



Citizenship and
Immigration Canada

Citoyenneté et
Immigration Canada

Evaluation of Canada's membership in the International Organization for Migration

Evaluation Division

February 2011



Canada

Ci4-66/2011E-PDF
978-1-100-18647-4
Ref. No.: ER201104_02 E

Table of contents

Executive summary.....	ii
Acronyms	v
IOM terminology.....	vi
IOM Evaluation – Management Response	vii
1. Introduction	1
1.1. Evaluation objectives.....	1
1.2. Overview of IOM.....	1
1.3. Canada and the IOM.....	4
2. Methodology	7
2.1. Data collection methodology.....	7
2.2. Limitations.....	7
3. Findings	8
3.1. Relevance.....	8
3.2. Performance	9
3.2.1. <i>Participation and influence</i>	9
3.2.2. <i>Research and dialogue</i>	11
3.2.3. <i>Relationship between membership and services</i>	13
3.2.4. <i>Additional benefits of membership</i>	14
3.2.5. <i>Alternatives</i>	14
4. Conclusions	17
Appendix A: Canadian projects delivered by IOM.....	19
Appendix B: List of key documents reviewed.....	22
Appendix C: Interview guides	23
Appendix D: Interview list	27

Executive summary

Established in 1951, the International Organization for Migration (IOM) is dedicated to promoting humane and orderly migration for the benefit of all. It does so by providing services and advice to governments and migrants. With a budget of over US\$1 billion, the IOM is financed through annual contributions from member states and from fees charged to member states, other nations and organizations for services and projects. Currently, it has 132 member states and a further 17 states hold observer status, as do numerous international and non-governmental organizations.

Citizenship and Immigration Canada (CIC) has the lead for Canada's membership in IOM, contributing an annual membership fee of approximately \$1.34 million Canadian dollars in 2009.

The IOM has grown significantly in recent years, with over 2,300 active projects and more than 7,000 staff members serving in over 460 field offices in more than a hundred countries. Canada's use of IOM as a service provider and executing agency has also grown. CIC relies on IOM for transportation, health services and orientation services related to migration. Transportation services are associated with the travel to Canada of Convention Refugees or members of the Humanitarian-Protected Persons Abroad class, which includes arranging movement from the point of departure in the country of residence and obtaining travel documents. In the area of health services, the IOM acts as a Designated Medical Practitioner to perform immigration medical examinations and other health services. IOM also delivers the bulk of the Canadian Orientation Abroad (COA) program for CIC which provides immigrants and refugees orientation sessions about Canada before arrival.

Other government departments, specifically CIDA, DFAIT and HRSDC, also contract directly with the IOM to conduct specific projects in a variety of countries. More recently, provinces and private industry have begun to engage IOM to deliver services related to provincial nominees and temporary workers. In 2009, Canada¹ as a whole contracted IOM to deliver services and projects valued at almost US\$30 million.

The evaluation included questions about both relevance and performance and covered the five-year period from 2005 to 2010. A small scale evaluation, this study used key informant interviews and a document review as the approaches to data collection, which is in line with low materiality of the program relative to CIC expenditures, and its relative low level of risk.

Key findings - relevance

- Given Canada's status as one of the world's major refugee-receiving countries and the mandate of IOM, all respondents cited a strong need to continue membership.
- CIC's membership in the IOM is aligned with governmental and departmental strategic objectives.
- The immigration-related services that CIC receives from IOM directly support the activities of the department.

¹ Includes Federal government departments, provinces and the private sector.

Key findings - performance

- Canada is an active and influential member of the IOM, particularly in the areas of governance and budget matters.
- Some concerns exist with mandate expansion and alignment of projects to the strategic direction as well as potential impacts on core migration services as the IOM continues to grow.
- There is also a perceived need for better coordination between other government departments in dealing with the IOM.
- Canada does not generally fund IOM research directly and therefore neither influences nor benefits from IOM research activities.
 - There are other organizations, such as the OECD and Metropolis, which are more experienced and better suited to undertaking research on migration issues relevant to CIC.
- The IOM is well-placed to provide the forum for focused, regular discussion on migration, but the current format of the International Dialogue on Migration will have to evolve to fulfill that purpose.
- Membership in the IOM gives Canada the benefits of IOM service and project delivery on a priority basis, which may not be obtained if Canada were to withdraw from the organization. Additional benefits include timely access to IOM management and decision-making influence on IOM governance bodies and issues.
- There are few alternatives that provide the reach, quality of service or cost-effectiveness that IOM does for CIC's core migration services – transportation, health and orientation services. The ability to access these services from a single organization focused solely on migration has led to efficiencies, according to respondents.

Conclusions

Aligned with CIC and Government of Canada objectives, the IOM is an organization that provides services which benefit the immigration agenda. In the fragmented international dialogue on migration, membership in the IOM offers a forum to discuss issues with like-minded states, and in which Canada plays an active part. It also provides a platform for Canada to influence other countries and the debate. An additional benefit of belonging to the IOM is the priority treatment for the operational services provided, which are wide-reaching and regarded as cost-effective. Though some of the benefits are difficult to quantify, the value of membership in such a prominent organization was found to exceed the expenditure.

With no clear-cut, effective alternatives (especially in the area of services), the full impact of withdrawal from IOM is difficult to assess. Not participating would deprive other member states of the benefit of Canada's knowledge and experience with managed migration, and we would lose the ability to influence the discussion. Recognizing Canada's leadership position in this domain, discontinuing membership in the IOM could also potentially damage our credibility in the international migration community.

Recommendations

- Recommendation 1: In its position as a global leader in managed migration, and considering the benefits obtained from participation, Canada should maintain its membership in the IOM.
- Recommendation 2: Canada (CIC) should continue to actively monitor the governance and strategic direction of the IOM, paying particular attention to mandate issues so that potential impacts on core services can be highlighted and minimized.
- Recommendation 3: As the lead, CIC should consider the appropriateness of ensuring a sufficient level of coordination between Canadian government departments that use IOM services, to maintain alignment of projects with Canada's position in relation to the IOM.

Acronyms

CBSA	Canada Border Services Agency
CHF	Swiss Franc
CIC	Citizenship and Immigration Canada
CIDA	Canadian International Development Agency
COA	Canadian Orientation Abroad
DFAIT	Department of Foreign Affairs and International Trade
GFMD	Global Forum for Migration and Development
GMG	Global Migration Group
HRSDC	Human Resources and Skills Development Canada
IDM	International Dialogue on Migration
IGC	Inter-Governmental Consultations on Asylum, Refugee and Migration Policies
IIR	International and Intergovernmental Relations (CIC)
ILO	International Labour Organization
IOM	International Organization for Migration
MPDP	Migration Policy Development Program
MPI	Migration Policy Institute
NHQ	National Headquarters (CIC)
OECD	Organization for Economic Cooperation and Development
OGDs	Other Government Departments
RCGM	Regional Consultation Group on Migration
RCM	Regional Conference on Migration
SCBF	Subcommittee on Budget and Finance (replaced by Standing Committee on Programs and Finance)
SCPF	Standing Committee on Programs and Finance (formerly Subcommittee on Budget and Finance)
TB	Treasury Board
UNHCR	United Nations High Commissioner for Refugees
WHO	World Health Organization

IOM terminology

In order to remain consistent with official documents, the evaluation has utilized similar terminology as used by IOM. Key terms are explained here:

Administrative Budget - This refers to the portion of the IOM budget that is derived from membership fees and discretionary income.

Operational Budget – Projects and services for which IOM receives “earmarked contributions”.

Discretionary Income - This income is composed of “miscellaneous income” and “project-related overhead” as described below.

Earmarked Contributions - Contributions made or reimbursed for specific services or operational activities. Such contributions may not be used for purposes other than those for which they were provided without express authorization by the donor. The large majority of contributions to the Operational Budget are earmarked.

Miscellaneous Income - This income is composed of non-earmarked contributions from governments/donors, and interest income. Such income is allocated, at the discretion of the Director General, for specific uses based on the interests and priorities of Member States (see “Discretionary Income” above).

Projectization - The practice of allocating staff and office costs to the operational activities/projects to which they relate. This concept (similar to activity-based costing), and its related tools and procedures, is referred to as “projectization”.

Project-related Overhead - This is an overhead charge applied to all operational projects to cover the costs of certain project support functions in the field and at headquarters, which cannot be easily subsumed under a specific project (see “Discretionary Income” above).

IOM Evaluation - Management Response

Key Finding	Response	Action	Accountability	Implementation date
Program Relevance				
1. In its position as a global leader in managed migration, and considering the benefits obtained from participation, Canada should maintain its membership in the IOM.	Agreed	Recommend to the Minister of Citizenship, Immigration and Multiculturalism that the Terms and Conditions for the transfer payment (annual assessed contribution) to the International Organization for Migration (IOM) be continued.	International and Intergovernmental Relations (IIR) Branch	Briefing Note for the Minister to be finalised in Quarter 4 of FY 2010-11
Performance				
2. Canada (CIC) should continue to actively monitor the governance and strategic direction of the IOM, paying particular attention to mandate issues so that potential impacts on core services can be highlighted and minimized	Agreed CIC has been proactive in raising this issue with the IOM administration and through the IOM's governance structure. In 2007, CIC successfully worked with other IOM member states to outline a migration management focused strategy for the IOM, which while allowing the IOM to do some non-migration related work (e.g. emergency response), would ensure the IOM did not compromise its' ability to deliver on its core mandate. This strategy was adopted at the IOM Council in 2007, and re-affirmed by the Council in 2010.	CIC Geneva under the direction of IIR Branch to continue to monitor the IOM's strategic directions and governance arrangements through: <ul style="list-style-type: none"> senior CIC National Headquarters (NHQ) based participation in the annual meeting of the IOM Council; CIC Geneva based participation, with senior CIC NHQ representation on an as needed basis, in meetings of the IOM Council's Standing Committee on Programmes and Finance, and the Working Group on Budget Reform; and active engagement with the IOM's senior management, including the Director-General and Deputy Director-General. <p>In addition, IIR Branch will organize an inter-departmental meeting (IDM) with all interested departments and agencies (e.g. HRSDC, DFAIT, CBSA and CIDA) to re-affirm the government's position on the IOM's mandate and strategic direction. This meeting will also provide an opportunity to inform other departments and agencies about the outcomes of the Evaluation.</p>	IIR Branch	Ongoing IDM to be held in Quarter 2 of FY 2011-12

Key Finding	Response	Action	Accountability	Implementation date
<p>3. As the lead, CIC should consider the appropriateness of ensuring a sufficient level of coordination between government departments that use IOM services to maintain alignment of projects with Canada's position in relation to the IOM</p>	<p>Agreed</p> <p>CIC is actively addressing this issue by building stronger ties with departments and agencies that have a relationship with the IOM, including HRSDC, DFAIT, CBSA and CIDA.</p> <p>For example, CIC is taking a leading role in reviewing project proposals from the IOM. Most recently a funding proposal about building national labour migration policy capacity for Costa Rica, the Dominican Republic, El Salvador and Belize, which was submitted by the IOM to HRSDC in October 2010.</p> <p>The recent establishment of an International Steering Committee (ISC) within CIC will enable CIC to better coordinate its own engagement with the IOM.</p>	<p>IIR Branch to continue to maintain close links with departments and agencies, which engage with the IOM. In addition, IIR Branch will organize an inter-departmental meeting (IDM) with all interested departments and agencies (e.g. HRSDC, DFAIT, CBSA and CIDA) to re-affirm the government's position on the IOM's mandate and strategic direction. This meeting will also provide an opportunity to inform other departments and agencies about the outcomes of the Evaluation.</p> <p>IIR Branch to facilitate an IOM-focused meeting of the CIC ISC. This meeting will provide senior CIC personnel with an overview of CIC's engagement with the IOM, and ensure senior personnel are aware of the outcomes of the Evaluation. It will also provide an opportunity for senior personnel to better understand CIC's policy priorities in relation to the IOM (i.e. ensuring the IOM remains focused on its mandate and the ongoing delivery of migration management services).</p>	<p>IIR Branch</p>	<p>Ongoing</p> <p>IDM to be held in Quarter 2 of FY 2011-12</p> <p>ISC IOM-focused meeting to be held in Quarter 2 of 2011-12</p>

1. Introduction

Citizenship and Immigration Canada (CIC) conducted an evaluation of Canada's membership in the International Organization for Migration (IOM) as part of the renewal its terms and conditions for membership. This evaluation was completed with the assistance of an external evaluation contractor.

1.1. Evaluation objectives

The purpose of the evaluation was to assess Canada's membership in the IOM in these key areas:

- Relevance of Canada's membership in the IOM.
- Performance
 - a) Impact of Canada's membership on the IOM management and research agenda;
 - b) Value added benefits of membership; and
 - c) Alternative options to achieve the same results.

The evaluation was conducted between April and July 2010. The report is structured as follows:

Section 1 presents an overview of the IOM and Canada's involvement in the IOM;
Section 2 presents a summary of the objective and methodology of the evaluation;
Section 3 presents findings; and
Section 4 presents the evaluation's overall conclusions.

1.2. Overview of IOM

The IOM, as it is now called, was established in 1951 following the Second World War as an intergovernmental organization to assist in the resettlement of European displaced persons, refugees and migrants, primarily to North America, Latin America and Oceania. Its official headquarters is based in Geneva and most of its corporate administrative and support functions (information technology, security, human resources, etc.) are located in Manila.

IOM promotes international cooperation on migration issues, assists in the search for practical solutions to migration problems and provides humanitarian assistance to migrants in need, be they refugees, displaced persons or other uprooted people. IOM works in the four broad areas of migration management: migration and development, facilitating migration, regulating migration, and addressing forced migration. Cross-cutting activities include the promotion of international migration law, policy debate and guidance, protection of migrants' rights, migration health and the gender dimension of migration.

IOM is committed to the principle that humane and orderly migration benefits migrants and society. IOM's mission is to act with its partners in the international community to: (1) assist in meeting the growing operational challenges of migration management; (2) advance understanding of migration issues; (3) encourage social and economic development through migration; and (4) uphold the human dignity and well-being of migrants.

IOM at a Glance (www.iom.int)

- 132 Member States
- 17 Observer States
- 77 global and regional IGOs and NGOs are observers
- 460 field locations
- More than 7,000 staff working on more than 2,300 projects
- More than US\$ 1 billion expenditures in 2009

IOM's mandate is derived from its founding constitution which is ratified by the member countries. The following briefly describes some of the purposes and functions of the IOM as defined in the constitution:

1. To arrange for the organized transfer of migrants requiring assistance;
2. To concern itself with the organized transfer of refugees, displaced persons and other individuals in need of assistance and for whom arrangements may be made between the IOM and the states concerned;
3. To provide organization-related services (i.e., recruitment, selection, medical examination, processing, transportation, language training, orientation) at the request of member states;
4. To provide similar services, as requested by states or in cooperation with international organizations, for voluntary return migration; and
5. To provide a forum to states as well as international and other organizations for the exchange of views and experiences, and the promotion of co-operation and co-ordination of efforts on international migration issues, including studies on such issues in order to develop practical solutions.

As these purposes and functions suggest, the IOM is primarily a service organization that responds to requests for specific services. IOM's activities cover a wide range of categories, including: migration and development; migration health; facilitating migration; movement, emergency and post-conflict migration management; regulating migration; reparation programs, and general programs (such as migration policy and research; stranded migrant policy; and international migration law).

IOM governance

The IOM operates under the guidance of its member states. In addition to informal meetings, members provide oversight to the IOM through three formal governance structures:

- IOM Council;
- The Executive Committee (EXCOM), and
- The Standing Committee on Programs and Finance (SCPF)² (since 2007).

The IOM Council includes representatives of all member states of the organization. Its main responsibilities, according to the IOM Constitution, are to:

1. Provide policy direction for the IOM;
2. Review reports of, and oversee the activities of the IOM Director General;
3. Review and approve the program and budget of the IOM; and
4. Take any other appropriate action to further the purposes of the organization.

The Council meets once a year, in December. It provides direction on and approves the annual IOM program and budget. In recent years, the Council has also been organized along topical themes in migration, providing members with an opportunity to hear experts and to discuss issues.

² Formally known as the Sub-Committee of Budget and Finance (SCBF).

EXCOM meets also once a year, in June. Its role is to review policies and programmes, to examine financial questions and to refer questions to the Council. Considering that it is largely redundant with the Council, the Council decided in 1998 to amend the IOM's constitution to abolish EXCOM. Amendments must be ratified by two thirds of the member states (88 out of the current 132 members) before they become effective. Only 59 have ratified until now; Canada is in the process of ratifying. Until it is abolished, EXCOM must be convened every year as required by the constitution but it is agreed that it is strictly a formality and no decisions are taken.

The SCPF is a sub-committee of the Council whose primary role is to review and make recommendations to the Council regarding the annual program and budget of the IOM. The SCPF includes representatives from all the member states, making it effectively a sub-committee of the whole. States and organizations with observer status may attend Council but do not have voting privileges and are not able to attend SCPF. Any country can access IOM services for projects and services. The SCPF meets twice a year, in May and in October.

Budget and growth

More than 97% of IOM funding is in the form of voluntary contributions charged to member states and other nations and organizations for projects carried out on their behalf. The remainder represents the administrative budget, which is funded from member state assessed contributions.

IOM's overall budget for 2009 exceeded US\$1 billion, funding over 2,300 active projects and more than 7,000 staff members serving in over 460 field offices in more than a hundred countries. Despite the fact that it has been in existence for 60 years, the IOM is a rapidly growing international organization (see Table 1). As the international discourse on migration has gained ground in the last decade, so too has the IOM gained both members and observers. Membership has increased from 67 states in 1998 to 132 at present and continues to grow. Total expenditures have increased from US\$242 million in 1998 to over US\$1 billion in 2009. Field locations have increased from 119 in 1998 to 460 at present. In 1998 there were approximately 680 projects and 1,100 operational staff. Now there are over 2,300 projects and 7,000 staff. Such marked growth presents a clear challenge to governance, management and administration of any organization.

Table 1 - IOM summary indicators

	2002	2003	2004	2005	2006	2007	2008	2009
Number of Member States	98	102	109	116	120	122	125	127
IOM Expenditures (US\$M)								
Administration	23.0	27.1	29.9	30.0	30.1	32.0	34.8	36.0
Operations	349.6	413.5	607.9	922.0	703.2	751.8	978.2	991.3
Total Expenditures	372.6	440.6	637.8	952.0	733.3	783.8	1,013.0	1,027.3

Source: IOM annual financial records

Canada, along with all other member states, is assessed an annual membership fee based on the UN Scale of Assessment. Membership provides governance rights to members such as a seat on the Council and on the Standing Committee on Programs and Finance (SCPF), as well as voting privileges. Membership fees are assessed in Swiss Francs (CHF) and as illustrated in Table 2, have remained relatively stable over time.

Table 2 - Canada's contributions to IOM

	2002	2003	2004	2005	2006	2007	2008	2009
Membership Fees								
% per UN Scale of Assessment	2.5580%	2.5300%	2.8130%	3.1480%	2.8130%	3.0750%	3.1950%	3.1935%
CHF*	1,041,061	1,044,243	1,041,486	1,165,964	1,127,062	1,122,697	1,215,538	1,233,289
Voluntary Contributions (US\$)								
Reimbursable	6,644,344	8,520,859	9,377,310	9,495,387	11,699,535	12,051,230	11,460,767	16,356,640
Projects	1,030,176	1,442,558	1,307,956	3,646,450	2,607,031	9,915,808	12,153,742	13,600,862
Total Voluntary Contributions	7,674,520	9,963,417	10,685,266	13,141,837	14,306,566	21,967,038	23,614,509	29,957,502

*Membership fees are assessed annually in Swiss Francs (CHF). The Swiss Franc was almost at par with the Canadian dollar in the last quarter of 2010

Source: IOM annual financial reports

1.3. Canada and the IOM

Background

Canada, along with the United States and a number of European countries, was a founding member of the IOM in 1951. However, in 1962 Canada withdrew from membership. The main reason for this was that it was felt that the ICEM (Intergovernmental Committee for European Migration), as it was then called, had been established as a temporary organization and that its main purpose – to bring under control the refugee problem that had emerged following World War II – had been achieved.

In the years following Canada's decision to pull out of the IOM, refugee movements and the number of refugees needing assistance continued to increase. Furthermore, despite withdrawing from membership in the organization, Canada continued to cooperate closely with the organization and to contract with the organization for assistance in migration movements to Canada. Between 1952 and the end of 1989, IOM assisted in the movement of over 460,000 persons to Canada. Beginning in 1972, Canada re-established its relationship with the IOM by taking on observer status with the organization.

The 1970s and 1980s was a period of significant expansion in Canada's immigration activities and the involvement with the IOM on operational issues in support of migration to Canada became very comprehensive. By 1990, Canada was the second largest user of IOM services, in dollar value, behind the U.S. At that time it was felt that Canada could not pull back from its arrangements with the IOM without doing serious harm to its immigration program. In recognition of this, Canada renewed its membership in the IOM in 1991.

Each year, CIC renews its agreement with the IOM for Canada's membership. Funding for Canada's annual contribution is authorized under the Treasury Board of Canada's Policy and Directive on Transfer Payments. The annual membership fees are applied to the IOM administrative budget. Canada's contribution to this budget in 2009 was approximately \$1.34 million Canadian dollars.

Canada's participation in the IOM

Canada, as a full member of the IOM, participates in the meetings of the Council, EXCOM, and the SCPF. Canada's Immigration Counsellor in Geneva represents Canada (on occasion Ottawa-

based CIC senior personnel also attend) on the three governing bodies – the Immigration Counsellor receives direction from CIC National Headquarters (NHQ), International and Intergovernmental Relations (IIR). CIC consults with other government departments as needed, including Department of Foreign Affairs and International Trade (DFAIT), Canada Border Services Agency (CBSA), Canadian International Development Agency (CIDA), and Human Resources and Skills Development Canada (HRSDC).

Services

CIC relies on IOM to provide transportation, health services and orientation services related to migration, which will be described in more detail below. Other government departments, specifically CIDA, DFAIT and HRSDC, also contract directly with the IOM to conduct specific projects in a variety of countries. More recently, provinces and private industry have begun to engage IOM to deliver services related to provincial nominees and temporary workers.

CIC's primary use of paid-for-services (through voluntary contributions) includes delivery of the Canadian Orientation Abroad program, medical services and transportation. These services are briefly described in the following box. Table 2 outlines Canada's membership fees and contributions to the IOM over time and Annex A provides further details on the projects and services delivered by IOM on behalf of Canada.

In 2009, the value of these core migration paid-for-services used by CIC amounted to approximately US\$17.8 million. In addition, the Government of Canada at large utilizes IOM services for specific projects. In 2009 this amounted to an additional amount of US\$13.6 million. Combined, the IOM is delivering over US\$30 million in services and projects funded by Canadian organizations. Canada's use of IOM services has grown significantly in recent years as demonstrated by the value of Canada's earmarked (or voluntary) contributions, which broadly mirrors IOM's growth. In the period from 2002 to 2009, Canada's earmarked contributions to the IOM quadrupled.

Key CIC services delivered by IOM

Transportation

IOM provides services associated with the travel to Canada of Convention Refugees or members of the Humanitarian-Protected Persons Abroad class. The services provided include: arranging movement from the point of departure in the country of residence, including internal travel, to the airport nearest to the final destination in Canada; obtaining travel documents and documentation for transit countries; obtaining exit permits; preparation of local departure forms, to name but a few. In 2009 IOM provided this service to 12,000 refugees bound for Canada from 25 countries.

Medical examination

CIC Health Management Branch currently uses IOM as a Designated Medical Practitioner (DMP) to perform immigration medical examinations. In the past, CIC has used their services to assist with enhanced immigration health management for refugee groups such as the Karen Refugees. Over 20,000 migrants bound for Canada received medical services through IOM in 2005.

Canadian Orientation Abroad (COA)

IOM also delivers the bulk of the Canadian Orientation Abroad (COA³) program for CIC. COA, established in 1998, is a program that aims at facilitating immigrants' and refugees' integration into Canadian society. Under this initiative, immigrants and refugees at selected sites in other countries are provided the opportunity to attend orientation sessions about Canada before emigrating (approximately 13,800 in 2009-10). These sessions provide immigrants and refugees with an idea of what life is like in Canada and with information that will assist them dealing with many settlement issues they will face after their arrival.

IOM research and conferences

The IOM Department of International Cooperation and Partnerships (ICP) oversees:

- IOM's principal international migration policy forum and dialogue activities;
- the development and dissemination of IOM migration policy strategies; and
- the development, management and dissemination of IOM's research programs and publications to internal and external stakeholders.

There are certain research and policy functions that the IOM carries out. These include:

- **International Dialogue on Migration⁴**
The IDM was launched at the IOM Council in 2001 to provide a forum for migration dialogue. The IDM was intended to enhance understanding of migration-related issues and to strengthen the cooperative mechanisms used by governments and other relevant stakeholders to address them comprehensively and effectively. The dialogue takes place at the annual Council sessions and at inter-sessional workshops that explore the multidisciplinary aspects of migration and foster linkages with related policy fields (e.g., trade, health, development).
- **Strategic Policy and Planning**
The Strategic Policy and Planning Unit develop internal IOM policy strategies on migration-related issues in consultation and cooperation with the relevant departments and field offices, for the information of member states. It prepares position papers on key migration policy issues. It works with governments, partner organizations and institutions so as to make effective use of existing data and resources and avoid duplication of effort. It emphasizes the identification and sharing of effective practices on a wide range of migration policy areas, with a view to assisting policymakers and practitioners in their efforts to address migration constructively and effectively.
- **Research and Publications**
In cooperation with other units, the Research Unit collates and analyses statistical and other relevant data on migration and establishes a methodology for making such information widely available on a regular basis and in a reliable and comprehensible manner. Research also contributes to IOM's efforts to provide policy guidance to governments and to inform and shape policy agendas.

³ www.iom.int/jahia/Jahia/canadian-orientation-abroad

⁴ www.iom.int/jahia/Jahia/international-dialogue-migration

2. Methodology

2.1. Data collection methodology

A framework identifying key evaluation questions, indicators and data sources was developed and validated prior to the implementation of the evaluation. This evaluation employed two key approaches to data collection, which is in line with low materiality of the program relative to CIC expenditures, and its relative low level of risk.

- **Document review** – Relevant contextual and program documents, including the public portion of the IOM website, were reviewed. The documents included, but were not limited to: briefing notes; progress, financial, statistical, and annual reports; contribution agreements; policy documents; operational profiles; meeting notes; and process and procedures documents, etc. Please see Annex B for list of documents reviewed.
- **Key informant interviews** – Key informant interviews were conducted with relevant CIC managers and program officers at NHQ and abroad (nine interviews), with officials of IOM (seven) and with other IOM member states (four interviews) for a total of 20 interviews. Discussion guides were developed for each of the three categories of key informants. Annex C provides the interview guides; while Annex D contains the interview list.

The evaluation covered the period from 2005 to 2010, and historical data from 2002 to 2005 is provided to illustrate trends.

2.2. Limitations

The evaluation relied on two sources of data, which were qualitative in nature. However, interviewees included CIC officials, IOM representatives, and IOM member states, ensuring that various perspectives were represented in the study.

3. Findings

3.1. Relevance

Findings:

- Given Canada's status as one of the world's major refugee-receiving countries, and the mandate of IOM, all respondents cited a strong need to continue membership.
- CIC's membership in the IOM is aligned with governmental and departmental strategic objectives.
- The services that CIC receives from IOM directly support the activities of the department.

Recommendation: In its position as a global leader in managed migration, and considering the benefits obtained from participation, Canada should maintain its membership in the IOM.

The IOM is the only organization whose sole mandate relates to global migration; its members include the major immigrant producing and receiving countries. Canada is one of the world's leaders in managed migration. There are about 10.5 million refugees in the world today and every year approximately 25 countries resettle about 100,000 refugees. From that number, Canada annually resettles 11,000-14,000, or one out of every 10 refugees resettled globally (CIC website). Among other things, the IOM is the key international organization for any discussion on migration and the development of international strategies and approaches to migration, thus, as a recognized leader in the domain of international migration, there is a clear need for Canada to participate in the IOM. CIC officials interviewed felt strongly that Canada needs to remain engaged, if for no other reason than to be proactive in defending Canada's interests in policy discussions, specifically as they relate to the sovereign right of nations to manage their own migration.

The document review confirmed that refugees are a priority for both the Canadian government and CIC, as documented in the Immigration and Refugee Protection Act, CIC's Strategic Plan, PAA, and Speeches from the Throne. The 2010 Speech From The Throne reaffirmed Canada's commitment to refugees and noted that Canada is a country of refuge for those victimized by disaster in their homeland or facing persecution by their own governments. Additionally, extending Canada's protection to those in need and reuniting families are central objectives of the Immigration and Refugee Protection Act. Membership in the IOM is also aligned with Government of Canada strategic objectives, namely A safe and secure world through international engagement, which aims, in part, to provide Canadian representation abroad and contribute to international diplomacy⁵.

In terms of CIC's PAA, membership in IOM is aligned with the strategic objective of Managed migration that promotes Canadian interests and protects the health, safety and security of Canadians. Membership in the IOM is also aligned with CIC's Strategic Plan for 2010-2015. CIC's Strategic Plan establishes six key strategic goals for 2010-2015, one of which includes a renewed tradition of refugee protection and support for families which was noted to be central to our identity and place in the world. According to the Strategic Plan, despite its smaller size relative to key industrialized partners, Canada is one of the top three recipients of asylum claimants and resettled refugees in the developed world (with the U.S. and Australia). The Strategic Plan also states that CIC continues to shape the global dialogue on migration and to

⁵ www.tbs-sct.gc.ca/ppg-cpr/frame-cadre-eng.aspx

share good practices in immigration, citizenship and diversity in support of its international mandate – membership in IOM contributes to this.

As noted previously, the IOM is delivering almost US\$30 million in Canadian services and projects, which represents approximately 3.6% of all IOM-delivered services, ranking Canada as the 7th highest contributor to the IOM operational budget. Given that the Government of Canada engages the IOM for a significant amount of services (through financial contributions), many respondents felt that an oversight role for overall management and approach of the IOM was appropriate. Interviewees noted that Canada's membership in IOM allows ready access to the IOM program managers, and opportunities to influence the governance and management of the organization. Most CIC respondents felt that a membership cost of approximately US\$1.2 million to have direct and responsive access to all levels of an organization that is currently delivering such a sizeable amount of projects and services was a worthwhile investment.

Key informants supported the notion of the importance of the federal role and Canada's participation at the IOM. Some of the most cited comments were:

- Need for Canada to be at the management table of IOM when Canada is financing almost US\$30 million of projects and services through IOM;
- Need for Canada to retain a voice on the international dialogue on migration;
- While Canada is involved in numerous migration-related regional forums, many countries are not, but membership in the IOM gives access to 132 member states in one forum;
- Any withdrawal could send a strange signal and could impact the effectiveness of Canada in other forums;
- Canada's withdrawal would deprive others of an experienced voice on managed migration.

3.2. Performance

3.2.1. Participation and influence

Findings:

- Canada is an active and influential member of the IOM, particularly in the areas of governance and budget matters.
- Canada is recognized by IOM representatives and fellow member states as a credible and meaningful contributor to migration discussions.
- Some concerns exist related to mandate expansion and alignment of projects to the strategic direction as well as potential impacts on core migration services as the IOM continues to grow.
- There is also a perceived need for better coordination among other government departments in dealing with the IOM.

Recommendation: Canada (CIC) should continue to actively monitor the governance and strategic direction of the IOM, paying particular attention to mandate issues so that potential impacts on core services can be highlighted and minimized.

Recommendation: As the lead, CIC should consider the appropriateness of ensuring a sufficient level of coordination between Canadian government departments that use IOM services, to maintain alignment of projects with Canada's position in relation to the IOM.

The evaluation assessed the level of Canada's participation and influence in IOM governance bodies, namely the IOM Council and the IOM SCPF, as well as in IOM programs, budgets and strategic directions.

Participation

All groups of interviewees reported that Canada is very active in the IOM governing bodies, the IOM Council and the IOM SCPF, as well as in informal meetings and activities. With respect to participation, all categories of informants – CIC officials, IOM officials, and representatives of IOM member states – stated that Canada is very active in all formal governance bodies, and Canada is often proactive in calling informal meetings either with Member States or IOM officials to discuss issues. For example, Canada has been recognized with respect to its participation in budget matters and the debate around zero-nominal growth to the IOM budget which will be discussed in additional detail later in the report.

The document review supports the findings from the key informant interviews that Canada is very active. The volume and quality of the summaries that are sent from Canada's representative in Geneva to NHQ are high, with detailed and informative content. They clearly demonstrate Canada's participation around events such as meetings of the SCPF and Council as well as informal meetings held to form positions with other like-minded or opposing member states.

Influence

Notwithstanding that the IOM is an international organization that currently has 132 member states, it would appear that Canada's active participation is providing results in terms of its ability to influence IOM governance and management. Several key CIC informants stated that Canada is very active and influential; this opinion was echoed by IOM officials and representatives of member states. The document review also supports this position.

A review of correspondence exchanged during the IOM strategy discussions noted that during the negotiations with other member states, Canada was able to successfully lobby for its position in terms of the reform of IOM governing bodies and the budget process. Corroborating this, several informants each from CIC, the IOM and member states identified Canada as active in budget discussions over the years (especially the zero-nominal-growth debate) and particularly influential in relation to the governance of the IOM. One example of the latter was Canada pushing for governance changes that included the establishment of the Standing Committee on Programs and Finance (SCPF) in 2007. The key informants acknowledged the credibility that Canada has as a country with rich experience in managed migration that it is willing to share. Some IOM respondents noted that Canada is always represented, well-prepared and very credible. Two CIC and IOM representatives specifically attributed the credibility and strength of Canada's participation to the fact that the Immigration Counsellor is posted full-time in Geneva, with subject matter expertise that many other IOM representatives may not have when it comes to discussing migration issues.

One interviewee noted that the degree of influence can be affected by the CIC NHQ perception of IOM, how well the Geneva representative is supported, and how active NHQ is in providing positions and support to the representative. The Geneva representative has oversight of several files in addition to the IOM such as United Nations High Commissioner for Refugees (UNHCR), World Health Organization (WHO), International Labour Organization (ILO), and the Global Forum for Migration and Development (GFMD). There can therefore be competing demands on the representative's time.

An area for improvement identified by one CIC interviewee was internal communication between the branches that utilize IOM services (e.g., Refugees, Integration, and Health Management Branch) and the CIC lead for IOM (IIR). Any decisions regarding IOM and Canada's involvement or utilization of services may impact the branches benefiting from the services, making consultation important.

Zero nominal growth debate at the IOM

Concerns exist amongst some members regarding potential growth in the Administrative Budget of IOM. Discussions have occurred regarding the feasibility of maintaining zero nominal growth (ZNG) in the Administrative Budget. CIC, on behalf of the Government of Canada, is viewed as leader on this item.

Some concerns exist around IOM mandate expansion and the alignment to the strategic direction of projects taken on by the IOM, as well as potential impacts on core migration services as the IOM continues to grow. With certain projects only tenuously related to the mandate (i.e., elections monitoring), this 'mandate creep' was cited by both CIC and IOM informants as a potential issue moving forward.

There is also a perceived need by several CIC informants for better coordination among other government departments, provinces and industries that use IOM services, to represent Canadian interests in a consistent manner. There have been cases where other government departments have approached IOM to undertake the type of project that Canada has previously criticised it for undertaking. This may indicate a need for a more formal approach to coordination and consultation in order to ensure alignment of Canada's position with respect to IOM. None of the IOM representatives interviewed identified these concerns, however, making it difficult to assess the degree of the issue.

One ongoing area of discussion is the transparency of the budgetary process. This has been noted by both IOM country representatives and CIC officials. There is a general sense that IOM could improve the transparency of its budgetary processes and better explain its cost structure for services. Presently Canada is leading a call for a budgetary reform process at IOM to bring more clarity and transparency to the IOM budgetary process. Other areas of Canada's participation are well documented, including Canada's role in the IOM strategic review which took place between 2005 and 2007.

3.2.2. Research and dialogue

Findings - research:

- Canada does not generally fund IOM research directly and therefore neither influences nor benefits from IOM research activities.
- There are other organizations that are more experienced and better suited to undertaking research on migration issues for CIC (e.g., Metropolis, OECD).
- CIC derives greater benefit from the research emanating from regional migration processes (such as RCM), which have fewer participating countries, allowing them to more readily identify common issues and interests.

The evaluation was intended to assess Canada's use of and influence over IOM-sponsored research and conferences. The vast majority of IOM research efforts are supported primarily through fees paid by countries or organizations interested in particular areas of research; the research undertaken reflects the interests of those who are paying for it.

Research

Canada appears to see little need to use IOM to conduct research and therefore neither influences the research agenda in any meaningful way nor directly benefits from the research. The IOM member states and CIC officials interviewed were almost unanimous in their opinions that they were either unaware that IOM did research or were not impressed with either the quality or utility of the research. The CIC research community has commented that the research seems to be of quality, just not pertinent to Canada in all instances. This is may be a natural reflection of the fact that much of the research is projectized, and reflects only the interests of those who are funding it. From CIC's perspective, the common position was that the Department has a sizable research capacity that is able to produce or commission research of interest to the department and therefore has less of a need for IOM research. CIC also has a domestic focus and much of the research conducted by IOM is concerned with broader migration and settlement issues. If CIC requires information from an international perspective (e.g., statistics) it generally accesses that information from the Organization for Economic Cooperation and Development (OECD).

There are a few, limited examples where Canada has tangentially supported IOM research. In one case it provided additional financing to the Global Migration Report to cover the costs of translation of the report into French. This decision was based on the fact that the report itself was addressing a topic of some interest to Canada – labour migration. A second key instance is more related to an area that Canada would like to see the IOM focus on more – capacity building – than it is related to research. Canada provided financing for the development of a guide on “Essentials of Migration Management”. This has proven to be a very popular resource tool for developing countries and the basis for capacity building events held in those countries. The guide itself continues to be modified and updated.

Findings – dialogue:

- The dialogue on migration at the international level is fragmented, with several similar forums in existence.
- The IOM is well-placed to provide the forum for focused, regular discussion on migration, but the current format of the International Dialogue on Migration will have to evolve to fulfill that purpose.

Conferences and regional processes

The number of international and regional discussions and debates on migration and related issues has grown in the last decade⁶. Notwithstanding the large number of potential forums for immigration related discussions, key informants broadly supported the notion that an international dialogue on migration is well-placed at the IOM. However, informants reported that the current forums for dialogue are not productive or highly valued, as there are many disparate positions and competing interests, further commenting that in order for it to provide a focused dialogue on migration, the format of the IDM would have to evolve in terms of its structure and process.

With respect to conferences, Canada participates in the IDM and the inter-sessional workshops. The IDM is generally organized as part of the Annual Council Meeting. As many countries send

⁶ In addition to the IOM sponsored IDM, there is also the Global Forum for Migration and Development (GFMD) – a state-led forum that arose from the 2006 UN Special Session on Migration and Development. There is also the Global Migration Group (GMG), an inter-agency organization that brings together the heads of 14 organizations involved in various aspects of migration (e.g. ILO, UNHCR etc).

their senior migration officials to the Council meetings, holding the IDM during the Council meetings facilitates the participation of migration experts/officials from around the globe. Generally Canada's Geneva representative participates in the IDM. On occasion senior CIC officials from NHQ may also attend either to present during the Conference or to otherwise participate.

3.2.3. Relationship between membership and services

Findings:

- Membership in the IOM gives Canada the benefits of IOM service and project delivery on a priority basis that might not be obtained if Canada were to withdraw from the organization. Additional benefits include timely access to IOM management, and decision-making influence on IOM governance bodies and issues.

As discussed previously, CIC and other government departments use IOM fee-for-services (see section 1.3). In 2009 the value of these core migration paid-for-services in the fields of transportation, medical examinations, and orientation used by CIC amounted to approximately US\$16.0 million. In addition, the Government of Canada at large and provinces utilize IOM services for specific projects. In 2009 this amounted to an additional amount of US\$12 million. Combined the IOM is delivering almost US\$30 million in Canadian government services and projects.

It is not a requirement that a country be an IOM member in order to access these paid-for-services. While, strictly speaking, Canada does not need to be a member of IOM to access its services, nor does membership result in lower costs for services, informants at CIC and within the IOM noted that membership may contribute to the priority with which services are provided and to the attention paid to these services.

All respondent groups stated that IOM services are generally viewed as high quality and cost-effective. They are also consistently considered high quality and cost-effective by the program branches at CIC, for whom the IOM delivers transportation, orientation information, and health services. CIC respondents noted a wide range of additional benefits of IOM as a delivery agent, including responsiveness and a world-wide reach.

Within the scope of this study, it was not possible to definitively determine the impact on the delivery of these services and projects if Canada was not a member of the IOM. However, several CIC interviewees believed that discontinuing membership would impact the quality of services received, insofar as members are given priority for requests and concerns relating to issues requiring fee-for-service. Respondents also felt that access to IOM management would not be as easy or timely. One IOM respondent also cited similar potential effects of withdrawal from the organization.

The most compelling argument in support of maintaining membership is that a number of CIC interviewees felt that Canada's investment is low when considered against the value of being able to potentially influence a significant amount of important services. Further, Canada's membership in IOM allows ready access to the IOM program managers, and opportunities to influence the governance and management of the organization, both aspects considered a worthwhile investment by respondents.

3.2.4. Additional benefits of membership

One major benefit of employing IOM services is in transportation: it has existing agreements with many airlines worldwide, which results in significant cost savings when making travel arrangements for migrants destined to Canada. According to 2010 comparative information, the difference between the market fares and the IOM discount fare for the most important ports of departure to Canada ranges from 10% to 70%⁷.

Key informants also identified a range of less concrete benefits to Canada from membership in the IOM. For instance, Canada is well-respected at the IOM (confirmed by both IOM and member state informants) – its expertise brings credibility and its pragmatic approach to the sometimes political debate on migration is welcomed. This type of international engagement can provide political and diplomatic benefits beyond the IOM forum.

A few respondent comments regarding the benefits of participation at IOM that are worth noting are as follow:

- IOM “speaks the immigration language”; they understand Canada’s concerns and the limitations within which it works. IOM strives to understand the requirements of each country for which they provide services by adapting processes to optimize each countries’ client service provisions while maintaining program integrity.
- IOM is a valuable source of information and field intelligence thanks to their extended network worldwide; for example, IOM has front-line workers who inform Canada of disease outbreaks in the field. This type of knowledge allows for the development of policies aimed at mitigating public health risks to Canadians while processing immigration demands.
- As a result of the reach of IOM, it has the increased ability to deploy quickly to difficult environments, in some cases, reaching countries that other international organizations (UN, Red Cross) cannot due to political or other reasons.

3.2.5. Alternatives

Findings:

- There are few alternatives that provide the reach, quality of service or cost-effectiveness that IOM does for CIC’s core migration services - transportation, health and orientation services. The ability to access these services from a single organization focused solely on migration has led to efficiencies, according to respondents.
- From a service and project-delivery perspective, there may be potential alternatives to IOM in some cases.

This evaluation sought to determine whether there were alternatives to IOM services; assessing the quality, value or cost-effectiveness of either these services or possible alternatives was not within the scope of this evaluation.

In general there are no alternatives to IOM - it is the only international organization solely dedicated to migration, which is central to its mandate. At a service-by-service level, there may indeed be some form of alternative but IOM has demonstrated itself to be well-placed and competitive for many of the services.

⁷ Source: IOM Comparative Airfare Schedule for Canada, August 2010.

The IOM programs are divided into eight components. As the following table illustrates, there may be potential alternatives for some services. However, these alternatives need to be considered against the context of IOM's existing infrastructure, its existing presence in many countries, and its ability to respond relatively quickly to requests.

IOM Service	Expenditures 2009 (US\$M)	Alternatives
Administration (CORE)	US\$36.0	N/A
Movement, emergency and post-crisis migration management	US\$ 527.8	Yes. There are some areas that overlap with traditional NGOs, development work and other humanitarian organizations such as Red Cross, UN organizations (UNHCR, UNICEF), and international NGOs such as CARE, World Vision, Oxfam etc.
Migration health	US\$56.1	Partial. There are three areas included under migration health i) Migration Health Assessments ii) Health Promotion iii) Health Assistance in Crisis Migration Health Assessments seems a natural place for IOM - all other areas could have overlap with other NGOs and humanitarian organizations such as UN organizations, and development organizations such as CARE, World Vision, Oxfam etc. It is only the target group, and not the service itself, that distinguishes IOM in this case.
Migration and development	US\$103.0	Partial. Community development and help for return of nationals. The return of nationals is a natural role for IOM and it has a long history operating in this field. The community development aspects however could be provided by a wide range of development organizations as noted above.
Regulating migration	US\$239.8	No. IOM is well-positioned to be a leader in this area - for example, Assisted Voluntary Returns, Counter-Trafficking, and Technical Cooperation and Capacity Building on Migration.
Facilitating migration	US\$40.2	No. The areas of Labour Migration, Migration Processing are very pertinent to the IOM.
Migration policy, research and communications	US\$3.6	Yes. Outside of a few IOM specific publications (World Migration Report), other organizations can do research and policy on migration - e.g. OECD, Metropolis, MPI.
Reparation programmes	US\$5.6	No. This is very relevant to IOM and it has a long history.
General programme support	US\$15.2	N/A
Total Services	US\$ 1,027.3	

As described earlier, there are three services that CIC primarily accesses through IOM in order to deliver on its departmental mandate: transportation, health and orientation services. Both CIC and IOM informants reported that there are no alternatives that can currently provide the reach, quality and cost-effectiveness of IOM for these services through a single organization. The IOM being a comprehensive single point of contact means administrative and operational efficiencies are gained as the various services and resources can be accessed through one agreement and one provider.

None were able to readily identify alternatives to the breadth and quality of the services provided. Of note, two of the member state representatives also considered the IOM the provider of choice for similar migration services, noting a lack of better alternatives.

CIC Core Migration Services	Expenditures 2009	Alternatives available
Transportation	US\$ 16,356,640 (budget not separated between transportation and health)	No. No other organization has standing negotiated agreements with airlines that provide the savings realized by the IOM.
Health		Partially. CIC could expand its network of independent Designated Medical Practitioners (DMPs) for immigrant related health services however this would be less efficient.
Canada orientation abroad	US\$1,553,520	Partially. The Canada Orientation Abroad program recently conducted a Call-for-Proposals for its program and IOM was awarded the contract. Two other organizations, both Canadian, also won portions of the COA program for delivery in selected countries.
Total core CIC services	US\$ 17,910,160	

4. Conclusions

In summary, respondents cited a strong need for membership in the IOM, due to Canada's managed approach to migration, its position as a refugee-receiving country and the alignment of services obtained with the CIC's and the Government's objectives. Canada is an active and credible member of the organization, which has been recognized by IOM representatives and some key member states, and it has been able to influence its governance, management and strategic directions. While the research activities of the IOM are not always directly pertinent to Canada, it is an appropriate venue for international dialogue on migration issues. Membership in IOM is providing other key benefits as well, especially as an executing agency for effective and high-quality services and projects supported by Canada.

The major findings of the evaluation are:

Key findings - relevance

- Given Canada's status as one of the world's major refugee-receiving countries and the mandate of IOM, all respondents cited a strong need to continue membership.
- CIC's membership in the IOM is aligned with governmental and departmental strategic objectives.
- The immigration-related services that CIC receives from IOM directly support the activities of the department.

Key findings - performance

- Canada is an active and influential member of the IOM, particularly in the areas of governance and budget matters.
- Some concerns exist with mandate expansion and alignment of projects to the strategic direction as well as potential impacts on core migration services as the IOM continues to grow.
- There is also a perceived need for better coordination between other government departments in dealing with the IOM.
- Canada does not generally fund IOM research directly and therefore neither influences nor benefits from IOM research activities.
- There are other organizations, such as the OECD and Metropolis, which are more experienced and better suited to undertaking research on migration issues relevant to CIC.
- The IOM is well-placed to provide the forum for focused, regular discussion on migration, but the current format of the International Dialogue on Migration will have to evolve to fulfill that purpose.
- Membership in the IOM gives Canada the benefits of IOM service and project delivery on a priority basis, which may not be obtained if Canada were to withdraw from the organization. Additional benefits include timely access to IOM management and decision-making influence on IOM governance bodies and issues.
- There are few alternatives that provide the reach, quality of service or cost-effectiveness that IOM does for CIC's core migration services – transportation, health and orientation services.

The ability to access these services from a single organization focused solely on migration has led to efficiencies, according to respondents.

Aligned with CIC and Government of Canada objectives, the IOM is an organization that provides services which benefit the immigration agenda. In the fragmented international dialogue on migration, membership in the IOM offers a forum to discuss issues with like-minded states, and in which Canada plays an active part. It also provides a platform for Canada to influence other countries and the debate. An additional benefit of belonging to the IOM is the priority treatment for the operational services provided, which are wide-reaching and regarded as cost-effective. Though some of the benefits are difficult to quantify, the value of membership in such a prominent organization was found to exceed the expenditure.

With no clear-cut, effective alternatives (especially in the area of services), the full impact of withdrawal from IOM is difficult to assess. Not participating would deprive other member states of the benefit of Canada's knowledge and experience with managed migration, and we would lose the ability to influence the discussion. Recognizing Canada's leadership position in this domain, discontinuing membership in the IOM could also potentially damage our credibility in the international migration community.

Recommendations

- **Recommendation 1:** In its position as a global leader in managed migration, and considering the benefits obtained from participation, Canada should maintain its membership in the IOM.
- **Recommendation 2:** Canada (CIC) should continue to actively monitor the governance and strategic direction of the IOM, paying particular attention to mandate issues so that potential impacts on core services can be highlighted and minimized.
- **Recommendation 3:** As the lead, CIC should consider the appropriateness of ensuring a sufficient level of coordination between Canadian government departments that use IOM services, to maintain alignment of projects with Canada's position in relation to the IOM.

Appendix A: Canadian projects delivered by IOM

The following tables list the Canadian projects delivered by IOM from 2002 to 2009. All values are in US\$. Information was sourced from IOM Annual Reports.

Project Title	2002	2003	2004	2005	2006	2007	2008	2009
Total	\$7,674,520	\$9,963,417	\$10,685,266	\$13,141,837	\$14,306,566	\$21,967,038	\$23,614,506	\$29,957,502
Reimbursable transportation and other	6,644,344	8,520,809	9,377,310	9,495,387	11,699,535	12,051,230	11,460,767	16,356,640
Canada Orientation Abroad	549,468	586,727	582,402	613,836	733,234	789,176	1,213,219	1,553,520
Return of the Lord Resistance Army Abductees from Sudan to Uganda	163,013							
Assistance to Ex-Combatants, Amnestied Detainees, IDPs and Unemployed youth Tajikistan	126,556							
Establishment of the Technical Support Unit of the Regional Conference on Migration	50,000	68,000	73,000	68,000	68,000	68,000	82,435	78,000
Promoting Migrants Rights in Dominican Republic	48,077							
Medical Screening and Transportation of Kosovo Refugees to Canada	29,915							
Intervention Strategies to Combat Trafficking, Bangladesh	23,501							
Direct Support of the Transit Centre for Victims of Trafficking in the FYR of Macedonia	23,376							
Canadian Assistance to Demobilization in Timor Leste	16,270							
Land Emergency Repatriation of West African Third Country Nationals - Liberia		544,218						
Reintegration Support to Demilitarized Combatants - Jakarta		67,460						
Overview of International Migration - Module and Trainers Guide		51,724		20,161				
Repatriation and Social Reinsertion of (Street) Children at Risk Affected by Migrant Trafficking - Honduras		48,733						
Development of NGO Capacity to Provide Assistance to Victims of Trafficking in Kyrgyzstan		35,846	4,441	53,251				
Development of Conceptual Framework and Strategies on Counter-Trafficking - Pakistan		26,395						
Quebec Promotion/Recruitment Campaign		7,642	31,430					51,700
Migration Policy and Research Programme (MPRP)		5,863						
Prevention and Assistance to Minors, Victims of Armed Conflict in Columbia			227,269	326,487		333,270	309,890	
Palestinian Israeli Claims Mechanisms (PICM)			136,654	125,293	175,498	213,097	24,641	
Rehabilitation of the National Water System - Haiti			61,475					
Baseline Study to Assess the Relationship between HIV/AIDS Resettlement Programmes in Ethiopia			59,544					
Emergency Response to Aceh's Tsunami Disaster			51,777	1,230,149				
Public Information on the Risks of Trafficking in the Dominican Republic			50,796					
Pre-Departure Malaria Protocol			15,451	3,598	49,733	58,986	45,501	92,240
Expert Seminar for Canadian Law Enforcement on Trafficking in Persons			13,717					

Project Title	2002	2003	2004	2005	2006	2007	2008	2009
Pakistan Earthquake Emergency				1,259,783				
Legal Assistance to Victims of Human Trafficking in Romania				47,044	12,373			
Development of Conceptual Framework and Strategies on Counter-Trafficking in Pakistan				42,326				
Repatriation and Social Reintegration of Children at Risk Affected by Migrant Trafficking in Republic of Honduras				16,440				
Provision of Services in Albania between IOM and Citizenship and Immigration Canada				10,924		21,297	4,493	4,433
To Promote the Involvement of Albanian TV and Sports Stars in the Struggle against HIV/AIDS				8,034				
Emergency Disaster Response in Yogyakarta Indonesia					543,747			
Emergency Assistance to Mobile and Vulnerable Populations in Zimbabwe					309,735	301,724	255,624	459,559
Direct Health Assistance to Vulnerable Persons in Nanggroe Aceh Darussalam					228,936			
Support to Colombian National Commission for Reparation and Reconciliation (CNRR)					184,678	213,548		
Shattered Dreams: Raising Awareness Among Adolescents on the Risks Associated with People Trafficking in Thailand					53,984	4,324		
Security Enhancement Through Consular Capacity Building in Cambodia					50,122	298,722	249,822	69,144
Anti-Trafficking and Psychosocial Assistance Project in Phnom Penh, Cambodia					47,557	23,672		
Evacuation of 450 Uzbek Nationals					37,635			
Capacity Building of the Kyrgyz Authorities to Improve Legislation on Ethnic Kyrgyz Returnees					36,631	3,918		
Individual Needs Assessment for a Group of Karen Refugees in Thailand					24,151	24,919		
High-Level Counter-Trafficking Media Workshop in Central America					20,332			
Combating Trafficking in Turkey: 157 Helpline, Non-governmental Organizations Capacity Building					17,309			
EU Election Observation Mission, Aceh, 2006					13,376			
Foundation of Enterprises for the Recruitment of Foreign Labour (FERME) - Guatemalan Labour Migration Flows to Canada						2,288,967		
Capacity Building in Migration Management in Haiti						1,668,376	773,415	2,246,187
Support to Conflict-Affected Communities in Aceh, Indonesia						2,293,133	1,344,787	397,939
Development of Guidelines and Policies on Health, HIV/AIDS and Trafficking in Nigeria						235,849		249,949
Combating Trafficking in Persons within, through and from Haiti						215,288	163,014	
Development of Mechanisms to Victims as Part of the Implementation of the Justice and Peace Law - Colombia						242,818	560,206	
Emergency Assistance for Victims of Ghana Floods						205,000		

Project Title	2002	2003	2004	2005	2006	2007	2008	2009
European Union Electoral Observation Mission in the Democratic Republic of the Congo						63,351		
Support to the Independent International Group of Eminent Persons (IIGEP) - Sri Lanka						290,077	345,348	
Countering Human Trafficking in Kenya: Capacity Building for Health Care Providers and Community Leaders						32,347	11,271	
Return of Highly Vulnerable Migrants to Central America and Mexico						15,000	47,940	15,000
Administrative and Logistical Support Services for the Quebec Immigration Campaign in Moldova						14,875	24,899	33,645
Administrative and Logistical Support Services for the Biq-Austria in Kiev						7,386		34,640
Clean Family Clean, Inc. - Guatemalan Labour Migration Flow s to Canada						1,623		
Refurbishment of Haitian National Police Academy Training Quarters							2,970,487	216,349
Funds to be allocated							1,250,047	6,146
Basic Infrastructure and Livelihood Support for Highly Impacted Communities of Return South Sudan							984,896	1,702,521
CIDA Response to Floods in Haiti							964,692	
Rehabilitation of Border Post in Malpasse							456,712	25,855
Promote Cultural Dialogue in Ukraine							36,660	
EU Election Observation Mission, Pakistan							20,656	
Migration and HIV/AIDS in Thailand							15,778	
Facilitated Migration - Document Verification Jordan							1,630	3,750
Rehabilitation of border facilities and strengthening PNH presence in Haiti								3,064,147
Construction of a prison in Crix-des-Bouquets, Port-au-Prince								2,278,076
Canadian medical examination and pre-departure medical screening of Bhutanese in Nepal								490,830
Construction of a slipway and workshop at the Killick coast guard facility in Haiti								347,473
The process of land seizures in one subregion of Columbia and its affect during armed violence								222,019
Enhancing border control and migration management in Bangladesh								75,319
Cultural profile and survey of 1000 Bhutanese bound for resettlement to Canada - Nepal								21,417
Improving migration management in Mexico's southern border								13,034
Pre-departure medical screening of Rohingya refugees resettling in Canada								7,080
Pre-consular support services for Alberta province, Canada								6,962
CIC migrant training project survey								4,026
Refund				-178,876			-12,935	-4,324
								-170,098

Appendix B: List of key documents reviewed

Name	Name
CRP-25--Report by the External Auditors on the Accounts of IOM for 2007	SECOND MEETING SUMMARY: Interdepartmental Committee on Multilateral Issues, 16 June 2008
MC-EX-687--Provisional Agenda	COA Evaluation
MC-EX-688--Revision of the Programme and Budget for 2008	COA Evaluation - management response
C-EX-689--Proposed Adjustment to the IOM Assessment Scale for 2009	Evaluation of the services CIC received from IOM
MC-EX-690--Report on the 2nd Session of the SCPF	IOM evaluation - Refugees
IOM - DG Swing Visit	Evaluation - PSR
MRS 38 Assessment of Regional Consultative Processes on Migration by Randall Hansen	Evaluation - RAP
04-10-04 Attachment on IOM contribution rate	CAC Evaluation of Canada's Membership in the IOM-April 2005
04-10-05 Annual contribution to IOM (i.e. Assessed contribution)	OIM - EXCOM - déclaration du DG
Memo on IO membership review - IOM - DM mtg 12Dec08	EXCOM de l'OIM - 26 juin 2009
Memo on review of membership in international organizations - IOM	Citizenship and Immigration Canada note for workshop July 2006
Canada's UN assessment rate vs IOM	Intersessional workshop of the International Dialogue on Migration (Geneva 9-10 July 2009)
Canadian membership in IOs	IOM IDM 2009 - Background for Workshop on TIP
IOM draft Matrix (version Nov 7a)	IC-2008-02 - Return Migration, Challenges and Opportunities
Mgmt response internal status rpt_IOM_18 Nov 2008	Budget IDM Managing Return Migration April 2008
Review IOM v5	IC-2008-03 - IDM 2008
YTIM0021 IOM-Scale of Assessment for 2005	YTGR-0298 Report on IOM Special Event (Case of Lampedusa) and Workshop on Return (Session II Contextualizing Return - Case Studies) 22408
IC-2007-09 -- Preview of the 2008 Programme and Budget	IC-2007-17 - Migration Management in the Evolving Global Economy
IC-2007-15 -- Highlights of the Programme and Budget for 2008 (MC-2227)	IOM Office in Canada (background from IOM)
IOM 2009 Budget meeting (Canada and like-minded)	05-02-03FW IOM Khartoum Training Plan
MC-2254--Financial Report - 2007	directive de l'OIM sur les renvois
MC-EX-688--Revision of the Programme and Budget for 2008	IOM - Structure Review (PP) - SEP 2009
MC-EX-689--Proposed Adjustment to the IOM Assessment Scale for 2009	SCPF_35 - E
Budgets and Financial reports 2002-2007	YTIM0043 IOM Strategy Back on Track
IOM Council - 23 to 26 November 2009	YTIM-00036 IOM Strategy Consultations DONE
MC_2276_Rev2 - 98th COUNCIL - AGENDA	YTIM-00028 IOM Strategy Consultations Make or Break on the Brink
SCBF 287 - Update on WHAC - April 2006	YTIM-00021 IOM Strategy Consultations Part Three Governance Shape of a Compromise Emerging
IOM Special Briefing on Panama and San Jose	IOM - World Migration Report 2010 - SEP 2009
IO Review - IOM	

Appendix C: Interview guides

C.1 - CIC Representatives

Discussion guide for Citizenship and Immigration Canada

Introduction

TDV Global Inc. has been engaged by the Research and Evaluation branch at Citizenship and Immigration Canada (CIC) to conduct a review of Canada's participation in the International Organization for Migration (IOM). IOM works in the four broad areas of migration management: migration and development, facilitating migration, regulating migration, and addressing forced migration. Cross-cutting activities include the promotion of international migration law, policy debate and guidance, protection of migrants' rights, migration health and the gender dimension of migration. The IOM is financed almost entirely through annual contributions from member states and from fees charged to member states and to other nations and organizations for projects carried out on their behalf.

The objective of this study is to document and examine program results. As part of the review, TDV is conducting interviews with key stakeholders and you have been identified as a valuable resource to provide input for this process.

The following questions will serve as a guide for our interview. In some cases, questions will not be relevant to your particular situation. Please note your responses will be confidential and will not be attributed to you in the report or in any documentation provided to the evaluation group at CIC.

The interview will take approximately 45 minutes to complete.

Overview

1. Please describe your role and involvement with the IOM.

IOM management

2. How does Canada participate in IOM management such as programs, budgets, membership, strategy and committees? Does this provide effective oversight or not? Please provide examples.
3. To what degree does Canada influence decisions related to management of the IOM including programs, budgets, membership and strategy? Are these consistent with Government of Canada (GoC) priorities and interests? Please provide examples.

Research

4. How significant is Canada's participation in and influence on the direction of IOM research on migration issues? Please provide examples.
5. What has been the benefit of IOM research activities? How is IOM research distributed and used within CIC? How does this differ from other migration research supported by CIC, e.g. MPDP?
6. What level of participation does Canada have in the global and regional conferences? What are the benefits from participation in the global and regional conferences? Please provide examples.

Other benefits

7. Are there any additional benefits that Canada realizes from participating at IOM and how valuable are these? For example:
 - Access to IOM cost-recoverable services
 - Resolution of bilateral/multilateral migration issues
 - Contributions to programme or policy thinking
 - Others

Relevance

8. Is there a need to retain Canada's membership in the IOM, now and in the future? What are the benefits of membership? What would be the impact if Canada was not a member?
9. How is membership consistent with CIC and/or GoC priorities?
10. Is membership in the IOM consistent with federal roles and responsibilities?

Other

11. Are there alternative means that Canada could address regional or multilateral migration issues? Delivery of services? Is there overlap or duplication with other fora?
12. Do you have any additional comments that you would like to make regarding the IOM?

C.2 - IOM officials

Discussion guide for IOM representatives

Introduction

TDV Global Inc. has been engaged by the Research and Evaluation branch at Citizenship and Immigration Canada (CIC) to conduct a review of Canada's participation in the International Organization for Migration (IOM). IOM works in the four broad areas of migration management: migration and development, facilitating migration, regulating migration, and addressing forced migration. Cross-cutting activities include the promotion of international migration law, policy debate and guidance, protection of migrants' rights, migration health and the gender dimension of migration.

As part of the review, TDV is conducting interviews with key stakeholders and you have been identified as a valuable resource to provide input for this process.

The following questions will serve as a guide for our interview. In some cases, questions will not be relevant to your particular situation. Please note your responses will be confidential and will not be attributed to you in the report or in any documentation provided to CIC.

The interview will take approximately 30 - 45 minutes to complete.

1. Please describe your position with the IOM and your interaction with the Government of Canada.
2. How do members provide oversight over IOM Programs, budgets, membership strategy and strategic directions? (e.g. formal and informal mechanisms)
 - Does this provide effective oversight or not? Why? Please provide examples.
 - To what degree does Canada influence decisions of IOM governance bodies?
3. Does Canada significantly participate in and influence the direction of IOM on research, dialogue, and/or conferences.
4. What is your perception of the value of Canada's participation in the IOM?
5. What would be the impact on IOM if Canada was not a member? What would be the impact on Canada? Do non-IOM members have the same benefits/access to services, research, etc?
6. Do you have any additional comments or observations that you would like to make regarding Canada's participation at the IOM?

C.3 - IOM country member representatives

Discussion guide for IOM member states

Introduction

TDV Global Inc. has been engaged by the Research and Evaluation branch at Citizenship and Immigration Canada (CIC) to conduct a review of Canada's participation in the International Organization for Migration (IOM). IOM works in the four broad areas of migration management: migration and development, facilitating migration, regulating migration, and addressing forced migration. Cross-cutting activities include the promotion of international migration law, policy debate and guidance, protection of migrants' rights, migration health and the gender dimension of migration.

As part of the review, TDV is conducting interviews with key stakeholders and you have been identified as a valuable resource to provide input for this process. The following questions will serve as a guide for our interview. In some cases, questions will not be relevant to your particular situation. Please note your responses will be confidential and will not be attributed to you in the report or in any documentation provided to CIC.

The interview will take approximately 30 - 45 minutes to complete.

1. Please describe your role and involvement with the IOM.
2. What are the benefits of membership for your country?
3. How do members provide oversight over IOM Programs, budgets, membership strategy and strategic directions? (e.g. formal and informal mechanisms)
 - Does this provide effective oversight or not? Why? Please provide examples.
 - To what degree does Canada influence decisions of IOM governance bodies?
4. Are there examples of networking and collaboration with Canada on issues of common concern? Have these positions influenced the IOM?
5. Does Canada significantly participate in and influence the direction of IOM on research, dialogue, and/or conferences?
6. What is your perception of the value of Canada's participation in the IOM?
7. What would be the impact if Canada was not a member?
8. Are there any alternatives to the IOM in respect to dialogue and knowledge sharing, research, or delivery of services?
9. Do you have any additional comments or observations that you would like to make regarding Canada's participation at the IOM?

Appendix D: Interview list

	Name	Title
CIC		
1	Brian Grant	Director General, International and Intergovernmental Relations
2	Deborah Tunis	Director General, Integration Branch
3	Lise Scott	Director General, Health Management Branch
4	Erica Usher	Senior Director, Geographic Operations
5	Michael Watts	Director, International Policy Coordination
6	Luis Monzon	Senior Advisor, Global Migration
7	Juan Pedro Unger	Policy Analyst
8	Debra Pressé	A/Director General, Refugees Branch
9	Dominique Collinge	Counsellor, Canadian Perm. Mission in Geneva
IOM		
10	Laura Thompson	IOM, Assistant Director General
11	Richard Scott	IOM, Regional Representative for Canada
12	Irena Vojackova-Sollorano	IOM, Directrice de la Gestion des migrations (coopération technique, fraude et trafic, travailleurs temporaires)
13	Robert Paiva	IOM, (former) Directeur des relations extérieure
14	Ovais Sarmad	IOM, directeur de la Gestion des ressources (responsable des finances)
15	Michel Tonneau	IOM, chef du Transport des réfugiés
16	David Mosca	IOM, Director, Migrant Health Services
Member States		
17	Corinne Kitsell	United Kingdom's IOM representative
18	Miguel Malfavon	Mexico's IOM representative
19	David Di Giovanna	USA's IOM representative
20	Irene Knobon	Netherlands' IOM representative