Source: IOM financial claim reports.

<sup>60</sup> Canada, CIC (2013) *Global Assistance for Irregular Migrants Program Performance Measurement Strategy*.

## 4. Conclusions and Recommendations

There is a continued need for the GAIM program as it is an integral component of *Canada's Migrant Smuggling Prevention Strategy*. The program is aligned with CIC priorities related to managed migration and with the broader Government of Canada priority of preventing migrant smuggling. Furthermore, the GAIM program is in keeping with the roles and responsibilities of the federal government as a signatory to the United Nations *Protocol Against Smuggling of Migrants by Land, Sea and Air*.

Immediate and intermediate outcomes associated with the GAIM program have been largely achieved, albeit based on only one significant case that required program implementation in West Africa. In this case, the IOM, through the GAIM program, has provided assistance in order to meet the stranded migrants' basic needs and has facilitated their return to their country of origin, Sri Lanka. Targeted activities to raise awareness of the risks of irregular migration and to provide information on safe migration in Sri Lanka have also been undertaken. Based on the experience in West Africa, early results suggest that knowledge and awareness of irregular and safe migration has improved among those who voluntarily returned to Sri Lanka. Although it is too soon to determine the long-term success of their reintegration, IOM evidence reveals that migrants who returned to Sri Lanka had positive views about being reunited with family and friends, but were less positive about their financial prospects. Many migrants surveyed by the IOM indicated that a worsening of their financial situation or a deterioration of the security situation in their home country could increase the likelihood of remigration.

While the GAIM program has been successful in achieving its expected outcomes since its transfer to CIC, there may be a potential for duplication of activities undertaken by CIC and DFATD to build capacity to deter human smuggling in potential source countries or transit points. DFATD has a commitment under its Anti-Crime Capacity-Building program to address the issue of migrant smuggling and enhance cooperation with source and transit countries, which can conflict with the GAIM program's separate commitments to undertake capacity-building activities within the context of managing the consequences of an irregular migration. The delineation between ongoing capacity-building activities (under DFATD) and capacity-building activities undertaken within the context of managing an irregular migration (under CIC) is not clear. It is therefore recommended that:

**Recommendation #1:** CIC, in consultation with DFATD, should clarify respective roles and responsibilities with respect to capacity-building activities related to the GAIM program.

## Appendix A: Timelines

Date	Event
17 Oct 2009	MV Ocean Lady arrives in Canada - identified as a test case for smugglers
April 2010	MV Sun identified as destined for Canada - unable to engage international partners to intercept
12 Aug 2010	MV Sun arrives in Canada
October 2010	Special Advisor on Human Smuggling and Illegal Migration established to co-ordinate the whole of government prevention effort
Dec 2011	Over 200 Sri Lankan Tamils intending to join a maritime venture to Canada detained by Togolese authorities and hundreds of others were identified in other West African Countries
5 Jan 2012	Canada provides contribution funding, through DFATD, to the IOM to facilitate the assisted voluntary return of reintegration of over 548 Sri Lankan Tamils in West Africa. Project runs until 30 April 2013.
March 2013	The GAIM program was created under CIC to deal with the consequences of interceptions in transit states and secure and maintain transit state cooperation.
April 2013	Treasury Board approves the Submission and Terms and Conditions for GAIM.
May 2013	GAIM program comes into operation with a Contribution Agreement for FY 2013/14 signed between CIC and the International Organization for Migration (IOM).
19 June 2013	Trigger letter from the Special Advisor on Human Smuggling and Illegal Migration to the Deputy Minister of CIC identifying an irregular migration event by organizers in West Africa believed to be targeting Canada.
28 June 2012	Protecting Canada's Immigration System (CIC) introduced legislative changes and measures to deter human smuggling by limiting the rights and entitlements of smuggled migrants and imposing stricter penalties on smugglers.
March 2014	The Contribution Agreement for FY 2014/15 signed.
16 June 2014	Trigger letter from the Special Advisor on Human Smuggling and Illegal Migration to the Deputy Minister of CIC indicating that irregular migration syndicates are actively targeting Canada from South East Asia and requesting the implementation of the GAIM program in that region. In addition the letter requests GAIM undertakes support for a Sri Lankan migrant destined for Canada and stranded in St. Lucia.
June 2014	Return of Sri Lankan migrant from St Lucia.

## Appendix B: Logic Model

