EVALUATION REPORT

IOM PHILIPPINE BORDER MANAGEMENT PROJECT

FUNDED BY THE EUROPEAN UNION

1 January 2006 – 31 December 2007

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EXECUTIVE SUMMARY

The project at the end of its second year has an impressive list of accomplishments. The integrated module approach and the coordination mechanisms with the Philippine Government Partner Agencies have proved effective and flexible in meeting evolving developments and challenges. The combination of training and technical assistance has forged a unity of purpose and ownership amongst the Partner Agencies both in the Headquarters and their offices in the project's pilot sites. The attention to the pilot sites is an important feature of the project and provides great potential for operational results at critical border points such as Zamboanga and Davao.

The IOM project management structure is well balanced and provides effective technical support and coordination to the project and the integration of its modular approach. Project staff, both international and national, are competent, highly motivated and work as a team. The positive relationship between the project staff and the project partners is striking. Similarly the relationship between the project staff and the EC Delegation in Manila appears to be well engaged and constructive. Staff turnover and recruitment of replacements has created difficulties and delays, particularly the resignation of the Training Officer in 2007 and the almost six months it has taken to replace him. Fortunately, the Training Officer's replacement has a skills set and experience that are well suited to the requirements of the project for the remainder of its implementation.

The Integrated Data Migration System (IDMS) development, under Module 2, has been more complicated than initially envisaged. The need to go back to the drawing board, however, has resulted in a system built on end-user needs which is an integrated system rather than a connection between disparate systems of each Agency. The system design has been coordinated and approved by the Partner Agencies through the Extended Technical Working Group for Module 2. The importance of getting the IDMS operational as soon as possible cannot be overstated and in that regard the signing by all agencies of

the Information Sharing Protocol is vital. This would allow for progressive implementation of the IDMS while system development continues. The relevance and operational utility of the IDMS needs to be tested so that system adjustments and further development, if needed, can take place within the life of the project.

The technical support given to Module 3: "Document Integrity – Technology Applications and Awareness Raising" has been complicated by events outside of the project's control related to decisions of the Department of Foreign Affairs (DFA) regarding the Machine Readable Passport Project (MRPP). Fortunately this is back on track and the DFA component of the IDMS database gives a view to both the old passport database (approximately 18 million records) and the new machine readable database with capacity for biometric upgrade. An operating Consular Information Center (CIC) at DFA's Office of Consular Affairs (OCA) with equipment, materials and training for its staff provided by the project, is a positive outcome. Over 2,500 calls were made to the CIC in the first month of its operation in December 2007. DFA/OCA has demonstrated commitment to the sustainability of the CIC by assuming all staffing and operating costs. The multimedia awareness raising campaign to promote travel document integrity in support of the MRPP is well designed and promises to have a significant impact as it is rolled out in 2008. The value and protection of Overseas Foreign Workers is a key Government of the Philippines (GoP) policy area and the awareness campaign aligns squarely with that policy. There is a need for DFA, with technical assistance from the project as appropriate, to review the business processes for passport application including remote site data entry of applications. The issuance of the new MRP seems to be proceeding well but there is an apparent duplication of work between regional sites (as observed in Zamboanga and Cebu) and the Consular Affairs branch in Manila. This has placed a strain on the capacity of the regional offices to process applications and meet deadlines for passport issuance.

Training is a cross-cutting activity and supports Modules 2 and 3 in addition to being the focus of Module 4: "Education and Training." Training was held in all project pilot sites except La Union and involved participants from all Partner Agencies and all project pilot

sites. The training sessions have been a strong bonding factor across Agencies and across sites helping to forge a common sense of purpose among the Partner Agencies. More than 30 training courses have been conducted with a total of 735 participants. All training activities were coordinated and discussed at the Training Coordination Working Group (TCWG) level. Regular meetings of the TCWG ensured that all Partner Agencies through their training focal points were informed and involved in the process of programme design and participants identification.

The project has been well managed from a financial accountability perspective and has benefited from its close proximity with IOM's Manila Administrative Center (MAC) which is responsible worldwide for handling much of IOM's accounts, administration and procurement functions.

The key issue confronting the project is sustainability. The amount of project time remaining to ensure all sustainability measures are taken is also relatively short. The foundations for sustainability are quite promising with most of the participating project partners indicating they have made submissions to the update of the medium-term National Development Plan and will include cost estimates in their submissions to the 2009 budget to carry on some functions related to the IDMS after PBMP's completion. This is a significant statement on the prospects for sustainability and the ownership of the project by the Partner Agencies. In addition there are good examples, such as the National Intelligence Coordinating Agency's (NICA) coordination with Coast Watch South and the Department of Foreign Affairs' (DFA) coordination with the National Statistics Office (NSO), that the partnership around border management is extending beyond the confines of the project and that the foundation now exists for an expanded integrated border management system for the Philippines. There are some indications that the project is leveraging well off other ongoing initiatives that are contributing to the overall development of the Philippines border management capacity. Planning workshops that will ensure that the individual Agency submissions do not leave significant gaps will be greatly beneficial. The sustainability of training activities which can be foreseen as an ongoing need is a concern as there is limited capacity among project partners to continue

in this area. Lack of coordination mechanisms between Partner Agencies respective in-house training capacity makes the institutionalization of integrated border management specific training quite difficult. The quality of the training materials developed is very high and leaves a significant project legacy, but this alone will not be sufficient for a sustainable training program in support of Government of the Philippines (GoP) border management.

Other areas that are likely to require attention beyond the life of the project include data system support, further attention to identity management issues – particularly as they pertain to feeder documents, and specific support to the development and roll-out of the Philippines e-passport.

OVERVIEW OF THE PROJECT

The Philippine Border Management Project (PBMP) aims to enhance and strengthen the Philippines national border management policies and practices to actively support the GoP commitment to combat terrorism and facilitate the orderly flow of aliens and citizens.

It is a three year project funded by the European Union and implemented by the International Organization for Migration (IOM). Six Philippine Government agencies are involved, these are the Bureau of Customs (BOC), Bureau of Immigration (BI), Department of Foreign Affairs (DFA), Philippine Center on Transnational Crime (PCTC), National Intelligence Coordinating Agency (NICA), National Economic and Development Authority (NEDA), known collectively as the Partner Agencies. Many more Agencies are involved in border management but the decision at the project's inception to limit it to these six, in retrospect, was crucial to the project's manageability and success.

The project started in January 2006 following the signing in December 2005 of a Contribution Agreement between the EC Delegation in Manila and IOM. A Memorandum of Understanding (MoU) between IOM and the Government of the Philippines (GoP) to establish the coordination arrangements with the project's Partner Agencies, was concluded in March 2006.

The project is implemented in five pilot sites: Cebu, Davao, Laoag Manila and Zamboanga which are also international ports of entry. La Union was included as a pilot site the first half of 2006 in view of the fact that all Partner Agencies Regional Offices are located there and not in Laoag. The choice of pilot sites has struck the right balance in terms of geographic coverage, the diversity of border management issues and the right number for project manageability. The project is implemented through four integrated modules: Border Management Best Practices Review and Analysis (Module 1); Information Sharing – Integrated Data Migration System and Common Database Development (Module 2); Document Integrity – Technology Applications and Awareness Raising (Module 3); and Education and Training (Module 4).

The project management is located within the IOM Mission with Regional Functions in Manila under the overall supervision of the Regional Representative. The direct management of the project is in the hands of a Project Manager, who reports directly to the Regional Representative. The IT Coordinator is responsible for the implementation of all IT related activities under Modules 2 and 3. The Project Officer is responsible for the implementation of the awareness raising activities under Module 3 and other cross-cutting activities. The Training Officer/Technical Specialist is responsible for Module 4, as well as for training activities and technical advice across Modules. All three report directly to the Project Manager. Overall support is provided by a Programme Assistant, an Administrative Assistant and a Financial Assistant who report to the Project Manager. Module 1 was conducted by an external consultant with the back-up of the project team.

Module 2 is headed by an IT Coordinator with a staff of six including an IT Systems Developer/Analyst. This team is largely based at the IDMS Data Center at NICA. Module 3 for the technology applications engages the IT Coordinator and IT Systems Developer/Analyst as well as other IT staff. The Awareness Raising component of Module 3 relies on the Project Officer and a Communications Assistant. The Training Officer/Technical Specialist renders technical assistance on MRP related issues. Module 4 is comprised of a Training Officer/Technical Specialist and supported by a Project Assistant.

The proximity of the project management to the Manila Administrative Center (MAC) which handles global administration and accounting functions for IOM has been helpful in terms of ease of access to global IOM administrative support.

An Advisory Project Steering Committee (PSC) was set up with representatives of all Partner Agencies, the EC Delegation in Manila and IOM. A representative of the National Security Council is a permanent observer to the meetings. The PSC meets quarterly. Technical Working Groups comprised of staff of relevant Partner Agencies were also set up for Modules 2, 3 and 4.

Project Management produces Annual Work Plans, six month reports, Annual Reports, bi-monthly progress reports and narrative and financial reports in support of payment reports. The latter coincide with the submission cycle of the Annual Reports. The budget for the three years of the project duration is 5,100,000 Euros.

SUMMARY OF RECOMMENDATIONS

- Seek approval of the Information Sharing Protocol to be signed by all Partner Agencies or negotiate partial signing if not all partners are willing to sign expeditiously;

- Develop performance and/or outcome indicators for results to be achieved by all project partners by the end 2008;

- Conduct planning workshops to develop a common framework for project continuation (integration of project activities into mainstream GoP business), and identification of possible future external assistance requirements;

- Change the scope and size of the planned end of project Forum in 2008 which should also be revised in terms of its desired outcomes as a summary event to the series of Planning Workshops; as a consequence the budget will need to be recast;

- Prepare a document which updates the Assessment Report of Module 1 to reflect the current situation and challenges confronting the GoP in terms of border management. This document will serve as a reference document for the Planning Workshops;

- Continue to focus training activities on sustainable skills building for staff of participating agencies and explore mechanisms for ongoing training beyond the life of the project;

- Examine work flow of the passport application process to avoid duplication and ease staff workload, especially in provincial sites; continue to examine feasibility of direct data encoding for applications at provincial sites and overseas consular offices;

- Focus collection of data on measuring impacts – contribution of the project to its overall objective;

- Fully engage the Training Officer/Technical Specialist as a resource to MFA and others in the process of planning the upgrade of the new machine readable passport to the envisioned e-passport.

EVALUATION METHODOLOGY

The evaluation was conducted in December 2007 and January 2008. The Evaluator visited Manila a first time for one week in December 2007, mainly to meet with

officials of Partner Agencies in Manila and then for two weeks in January 2008 to visit two of the five project sites (Cebu and Zamboanga).

An extensive review of documentation was also conducted. This included the original IOM project documents, Annual Work Plans (AWP), interim reports (bi-monthly, six-months and annual reports), Advisory Project Steering Committee Meetings minutes, training materials and external monitoring reports. Other relevant materials included the Medium-Term Philippine Development Plan 2004-2010.

Interviews were conducted with all IOM staff involved in the project. Meetings were held with all project partners in Manila with most of the relevant staff from the Partner Agencies participating in those. In the two sites visited meetings were also held with all project partners. Project site offices were also inspected in Cebu, Manila and Zamboanga.

A constraint on the evaluation was the fact that it was also not possible in the time available to visit all project sites. On the other hand, the accessibility and candor of the project partners as a result of the positive relationships built by the IOM project manager and her team greatly assisted the completion of the task.

An effort has been made to accommodate in the Terms of Reference the IOM Evaluation Guidelines as well as the EC Evaluation Criteria.

QUALITY OF PROJECT DESIGN

Project preparation and design

The level of participation of stakeholders in the preparation of the project was extensive and continues to be so in its execution. This participation and ownership is the project's strength and has allowed the project to adjust, stay relevant and faithful to its purpose

while complementing an enormous range of activities taken on by the GoP and catalyzing others.

Internal logic of the project design

The project design in many ways is too general and lacks specificity. The Overall Objective is too broad for the scale of the project and can raise expectations that will be difficult to reach. The Project Purpose is reasonable, but a more specific Project Purpose could have enabled the development of much more precise and measurable Objectively Verifiable Indicators (OVI). In late 2007, as a result of a recommendation by the EU Monitor, the revision of the original project logical framework was initiated but still needs some work on the indicators. At this stage of the project, project management is on the right track in getting project partners to identify OVIs, but some lack of responsiveness is causing delays in completing the update to the logical framework. A revised logical framework for the final year with more precise and measurable indicators for all project partners would greatly enhance succession planning and support sustainability efforts and should be seen as something to constantly strive for.

In saying this, it is recognized that the project was developed over a period of rapid change in the national security strategy both collectively and individually in the border management Agencies. In addition, the development of the project and its eventual implementation took some time within that period of rapid change. In hindsight, the flexibility of the project design has turned out to be its strength (although it complicates its evaluation). It has allowed for more flexibility in responding to emerging realities and developments that could not have been foreseen at the outset. To a large extent, ongoing project management mechanisms have provided a successful means of adapting the project to what is attainable while being faithful to the project purpose. In addition, the project design has foreseen the need to establish new baseline data and test previous assumptions through the inclusion of an inception phase. This produced an assessment report that provides more detail on the project's planned activities. It is also noted that the inception phase produced a more detailed level of planning in support of the 2006 Annual

Work Plan (AWP) that had been elaborated before the start of the project as part of the project proposal submission. The inception phase also enabled the project team to gain stakeholder participation, including Partner Agencies in all pilot sites and the EC Delegation in Manila. The AWP for 2007 is a better document and the draft 2008 AWP relates activities to results in a much better way.

At this stage of the project, the activities can be measured and are largely on track, but the results should be more evident in the next year. For example, the Integrated Data Migration System is installed in all Partner Agencies Headquarters and Field Offices in the pilot sites and connectivity is established. The software has been completed and tested although some database development needs to be finalized at DFA and BOC. An Information Sharing Protocol (ISP) has been agreed to and awaits formal signature by all Partner Agencies. Operational results should become evident early in 2008 and this will impact directly on the system's sustainability. It is clear that if Agencies derive measurable operational benefits, the system will have a future and an expanded one at that. A similar situation exists with the awareness campaign in support of document integrity and the new machine readable passport the Philippines started issuing in September 2007. It is therefore imperative that in 2008 results are carefully measured and analyzed in order to understand the impact of the project. This only highlights the need for the agreement to more measurable OVIs.

RELEVANCE

The relevance of the project at its inception is established by the following key legal premises:

- The United Nations Security Council Resolution (UNSCR) 1373 of 28 September 2001 called on all States to work together to prevent and suppress all acts of terrorism and to intensify and accelerate the exchange of operational information, especially regarding actions or movements of terrorist persons or networks, among others.

- On 22 July 2002, the EU General Affairs and External Relations Council emphasized in its conclusion the need for the EU to assist third countries in implementing their obligations under UNSCR 1373. The EC subsequently identified the Philippines among others, as a pilot country for support in the field of counter-terrorism focusing on effective border management.
- On 9 December 2003, 22 Philippine Government Agencies agreed in a Joint Resolution to an integrated network of information exchange of goods and persons as part of the Philippine government's commitment to comply with UNSCR 1373

Partner Agency interlocutors repeatedly stated the importance of the project and the inclusion of the costs for continuation of the IDMS in most Agencies' plans and budgets for 2009 and beyond speaks volumes. There is no indication that the Philippine government's commitment to enhanced border management has in any way diminished or that the commitment of Partner Agencies has lessened.

This review finds that the project remains consistent with GoP's and the Partner Agencies priorities and interests in the field of border management and in fact has added momentum to the development of an enhanced border security and management in the Philippines, the Project Purpose (PP). This was made particularly clear in interviews with Partner Agency principals and their staff. The continuous involvement of the Partner Agencies through the Technical Working Groups (TWG) for Modules 2, 3 and 4 and the Advisory Project Steering Committee (PSC) ensures that the project remains relevant and can make adjustments as necessary.

In the Medium Term Philippine National Development Plan (2004 -2010), under Responsive Foreign Policy, the relevant areas that the Project Purpose aligns with are the sections on Counter Terrorism and Overseas Filipino Workers (OFW). In an interview with NEDA, the Evaluator was told that mid-term revisions to the Plan will include more specific language related to enhanced border management as a significant national objective. In this regard, the emergence of NEDA as a key, rather than peripheral player

in the PSC, is a positive development. NEDA prepares the National Plan which is the overarching document to which each government department must structure its own plan – in this case the Partner Agencies – and the budgets are prepared accordingly.

A problem for the beneficiaries has been a lack of coordination and overall inter-agency leadership on border management. This can be only partially attributed to poor communications and the lack of ability to share data in real time and through secure means, which the project is addressing through the Integrated Data Migration System (IDMS). Just as significant is the absence of structured cooperation for an integrated border management system and exposure to international best practices of particular relevance to the Philippine setting. The project has attempted to address this through the Assessment Report of Module 1: "Border Management Good Practices and Review" which provides a baseline common ground. Inasmuch as the project has been a process of discovery of the real border management issues confronting the Philippines and the Partner Agencies, it is evident that the Assessment Report has some shortcomings. A document that updates the current state of play in the Philippines would be valuable to the proposed workshops on future directions and the development of a shared understanding of what a Philippine border management system is, or should be. The project can be perceived as having given structure and leadership to border management, at least for the five participating Partner Agencies through the mechanism of the Advisory Project Steering Committee and Working Groups for each Module.

Outside the framework of PBMP, the GoP signed the ASEAN Convention on Counter-Terrorism along with the other ASEAN Members on 13 January 2007 which illustrates commitment and paves the way for further action. At the national level, Partner Agencies for which the project has developed central databases ensure that these can have an interface with complementary initiatives in the field of law enforcement. This is the case with PCTC and the Public Safety Information System database developed by the Department of Interior and Local Government (DILG). Also NICA is coordinating with the Philippine Navy's Coast Watch South, a mechanism that aims to harmonize maritime surveillance and response in the waters of the Southern Philippines in order to facilitate and control the movement of people and goods. The involvement of the GoP in these

initiatives complements the efforts undertaken in the framework of the PBMP and underscores its relevance.

One of the main problems for the beneficiary Agencies is resources and for this the project has provided significant assistance in terms of equipment, technical support and facilities upgrade. The Evaluator was able to visit the facilities of all Partner Agencies in Cebu, Manila and Zamboanga. There is a high degree of appreciation of how the technical assistance and IT infrastructure supports work that all partners recognize as necessary, but was unachievable at previous resourcing levels.

EFFICIENCY

IOM through its project team and the support provided by the large IOM presence in Manila has ensured that most activities have been completed according to schedule. Strict adherence to IOM procedures for hiring and procurement of equipment and services assures quality and value for money, but sometimes impacts on timeliness. An example of this is the six month recruitment of a replacement for the Training Officer who resigned in July 2007. Overall training target numbers however have not been affected. Other factors that have affected timely delivery of project activities have been largely outside of the project's control. An example has been the delayed decisions related to DFA's Machine Readable Passport Project which impacted on the starting date of the database development and awareness raising activities under Module 3. Furthermore, the full implementation of the IDMS has been delayed by some technical infrastructure issues related to connectivity and wiring which called for additional work, with a concurrent issue that individual Agency databases were not up to the standard assumed by the project when this was elaborated and had to be extensively redeveloped. In this case, better results have been obtained by taking the extra time to develop the Partner Agency databases as they are the basic building blocks of the overall system.

In line with IOM Procurement Procedures and Guidelines quotes from three different providers in the Philippines and in Europe were obtained for project related purchases. The bulk of the equipment, relates to the activities for the common database development under Module 2 and the technology applications in support of the MRP under Module 3. The procurement of equipment has also been done in accordance with the EC sourcing regulations (Rule of Origin) as stipulated in the Contribution Agreement between IOM and the EC Delegation in Manila signed for the implementation of the project.

Project Progress is tracked through the following reports:
1. Training Reports
2. Bi-monthly Activity Reports
3. Six-monthly Reports
4. Annual Reports
5. Financial Reports

The detail of these reports provides ample evidence that the activities of the project are intensive, the quality of the materials developed is high and the budgetary management is consistent with the level of activity. A summary report of project activities can be found in Annex II.

It remains a problem that the OVIs have not been quantified in a way that enables a clear and objective understanding of project results.

EFFECTIVENESS

Training numbers are on track to meet overall target numbers of 960 trained staff, the expected number of Training of Trainers and the training objectives obtained through a Training Needs Analysis. It can be seen from the training statistics in the tables below, that there has been an appropriate distribution of participants between project partners.

Training in support of the IDMS full implementation is planned in 2008 and the training statistics should be related to the statistics showing how the system is utilized.

It was evident in the site visits to Cebu and Zamboanga that many of the staff had participated in training activities and that gender and cultural sensitivities has been taken into account.

	PARTICIPANTS per TRAINING 2006				
	Imposter Recognition	Performance. Measurement	IT	Biometrics	**TOTAL**
BI	27	3	10	4	**44**
BOC	44	4	9	4	**61**
DFA	55	2	8	162	**227**
NEDA	1	3	0	0	**4**
NICA	6	3	11	4	**24**
PCTC	20	4	11	1	**36**
Total	**153**	**19**	**49**	**175**	**396**

PARTICIPANTS per TRAINING 2007								
AGENCY	Imposter Rec.	Training Design	Passport Exam.	CIC	Basic Intel	IT	Timber Smug.	TOTAL
BI	8	5	55	0	6	17	0	**91**
BOC	9	5	27	0	7	18	8	**74**
DFA	5	6	14	10	9	34	0	**78**
NEDA	0	3	5	0	2	0	0	**10**
NICA	2	3	21	0	0	17	5	**48**
PCTC	0	2	13	0	5	14	4	**38**
Total	**24**	**24**	**135**	**10**	**29**	**100**	**17**	**339**

The IDMS database will for the first time bring regular exports of newly entered data from each agency consisting of:

- Border Entry-Exit data and derogatory records containing secondary inspection information (formed in the ports of entry and collected in the BI HQ central database);
- Several stop/watch lists from different agencies (BI, DFA, etc.);
- Foreign student's information formed in BI;
- Aliens with special working permission data from BI;
- Philippine passport database containing all issued passports as of 1995 from DFA;
- Lost passports from DFA;
- Criminal cases and suspects from PCTC;
- Importers and exporters of special goods (chemicals, drugs, etc.) from BOC.

This is a significant upgrade in capacity of GoP to more professionally manage migration in accord with international norms and protocols through strengthened and enhanced border security and management in the Philippines, the Project Purpose.

The project has also provided significant support to the DFA's Machine Readable Passport Project. The upgrade of the Philippine passport is mandated by the ICAO Convention which sets a deadline of 2010 and the need for a secure document has long been an issue for a country that has over 8 million Overseas Filipino Workers (OFW). The introduction of the new MRP system, however, left the old system containing 18 million records, including passports that will still be valid for up to the next five years, invisible to the new MRP database. The project's support has created a digitalized record system that enables both databases to "see" each other with a capacity for biometric upgrade. This clears the way to address the key issue to the issuance of a secure passport related to identity issues including the integrity of feeder/source documents such as birth certificates. The information campaign promotes awareness of the dangers of using falsely obtained documents including at the grass roots level where the civil registry system is most prone to abuse.

IMPACT

The impact of the project is difficult to measure at this point as much of the activity of the project to date can be regarded as preparatory. The IDMS is about to be rolled out as is the awareness campaign. IDMS training to date has largely been in support of a system that is yet to be fully operational. Imposter Recognition, Passport Examination, Timber Smuggling and Basic Intelligence trainings have been developed and conducted and the manuals and documentation of those trainings (see list in Annex III) are very well presented and leave a significant project legacy.

In 2008 the operational impact of the project should begin to be evident in relation to the project overall objective. The project is collecting detailed data on the activities it carries out, but not yet sufficient data on impacts. The collection of data on the use of the DFA/OCA Consular Information Center is a good example of what can be done in other areas of the program.

Furthermore, it is recommended that data related to the IDMS usage should be collected and analyzed by the Partner Agencies to understand what data Agencies are contributing, what they are using and whether, for example, it is applied at border crossing points i.e. interdictions that are being made at border points.

SUSTAINABILITY

Sustainability will rest on the Government of the Philippines overarching commitment to enhance border management as well as what the Partner Agencies have the capability, interest and means to pursue. There are some positive indicators that key Partner Agencies (BI, DFA, PCTC and NICA) are budgeting for project activity continuation related to the IDMS in 2009 and beyond. The year 2008 will be vital to ensure that planning for 2009 onwards is coordinated and coherent. The increased participation by NEDA in this regard is a welcome development. NEDA coordinates both development planning and Overseas Development Aid (ODA) so, for continued coordinated

development of border management initiatives beyond the life of the project, NEDA's coordinating role between the Agencies will be vital to the sustainability of a border management response by the Philippine Government. Most of the participating project partners have indicated they have made submissions to the update of the medium-term National Development Plan and will make submissions to the 2009 budget to carry on the functions of the project, particularly those supporting the IDMS' operation, after its completion. This is a significant statement on the prospects for sustainability and the ownership of the project by the project Partner Agencies. In order to ensure that the individual Agencies submissions do not leave significant gaps, the Steering Committee should undertake an exercise early in 2008, possibly under NEDA's stewardship, to develop a matrix or comprehensive overview that specifies the activities which will be ongoing (or expanded) and their resource requirements. A series of planning workshops could partially replace and/or complement the end of project Forum which could be scaled back without any undue effect. Leadership will also be needed for the continuation of border management initiatives and a transition of the project management to the government will also need to be made. The project will need to assure that sufficient transfer of knowledge has taken place through training addressing Agency specific needs as well as border management related requirements common to all Partner Agencies since it is likely that ongoing trainings will be required.

The IDMS is a pilot system and contains only a limited number of objects (Agencies, head and sub-offices). In the future it can be expanded in two ways: 1) to cover more sub-offices and 2) add new Agencies. Alternatively, it could also be expanded without adding new Agencies but instead through existing Partner Agencies being responsible for collecting and adding data to the IDMS from other Agencies and/or border management initiatives to which they are part e.g. NICA's coordination with Coast Watch South, DFA's coordination with the NSO. In addition, the system is realistically sustainable due to its software development which will have no further licensing fees.

The project leaves a significant legacy of training materials, curricula and standard operation procedures, some of which are completed and others well underway.

To embed the achievements of the project a modified intervention including involving international support should be examined for 2009 and perhaps 2010 focusing on further support to data system development in various partner agencies, more direct attention to identity management and particular attention to feeder document integrity and related data system issues, and support to the planning and roll-out of the next stage passport, the e-passport.

ANNEX I   Glossary of Acronyms

Annual Work Plan	AWP
Bureau of Customs	BOC
Bureau of Immigration	BI
Department of Finance	DOF
Department of Foreign Affairs	DFA
Department of Interior and Local Government	DILG
European Commission	EC
European Union	EU
Government of the Philippines	GoP
Integrated Data Migration System	IDMS
International Civil Aviation Organization	ICAO
International Organization for Migration	IOM
Machine Readable Passport	MRP
Machine Readable Travel Documents	MRTD
Memorandum of Understanding	MoU
National Economic and Development Authority	NEDA
National Intelligence Coordinating Agency	NICA
National Statistics Office	NSO
Ninoy Aquino International Airport	NAIA
Overseas Development Aid	ODA
Overall Work Plan	OWP
Philippine Border Management Project	PBMP
Philippine Center on Transnational Crime	PCTC
Project Steering Committee	PSC
Republic of the Philippines	RP
Technical Working Group	TWG
Training Coordination Working Group	TCWG
Wide Area Network	WAN

ANNEX II   List of Project Activities & Achievements

JANUARY 2006 – DECEMBER 2007

Module 1

- Preparation and finalization of Assessment Report on border management strategies and priorities in the Philippines

Module 2

- Establishment of Technical Working Group (IOM, NICA) and Extended Working Group (BI, BOC, DFA, NICA, PCTC, IOM)
- Conduct of IT Needs Assessment, including review of existing databases and functions
- Upgrading and refurbishment of Integrated Data Migration System (IDMS) Data-Center site

- Procurement of equipment for Data Center, Partner Agencies' HQs, and field offices
- Testing of procured equipment for Data Center, Partner Agencies' HQs and field offices
- Conduct of pre-installation site visits
- Shipment of procured equipment to regional Pilot Sites
- Delivery and installation of equipment at Data Center, Partner Agencies' HQs and field offices

- Site surveys for Wide Area Network (WAN) and finalization of WAN design
- Initialization of WAN set-up
- Installation and configuration of WAN links at Data Center, Partner Agencies' HQs and field offices
- Testing of WAN links at Partner Agencies' HQs, field offices
- Initiation of WAN connection in most Partner Agencies' HQs and field offices

- Development of IDMS
- Installation of database server at Data Center for IDMS
- Set-up and testing of Security/Anti-Virus and E-mail systems in support of IDMS
- Installation of Security/Anti-Virus and E-mail systems
- Creation of centralized database for PCTC in support of IDMS
- Installation and testing of PCTC database in support of IDMS
- Design of BOC database in support of IDMS
- Drafting and review of Information Sharing Protocol

- Design and development of PBMP Intranet

- Conduct of IT Training Activities for technical staff: IT Administrators, IT Support, Software Developers and Database Administrators, and IT Managers
- Conduct of IT Training Activities for users: Digital Information Management

Module 3

- Development of Information Campaign on use of valid travel documents, including over-all concept of campaign, campaign strategy, and creative materials
- Conduct of pre-campaign survey to identify target groups, assess levels of knowledge, and identify media preferences
- Conduct of Focus Group Discussions in Pilot Sites to evaluate creative material
- Conduct of field visits to meet with Partner Agencies' regional offices, assess media channels, and establish contacts with prospective partners
- Convening of working sessions with Partner Agencies to discuss over-all concept of the campaign and strategy envisioned, prospective activities, and creative and information material developed
- Development and finalization of creative materials and information materials
- Launch of information campaign in parallel with DFA Consular Information Center

- Call for applications and selection of participants for workshop for university-level students on issues of the campaign and migration-related issues

- Conduct of workshops for the establishment and operation of phone lines within the DFA Consular Information Center
- Procurement of equipment for Consular Information Center

- Conduct of Biometrics workshops on relevance and uses of Biometrics in identity and passport documentation

- Assessment of possible IT-related technical assistance to DFA in connection with Machine Readable Passport project
- Review of existing passport application system following discussions held with DFA regarding possible IT-related technical assistance in connection with Machine Readable Passport project.
- Development of software for processing of DFA passport application form
- Upgrading of DFA passport database

- Conduct of IT Training Activities for users: Digital Information Management

Module 4

- o Conduct of Training Needs Analysis among all Partner Agencies
- o Establishment of Training Coordination Working Group (BI, BOC, DFA, NEDA, NICA, PCTC, IOM)
- o Conduct of Training Coordination Working Group meetings

- o Development of training curriculum and related materials for trainings conducted
- o Completion and printing of Passport Examination Manual

- o Conduct of Training Activities:
    - o Performance Measurement Indicators
    - o Facilitation Skills
    - o Impostor Recognition
    - o Strategic Training & Development
    - o Passport Fraud (Basic, Intermediate)
    - o Introduction to Basic Intelligence
    - o Combating Timber Smuggling

- o Conduct of Blind Trials to assess impact of Impostor Recognition trainings

ANNEX III   List of Training Activities 2006-2007

TRAINING COURSES		
SUBJECT	**LOCATION**	**DATE**
MODULE 2		
Advanced Network and Systems Administration	Manila	23, 25-27 October 2006
Basic Network and Systems Administration	Manila	6-9 November 2006
Training for Software Engineers and Database Administrators	Manila	6-9 November 2006
IT Institutional Governance	Manila	16-17 November 2006
Digital Information Management	Manila	31 July - 03 August
Digital Information Management	Manila	7-10 August 2007
Digital Information Management (Regional)	Manila	26-28 November 2007
Digital Information Management (Regional)	Manila	10-12 December 2007
MODULE 3		
Biometrics for Operational Staff	Manila	11 November 2006
Biometrics for Senior Officials	Manila	13 November 2006
Consular Information Center - DFA	Manila	03, 15 August 2007
Digital Information Management - DFA	Manila	12-14 November 2007
MODULE 4		
Performance Measurement Indicators	Manila	10 August 2006
Training Facilitation Skills and Imposter Recognition	Manila	19-21 September 2006
Imposter Recognition*	Zamboanga	07 October 2006
Imposter Recognition*	Cebu	08 October 2006
Imposter Recognition*	Manila	09 November 2006
Imposter Recognition*	Davao	25 November 2006
Imposter Recognition*	Laoag	23 February 2007
Strategic Training & Development	Manila	5-9; 26-29 March 2007
Navigating Passport Fraud (Basic)*	Davao	8-9; 10-11 May 2007
Navigating Passport Fraud (Basic)*	Cebu**	16-17, 18-19 May 2007
Passport Fraud (Intermediate)	Manila***	28-30 May 2007
Navigating Passport Fraud (Basic)	Manila	3-4 July 2007
Basic Intelligence	Manila	5-9 November 2007
Timber Smuggling	Manila	5-6 December 2007

2 sessions conducted

** Open to participants from Cebu and Zamboanga*

*** Open to participants from other Pilot Sites nominated by BI*

ANNEX IV   List of Meetings with Partner Agencies

<u>**10 – 14 December 2007, Manila**</u>

BI

Edgardo Mendoza, Chief, Immigration Regulation Division

Simeon Vallada, Chief, Anti-Fraud Division/Director for Training

BOC

John M. Simon, Chief, International Affairs

Lilibeth Bonifacio, Chief, Intensive Training

DFA

Domingo D. Lucenario Jr. , Acting Assistant Secretary, Office of Consular Affairs

Donna Gatmaytan, Director, Passport Division

Leilani Feliciano, Director, Visa Division

Victoria Saldivar, Acting Director, Consular Records

NEDA

Antonio Fernandez, Jr. , Director IV, Management Staff

NICA

James Marfori Kraft, Deputy Director General

Emmanuel Cadavez, Assistant Director General

Luzvienna Quirante, Director, Operations and Investigation Office

Jefferson Tapaoan, IT Specialist

Estrellita Marquez, Chief, Planning Division

Celia Arana, Chief, Electronic Data Processing Division

Ferlindo Acuña, Chief RRD, D5

PCTC

Rhodora Gay R. Poliquit, Assistant Secretary, Head Executive Assistant

Faustino Ramos, Deputy Director for Research

15-17 January 2008, Zamboanga

BI

Sitti Rubaina Damih Lutian, Acting Alien Control Officer

DFA

Tita Rebollos, Acting Officer in Charge

NICA

Eddie Ebuen, Regional Director

Ernie Mabalo, Chief, Operations

PCTC

Major Ronal Anoñuevo, Deputy Chief

21-23 January 2008, Cebu

BI

Geronimo Rosas, Regional Head/Alien Control Officer

Cesar Cloma, Sr. Immigration Officer

Reynaldo Quizon, Immigration Officer I

Elmer Napilot, Acting Immigration Officer

DFA

Angel Espiritu, Regional Director & staff

April Anne Liong, Research & Investigation Officer

NICA

Col. Jun Matiling, Regional Director

Lyjunna Rosauro, Researcher

Anniel Mendez, Case Officer

PCTC

Spt Anthony L. Obenza, Regional Chief