

FINAL EVALUATION

PHILIPPINE BORDER MANAGEMENT PROJECT

January 1 2006 - December 31 2008

TABLE OF CONTENTS

BACKGROUND	3
EVALUATION METHODOLOGY	6
PROJECT STRATEGY AND DESIGN	6
Selection of Pilot Sites	6
Project Design.....	7
IMPLEMENTATION OF THE MID-TERM EVALUATION REPORT	
RECOMMENDATIONS.....	7
PROJECT RESULTS	8
Module 1	8
Module 2.....	9
Module 3	12
Module 4.....	13
RELEVANCE.....	13
IMPACT	14
EFFECTIVENESS.....	14
EFFICIENCY	14
SUSTAINABILITY.....	15
RECOMMENDATIONS.....	16
ANNEX I Activities & Achievements: January 2006 to December 2008.....	18
ANNEX II Training Activities: January 2006 to December 2008	22
ANNEX III – Extract from Medium Term Philippine Development Plan (2004-2010).....	28

BACKGROUND

The Philippine Border Management Project (PBMP) was derived from the European Commission (EC) Country Strategy Paper for the Philippines prepared in consultation with the Philippine Government. It was also built upon the results of a series of missions of the European Union (EU) to the Philippines, which focused on border management and counter-terrorism issues. The findings of these missions concurred and confirmed the need for increased intervention in the areas of information analysis, intelligence-led law enforcement, information technology applications for the establishment of a secure data management system, as well as identity document quality and production; that would lead to the elaboration of a Border Management Strategy for the Philippines involving the main Philippine agencies active in this field.

IOM's assistance was requested by the Government of the Philippines (GoP) in addressing the abovementioned needs. PBMP was developed embracing key governmental efforts to enhance border management capacity. It was also intended to strengthen the Government's ability to meet the objectives of the European Union and the United Nations, in particular the Security Council Resolution 1373 (2001) pertaining to the fight against terrorism and combating international crime and therefore enhance national security and institutional capacity building.

Specifically, this project aimed to contribute to the efforts of the GoP to more professionally manage national migration in accord with international norms and protocols through strengthened and enhanced border security and management in the Philippines.

Through its activities, this 3-year project was expected to facilitate the:

1. promotion of best international border management standards;
2. efficient sharing of information among border management agencies through a secure and linked IT system;
3. prevention of the circulation of false identity documents; and
4. marked increase in the capacity of border management senior and technical staff through training activities.

Five Pilot Sites were targeted under the project, namely Manila, Laoag, Cebu, Davao and Zamboanga, with activities carried out within four major modules as follows:

Module 1: "Border Management Best Practices Review and Analysis" involved the analysis of data on established border management best practices in other countries, including appropriate legislation and policies, against the Philippines' own respective mechanisms. It was intended to focus Partner Agencies on priority issues and instruments that might require adjustments towards the fulfilment of the overarching project objective of enhanced border management capacity. It was intended to develop within Partner Agencies a common understanding of how Philippine policy and practice measure against international standards.

Module 2: “Information Sharing – Integrated Data Migration System (IDMS) and Common Database Development” was intended to strengthen and upgrade the Philippines’ interagency border control information management through the establishment, maintenance and use of an integrated and secure IT data management system (IDMS). Building on individual border management agencies’ investments in this area, this module sought to establish the actual means and protocols that allow for better exchange and analysis of selected information between the existing information systems of Partner Agencies.

Module 3: “Document Integrity – Technology Applications and Awareness-Raising” focuses on technology applications improvement activities (in coordination with the Department of Foreign Affairs’ Machine Readable Passport Project - MRPP) and on an multi-media, awareness-raising campaign to reach relevant officials across the country who prepare and authenticate original documents (such as birth and marriage certificates, etc.) essential to establish personal identity. Activities were intended to also reach the public as far as the municipal and community (barangay) levels.

Module 4: “Education and Training” addresses the unique conditions of different levels of border control officials by seniority as well as between agencies dealing with common concerns. For senior managers the specific training focus was leadership, policy, assessment and planning, while supervisors, line officials and local government personnel were to receive a more operational orientation. Training of Trainers utilizing staff members from the respective Partner Agencies was an integral part of the module design. Appropriate curricula and materials were to be developed to foster a continuing and cascading training environment within the Partner Agencies.

PBMP involved six border-management related agencies as Partner Agencies, namely the Bureau of Immigration (BI), the Bureau of Customs (BOC), the Department of Foreign Affairs (DFA), the National Intelligence Coordinating Agency (NICA), the Philippine Centre for Transnational Crime (PCTC), and the National Economic Development Authority (NEDA). Lead roles were attributed to these Partner Agencies on the basis of their mandate and according to their field of focus and operations as to engage their support and ensure that project activities were carried out, with other partners cooperating and providing inputs as required.

The responsible GoP Agencies for Module 1 were BI, BOC and PCTC, while NICA led Module 2 of the project. At the same time, DFA led Module 3 with BI’s involvement, while BI led Module 4 with input from other Agencies. It should be noted that though NEDA is a project partner, it was not engaged operationally in all project activities, but played an important role in the integration of project activities into national planning, specifically the Philippine Mid-Term Development Plan. Over-all, the BI was designated in the MoU between the GoP and IOM as the lead Participating Agency for the project.

During the course of the project, migration rose significantly on the GOP agenda. Migrants reached over 8 million with Overseas Foreign Workers (OFW) remittances exceeding \$16 billion in 2008 (10% of GDP). The control over the issuance of travel documents in an environment where new machine readable passports were introduced has been a significant challenge.

The total volume of passengers' arrivals and departures for 2007 throughout the country is 11,836,103. The breakdown of arrivals and departures per PBMP's Pilot Sites for 2007 is as follows:

	ARRIVALS	DEPARTURES
MANILA		
NAIA I	3,283,972	3,854,774
NAIA II	1,544,537	1,649,961
CEBU	464,421	450,215
DAVAO	23,272	30,758
LAOAG	22,001	20,915
ZAMBOANGA	25,201	23,137
TOTAL	5,363,404	6,029,760

The total number of passport issuances in 2007 through DFA/Office of Consular Affairs in Manila, the 11 Regional Consular Offices and the 83 Foreign Service Posts is 2,044,349*. The breakdown per PBMP's pilot sites is as follows:

	ISSUANCES
MANILA	979,095
CEBU*	77,126
DAVAO*	56,448
LA UNION*	103,024
ZAMBOANGA	37,504
TOTAL	1,253,197

Source: Department of Foreign Affairs

A new anti-terrorism bill (Human Security Act) which was enacted in 2007 demonstrated a new understanding that terrorism cannot be defeated militarily and that all security and border management agencies need to be involved. The Act created the umbrella Anti-Terrorism Council (ATC) giving it oversight of the PBMP, and in particular the IDMS and its legacy arrangements. The ATC is composed of: (1) Executive Secretary, Chairman; (2) Secretary of Justice, Vice-chairman; (3) the Secretary of Foreign Affairs; (4) Secretary of National Defense; (5) Secretary of the Interior and Local Government; (6) Secretary of Finance; and (7) National Security Advisor. The National Bureau of Investigation, the Bureau of Immigration, the Office of Civil Defense, the Intelligence Service of the Armed Forces of the Philippines, the Anti-money

Laundering Council, the Philippine Center on Transnational Crime, and the Philippine National Police intelligence and investigative elements are the support Agencies.

EVALUATION METHODOLOGY

This final project evaluation is planned in accordance with provisions in the Financing Agreement concluded between IOM and the European Commission for the implementation of the Philippine Border Management Project (PBMP).

This final evaluation exercise intends to review the implementation the PBMP project from January 2006 to December 2008, assess the project's outcomes and sustainability.

The purpose of this final evaluation is to assess the overall performance and achievement of the project in line with its objective, project purposes and results, taking into account its pilot nature and the total duration of 3 years.

The methodology consists of an extensive documentation review and a series of interviews with the PBMP partners in Manila and in two of the project's target pilot areas outside of Manila (Cebu and Davao). It was decided to visit one of the sites that were visited as part of the mid-term evaluation conducted in December 2007 as well as another site that has not been visited during previous evaluation exercises.

PROJECT STRATEGY AND DESIGN

Selection of Pilot Sites

The 5 project pilot sites capture 96% of national passengers' legal arrivals and departures (11,393,164 in 2007) and represent 61% of the national volume of passports issued by DFA (1,253,197 in 2007). Manila as the nation's capital and headquarters of all of the Partner Agencies was a logical choice. Cebu as the regional capital of the Visayas Region (Region VII) has a large international cargo port and over 100 international flights weekly from Asia and the United States. Both Davao and Zamboanga are vital and vulnerable sites with respect to migration and fall within the Brunei Darussalam-Indonesia-Malaysia-Philippines East ASEAN Growth Area (BIMP-EAGA). EAGA covers a land area of approximately 1.54 million square kilometers and is home to about 55 million people. Davao is the Philippines second largest city and Zamboanga has a significant problem in terms of human trafficking into the EAGA. Laoag and La Union have less migration activity with flights coming in from China. However, when the project inception phase started, the GoP requested the inclusion of La Union to the abovementioned 5 pilot sites, due to the fact that not all border Agencies and PBMP partners

were present in Laoag, but instead all Partner Agencies had their regional headquarters in San Fernando La Union. PCTC has no presence in the region.

The selection of pilot sites presented the full range of issues that would be confronted in a national roll-out of elements of the project to other sites in the country.

Project Design

It has previously been recognized in the Mid-Term Evaluation and EC Monitor Reports that the Overall Objective of the project was 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). Since the OO and PP were the result of a negotiated consensus among all stakeholders the focus of the project has been to tighten the OVI through revisions of the logical framework in 2007 and 2008. This has been largely successful but the measurability of the achievements of the project against the OVI relies to a large extent on the collection of data by the Partner Agencies. Only DFA Annex I) and BI Annex II) have complied with data collection to any significant degree.

IMPLEMENTATION OF THE MID-TERM EVALUATION REPORT RECOMMENDATIONS

RECOMMENDATION	STATUS
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	Completed. Signed by all 5 project partners on 29 September 2008
Develop performance and/or outcome indicators for results to be achieved by all project partners by the end 2008	Project's Logframe revised and finalized by May 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	Conducted in November 2008 with BOC, DFA, NEDA and PCTC. The ones arranged for BI and NICA didn't push through. During the workshops individual Agencies made their own assessment of PBMP and identified areas of future interventions.
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	Conducted on 19 December 2008, taking into account feedback from the planning workshops. Partner Agencies made recommendations about the future of

Workshops; as a consequence the budget will need to be recast	border management in the Philippines including future interventions.
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	Some work was done focusing mostly on the Agencies regulatory framework.
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	See Training Statistics Annex III
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	Training delivered to approx. 358 employees of DFA on the requirements and supporting documentation (module 1 and 2), including the provincial sites. Also staff going to a post abroad has been trained by the training team of DFA. The aim was to minimize the requirements and supporting documents in order to get a smoother application and issuance process. Completed by December 2008.
Focus collection of data on measuring impacts – contribution of the project to its overall objective	Requests have been made to Partner Agencies. Thus far, information has been obtained from BI
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	Due to the delay in the selection process of a producer, the TO/TS was not involved in this process. It was planned that as soon as the work started on the first version of the e-passport that he should have a role of independent advisor to DFA on e-passport issues.

PROJECT RESULTS

Module 1

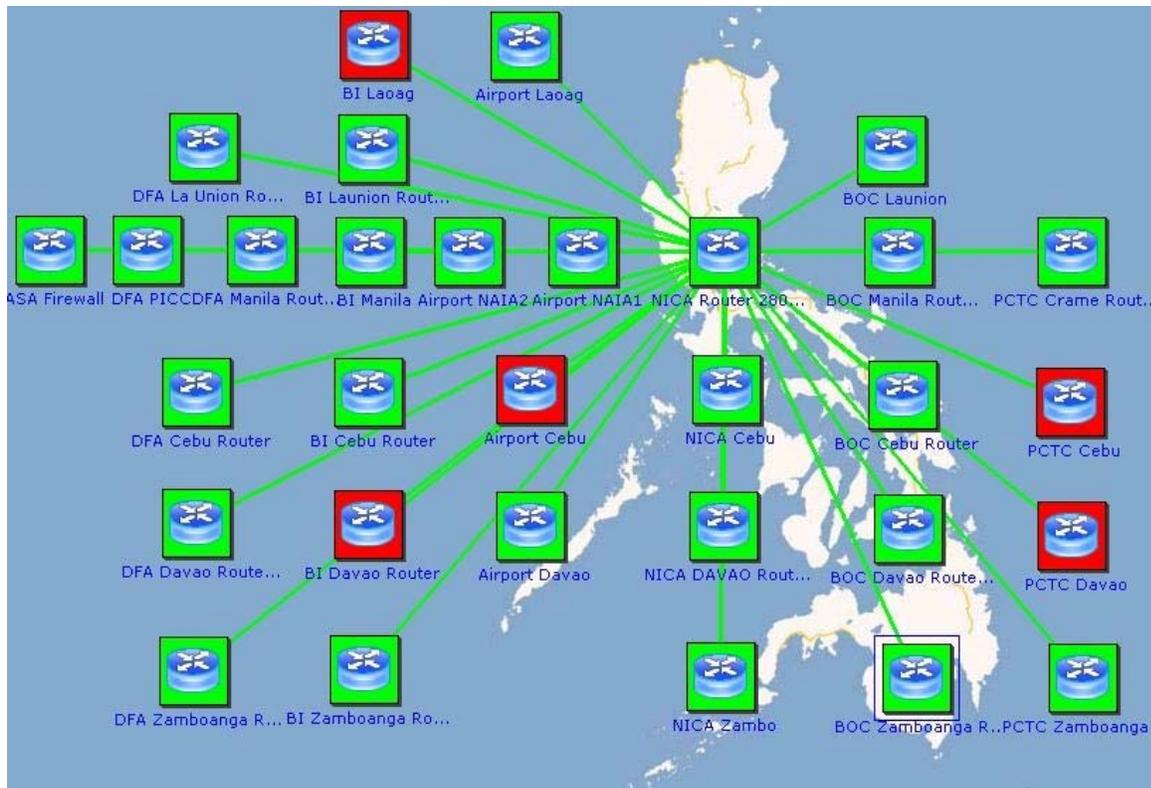
Module 1 established best practices that formed the basis of the project and benchmark for its achievements. The report was unfortunately delayed. The report to some extent paved the way for improved conceptual understanding by Partner Agencies on possible models to improve cooperation and coordination. The report provided a baseline of international best practice for the Partner Agencies to realign their policies on border management. It failed in some ways to address the lack of capacity in some Partner Agencies that impacted on the project, such as the state of the information databases.

Module 2

The Integrated Data Management System (IDMS) was established and activated which included:

- Development and upgrading of Partner Agency (BI, BOC, DFA, PCTC) databases This wasn't originally envisaged as the Agency specific databases were supposed to exist in a format that would allow access from multiple locations. The work required to upgrade these Agency databases absorbed a good deal of resources and time.
- Development of a common database containing travel information, passport information, suspects/cases, shipment/seizure, watch lists)
- Establishment of Wide Area Network (WAN)
- Development of an intranet
- Signing an Information Sharing Protocol on 29 September 2008
- Establishing a link with Interpol. This also was not envisaged in the project proposal but was done due to its importance and timeliness.

The Data Center and regional pilot sites (see site map below) infrastructure and interconnectivity were established in the face of difficult technical issues in some locations. The Data Center and sites have been provided with equipment which includes servers, storage area networks, computers, routers, switches, modems, data backup, uninterruptible power supply, cooling systems, equipment racks, finger scanners, printers, generator sets and digital cameras.



IDMS database is formed from regular exports of newly entered data from each agency and mainly (99%) consists of BI and DFA data

The BI Entry-Exit data and derogatory records and visa extension data is transferred to the IDMS central database. In the primary inspection module at Manila's Ninoy Aquino International Airport a passport scanned at the NAIA will be automatically run past the BI's own system, the Interpol MIND system and the IDMS. Any query about a passport is returned in less than 0.4 seconds. Interpol intends to provide more MIND devices for other airports. MIND is already installed in the PCTC and is accessible from any computer connected to the IDMS network. A Standard Operational Policy and Procedures Manual for the use of INTERPOL's Stolen, Lost Travel Documents (SLTD) database in the Philippines was developed that clearly defines the role of each Agency involved in the travel document control process and assists them in the execution of tasks related to the use of the SLTD database either as a Reporting Authority, Checking Authority, or as the National Central Bureau.

The DFA watchlists, one for citizens of Philippines (used for passport issuing clearance) and one for foreign citizens (used for visa issuance) are stored in the IDMS central database and are accessible via WEB applications. The Philippine database containing all passports issued from 1995 is also transferred to the IDMS central database. New passports are uploaded to the system within minutes of being printed. Data concerning lost and stolen passports is also provided by DFA.

At the time of the evaluation visit the status of the update of records was as follows:

Department of Foreign Affairs (Total number of records uploaded: 22,971,866)

DFA Passport	22,744,258 records
DFA Watch list	22,165 records
DFA Visa	7,440 records
DFA Lost Passport	3 records

Bureau of Immigration (Total number of records uploaded: 133,704,756)

BI Travel Information (Entry/Exit)	130,979,316 records
BI Derogatory List	298,436 records
BI Photo	119,636 records
X Entry and Exit	427 records

Bureau of Customs

BOC Seizure	1 record
BOC Shipment	1 record
BOC Table seizure	100 records
BOC Table Shipment	100 records

Philippine Center on Transnational Crimes (Total number of records uploaded: 202)

PCTC Case Personal Info	20 records – new system
Interpol MIND	

The IDMS is a significant advance in the ability of border management agencies to exchange information. The conclusion and signing of the Information Sharing Protocol on 29 September 2009 was a landmark achievement and although its late signing considerably delayed the activation of the IDMS, the process of negotiation between the Partner Agencies was unprecedented and helped forge a sense of common purpose amongst the Agencies that will serve well in the post-project environment.

There have been a number of technical challenges related to connectivity and other issues such as regular modifications by BI of its Border Control Information System (BCIS), the introduction of the Philippine Machine Readable Passport and a corresponding new database not linked with the old non-MRP Philippine passports database. It is unfortunate that support cannot be continued for this module to properly bed down the system before the Partner Agencies' planned expansion to include other Agencies and other sites. The evaluation team was able to observe good examples of the use of the IDMS but also in one case in a regional office no one was able to operate the system due to the replacement of trained staff with new staff who had not received training. Further support needs to be provided to the IDMS to reexamine after IDMS' activation the business model for the existing Partner Agencies before there is an expansion, as envisaged, to other Agencies such as the National Statistics Office (NSO), Maritime Industry Authority

(MARINAS), Land Transportation Office (LTO), National Bureau of Investigation (NBI), Philippine National Police (PNP) and Armed Forces of the Philippines (AFP). BI and DFA are the Agencies who are clearly deriving direct benefit from the IDMS. The system at present basically provides for checks against known information (entry/exit data, watchlists, issued passports etc.).

There appears to be very little capacity to seriously query the system (by NICA, PCTC) to develop trends and profiling intelligence which could in turn enhance alert lists. Part of this relates to what information is being collected, for example by BI at entry/exit. At the moment this information is very basic. There also appears to be a significant lag in the case of some Agencies in what should be almost real-time updating of the IDMS records. For this reason additional support is needed for a software engineer to continue making enhancements to the system. Failing this, the IDMS will not realize its potential and as its lack of utility becomes apparent the participation of the Partner Agencies will fall off.

Module 3

Technology Applications

The project provided assistance for the consolidation of the Machine Readable Passport (MRP) database and the old passport database (over 8 million records). This included adding 1 million digitized passport photos to the old database where previously there were none. The MRP database contains 2.7 million records with digitized photos. A transfer module between the issuance center (located outside DFA HQs) and the DFA headquarters was also developed. There are approximately 10 million Philippine passports in circulation with an issuance/ renewal rate of about 2 million per annum. The evaluation team observed passport issuance in Cebu (450 passports per day) and Davao which has a similar number. The issuance procedures which were recommended for streamlining in the mid-term evaluation have been improved and both offices were busy, efficient and customer oriented.

The awareness raising and information campaign on document integrity and the importance of valid travel documents.

The campaign was conducted in Regions 1, 7, 9 and 11 and the National Capital Region (NCR) using TV and radio spots, newspaper ads, billboards, mobile billboards on jeepneys and other means of public transportation posters and a variety of information materials. The spot 'Pekeng Passport' has over 16,000 hits on YouTube. DFA has budgeted for continued material production.

A call center, the Consular Information Center, was set up at DFA. The project paid for two phone lines & DFA contributed four additional lines the call center fields approximately 800 calls per day mainly with questions related to passports.

Training has been conducted with DFA on document security (passports and breeder documents). A pool of 12 trainers (3 teams of 4) has been formed and DFA has budgeted for future trainings post-PBMP.

Given the large number of Overseas Foreign Workers (OFWs), their importance to their economy and the concern for their welfare, continuous information campaigns with nationwide coverage are essential to protect potential OFWs from unscrupulous operators. With the passport application now streamlined and efficient, there is no need for an applicant to involve a third party or 'fixer'. DFA has already noted a decrease in the use of fixers. There is great potential to expand the information campaign to other areas of concern such as human trafficking.

Module 4

Training focused on Training of Trainers, Document Integrity, Imposter Recognition, Integrated Border Management, IDMS, Interpol and MIND system, and Advance Technical Training for IT Administrators.

The training design was formed after a detailed training needs assessment. In all, 75 sessions were conducted with approximately 2,000 participants from Partner Agencies and other Agencies engaged in border management. The full list of trainings is contained in Annex I. High quality training materials were developed including manuals for passport examination, passport issuance, tackling timber smuggling and digital information management.

While the IDMS may be considered the showpiece of the PBMP the Training has had an even more catalytic effect in breaking down the previous insularity of the Project Partner Agencies and fostering a common understanding and sense of purpose around border management. It has also gone a long way to developing a sense of inclusion of the regional managers and staff - this may be the most difficult thing to sustain. The evaluators were repeatedly told by managers and staff in Manila and in the regional project site how much the training has been valued. From the Training of Trainers (TOT) graduates BI has formed a training team which in the words of the Deputy Commissioner of Immigration is "a big leap forward." Similarly, DFA has formed a cadre of trainers. This institutionalization of training is a positive product of the project and would benefit from continued coordinated external support to ensure interagency and regional inclusion. There is a risk that training will revert to an internal agency basis with ad hoc external support by donors and some of the common sense of purpose will be lost.

RELEVANCE

The Project has been able to be faithful to its Project Purpose and retain its relevance throughout, mainly through the project governance and consultative mechanisms, the Advisory Project Steering Committee and Working Groups. This project architecture has been critical in a continuous process of adjustment to project activities for the project to remain relevant through

its life to an evolving border management environment. Generally speaking the Partner Agencies have a shared view of what lies ahead and what the nature of their ongoing cooperation needs to be.

The specific reference to the PBMP in the Medium Term Philippine Development Plan (2004 - 2010) revision of 2008 under Chapter 24: Responsive Foreign Policy, indicates if anything the increasing relevance of the project (Annex III).

The United Nations Security Council Resolution (UNSCR) 1373 of 28 September 2001 retains its importance and is clearly held by Partner Agencies as a key instrument.

IMPACT

The PBMP is widely recognized by the Philippine Government as contributing to positive change both at the individual agency level and collectively in helping to transform a view across the government on border management. The evaluators were told by DFA that the PBMP “was the best thing that ever happened to the Department of Consular Affairs.” This kind of sentiment was echoed throughout the evaluation mission.

Because the PBMP is a pilot project its potential for national impact is limited and largely rests on the ability of the project modules to be replicated in other Agencies and other sites. The project has delivered that platform to the GoP and in this sense has given significant impetus for change in border management in the Philippines. That the successor phase to the PBMP has been placed under the stewardship of the powerful Anti-Terrorism Council (ATC) is a significant statement on the impact of the project.

EFFECTIVENESS

The project has been effective in terms of delivering on the project purpose and expected project results through very strong coordination mechanisms with the government and an impressive list of project activities and accomplishments. On the other hand, poor collection of data by Project Agencies hampers the measurement of some indicators of the projects effectiveness. For example, the project support to DFA’s Machine Readable Passport Project was definitely instrumental in enabling the issuance of machine readable passports, but the actual issuance process does not adequately address fraudulent measures to obtain passports nor collect data on rejections of passport applications.

EFFICIENCY

The project activity plan was laid out annually with a budget, cash flow projection in Annual Workplans for 2006, 2007 and 2008. The project has been generally faithful to the Annual Workplans and budgets as a key measure of its efficiency. Approximately 650,000 Euros remain unspent due to savings on travel, printing and the end of Project forum. A no-cost extension was sought but was not possible. The cases where implementation has been delayed have been outside the projects control and adjustments have been made in the next Workplan. In other cases work that was not foreseen, such as development of Agency databases and connection to Interpol, have been accommodated within workplans and available resources.

In line with IOM Procurement Procedures and Guidelines, and following the EC Rule of Origin quotes from three different providers in the Philippines and in Europe were obtained. 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 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 I.

SUSTAINABILITY

The issue of sustainability rests on the answer to three questions

- Will intelligence information be efficiently shared among agencies involved in BM through a linked and secured IT system? (Result 2)
- Will circulation of false identity documents be prevented through promotion of a higher public awareness and professional capacity on the tenets of improved border control and identity document veracity? (Result 3)
- Will the capacity of Border Management senior and technical staff increase through appropriate training activities (gender and culturally-sensitive), including counter-terrorism topics? (Result 4)

Intelligence information will be shared amongst Agencies as prescribed by the Information Sharing Protocol. There are already plans to include other Agencies. As noted earlier there are

some issues with the IDMS that need to be resolved and the failure to take these into account could affect the future of the system.

The measures taken to introduce machine readable passports including the work done on the passport databases and the whole issuance system undoubtedly gives the Philippine passport a greater level of security and credibility. Serious weaknesses remain in breeder documents particularly birth certificates but this is not a problem that is unique to the Philippines and there is a reasonable expectation that these weaknesses will continue to be addressed. The information campaign is budgeted for continuation and has great potential as a model for a campaign against human trafficking.

The elements for sustaining the capacity of border management senior and technical staff can pose difficulties because training needs to be a continuous activity. There has been an institutionalization of training in some of the Partner Agencies but, as pointed out earlier, the interagency character of future training will be difficult to sustain without continued external assistance. In Agencies where training is not institutionalized regular mobility of staff is a significant issue. The PBMP developed terms of reference for the Training Coordination Working group to take over responsibility for continued training. The TORs were sent to the Heads of Agency for approval but it is not known where this now stands. It would be desirable if this Group can be reactivated and supported.

A mechanism to sustain the activities of the Project Steering Committee has been established in the form of the Anti-Terrorism Council. The role of the ATC will be critical in securing resources and providing overall guidance for the continuation of activities, such as the expansion of the IDMS, in a post PBMP environment.

A key development has been revisions to the Medium Term Philippine Development Plan (MTPDP) that reflects a conceptual shift in relation to border management from a purely military to a more comprehensive interagency approach. An extract of the relevant part of the MTPDP is in Annex II. The MTPDP which is a product of PBMP Project Partner the National Economic Development Agency (NEDA) provides the basis for Agencies to budget for activities on the basis that they support the MTPDP. Most Partner Agencies have included the costs of PBMP activities in their 2009-2010 budget submissions.

RECOMMENDATIONS

1. Evaluate and review performance and utility of IDMS particularly examining the data fields with an eye to strengthening the analytical capability of the system. Currently the IDMS does not capture sufficient arrival/departure data to allow for the analysis of trends. A dedicated software engineer will be required.
2. Extend connectivity of the IDMS to nationwide locations of Partner Agencies. While project experience shows that each location poses different challenges these are mainly related to cost and connectivity and should be manageable.

3. Extend connectivity of the IDMS to other government Agencies. There is normally significant development and upgrading of individual agency databases required before integration into the IDMS is possible. A dedicated software engineer will be required.
4. The design and delivery mechanisms of the public information campaign can be utilized to promote awareness of other related issues such as counter-trafficking. As has happened in Davao, Media and Communications university students and theater groups could cascade effect through the development of their own awareness activities.
5. The Training Coordination Working Group should be reactivated and supported.
6. The need for continued training activities through senior officials to line staff will remain for some time. Although the responsibility for the continuation of project activities and the development of border management rightly now falls to the Government, continued training activity would be an appropriate means of continued support.
7. Assistance to improve systematic data collection among Partner Agencies would be invaluable in terms of designing future projects.

ANNEX I Activities & Achievements: January 2006 to December 2008

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

- 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
- Development of BOC database in support of IDMS
- Creation of consolidated passport database for DFA in support of IDMS
- Creation of entry/exit database for BI as well as of a secondary inspection module in support of IDMS
- Signing of Information Sharing Protocol committing Partner Agencies to share information as well as endorsing and authorizing the activation of IDMS
- Activation of IDMS

- Design and development of PBMP/IDMS Intranet
- Testing of PBMP/IMDS Intranet
- Initiation of data population of PBMP/IDMS Intranet
- Launching of Intranet

- Establishment of link with INTERPOL databases via IDMS

- 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
- Conduct of IDMS-related training activities (IT staff, users and supervisors)
- Development and printing of manuals for the IT trainings

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
- Translation of information materials in the languages spoken at the regional Pilot Sites

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

- Dissemination of campaign materials:
 - Travel Document Brochure (English, Filipino, Cebuano, Chavacano, Ilocano, Maranaw, Maguindanao, Tausug)
 - MRP Leaflet (English, Filipino)
 - TIPS for Passport Application Postcard (English, Filipino)
 - Philippine Passport Act Penalties Poster (English, Filipino)
 - Philippine Passport Act Penalties Postcard (English, Filipino)
 - Stolen & Lost Passport Poster (English, Filipino)
 - "Handa ka na ba?" Comics Series
 - Passport Games & Trivia

- Conduct of workshops for university-level students on issues of the campaign and migration-related issues

- Development and staging of theatre play (*Karaoke Dreams*) on the importance of authentic travel documents and consequences of irregular migration in Manila, Cebu, Davao, Laoag, and La Union.
- Conduct of workshop for theater groups for community-based staging of *Karaoke Dreams* in regional Pilot Sites
- Production and dissemination of *Karaoke Dreams* video
- Printing and dissemination of *Karaoke Dreams* Script
- Development, printing and dissemination of Facilitator's Guide for *Karaoke Dreams* video
- Conduct of Forum with Local Government Units
- Participation in Job Fairs and communications events in Manila, Cebu, Davao, and Zamboanga

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

- Organization and conduct of Passport Issuance trainings
- Organization and conduct of Training on Irregular Migration (Trafficking & Smuggling) for Consular Officers
- Procurement of training equipments and materials
- Development and printing of Passport Issuance Manual

- 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
- Consolidation of passport databases for passport records (hand-scripted, machine-readable)
- Establishment of connection between DFA and off-site MRP Issuance Center

Module 4

- Conduct of Training Needs Analysis among all Partner Agencies at the beginning and mid-term of project implementation
- Establishment of Training Coordination Working Group (BI, BOC, DFA, NEDA, NICA, PCTC, IOM)
- Conduct of Training Coordination Working Group meetings
- Drafting of Terms of Reference for Training Coordination Working Group post-PBMP

- Development of training curriculum and related materials for trainings conducted
- Development of basic training modules on Document Examination & Fraud Detection, Impostor Recognition, Passenger Assessment, Information Sharing, Integrated Border Management

- Conduct of Training Activities:
 - Performance Measurement Indicators

- Facilitation Skills
 - Strategic Training & Development
 - Training for Operational Education
 - Training of Trainers: Imposter Recognition
 - Training of Trainers: Intelligence
 - Impostor Recognition
 - Passport Fraud (Basic, Intermediate)
 - Fraudulent Document Detection (Basic)
 - Advanced Document Recognition
 - Passenger Assessment
 - Introduction to Basic Intelligence
 - Information Sharing
 - Integrated Border Management
 - IDMS/INTERPOL
 - Combating Timber Smuggling
 - Identification & Handling of Dangerous Drugs
 - Counter-Trafficking
-
- Development and printing of INTERPOL Manual
 - Development and printing of Passport Examination Manual
 - Development and printing of a manual on Tackling Timber Smuggling: An Introductory Guide for Enforcement Officials,
 - Conduct of Blind Trials to assess impact of Impostor Recognition trainings
 - Drafting of Terms of Reference of Training Coordination Working Group (TCWG) post-PBMP in support of training sustainability

End of Project Forum

- Conduct of workshops with Partner Agencies in preparation for End of Project Forum
- Organization of End of Project Forum to discuss project results and expectations of the future of border management in the Philippines

ANNEX II Training Activities: January 2006 to December 2008

TRAINING COURSES		
SUBJECT	LOCATION	DATE
<u>MODULE 2</u>		
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 – 3 August 2007
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
IDMS: IT Technical	Manila	6-10 October 2008
IDMS: Users	Manila	13-15 October 2008
IDMS: Users	Cebu*	20-22 October 2008
IDMS: Users	Davao*	27-29 October 2008
IDMS: Users	Laoag	10-12 November 2008
Advanced Technical Management & Support	Manila	10-18 December 2008
<u>MODULE 3</u>		
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
Passport Issuance	Manila	20 June 2008
Passport Issuance	Manila	26 July 2008
Passport Issuance	Manila	9 August 2008
Passport Issuance	Manila	16 August 2008
Passport Issuance	Manila	30 August 2008
Passport Issuance	Manila	6 September 2008
Passport Issuance	Manila	13 September 2008
Passport Issuance	Cebu	13 September 2008
Passport Issuance	Manila	27 September 2008
Passport Issuance	Manila	11 October 2008
Passport Issuance	Manila	25 October 2008
Passport Issuance	Davao*	15 November 2008
Passport Issuance	La Union	16 November 2008
Passport Issuance	Manila	22 November 2008
Passport Issuance	Manila	29 November 2008
Trafficking & Smuggling - DFA	Manila	17 December 2008

TRAINING COURSES		
SUBJECT	LOCATION	DATE
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
Introduction to Basic Intelligence	Manila	5-9 November 2007
Combating Timber Smuggling	Manila	5-6 December 2007
Combating Timber Smuggling	Cebu	3-4 March 2008
Combating Timber Smuggling	Davao	6-7 March 2008
Information Sharing	Davao	10 March 2008
Information Sharing	Cebu	16 April 2008
Training for Operational Education	Manila	19-23 May 2008
Training of Trainers: Imposter Recognition	Manila	26 May 2008
Integrated Border Management	Manila	25-27 June 2008
Integrated Border Management	Davao	30 June – 2 July 2008
Training for Operational Education	Manila	4 – 8 August 2008
Fraudulent Document Detection (Basic)*	Manila	8 September 2008
Advanced Document Recognition	Manila	6-17 October 2008
IDMS/INTERPOL: IT Staff	Manila	4 November 2008
IDMS/INTERPOL: IT Supervisors	Manila	5 November 2008
IDMS/INTERPOL: Trainers	Manila	6-7 November 2008
Identification & Handling of Dangerous Drugs	La Union	20-21 November 2008
Identification & Handling of Dangerous Drugs	Cebu	24-26 November 2008
Passenger Assessment	Manila	2-3 December 2008
Counter-Trafficking	Manila	4-6 December 2008
Passenger Assessment	Manila	8-9 December 2008
Training of Trainers: Intelligence	Manila	8-12 December 2008
Counter-Trafficking	Manila	10-12 December 2008

* 2 sessions conducted

** Open to participants from Cebu and Zamboanga

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

**** Open to participants from Manila and Laoag

**TRAINING STATISTICS:
January 2006 to December 2008**

PARTICIPANTS per PARTNER AGENCY 2006 – 2008				
AGENCY	Total 2006	Total 2007	Total 2008	TOTAL 06-08
BI	46	91	166	303
BOC	60	74	133	267
DFA	228	78	507	813
NEDA	4	10	16	30
NICA	24	48	124	196
PCTC	35	38	84	157
Total	397	339	1030	1,766

NOTE: Additional training participants as follows:

2006

- *Biometrics for Operational Staff (9): BSP - 6, MECO - 1, NCC - 1, NSO - 1.*

2007

- *Passport Fraud (3): PNP - 3*
- *Combating Timber Smuggling (9): Coast Guard - 2, PNP Maritime - 1, DENR - 6.*

2008

- *Combating Timber Smuggling (25): DENR - 13, FMB - 2, Philippine Coast Guard - 5, PNP Maritime - 5.*
- *Integrated Border Management (65): Armed Forces of the Philippines - 6, Bureau of Quarantine - 5, DENR - 2, Department of Health - 5, Maritime Industry Authority - 3, National Bureau of Investigation - 4, National Mapping and Resource Information Authority - 2, National Security Council - 4, National Statistics Office - 6, Philippine Coast Guard - 4, Philippine Drug Enforcement Agency - 2, PNP Firearms and Explosives Office - 3, PNP Maritime - 3, Philippine Overseas Employment Administration - 3, Mindanao Economic Development Council - 4, Airport Authority - 3, and Philippine Ports Authority - 6.*
- *Fraudulent Document Detection (3): Counter Terrorist Intelligence Center - 1, DOTC - 1, MARINA - 1.*
- *Advanced Document Recognition (6): DOTC - 1, MARINA - 1, NBI - 1, Malaysia Immigration - 2, Siem Reap International Airport, Cambodia - 1.*
- *Identification & Handling of Dangerous Drugs (67): AFP - 4, Bureau of Jail Management - 1, CIDG - 2, DILG - 2, HPGI - 1, ICAG - 1, MDC - 1, MIG - 4, NBI - 1, NISG - 2, Office of the Provincial Prosecutor - 1, Philippine Air Force - 4, Philippine Coast Guard - 4, PDEA - 8, Philippine Navy - 1, PNP - 7, PNP Crime Laboratory - 2, PNP Regional Intelligence - 13, POEA - 5, and PPA - 3.*

- *Counter-Trafficking (6): POEA – 2, PNP – 4.*
- *Training of Trainers: Intelligence (2): DOTC – 1, NSC – 1.*

PARTICIPANTS per PILOT SITE 2006– 2008							
AGENCY	Manila (NCR)	Cebu (Reg. VII)	Davao (Reg. XI)	Laoag (Reg. I)	Zambo. (Reg. IX)	Other	TOTAL
BI	187	19	53	23	16	3	301
BOC	110	47	41	36	24	10	268
DFA	637	44	62	44	26	-	813
NEDA	16	6	5	1	4	-	32
NICA	93	25	22	22	24	8	194
PCTC	84	31	25	-	18	-	158
<i>Total</i>	1,127	172	208	126	112	21	1,766

GENDER BALANCE per TRAINING 2006 - 2008

SUBJECT	LOCATION	MALE	FEMALE	TOTAL
<u>MODULE 2</u>				
Advanced Network and Systems Administration	Manila	13	2	15
Basic Network and Systems Administration	Manila	9	4	13
Training for Software Engineers and Database Administrators	Manila	10	4	14
IT Institutional Governance	Manila	3	4	7
Digital Information Management	Manila	13	5	18
Digital Information Management	Manila	15	5	20
Digital Information Management (Regional)	Manila	11	10	21
Digital Information Management (Regional)	Manila	9	12	21
IDMS: IT Technical	Manila	33	8	41
IDMS: Users	Manila	9	10	19
IDMS: Users	Cebu	12	5	17
IDMS: Users	Davao	18	8	26
IDMS: Users	La Union	5	6	11
Advanced Technical Management & Support	Manila	18	4	22
Total Module 2		178	87	265
<u>MODULE 3</u>				
Biometrics for Operational Staff	Manila	81	86	167
Biometrics for Senior Officials	Manila	7	11	18
Consular Information Center - DFA	Manila	2	8	10
Digital Information Management - DFA	Manila	8	12	20
Passport Issuance	Manila	7	3	10
Passport Issuance	Manila	13	15	28
Passport Issuance	Manila	11	20	31
Passport Issuance	Manila	12	20	32
Passport Issuance	Manila	13	16	29
Passport Issuance	Manila	18	12	30
Passport Issuance	Manila	14	16	30
Passport Issuance	Cebu	11	6	17
Passport Issuance	Manila	18	12	30
Passport Issuance	Manila	11	8	19
Passport Issuance	Manila	21	7	28
Passport Issuance	Davao	12	31	43
Passport Issuance	La Union	12	13	25
Passport Issuance	Manila	5	9	14
Passport Issuance	Manila	14	9	23
Trafficking & Smuggling – DFA	Manila	11	9	20
Total Module 3		301	323	624

GENDER BALANCE per TRAINING 2006 - 2008

SUBJECT	LOCATION	MALE	FEMALE	TOTAL
MODULE 4				
Performance Measurement Indicators	Manila	15	4	19
Training Facilitation Skills and Imposter Recognition	Manila	15	7	22
Imposter Recognition	Zamboanga	19	13	32
Imposter Recognition	Cebu	25	6	31
Imposter Recognition	Manila	19	16	35
Imposter Recognition	Davao	20	13	33
Imposter Recognition	Laoag	18	6	24
Strategic Training & Development	Manila	7	17	24
Navigating Passport Fraud (Basic)	Davao	32	5	37
Navigating Passport Fraud (Basic)	Cebu	29	17	46
Passport Fraud (Intermediate) - BI	Manila	16	12	28
Navigating Passport Fraud (Basic)	Manila	16	11	27
Introduction to Basic Intelligence	Manila	19	10	29
Combating Timber Smuggling	Manila	20	6	26
Combating Timber Smuggling	Cebu	28	4	32
Combating Timber Smuggling	Davao	28	6	34
Information Sharing	Davao	7	1	8
Information Sharing	Cebu	6	3	9
Training for Operational Education	Manila	6	19	25
Training of Trainers: Imposter Recognition	Manila	6	19	25
Integrated Border Management	Manila	46	26	72
Integrated Border Management	Davao	53	14	67
Training for Operational Education	Manila	13	12	25
Fraudulent Document Detection (Basic)	Manila	26	26	52
Advanced Document Recognition	Manila	20	13	33
IDMS/INTERPOL: IT Staff	Manila	16	4	20
IDMS/INTERPOL: IT Supervisors	Manila	15	14	29
IDMS/INTERPOL: Trainers	Manila	10	10	20
Identification & Handling of Dangerous Drugs	La Union	37	15	52
Identification & Handling of Dangerous Drugs	Cebu	41	5	46
Passenger Assessment	Manila	11	12	23
Counter-Trafficking	Manila	10	2	12
Passenger Assessment	Manila	6	19	25
Training of Trainers: Intelligence	Manila	19	8	27
Counter-Trafficking	Manila	19	4	23
Total Module 4		693	379	1,072
	TOTAL	1,172	789	1,961

ANNEX III – Extract from Medium Term Philippine Development Plan (2004-2010)

OUTCOME	STRATEGIES	ACTIVITIES	ACTUAL ACCOMPLISHMENTS 2004-2007	AGENCIES	PREVIOUS MEASURABLE OUTPUTS/TARGETS 2004-2010	REVISED MEASURABLE OUTPUTS/TARGETS 2008-2010
			<p>Observers sent to "Exercise Northern Synergy" in the UK Participated in the "Operation Sherwood Simulated Counter-Terrorism Exercise" in Pasay City Implemented the 2nd phase of CMAP 2 Simulation Exercises (Quezon City and Cebu)</p> <p><u>2007</u></p> <p>Implemented the 2nd phase of CMAP CIMSE conducted in Boracay and Baguio Creation of the RP-UK CMAP Project Steering Committee One seminar on Crisis Management</p> <p><u>2004</u></p> <p>PCTC gave inputs to IOM on suggestions for the implementation of the PBMP's four (4) modules</p> <p><u>2006</u></p>	<p>BI, NICA, PCTC, BoC, NEDA</p>	<p>Border management policies and systems reviewed</p> <p>Best practices documented for possible replication</p>	<p>Border management policies and systems reviewed</p> <p>Best practices documented for possible replication</p>

OUTCOME	STRATEGIES	ACTIVITIES	ACTUAL ACCOMPLISHMENTS 2004-2007	AGENCIES	PREVIOUS MEASURABLE OUTPUTS/TARGETS 2004-2010	REVISED MEASURABLE OUTPUTS/TARGETS 2008-2010
			<p>Attended 5 meetings PCTC was elected as Co-Chairman of the Advisory Project Steering Committee for the PBMP Participated in 3 training courses</p> <p><u>2007</u></p> <p>Participated in 6 training courses Purchased equipment for PCTC Head Office and Regional Offices</p> <p>Implementing Module 2 where the Bureau of Immigration & NICA are the lead agencies (2007)</p>		<p>Personnel trained on data gathering and analysis</p> <p>Senior and middle management officials oriented on new systems</p> <p>Pilot projects in Manila, Cebu, Davao and Zamboanga implemented.</p>	<p>Personnel trained on data gathering and analysis</p> <p>Senior and middle management officials oriented on new systems</p> <p>Pilot projects in Manila, Cebu, Davao and Zamboanga implemented.</p>
	Pro-active involvement in shaping the regional environment through ASEAN and ASEAN's engagement with the major powers	Participate actively in the implementation of the Bali Concord II (including the ASEAN Security Community, the ASEAN Economic Community, the ASEAN-Socio-Cultural Community), the ASEAN	Coordinated the Preparatory Committee for the UN Conference to Review Progress made in the Implementation of the PoA to Prevent, Combat, and Eradicate the Illicit Trade in Small Arms and	DFA, NSC, DND, other concerned agencies	Greater Philippine participation in international and regional norm-setting process New agreements,	Greater Philippine participation in international and regional norm-setting process New agreements, codes, communiqués,