

Project Document for Danish support to Rights Based Border Management in the Silk Routes Countries (RBM-Silk Routes)

Cover page (*)

SUMMARY

Proposed title of the Action:	Danish support to Rights-Based Border Management in the Silk Routes Countries (RBM-Silk Routes)
Location of the Action:	Iraq and Pakistan
Implementing agency:	International Centre for Migration Policy Development
Total duration of the Action:	36 months (Jan 2022 – Dec 2024)
Estimated budget:	DK 37,300,000.00
Attached	Annex 1 – Context Analysis Annex 2 – Theory of Change and Results Framework Annex 3 – Detailed Budget Annex 4 – Work Plan Annex 5 – Risk Management Matrix
Direct beneficiaries:	Iraq: Ministry of Interior (Border Forces Command, Passport and Residence Department) Border Points Commission Pakistan: Federal Investigation Agency (FIA) – Immigration Wing and FIA Academy Ministry of Interior – Border Management Wing
Objectives of the Action:	Overall Objective: To implement sustainable, rights-based, border management practices in Iraq and Pakistan towards increasing border management and security and reducing irregular migration. Specific Objectives Objective 1 (Component 1): To support Federal Investigation Agency (FIA) of Pakistan to increase its institutional and operational capacity in combatting irregular migration, and enhancing border and migration management. Objective 2 (Component 2): To enhance border management in Iraq by strengthening the capacities of border management institutions for planning the border control and reaction to crisis situations based on risk analysis;



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1. Introduction

The present project document outlines the background, rationale and justification, objectives and management arrangements for development cooperation concerning the Danish support to the “Rights-Based Border Management in the Silk Routes” (RBM-Silk Routes) project as agreed between the parties: The International Centre for Migration Policy Development (ICMPD) and Migration Task Force in the Ministry of Foreign Affairs of Denmark. The project/programme document is an annex to the legal bilateral agreement with the implementing partner and constitutes an integral part hereof together with the documentation specified below.

“The Documentation” refers to the partner documentation for the supported intervention, which is the “Danish support to Rights-Based Border Management in the Silk Routes” project.

2. Context, strategic considerations, rationale and justification

An expanded context analysis is provided in Annex 1.

Regional context

The proposed action focuses on two countries of the Silk Routes region; Pakistan, as a major transit country for migration from Afghanistan, as well as a major host country for Afghans and as a country of origin for regular and irregular migration itself; and Iraq, as a country of origin for regular and irregular migration, but also a host country for migrant labour such as from Bangladesh, and most recently as the source of emerging new irregular migration routes towards the EU via Belarus.

The Silk Routes countries (SRCs), including Afghanistan, Iraq, and Pakistan, have been subjected to long periods of internal and regional instability, security challenges, violent conflict and natural disasters. These factors have also had a significant impact on the flow of people moving internally and across borders, thus posing a number of challenges to border agencies managing these flows at various points in time. The countries are facing a confluence of regional threats that have the potential to undermine their domestic stability. The refugee population continues to put strains on the economies and on the social fabric of the region.

In August 2021 Taliban militants took full control of Afghanistan’s capital Kabul, and are currently in control of the majority of national territory. Millions of Afghans face an uncertain future. Fearing violence, gender based discrimination and international isolation; many have fled their homes in search of refuge, both internally and abroad. The Taliban takeover poses a substantial threat and contributes to the pre-existing humanitarian situation on the ground and migration drivers, in terms of escalation of violence, food scarcity, impact on children and other vulnerable persons, as well as the economic and environmental situation. In July 2021, the UN reported that in Afghanistan there were more women and children killed and wounded during the first half of 2021 than in the first six months of any year since records began in 2009, demonstrating the recent uptick in violence.¹ Food scarcity and severe malnutrition is also a serious risk: a third of the country already suffers from malnutrition, half of children under five already experience acute malnutrition, and in August the World Food Programme warned that it may run out of critical supplies in autumn 2021.² A recent Human Rights Watch report highlighted serious concerns already faced by women and girls in the country in terms of protection and access to justice, and international NGOs have expressed

¹ <https://news.un.org/en/story/2021/07/1096382>

² <https://www.wfp.org/stories/afghanistan-wfp-continues-deliver-winter-and-humanitarian-crisis-loom> ; <https://news.un.org/en/story/2021/07/1095922>

concern over further escalation of violence against women and girls, as well as increases in child labour, early and forced marriages and sexual exploitation.³

On top of these factors, Afghanistan also faces economic crisis (particularly in the aftermath of the COVID-19 pandemic) and environmental disasters. Afghanistan's population is facing a growing array of environmental problems with more frequent and severe floods, avalanches, hailstorms and winter storms; the Global Climate Risk Index has noted that Afghanistan is one of the top 10 most affected countries globally in 2019, and the Internal Displacement Monitoring Centre (IDMC) recorded 46,000 disaster-induced displacements in 2020.⁴

Migration remains an important coping strategy and the resulting mass displacement (internally and externally) and panic has raised alarms of a looming humanitarian crisis.⁵ In the weeks leading up to the Taliban takeover around 30,000 people were reportedly fleeing Afghanistan every week to neighbouring countries⁶ of Iran, Pakistan, Uzbekistan, and Tajikistan, and for some farther afield to Turkey and the EU.⁷ A region already suffering from decades of humanitarian strife and displacement now faces an additional burden: large numbers have already moved across the South, West and Central Asian regions (with Pakistan, Iran, Iraq, Tajikistan, and Turkey already hosting much of the region's displaced refugees). Not only are many of these communities already hosting large numbers of Syrians, Iraqis, and Pakistanis, but they also face tremendous pressure at their borders with smugglers and traffickers operating clandestine routes towards Turkey, the Middle East, and further afield (Europe).

The most immediate pressure of the anticipated flows from Afghanistan is expected to first be felt in Iran and Pakistan. Both countries are already taking preventative measures and are expressing reluctance to become predominant hosts of Afghans seeking protection. Destination as well as countries on the route are also employing approaches and policies that prevent large scale influx, and slow down the flows from Afghanistan and from the Silk Routes region. As recently as late October 2021, news of the resumption of cross-border pedestrian travel between Afghanistan and Pakistan via Torkham land BCP triggered reports of thousands of Afghans making their way to the crossing, resulting in the deployment of additional security personnel on the Pakistani side to prevent overcrowding and panic.⁸

The central role of Pakistan in shaping the regional response to the migration pressures stemming from the Afghanistan situation is undisputable. Further strengthening the country's and the region's migration and border management capacities is very much needed. Pakistan hosts one of the highest number of Afghan refugees globally, due primarily to geographical proximity, close cultural ties, similar religious background and language, transnational networks and economic opportunities in the respective countries.⁹ In 2021, Pakistan ranked as the third largest refugee-hosting country, and the vast majority of registered refugees are from Afghanistan.¹⁰ As of December 2020, 1,435,445 Afghan refugees were registered by UNHCR in Pakistan.¹¹ In addition, there are an estimated 600,000 to one million unregistered/undocumented Afghans living in the country.¹²

³ <https://www.hrw.org/news/2021/08/05/afghanistan-justice-system-failing-women> ;
<https://www.rescue.org/article/what-happening-women-and-girls-afghanistan>

⁴ <https://www.germanwatch.org/en/19777>

⁵ <https://asia.nikkei.com/Politics/International-relations/Afghanistan-turmoil/I-have-nothing-Taliban-gains-spawn-Afghan-displacement-crisis>

⁶ Information about the situation in neighbouring Turkmenistan is not available.

⁷ <https://www.nytimes.com/2021/07/31/world/asia/afghanistan-migration-taliban.html>

⁸ [Afghans throng Torkham to enter Pakistan - Pakistan - DAWN.COM](https://www.dawn.com/news/1611111)

⁹ IOM (2014b), *Migration Profile: Afghanistan*. Geneva: International Organisation for Migration, 30.

¹⁰ <https://data2.unhcr.org/en/documents/details/88287>

¹¹ <https://data2.unhcr.org/en/situations/afghanistan> Accessed 6 September 2021.

¹² <https://www.unhcr.org/news/briefing/2017/7/5971c2284/unhcr-welcomes-registration-million-undocumented-afghans->

A number of security threats and risks face Pakistan's borders and agencies operating on the borders: mass influx of migration flows and smuggling of irregular migrants, trafficking in human beings, terrorist operations, return of foreign fighters, smuggling of arms, explosives and various types of illicit narcotics, all of which are facilitated via the use of forged documents and false identities.¹³

Iraq is entering into a period of relative stability after the conflict with and the defeat of the ISIS, although the security situation remains a big concern of the Federal Government of Iraq and the international community. The security situation has also had a significant impact on the migratory situation resulting in the mixed flow of people moving internally and across borders, thus posing a number of challenges to border agencies managing these flows at various points in time. It is challenging to assess and evaluate the scale and forms of illegal activities along Iraqi borders due to the absence of proper risk analysis based on statistics and case studies, verifying the routes and numbers of illegalities. However, global data indicates that the irregular flows target Iraq from east and west, and then continue across the northern borders to Turkey and beyond.

Iraq is, and has been for the previous 5 years, in the top ten countries of origin for detections of illegal border crossings at the EU's external land borders, primarily via the Western Balkans route.¹⁴ Furthermore, a new smuggling route into the EU from Iraq via Belarus emerged in summer 2021, resulting in the suspension of direct flights between Baghdad and Minsk in August 2021. However, recent reports suggest that smuggling networks continue to connect with Belarus, via departure points in the Kurdish region of Iraq, and alternative routes transiting Dubai, Turkey, Ukraine.¹⁵

There is also uncertainty regarding the future security situation in Iraq and the potential impact of extremist groups who, perceiving a victory in Afghanistan, may relocate to Iraq in the pursuit of re-enforcing the embattled position of ISIS militants and related extremist groups.

2.2 Development problem and key stakeholders

The increasing movement of people within the region poses numerous challenges to these States, in particular Pakistan and Iraq, already stretched to capacity with respect to efficient border management. While facilitating regular cross-border flows, States must prevent irregular migration and fight organized crime, such as migrant smuggling and trafficking in persons as well as ensure the safeguarding and protection of the rights of end-users of the border crossings. Given the widespread economic, political and physical conditions that may push already highly vulnerable groups towards risky migration attempts now present throughout the region, special focus on enforcement actions that prevent migration related crimes is needed to prevent these vulnerable group from falling prey to organised crime groups seeking their exploitation, as well as on reinforcing the capacity of border authorities to predict and manage crisis and unpredicted mass influxes in a secure and efficient manner while respecting the human rights of migrants.

Border crossing points are thus critical as they represent the point of contact between government officials carrying out border control checks and those persons both using the border as legitimate travellers and those involved in criminal activities seeking to exploit the movement of migrants across borders. As the first line of response, immigration officials have an important role in the early detection of those crimes and in the identification and referral of vulnerable migrants to further services. Effective identity management at border crossing points is a crucial mean for border authorities to ensure identification of vulnerable migrants at risk of trafficking or exploitation during an irregular migration attempt, and to ensure effective and robust investigation of the perpetrators.

[pakistan.html#:~:text=UNHCR%2C%20the%20UN%20Refugee%20Agency%2C%20welcomes%20the%20pilot,country%2C%20currently%20estimated%20between%20600%2C000%20to%20one%20million.](#)

¹³ Based on findings of an expert assessment mission to Pakistan carried out by ICMPD in June 2021, within the framework of the EU-funded IBM Silk Routes project.

¹⁴ https://frontex.europa.eu/assets/Publications/Risk_Analysis/Risk_Analysis/Risk_Analysis_2021.pdf

¹⁵ <https://www.dw.com/en/the-route-from-iraq-to-belarus-how-are-migrants-getting-to-europe/a-59636629>

In addition, the requirement to effectively respond to sudden, large influxes of migrants, mixed migration flows and displacement caused by natural disasters (floods, earthquakes) in way that ensures the physical security of border crossing points in parallel with meeting the humanitarian needs of migrants crossing the borders requires an enhanced capacity among border authorities to analyse, predict and prepare contingency plans for these eventualities.

At a **regional level** therefore, efforts to support Iraq and Pakistan, in strengthening their border management operations, especially in the area of identity and document management, effective risk analysis, the development of contingency plans for emergencies, and in the application of a rights-based approach at border crossings while doing so, will contribute to safeguarding the rights of vulnerable migrants in the region, severely reduce the capacity of organised crime groups to operate across borders with impunity, and strengthen the conditions for political and economic stability in both countries through the provision of a safe and secure environment at border crossing points for economic activity and trade to prosper.

The proposed Action will create added value and complement the actions of the regional EU-funded Integrated Border Management in the Silk Routes Countries project (IBM Silk Routes) in Pakistan and Iraq. The IBM Silk Routes project targets border authorities, specifically the Federal Investigation Agency (FIA) and Border Management Wing of the Ministry of Interior in Pakistan, and the Ministry of Interior of Iraq and its composite units responsible for border management such as the Border Guard Forces, Customs Police, Passport and Residence Department and Federal Investigation Agency, along with the Border Ports Commission. The main objectives of the first Component (C1) of the IBM Silk Routes project is to design and implement a national border management strategy and to enhance the border management agencies' capacity to apply it at strategic and operational level, through the development of new procedures, enhanced inter-agency cooperation and coordination, tailored technical assistance to strengthen existing operational procedures and enhancing the educational capacity of relevant training institutions and academies serving national border authorities.

The specific objective of the "Danish support to Rights Based Border Management in the Silk Routes countries" (RBM-Silk Routes) project, complementing the IBM Silk Routes project, is to contribute to the development of the long-term capability of Pakistan and Iraq to control and manage their borders and to ensure greater security for citizens and visitors, while guaranteeing the respect for the rule of law and human rights standards.

2.2.1 Pakistan

In **Pakistan**, the proposed project complements the EU-funded IBM Silk Routes project by supporting a specific and integral area of IBM; document security.

Forensic document examinations is a specific area of Border Management, integrated within border check procedures. The process of forensic document examination, can be summarized as follows:

Identity and security documents are screened by immigration and border control agencies at phase-1 (basic – 1st line of control) of a border crossing point, where the authenticity of these documents is determined based on primary security features. If the authenticity of the identity/security document cannot be confirmed, further review would occur at phase-2 (advanced – 2nd line of control), also at the border crossing point. Phase-2 personnel provide greater scrutiny of the examination of primary and advanced security features. Phase-3 personnel (specialist – 3rd line of control) involves confirming the authenticity of the document based on primary and advanced security features, and other further details at dedicated document security laboratory located at a regional or national hub.

In Pakistan, whilst falling outside the scope of the IBM Silk Routes project, the establishment of a Document Laboratory for the Federal Investigation Agency has been identified during the gaps and needs assessment as an essential element to render IBM efficient.

The Federal Investigation Agency (FIA) is an immigration, criminal investigation, and security agency under the control of the Ministry of Interior of Pakistan, tasked with investigative jurisdiction on undertaking operations against terrorism, federal crimes, smuggling as well as infringement and other specific crimes.

The FIA Immigration Wing and its officials are at the frontline of detecting forged or falsified travel documents as well as other official documents at 26 regulated entry / exit points which include 13 Airports, 5 Land Routes, 4 Seaports and 2 Railway Stations. Many frontline officers have basic knowledge on the security features of these documents and are unfamiliar with commonly used methods of forgery. The FIA maintains a dedicated Academy at its headquarters in Islamabad, which is responsible for all training for FIA officers at all levels, from recruitment through to various mandatory promotion-related training. The Academy covers all mandates of the FIA, beyond just immigration, and does not have dedicated trainers on document security or immigration serving within its ranks.

During 2018, the FIA Immigration Wing handled traffic of 20.7 million international travellers (57 thousand on daily basis). A total of 90,000 flights were cleared. 173 attempts of illegal immigration through fake and forged travel documents were foiled and cases were referred to Anti-Human Trafficking units for investigations. Around 33,955 cases of Returns were handled.

The disparity between the magnitude of traffic handled by the FIA and the low successful rate of detection of fake documents at borders compared with the magnitude of Pakistani nationals detected attempting illegal border crossings at the EU's external borders (Pakistan is and has remained in the top ten countries for the previous 5 years)¹⁶ is suggestive of the insufficient capacity of the FIA to carry out their assigned border check tasks. At present they face limitations in terms of trainings on document security, access to databases with security features of the travel document, forgery methods, and endowment of a Document Laboratory with specific detection and investigation equipment. An integrated approach is vital to address these shortcomings and fragmentations.

An expert assessment mission to Pakistan was carried out by ICMPD in June 2021, within the framework of the IBM Silk Routes project. The assessment team identified that, at the FIA strategic level, there is no specific unit in the Immigration wing (Document Laboratory – third line of control) responsible for the examination, analysis and verification of all types of documents, including, but not limited to, passports, visas, breeder documents and currencies, birth, death, marriage and educational certificates. Furthermore, the operation of phase 2 (2nd line of control) at border crossing points was ad-hoc and not institutionalised or properly equipped.

One of the main recommendations emanating from this assessment thus focused on strengthening the FIA role on document security by setting up a Document Laboratory at the strategic level, through the implementation of Training of Trainers (ToT) certified trainings (for initial, intermediate and advanced levels) and the provision of document fraud equipment. Therefore, both capacity building and technical support are required for the FIA via the Document Laboratory in order to strengthen FIA border control officers' capacity to detect forged and falsified documents.

The IBM Silk Routes project has already established a foundation in this area, with a 12 month training programme running from September 2020 – 21 in which 12 master trainers were developed within the FIA capable of delivering the basic level training via the FIA Academy, as well as provision of a limited quantity of UV magnifiers and document security reference books to the 1st line of control of air border crossing points (BCPs) and the FIA Academy. The IBM Silk Routes project intends to build on these results with a pilot

¹⁶ https://frontex.europa.eu/assets/Publications/Risk_Analysis/Risk_Analysis/Risk_Analysis_2021.pdf

initiative in 2022 to establish an operational phase 2 (2nd line of control) concept at Islamabad international airport.

- The proposed project would therefore capitalise on the results already achieved by, firstly, establishing a Document Laboratory (third level of control) to fill the existing gap in the FIA's strategic framework for border checks and, secondly, by expanding the pilot initiative at Islamabad airport to establish a 2nd line control concept to additional high-risk border crossing points, such as Karachi, Peshawar and Lahore air BCPs, the Torkham and Chaman land BCPs bordering Afghanistan, or Taftan BCP bordering Iran.
- The project will not only contribute to improvements in the operational functioning of these border crossing points, but shall also have a multiplication effect via the institutional and nation-wide enhancement of capacity at a strategic level to collect and exchange information on trends and challenges.
- The FIA Document Laboratory would be instrumental in the examination, analysis and verification of all types of documents, including but not limited to passports, visas, and currencies, birth, death, marriage and educational certificates as well as improving the security features in national ID documents.

In the course of implementation of the project,

- Intra-agency cooperation will be ensured between the main units of the FIA in order to share the benefits of existing knowledge and skills within the Agency, particularly when it comes to providing expertise, trainers and training materials available at the Document Laboratory.
- A review of existing expertise and good practice in the area of forensic examination and related skills among other law enforcement agencies will be conducted, for example within the National Police and additional wings of the FIA dealing with cyber and financial crimes, in order to identify and maximise any existing good practice from other thematic areas that may be applied to the FIA Immigration Wing.
- ICMPD supported the FIA Academy develop their Strategic Plan to become a Centre of Excellence for Training (2020 – 2025) in 2019. The five-year Plan (2020-2025) is based on the vision of the Ministry of Interior (MoI) on transforming the FIA Academy into a 'Centre of Excellence' in the field of law enforcement trainings in the region and address three priority areas; training, human resources, and infrastructure and Finances. As such, ICMPD is well placed to ensure that sustainable training capacity is ensured through alignment of training resources developed by the project with ongoing institutional development of the Academy.
- In December 2020, the Ministry of Interior established a Border Management Wing (BMW) with a broad mandate to develop, review and coordinate border management policy across all relevant governmental stakeholders, and is likely to play a key role in adoption and long-term sustainability of new procedures, organograms, information exchange mechanisms and political support for the functioning of the document laboratory.
- FIA officials will benefit from cooperation with EU MSs in sharing information on forged and falsified travel documents via an established focal point system (Document Laboratory).

2.2.2 Iraq

In **Iraq**, the proposed project complements the EU-funded IBM Silk Route project by supporting a specific and integral area of IBM; risk analysis and contingency planning.

Risk analysis has a central role in the management and security of borders, being at the heart of border control. Joint risk analysis allows for the assessment of threats, vulnerabilities and impacts on border and internal security at national and regional level based on inter-agency information exchange and supports the pooling of resources, planning and implementation of strategic and operational measures in an integrated border management framework. The creation of risk analysis units (RAU), with the mandate to elaborate and

disseminate appropriate analytical reports and assessments, to provide situational awareness (general or specific trends, routes, modus operandi and means of transportation used for criminal activities, and the possible involvement of organised criminal networks) for law enforcement border agencies is a key institutional capacity for border agencies to effectively plan and manage border crossing points in a strategic manner.

Contingency planning is a sustained process, integrated horizontally and vertically, and engaging local border communities that invites stakeholders to jointly analyse risks and threats in their domains within the IBM framework, which leads in its turn to realistic, flexible, adaptable, and well-rehearsed plans to deal with extraordinary situations at local and national level. Quick and effective emergency response at border crossing points is crucial in any kind of crisis situation. During an emergency, many of the regular functions of border agencies are severely curtailed by limitations on their ability to conduct their routine work. Despite their rapidly changing tasks, border control agencies must continue to carry them out in a fair and non-discriminatory manner. Beyond these immediate difficulties, there is also an additional challenge of safeguarding a return to normalcy, including the return of agencies to their original roles and tasks as well as by ensuring they do not hold onto emergency powers acquired in times of crisis. In the long term, existing deficiencies identified in the crises context must be addressed, to ensure the institutional readiness for similar crises in the future.

In Iraq, whilst falling outside the scope of the IBM Silk Routes project, the establishment of Risk Analysis Units and related governance frameworks that are capable of effectively carrying out risk analysis and contingency planning functions has been identified as an essential element to render IBM efficient in Iraq.

During the border management assessment mission conducted within the IBM Silk Routes project in May 2019, it was found that there is an absence of provision of intelligence on potential threats, risks, as well as information on the outcomes of identified cases passed on for investigation by Iraqi border agencies. The frontline immigration officers demonstrated a lack of knowledge and capacity to perform risk analysis and there was an absence of information sharing both within the Ministry of Interior (MoI) and between the MoI and other border agencies. In addition, no framework exists for the preparation and coordination of crisis response plans by border authorities, leaving the borders vulnerable to sudden mass influx of mixed migration flows, environmental hazards and security threats.

The current border management framework in Iraq foresees shared responsibilities between several ministries and their administrations; the Ministry of Interior, Border Ports Commission and related intelligence, security and trade authorities:

- The Ministry of Interior (MoI) is present at the borders with several services such as Border Guard Forces (BGF), Passport and Residence Department (PRD), Federal Investigation Agency (FIA), Customs Police (CP) and security services.
- The Passport and Residency Department is responsible for registering entry to\exit from Iraq of passengers and to conduct border checks on travel documents and travellers' identity to assure passports and visas are genuine/ valid as well as ensure detection of wanted persons at the border.
- The Federal Intelligence and Investigation Agency (FIIA) is responsible for cases of wanted or blacklisted individuals, and for further investigation of crimes.
- The Customs Police are responsible for providing protection of the BCP area, ensuring the safety of operational personnel and enforcement of prohibitions and restrictions on trading goods in cooperation with other local MOI services.
- The Border Ports Commission is the highest supervision body in the area of border management in Iraq, acting as an umbrella organisation for border management supervision and reporting directly to the Prime Minister.

Against this institutional framework, while some institutions and internal MoI departments have leading mandates on certain aspects of border management, there is no clear inter-agency framework or leading authority in place for conducting risk analysis or contingency planning within the Government of Iraq.

These gaps were further emphasised during the process of developing a draft National IBM Strategy and Action Plan in Iraq, facilitated under the ongoing IBM Silk Routes project, when the topic of risk analysis and crisis prevention, and development of national capacity to respond to any emergency situation was identified as a strategic priority by senior government officials from an inter-ministerial coordination body. These two areas are now included in the draft national strategic framework for integrated border management.

- The **proposed project** would therefore build upon the strategic priorities of the Government of Iraq through the development of a RAU framework capable of integrating long-term strategic contingency planning at central level, with medium and short-term operational planning at regional and local level which describes the specific roles and responsibilities, tasks and actions required during contingencies.
- The project's support to improve risk analysis and contingency planning will also facilitate the identification of potential rights' violations against vulnerable groups, such as specific modus operandi and profiles that may be associated with exploitation, human trafficking or groups requiring referral to specialised services at border crossings.

Institutional sustainability of activities in both Iraq and Pakistan will be ensured through the elaboration of model terms of reference, organizational structures and relevant job descriptions and selection criteria for the staff of newly established units, as well as internal instructions, SOPs and manuals to support operational functioning. It will be achieved with the support of improved training structures and through the creation of a network of national trainers equipped with training skills, materials, equipment, manuals and curricula developed during the project implementation and based on the status quo in the country.

All training modules and materials shall incorporate specific sessions on rights based approach tailored to the specific content of the module, for example, principles of data protection, profiling of vulnerable or at-risk groups at border crossing points and referral to further services, and professional standards of conduct. The training of trainers and the improvement of information exchange procedure will provide structures allowing for the transfer and retention of knowledge and capacities through communities of practice within the specific border agencies.

All assessments conducted by the project shall integrate a human rights risk assessments, which shall be used to inform the development of specific instructions, guidelines and SOPs on the protection of human rights during border control procedures.

Without undermining any principles of acceptable modern border management, the Action will remain sensitive and responsive to the specific Pakistani and Iraqi contexts, ensuring that activities are always relevant and suitably targeted.

2.3 Strategic and Policy Framework

The project design is aligned with the following strategic frameworks:

- The objective of Denmark's development cooperation as defined in the Act on International Development Cooperation, namely through the project's outcomes contributing to the promotion of human rights, peace and stability in Iraq and Pakistan by development of more efficient, humane and secure border management practices in the countries. The project shall ultimately benefit the legitimate end-users of border crossing points in the two countries who shall enjoy a safer, more rights compliant and secure environment in which to use border crossing points and receive services, while in parallel reducing the space in which organized crime elements can operate and minimising the impact that crisis and natural disasters have on the stable operation of border crossing points.

- The *Government's Priorities for Danish Development Cooperation 2022*¹⁷ under the priority of Migration, Regions of Origin and Fragile States. The project will contribute, in the neighbouring countries of Afghanistan (Pakistan) and Syria (Iraq), to addressing transit routes for irregular migration, reducing the human consequences and undermining of asylum systems and enable transit countries to better handle and assist refugees and irregular migrations who cross their borders.
- The *Syria-Iraq Peace and Stabilisation Programme (2019 – 2021)*¹⁸, specifically with the key result that Iraq is supported towards a more secure and inclusive status, and with the strategic objective to support security governance through promoting Iraq to become more safe, secure and inclusive.
- The EU-Iraq Partnership Agreement - signed in spring 2012– specifically the Agreement's Article 105, Cooperation on Migration and Asylum, stating that the cooperation will be enhanced in the field of border management and control, on issues related to organisation, training, best practices and other operational measures on the ground and where relevant, equipment, while being aware of the potential dual use of such equipment.
- The existing EU – Pakistan Cooperation Agreement, being the current legal and political basis for the bilateral relationship. In the new Strategic Engagement Plan, signed in June 2019, several sectors of thematic cooperation have been reinforced or introduced, with special attention to peace and security, democracy, rule of law, good governance, human rights, and migration.

2.4 Past results and lessons learned

The choice of the ICMPD is justified by its high degree of technical competence, specialisation and administrative capacity in the field of country-specific regulatory and policy frameworks related to migration, border management and development. In addition, this implementation is justified because of ICMPD's recognized expertise on integrated border management, security, migration and development issues, as well as its consolidated experience, combining capacity building and multi-level dialogue as Secretariat of the Budapest Process. ICMPD has a long-lasting experience in border management, with over 15 years of implementing IBM capacity building and technical assistance projects in various regions and countries, such as Silk Routes region, Latin America, Lebanon, Jordan, Tunisia, Morocco, SAHEL region, Western Africa, the Western Balkans, Turkey, Central Asia and the Eastern Partnership countries. ICMPD has built up extensive experience in supporting informal and equal level consultations between states, in creating an environment conducive to dialogue and in translating the results of such informal exchange into concrete action.

Since January 2019, ICMPD has implemented the EU-funded "Integrated Border Management in the Silk Routes region" project (IBM Silk Routes) in Afghanistan, Bangladesh, Iraq, and Pakistan. During this time, effective partnerships were established with the key border management and migration authorities in the region, as well with international partners and frameworks active in the same area.

The current project design is based upon detailed Gaps and Needs Assessments conducted in both Iraq and Pakistan which assessed national border management requirements in the areas of legal and institutional frameworks, procedures, HR and training capacity, infrastructure and communication/ information exchange modalities. Building upon these findings, the following successful outcomes of the IBM Silk Routes project provide logical jumping-off points for the current proposal, in terms of providing both added value to national beneficiaries, and maximising the impact of EU development aid already committed in both countries.

¹⁷ <https://um.dk/~media/um/english-site/documents/danida/sustainable%20development/the%20governments%20priorities%20for%20danish%20development%20cooperation%202022.pdf?la=en>

¹⁸ <https://um.dk/~media/um/danish-site/documents/udenrigspolitik/lande%20og%20regioner/mellemoesten/programme%20document%20with%20annes.pdf?la=da>

- In **Iraq**, the IBM Silk Routes project has successfully facilitated the development of a draft IBM Strategy and Action Plan, through a series of national workshops and technical assistance missions involving senior officials from the Prime Minister Office, Ministry of Foreign Affairs, Border Port Commission (BPC), Ministry of Interior (including the following entities: Training and Rehabilitation, Planning and Follow up, Civil Status, Passports and Residence, Customs Police and Border Guard Forces), General Commission for Customs, Iraqi Civil Aviation Authority, Iraq National Intelligence Service, Ministry of Planning, Ministry of Health, Ministry of Transport, General Secretariat of the Council of Ministers and the Office of the National Security Advisory, generally represented at the level of General Director or Head of Department. The implementation of activities in support of establishing functioning contingency planning and risk analysis systems directly supports implementation of the proposed draft IBM Action Plan.
- In **Pakistan**, the IBM Silk Routes project has supported the development of document security capacity at the first line of control within the Federal Investigation Agency, in terms of trained officials, basic equipment provided to the four main international airports (Islamabad, Peshawar, Lahore, Karachi), and establishing a roster of 12 Master trainers within the FIA capable of delivering training at a basic (1st line) level. In 2022, the IBM Silk Routes project intends to pilot the development of a fully functioning 1st and 2nd line of control concept at Islamabad airport, including revised procedures and HR structures, equipment, information exchange mechanisms and sustainable training capacity within the FIA Academy. The current proposed activities for Pakistan build extensively on these results, with a combined expansion of capacity at the 3rd line of control and of the 1st and 2nd line of control pilot initiative to a broader range of border crossing points. In addition, the project is due to embark upon the development of an inter-agency strategic IBM framework, via a strategy or guidelines, in early 2022 with the Border Management Wing of the MoI and related border management authorities, pending feedback from the Government of Pakistan.

Following experience of working in Iraq and Pakistan on border management in the IBM Silk Routes project, the importance of a comprehensive, coherent approach to capacity development at an institutional level on specific areas is the key lesson learnt that has been integrated in the current project design. Due to the often high turn-over and rotation of government officials, especially at more junior, operational ranks, it is integral that interventions maintain a “whole-of-institution” perspective throughout to ensure a sustainable and lasting impact. The project design encourages this by targeting specific areas of institutional performance - the effective control of identity documents, analysis of risks and preparation of contingency plans – through all necessary angles i.e. human resources, sustainable national training capacity, required equipment and operational procedures, to ensure that the beneficiary institutions are able to perform these tasks in line with global standards of good practice.

Such an approach ensures **local ownership** by beneficiaries, requires a **participatory approach** to implementation, and **close coordination** with international actors working with the same stakeholders.

2.5 Aid effectiveness agenda and link with parallel initiatives.

The project’s focus on strengthened rights-based border management in both countries is aligned with the following aid agenda priorities and parallel initiatives:

- Sustainable Development Goal 16 – Peace, Justice and Strong Institutions, and recalls Target 16.2 *to end abuse, exploitation, trafficking and all forms of violence against and torture of children*, Target 16.4 *to combat all forms of organized crime*, and Target 16.a *to strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime*.
- The *Global Compact for Migration* and the *New York Declaration for Refugees and Migrants*, specifically article 24 confirmed that states will “promote international cooperation on border

control and management as an important element of security for States, including issues relating to battling transnational organized crime, terrorism and illicit trade. We will ensure that public officials and law enforcement officers who work in border areas are trained to uphold the human rights of all persons crossing, or seeking to cross, international borders.”¹⁹

- The Budapest Process, a regional migration dialogue, for which ICMPD acts as Secretariat. It is a platform which brings Iraq and Pakistani migration officials together with their regional and European counterparts in a whole-of-migration-route approach, spanning the Silk Routes region, Turkey, Western Balkans and Europe and will be utilised to ensure coordination of the project activities with both national and regional developments in the area of border management.
- ICMPD has and continues to implement a number of initiatives launched in support of operationalising the Budapest Process dialogue, such as the EU-funded project “Support to the Silk Routes Partnership for Migration under the Budapest Process” as well as “Improving Migration Management in the Silk Routes Countries”. Through its close working relationship with Iraq and Pakistan under these projects, as well as the “Integrated Border Management in the Silk Routes Countries” project, ICMPD is in a unique position to successfully implement the project in this region and ensure the effective mobilization of resources across these various initiatives to guarantee aid-effectiveness.
- The UNODC/IOM-implemented project on “Global Action against Trafficking in Persons and Smuggling of Migrants – Asia and Middle East (GLO.ACT), also active in the two beneficiary countries. Both UNODC and IOM sit on the advisory board for the IBM Silk Routes project and regular headquarters and country-level exchange occurs in aid of coordination of activities in both countries.
- The Security Sector Reform (SSR) process led by the Iraqi Prime Minister’s Office. This comprehensive process is jointly implemented between the Federal Government of Iraq and international partners, with reform of Iraq’s border management framework addressed through a dedicated working group. ICMPD is a member and regular participates in the Security Sector Reform (SSR) Integrated Border Management International Partners Group, chaired by UNDP and coordinated by IOM, within which all activities by international partners and embassies working on border management in Iraq are coordinated and jointly planned in consultation with Iraqi counterparts.
- The recently started INTERPOL GEMINI project which aims to strengthen border security by the INTERPOL National Central Bureau (NCB) with the access to I-24/7, INTERPOL’s secure global communications system linked with INTERPOL’s databases.
- The ICMPD implemented project on capacity building for long-term reintegration of returnees to Afghanistan and Iraq (Project CAIR), funded by the Danish Ministry of Foreign Affairs from February 2021 to January 2023.

2.6 Rights based approach

The Action will contribute to strengthening the capacities of Pakistani and Iraqi agencies and authorities responsible for the borders and management of migration, reinforcing their role as drivers of stability and national cohesion.

Two reference documents have been identified and will be included as the main resources for application of a rights-based approach in the project, namely the United Nations Office of the High Commission for Human Rights (OHCHR) produced *Recommended Principles & Guidelines on Human Rights at International Borders*²⁰ and the Global Migration Group (GMG) *Principles & Guidelines, supported by practical guidance, on the*

¹⁹ https://www.iom.int/sites/g/files/tmzbd1486/files/our_work/ODG/GCM/NY_Declaration.pdf

²⁰ *Recommended Principles and Guidelines on Human Rights at International Borders*, United Nations Office of the High Commissioner for Human Rights, October 2014, available at http://www.ohchr.org/Documents/Issues/Migration/OHCHR_Recommended_Principles_Guidelines.pdf .

*human rights protection of migrants in vulnerable situations*²¹. Both documents provide authoritative guidance to the beneficiaries with a view to translating an international human rights framework into practical border management measures.

The OHCHR Recommended Principles establishes three principle; the primacy of human rights, non-discrimination at borders, and the requirement to consider the individual circumstances of all migrants at borders, and ensure effective protection and access to justice, as well as ten guidelines to assist States in practical ways to address such issues as building human rights capacity at borders, ensuring human rights in rescue and interception, screening, avoiding detention, and enabling human rights-based return or removal. The GMG Principles provides 20 Principles, including the primacy of human rights, non-discrimination, border governance, migrant children, migrant women and girls and data collection and protection.

The project will integrate RBA in a context-specific manner throughout the project, adapting individual activities to support beneficiaries in understanding and applying a human-rights based approach as an integral and integrated aspect of their work. For example, specific training materials on application of a rights-based approach and treatment of vulnerable and minority groups at borders will be an integral part of all training modules developed during the project. The target group for many of the training activities in the project are front line border officers dealing directly with migrants, as well as their related training institutions (such as on document security, risk analysis or contingency planning). As such they are key stakeholders in ensuring the protection of human rights during day-to-day border operations, such as when conducting screening or interviewing procedures at border crossing points. In addition, assessments conducted and guidelines, SOPs and manuals developed in the project shall give specific consideration to human rights risks and recommendation in relation to the focus of the specific activity.

Key areas to be addressed by the project in particular in this area are:

- Capacities and expertise on human rights, international migration law, protection-related considerations, through participation in tailor-made training, specialist training, Training of Trainers (ToT), and handover of training modules;
- Awareness of trafficking in human beings (THB) and understanding of the role of each agency in investigations and referral processes;
- Capacities to conduct human rights-compliant Search and Rescue operations/Contingency planning exercises and to ensure health and safety (H&S) of agencies' staff.
- Capacities to collect information from all channels and databases, in order to prevent the risks and threats and to enhance border agencies capacities on profiling of human smugglers;

Given the limited ability to influence public recruitment and personnel policies, in particular amongst law enforcement services, the selection of trainees and to some extent also direct beneficiaries may be outside of the implementers' control. Nonetheless, the appointment of female candidates for training activities shall be encouraged.

3. Programme or Project Objective (*)

Overall Objective:

To implement sustainable, rights-based, border management practices in Iraq and Pakistan towards increasing border management and security and reducing irregular migration.

²¹ *Principles and Guidelines, supported by practical guidance, on the human rights protection of migrants in vulnerable situations*, Global Migration Group/United Nations Office of the High Commissioner for Human Rights, March 2018, available at <http://www.ohchr.org/Documents/Issues/Migration/PrinciplesAndGuidelines.pdf> .

Specific Objectives

Objective 1 (Component 1): To support Federal Investigation Agency (FIA) of Pakistan to increase its institutional and operational capacity in combatting irregular migration, and enhancing border and migration management.

Objective 2 (Component 2): To enhance border management in Iraq by strengthening the capacities of border management institutions for planning the border control and reaction to crisis situations based on risk analysis.

4. Theory of change and key assumptions (*)

4.1 Theory of Change and assumptions

The project will be structured in 2 components, respectively focused on Pakistan and Iraq. Each component has its own specific modules, objectives and corresponding activities. The components will directly complement and reinforce the implementation of the Action “Integrated Border Management in the Silk Routes Countries” funded by the European Union, mainly to contribute to the development of the long-term capability of Pakistan and Iraq to control and manage their borders applying a rights-based approach.

It is planned that the results framework and theory of change will be further adapted during the inception phase of the project based on detailed analysis of available data and support of ICMPD Monitoring, Evaluation and Learning Unit and an external evaluator.

Below, the specific objectives and outcomes of the proposed action are followed by the corresponding theory of change:

Specific Objective 1 (Component 1):

*To support **Federal Investigation Agency (FIA)** of Pakistan to increase its institutional and operational capacity in combatting irregular migration, and enhancing border and migration management.*

Module 1 Capacity development of FIA staff on document security

Outcome 1: Improved capacity of FIA staff to detect forged and falsified travel documents at basic, intermediate and advanced levels, smugglers of migrants, impostors, identity theft and conduct profiling and risk analyses as well to provide professional trainings on document security by national experts.

Assumptions: FIA commitment to guarantee consistent involvement of selected experts in training programme, and ensure long-term assignment of experts to operational positions. Willingness of FIA to adapt institutional and HR framework to incorporate new structures/ processes providing long-term sustainable capacity of intervention.

Module 2. Information exchange mechanism on document security

Outcome 2: Strengthened intra-agency cooperation and information exchange on new methods of forgeries and risks related to document security between the respective units of the FIA involved in countering irregular migration.

Assumptions: Necessary political support within the FIA and MoI to establish National Information Database to make any required adjustments to legislative, institutional and infrastructure frameworks necessary to permanently embed database within daily operations. Pre-requisite national infrastructure for establishment of information exchange mechanism is available (electricity, internet connectivity at individual BCPs) as well as foundation-level ITC literacy among selected FIA officers to operate system.

Module 3. Purchase, installation and training on usage of the document detection equipment for the FIA Document Laboratory (3rd level of control)

Outcome 3: Strengthened effectiveness of document inspection through the provision of modern equipment to the FIA Document Laboratory and 2nd line control points at provincial and BCP level.

Assumptions: Long-term commitment of FIA is assured to maintain necessary staffing and maintenance contracts of equipment related to operation of 2nd and 3rd line control points beyond lifespan of the project.

A MoU or agreement with the FIA for the long-term transfer of responsibility for these issues will be negotiated during the procurement process to address this.

Specific Objective 2 (Component 2): To enhance border management in Iraq by strengthening the capacities of border management institutions for planning the border control and reaction to crisis situations based on risk analysis.

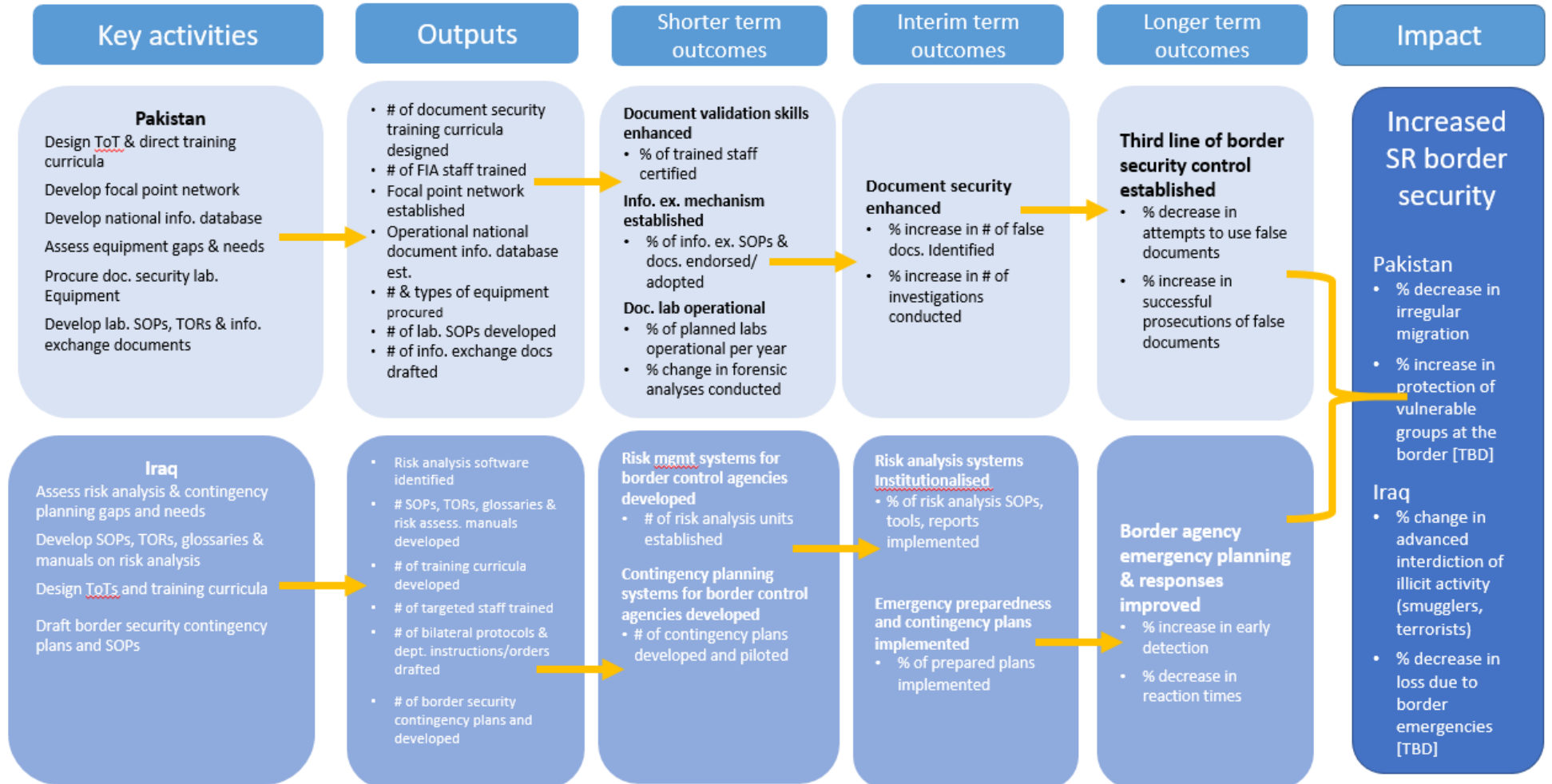
Module 4. Institutional capacity building on risk analysis and contingency planning in Iraq

Outcome 4: Improved border control and crisis preparedness through improved capacity of Iraq's border management institutions in intra-agency collection and processing of data and information on existing and potential security risks, and integration of long-term strategic contingency planning at central level.

Assumptions: National authorities continue to be committed to the promotion of sustainable and integrated border management, and receptive to the recommendations provided in regards to the institutionalisation of the risk analysis units and establishment of sustainable contingency planning system.

Pre-requisite national infrastructure for establishment of information exchange mechanism is available (electricity, internet connectivity at individual BCPs) as well as foundation-level ITC literacy among selected MoI officers to operate system.

Overall objective: To implement sustainable, rights-based, regional border management practices towards increasing regional border security



4.2 Change Pathways and Mechanisms

The following change pathways are foreseen in each component to achieve the above mentioned objectives and produce the anticipated changes.

Component 1:

Objective 1 (Component 1): To support Federal Investigation Agency (FIA) to increase its institutional and operational capacity in combatting irregular migration, and enhancing border and migration management.

Expected Outcomes for Module 1: Capacity of FIA staffing to detect forged and falsified travel documents is improved; Pakistani operational border control capabilities are further developed through a sustainable process of organisational development, training, skills/knowledge transfer, sensitizing and mentoring for FIA, as well as through a process of knowledge exchange between FIA and EU member state training institutions.

Output 1.1 Adaptation of FIA institutional framework to include FIA Document Laboratory, as well as expansion of 2nd line control concept to additional BCPs, including terms of reference, revised organograms, and competency based job profiles and operational procedures.

- **Activity 1.1.1.** Assessment of existing legal, procedural and HR framework of the FIA related to border check procedures. The assessment will also map comparable law enforcement authorities in Pakistan for expertise and examples in forensic examination, such as additional wings under the FIA mandate, such as financial crime, technical and cyber-crime wings etc., as well as the National Police and Frontier Corps, in order to identify existing national good practice.
- **Activity 1.1.2.** Preparation of revised SOPs, organograms, training plans and structures, and competency based job profiles, as well as terms of reference for the Forensic Laboratory and presentation via national workshops to MoI/ FIA management for adaptation and endorsement within existing institutional frameworks. Production of national roadmap for institutional development of forensic laboratory (3rd line control) and expansion of 2nd line control to selected BCPs agreed by FIA.

Output 1.2 Training manuals and curricula developed by ICMPD under the Danish SMIIG funded project in Ghana, adapted to the Pakistani specificities and needs, printed, piloted, translated and handed over to the FIA Document Laboratory;

- **Activity 1.2.1:** Review of training curriculum and programmes, manuals/guide for trainers in order to identify gaps and needs for additional courses and curriculum update. International experts in close cooperation with FIA experts on document security will develop revised training materials on required pedagogical and methodical skills.
- **Activity 1.2.2:** Review of existing manuals on content of document security in order to identify gaps and needs for the development of the training materials for all three levels (basic, intermediate and advanced). FIA and international experts on document security will jointly develop training materials using good practices in document security area. Specific training materials on application of a rights-based approach and treatment of vulnerable and minority groups at borders will be an integral part of all training modules. This will help to build the capacity of FIA officers in their

specific areas of expertise and ensure sustainability of this action. It is expected that in the future FIA Document Laboratory experts will independently maintain, update and develop training materials, using the existing good practice and current needs.

- Activity 1.2.3: Translation, validation, printing, publication and submission of manuals and curricula to FIA.

Output 1.3. At least 5 FIA trainers* are certified as National Trainers after the successful implementation of the Training of Trainers (ToT) which will consist of basic, intermediate and advanced training levels on document security.

- Activity 1.3.1: Intensive training at three different levels of expertise. At least 20 FIA staff will receive **the basic training**, 10 basic level experts will receive **intermediate training**, and at least 5 experts will complete the training process and receive **advanced training** during the project implementation.
- Activity 1.3.2: Each participating officer will pass a certifying examination to ensure the quality and integrity of the programme.
- Activity 1.3.3: 5 advanced level experts will visit The Netherlands to receive training and certification on expert level for training and certification on advanced level.
- Activity 1.3.4: The trainers will be attested by officially recognised certificates issued by the respective EU institutions (Dutch Forensic Institution is recommended).
- Activity 1.3.5: after certification, continuous trainings on the spot, based on *Train the trainer* principles, **will be assured by the certified National Trainers.**

**In the framework of this project only the most knowledgeable and active FIA experts from Pakistan will be engaged to ensure sustainability as an institutional task.*

Output 1.4. At least 100 FIA officers are trained on document security **by the certified national trainers.**

- Activity 1.4.1: Supported pilot trainings on basic and intermediate level of document security will be organised by the national certified experts based on developed training manuals, in support of fully operationalising the 1st and 2nd lines of control at selected BCPs. The trainings will be tailor made to the different levels of officers based on their experience and required role. Initially, national experts will be supported by international experts in the delivery, to provide quality assurance. A second round of pilot trainings will be organised for sole delivery by national experts thereafter, with ongoing mentoring and support via communities of practice provided by international experts.

Expected Outcomes for Module 2: Cooperation and information exchange between the respective units of FIA involved in the fight against irregular migration is strengthened. Intra-agency cooperation on document security is strengthened and the quality and quantity of exchanged information is improved.

Output 2.1. Mechanism on FIA information exchange in the field of document security established;

- Activity 2.1.1: National workshops led by the FIA to determine the modalities for the establishment, functioning, evaluating and fine-tuning of the mechanism for collecting and sharing information. The level of information, content and format will be agreed during the working group meetings. Specific focus shall be dedicated to identifying potential human rights risks and guidelines for ensuring compliance with human rights shall be developed as an integral part of the mechanism.

Output 2.2. The information exchange mechanism is set up and piloted at the national level;

- Activity 2.2.1: Focal points for information collection and its distribution agreed during the working group of previous activity. The structure for information collection and methods of sharing agreed, piloted and evaluated within all units of FIA.

Output 2.3 Advanced database including the vast collection of sample travel documents, travel-related identity documents and residence permits with detailed description of security features is purchased, installed and functional. The database will be updated regularly by the supplier.

A **National information database** on forgery techniques, statistics on detected false and falsified documents and identity fraud is established and filled with number of materials from both local and international partners (alerts from EU MSs) to enable fast information exchange between Document Laboratory and other FIA units. Experts from the Document Laboratory will have an access to the Advanced Database (an automated system with security features of more than 2.500 documents from 200 countries all over the world) to provide secure information on controversial documents.

- Activity 2.3.1: Purchase of the licences, installation and end-users training on the structure and effective use of the Advanced Database. The choice of the supplier shall be based on the most advantageous offer, both economically and technically.
- Activity 2.3.2: Creation of the National Information Database and training of end-users on methodology on entering, receiving, sharing and analysing data from national and international sources within the web-based communication platform.

Expected Outcomes for Module 3: The effectiveness of document control strengthened through provision of modern equipment for the new created FIA Document laboratory, and at 2nd line control points at regional and BCP level.

Output 3.1. Assessment report including recommendations on equipment needs developed;

- Activity 3.1.1: ICMPD team will conduct an assessment to determine the exact gaps and needs in equipment and will provide tailor made recommendations on the concrete equipment needed by the Document Laboratory unit in order to be effective in intermediate and advanced level of document control. A risk analysis on any potential human rights risks and recommendations for compliance will form an integral component of the equipment assessment.

- Activity 3.2.2: Assessment Report on equipment is discussed and validated by the FIA.

Output 3.2. The document detection equipment for FIA Document laboratory and BCPs is purchased and handed over.

- Activity 3.2.1: Procurement tender is launched and equipment purchased by ICMPD while FIA provides customs duty waiver.
- Activity 3.2.2: Hand-over of equipment with guarantee of donor visibility.

High quality equipment is necessary in the document security field. However, not all equipment required is expensive or hi-tech. Indeed, for equipment to be used in the field, especially in front line controls, simple but accurate equipment is more valuable as checks have to be under taken in very short spaces of time. It is also important to point out that the more expensive and hi-tech the equipment, the more attention must be paid to sustainability, maintenance and future-proofing.

The minimum equipment to create an effective Document Laboratory is detailed below, capable of performing reliable expert level document checks within the FIA:

- ✓ Document examination station basic instrument with 11 integrated illumination systems (advanced video spectral comparator)
- ✓ Stereomicroscope
- ✓ Small plastic folding hand loupes
- ✓ USB document examination magnifier
- ✓ Tower workstations designed for 24/7 operation
- ✓ A4 Colour laser printer, standard resolution
- ✓ Ultra Violet light multi-focus handheld torch
- ✓ Rechargeable document examination magnifier with UV & White sidelight illumination.
- ✓ Ultra Violet/white backlight desktop document viewers
- ✓ Professional camera for document laboratory

Output 3.3. Purchased equipment is installed and made operational, with FIA officials trained on usage and maintenance of the equipment.

- Activity 3.3.1: Experts from the Document laboratory are trained by international experts on usage of the purchased equipment including installation, maintaining, settings and features. The selected provider provides end-user training for the FIA staff. The supply of equipment under this project is to be seen as a result of detailed assessment ensuring that the required tools for capacity building are available. This will consist of equipment which does not require an expensive maintenance and ensures the financial sustainability of the project activities.

Component 2:

Objective 2 (Component 2): To enhance border management in Iraq by strengthening the capacities of

border management institutions for planning the border control and reaction to crisis situations based on risk analysis;

Expected Outcomes for Module 4: Border management institutions in Iraq have developed risk analysis systems capable to collect data and process information at an intra-agency level in order to determine the existing and potential security risks, and meet their contingency management responsibilities by integrating long-term strategic contingency planning at central level which establishes the objectives, approach and structure for protecting against threats and hazards in the institution's area of responsibility, with medium and short-term operational planning at regional and local level which describes the specific roles and responsibilities, tasks and actions required during contingencies.

Output 4.1. Institutional framework of risk analysis is established

- Activity 4.1.1: Gaps and needs assessment on the institutional framework of risk analysis in border management institutions (including legal and policy analysis) at national level (validation workshop: presentation of the assessment findings and recommendations)
- Activity 4.1.2: Elaborating a risk analysis model for Iraqi border management institutions based on the EU and international standards and good practice, such as the Common Integrated Risk Analysis Model (CIRAM 2.0)
- Activity 4.1.3: Developing tailored internal instructions/SOPs on risk analysis for border management institutions that establish relevant levels, structures, forms and processes of risk analysis
- Activity 4.1.4: Developing joint glossary of analytical terms and a manual on analytical methods, tools and techniques for border management institutions
- Activity 4.1.5: Developing model terms of reference, organizational structures and relevant job descriptions and selection criteria for the staff of risk analysis units with recommendations for a high-quality staff selection process, based on the specific tasks and competences of border management institutions.
- Activity 4.1.6: Developing Train the Trainer training curriculum on strategic and operational risk analysis
- Activity 4.1.7: Delivering Train the Trainer training on strategic and operational risk analysis methodologies to risk analysis staff in border management institutions
- Activity 4.1.8: Delivering mentoring and technical support to risk analysis staff in border management institutions on developing risk analysis products
- Activity 4.1.9: Support to risk analysis infrastructure development (procurement of standard equipment)

Output 4.2. Institutional framework of contingency planning is established

- Activity 4.2.1: Gaps and needs assessment on the institutional framework of contingency planning in border management institutions (including legal and policy analysis) at national level (validation workshop: presentation of the assessment findings and recommendations)
- Activity 4.2.2: Elaborating strategic and operational contingency planning models for the border management institutions
- Activity 4.2.3: Developing Train the Trainer training and training curricula on strategic and operational contingency planning, human rights, international migration law, threat and risk assessment methodologies for border management institutions

- Activity 4.2.4: Delivering Train the Trainer training on human rights, international migration law, protection-related considerations, threat and risk assessment methodology to planners in border management institutions
- Activity 4.2.5: Delivering Train the Trainer training on strategic and operational contingency planning methodology to planners in border management institutions
- Activity 4.2.6: Delivering mentoring and technical support to planning teams in border management institutions on developing, reviewing and revising the contingency plans
- Activity 4.2.7: Support to contingency planning infrastructure development (procurement of standard equipment)

5. Summary of the results framework (*)

A detailed draft results framework is included in Annex 3.

It is planned that the results framework and theory of change will be further adapted during the inception phase of the project based on detailed analysis of available data and with the support of ICMPD's internal Monitoring, Evaluation and Learning Unit and an external evaluator.

Project	Danish support to Rights Based Border Management in the Silk Routes (RBM-Silk Routes)
Project Objective	To implement sustainable, rights-based, border management practices in Iraq and Pakistan towards increasing border management and security and reducing irregular migration.
Impact Indicator	<ul style="list-style-type: none"> • % increase in detection of false and fraudulent documents at borders • % increase in protection of vulnerable groups at borders • % increase in detection of criminal activity at borders • % decrease in human, financial and social damage caused by emergencies at borders
Baseline	Data to be established during inception phase

		Theory of Change
Specific Objective 1 (Component 1)	To support Federal Investigation Agency (FIA) to increase its institutional and operational capacity in combatting irregular migration, and enhancing border and migration management.	<ul style="list-style-type: none"> • Contributes to reduced irregular migration across Pakistan's national borders.
Impact indicator	<ul style="list-style-type: none"> • Increased capacity of FIA to provide trainings on document security using modern methodological skills and techniques, to detect forged or falsified document, to improve profiling and detect impostor/identity theft • Improved effectiveness of document check by usage of modern equipment at basic, intermediate and advanced level • Increased inter, intra-agency and international cooperation on document security in FIA 	

Outcome 1	Improved capacity of FIA staff to detect forged and falsified travel documents, human smugglers, impostors, identity theft and risk analyses improved as well as capabilities to provide professional trainings on document security by national experts.	<ul style="list-style-type: none"> Contributed to increased effectiveness and efficiency in the detection of forged and falsified travel documents, as well as increased impostor recognition at the border crossing points Contributes to increased professional knowledge on modern teaching methods and didactical methodologies to be more efficient during the step down training for frontline officers
Outcome 1 indicator	<ul style="list-style-type: none"> Percentage of beneficiaries who achieve certification in document security and gathering information on methods of forgeries, statistics on detected cases and case studies. 	
Outcome 2	Strengthened intra-agency cooperation and information exchange on the fight against irregular migration.	<ul style="list-style-type: none"> Contributes to a better management of irregular migration flows More efficient and effective identification of forged and falsified documents, identity thefts as well as methods of forgeries.
Outcome 2 indicator	<ul style="list-style-type: none"> Improved quality and quantity of information exchange at national and international levels. 	
Outcome 3	Strengthened effectiveness of document inspection through the provision of modern equipment to the FIA Document Laboratory and 2 nd line control points at regional and BCP level.	<ul style="list-style-type: none"> Contributes to better management of irregular migration flows, identification of forged and falsified documents, identity thefts as well as modus operandi and trends related to irregular migration
Outcome 3 indicator	<ul style="list-style-type: none"> Increased efficiency of the FIA in detecting, investigating and confirming document fraud cases. 	
		Theory of Change
Specific Objective 2 (Component 2)	To enhance border management in Iraq by strengthening the capacities of border management institutions for planning the border control and reaction to crisis situations based on risk analysis;	Contributes to improved border control, reduced irregular activities across Iraqi borders, strengthened reaction to crisis situations and improved protection of human rights during regular and emergency operation of border crossing points
Impact indicator	<p>Increased capacity of Iraqi border management institutions to determine existing and potential threats at the border, using modern risk analytical tools</p> <p>Increased intra-agency cooperation on information exchange and risk analysis mechanism;</p>	

	Increased intra-agency cooperation and coordination on contingency management;	
Outcome 4	Improved collection and processing of data and information in order to determine the existing and potential security risks by border management authorities in Iraq, and integration of long-term strategic contingency planning at central level.	Contributes to increased efficiency and effectiveness of border control and optimal allocation of resources within constraints of budget, staff and efficiency of equipment
Outcome 4 indicator	<ul style="list-style-type: none"> • Risk analysis system is enabled to collect data and process information in order to determine the existing and potential security risks • Long-term strategic contingency planning is integrated at central level 	

6. Inputs/budget (*)

ITEM	COSTS in EUR	Costs in DKK
1. Module 1: PAKISTAN - Capacity development of FIA staff on document security	499,000	3,717,550
2. Module 2: PAKISTAN - Information exchange mechanism on document security	170,000	1,266,500
3. Module 3: PAKISTAN - Document detection equipment for the FIA Document Laboratory	622,000	4,633,900
4. Module 4: IRAQ - Institutional capacity building on risk analysis and contingency planning	767,000	5,714,150
5. Management, monitoring and evaluation	2,572,642	19,166,181
6. Communication and visibility	50,000	372,500
7. Total direct eligible costs of the action	4,680,642	34,870,781
8. Provision for contingency reserve	0	0
9. Subtotal eligible direct costs	4,680,642	34,870,781

10. Administrative overhead (7%)	326,070	2,429,221
11. Total eligible direct and indirect costs	5,006,712	37,300,000

A detailed budget breakdown is provided in Annex 3.

7. Institutional and Management arrangement (*)

7.1 Organisational set-up

7.1.1 Project Steering Committee

The Project Steering Committee (PSC) will be established to provide policy level guidance and to assess and, if necessary, adapt activities to meet project objectives. The role of the PSC will be to approve the work plan for the project, the Monitoring and Evaluation Framework, the Communication Strategy and approve other deliverables under the project. The committee will include the Migration Task Force in the Ministry of Foreign Affairs of Denmark, the Danish Embassies in Iraq and Pakistan, the Pakistan Ministry of Interior, Federal Investigation Agency, and Ministry of Foreign Affairs, and the Iraq Ministry of Interior, Ministry of Foreign Affairs, Border Ports Commission and ICMPD - represented by a senior manager from the Vienna headquarters.

A meeting of the PSC is proposed twice a year throughout the duration of the project, ideally in May and November to coincide with the annual and quarterly reporting schedule and mid-year review. Meetings may be organised in parallel with ongoing project events in country, or be held virtually. A representative of the Danish Ministry of Foreign Affairs will chair the PSC meeting, with co-chairs appointed from the Pakistan and Iraq Ministries respectively. Where appropriate, participation in the PSC meetings will be open to observers (e.g. other donors, EU Delegation, other international organisations, officials of relevant ministries, civil society representatives, research institutions, etc.) for specific purposes and upon invitation. Either the Ministry of Interior of Iraq or Pakistan, Denmark or ICMPD can initiate special meetings of the PSC to discuss urgent matters, which could not be delayed until the next regularly scheduled meeting.

7.1.2 Project Team (PT)

The Project Team will manage the implementation of the project. The PT will comprise managerial, technical, financial and administrative staff based in ICMPD headquarters (Vienna), and ICMPD field offices (Baghdad and Islamabad). The ICMPD International Project Manager will coordinate the PT, as well as ensure coherence with the Integrated Border Management in the Silk Routes countries (IBM Silk Routes) project implemented in parallel by ICMPD in the beneficiary countries. The Project Manager will ensure the overall management and coordination, and will bear the final responsibility for the implementation of the project in coordination with the focal points of the beneficiary agencies of Pakistan and Iraq.

The ICMPD Regional Office for the Silk Routes in Vienna will be responsible for overall implementation of the project, in collaboration with ICMPD's Border Management and Security (BMS) Programme. ICMPD's BMS Programme has over 15 years' experience of implementing IBM capacity building and technical assistance projects in various regions and countries, such as Silk Routes region, Latin America, Lebanon, Jordan, Tunisia, Morocco, SAHEL region, Western Africa, the Western Balkans, Turkey, Central Asia and the Eastern Partnership countries, and will provide technical advice and oversee quality assurance of outputs throughout the project.

The Regional Office for the Silk Routes will provide direct supervision, strategic guidance, subject matter expertise, financial and administrative support and overall management of the project. ICMPD Country Offices in Iraq and Pakistan will ensure implementation of activities, communication with key governmental

and international stakeholders in country and guarantee execution of the action in line with financial and administrative requirements.

7.2 Project Stages

Inception Phase (months 1 – 6) would be used as a preparatory stage for the implementation of the Action and also include the work-plan of activities to lead to the achievement of expected results for the whole project. In particular, it would include the fine-tuning of the work-plan, theory of change and results framework, as well as recruitment of all key positions required for project implementation. Other key activities to be conducted during the inception phase include appointment of focal points within beneficiary agencies, elaboration of the project's communication plan, fine-tuning of the monitoring and evaluation plan and tools and formation of the Project Steering Committee mechanism. Synergies with other like-minded assistance providers would be sought and agreed (if appropriate) during the inception phase.

Implementation Phase (months 6 - 32) would be mainly devoted to the implementation of project activities. Although, throughout this phase, monitoring and evaluation tools (designed during the Inception Phase) would be used for regular project monitoring, reviewing of achieved results and possible recommendations and amendments/adaptations to the project. Regular and constructive dialogue with all partners and stakeholders would be paramount for effective delivery.

Finalisation Phase (months 32 - 36) would contribute to the finalisation and evaluation of all activities conducted in the framework of the project. The specific results of the project would be presented in the Final Report and at a closing conference/event, with an emphasis on impact and sustainability.

7.3 Monitoring, Evaluation and Learning

To support the RBM-Silk Routes ambitious agenda, the project team in partnership with ICMPD's internal monitoring, evaluation and learning (MEL) team will develop a comprehensive MEL plan for the project. The purpose of this plan is to support a well-designed, effective project, one structured and focused on achieving its planned objectives. MEL tools and resources will support monitoring progress towards objectives, learning and improving during implementation and reporting on progress throughout and at project end.

7.3.1 TOC and Results Framework Refinement and MEL Plan Development

During the project's inception phase, MEL plan development will start with refining the project's initial theory of change (TOC) (Section 4) and results framework (Annex 2), including the strategic and specific objectives and longer term outcomes. Once refined, the team will share the refined TOC and results framework with DMFA for review, discussion and comment to ensure full alignment with their priorities and prepare a full MEL plan, which shall define the following activities; monitoring data collection, analytic approach to data analysis and reporting methods and frequency; and evaluation overview, approach, key questions and methods, among other elements.

During the inception phase, the team will also identify a qualified, third-party evaluation team or firm to conduct independent evaluation of project results. During inception, the evaluator will help establish indicator baselines and offer an additional assessment of the MEL framework.

7.3.2 Learning and Adaptation during Implementation

Results-focused evaluation and learning will be managed in alignment with the overarching management framework. A key driver of learning will be internal stock-taking exercises conducted immediately prior to bi-annual project steering committee (PSC) meetings. The project and MEL teams will further analyse monitoring data to identify key trends in the data on implementation facilitators and barriers as well as key

challenges and responses acquired in the previous period against planned targets. This analysis will be used to inform lessons learned and proposed, proactive adaptations to project plans to support and increase results, which will be presented and discussed at each PSC for their review and approval.

7.3.4 Stocktaking, Monitoring & Reporting

The overarching project management framework includes monitoring and reporting on findings from project monitoring data, including deliverables aimed at sharing, exploring and learning from progress toward planned project results.

Proposed Monitoring/ stocktaking activities.

Type of monitoring/ stocktaking	Description (timing)	Deliverable (reporting reference)
Inception review of results framework and development of MEL plan	A detailed review of the results framework and development of MEL plan based on initial feedback and information collected from beneficiaries (end of month 6)	Proposed amendments to results framework and MEL plan (if any) included in inception report .
External baseline study to establish indicator baselines	An external evaluator-led baseline assessment of outcome indicators to use to mark progress and change during project implementation and for final evaluation (end of month 6)	Baseline evaluation report annexed to inception report
Biannual stock-taking	A detailed internal review of project outputs and outcomes will be conducted, assessed against project work plans and overall activities (covering the previous 6 month period of implementation)	Report on monitoring data analysis and stock-taking Proposals for adaptation and updates to planned project activities and implementation plan Findings to be presented at PSC and included in the next quarterly flash reports and annual progress narrative reports
Impact evaluation of capacity building activities	Using the Kirkpatrick evaluation methodology throughout the project, assessment of each level of capacity development: (1) individual reaction; (2) individual learning; (3) individual behaviour change; and (4) institutional results. Post-training evaluation will assess the overall impact on institutional behaviour through surveys, interviews, case-studies and analysis of relevant national KPIs (from national authorities). (Throughout project implementation)	Report on the outcomes of training programmes: 1. 2 weeks after the conclusion of a training event. 2. 6-9 months following the end of a training programme.
External final evaluation	An external, final summative evaluation of all project results, against baseline indicators, planned outcomes and overall project objectives (months 34 – 36).	Final summative evaluation report (Annex to final narrative report)

Proposed reporting schedule

Type of report	Frequency	Periods covered	Deadlines
Inception report	Once	Months 1 - 6	End of month 7 of project implementation
Quarterly flash report	Quarterly	Previous 3 months of implementation with simple comparison between budget forecast and budget execution during reporting period. January – March April – June July – September October - December	1 month following end of the reporting period: 1 May 1 August 1 November 1 February
Annual progress narrative report	Annual	Previous 12 months implementation, January - December	3 months following the end of the reporting period. 1 April
Annual audited financial report	Annual	Previous 12 months implementation, January - December	3 months following the end of the reporting period, 1 April
Final narrative report	Once	Months 1 – 36	3 months following the end of the reporting period
Final audited financial report	Once	Months 1 – 36	3 months following the end of the reporting period

7.4 Anti-corruption measures

Externally, most of the project activities will contribute to national border authorities' transparency, integrity and accountability. By contributing to enhanced clarity of border control procedures and improved capacity to collect and store information related to risks, criminal activity and evidence detected at border crossing points, the project will contribute to a decreased vulnerability of the border authorities to corruption. In addition, the integration of a rights based approach through all activities shall emphasise the importance of adherence to ethical behaviour and professional codes of conduct, not just in the treatment of rights holders using border crossing points, but in the performance of all duties by duty-bearers at borders, including border guards and immigration officers.

Internally, ICMPD's code of conduct and procurement rules include strict safeguards against corruption and other human rights violations and does not tolerate, in any context, the use of servitude, child labour, forced labour, human trafficking or slavery in any part of its supply chain. ICMPD is committed to the principles of

the Universal Declaration of Human Rights and the UN Global Compact, and expects its suppliers and partners to share these values

Within ICMPD's Procurement rules, the following safeguards are in place:

- Vendors shall be selected and contracts awarded based on ICMPD's Procurement Rules, defined selection and award criteria.
- Staff members/personnel becoming involved in any way in corruption and/or knowingly letting corruption take place shall face disciplinary action. Failure to comply with ethical and anti-corruption standards may lead to summary dismissal for serious misconduct.
- Vendors must declare if they have any affiliation with staff members/personnel of ICMPD, and family or relatives employed by ICMPD. A vendor found to have an undisclosed conflict of interest with ICMPD, or with a competing tenderer, shall be disqualified from participating in a tender. Likewise, vendors participating in tenders must declare their adherence to ethical behaviour and anti-corruption principles and practices.
- ICMPD requires that tenderers, suppliers, contractors, their agents (whether declared or not), subcontractors and consultants (including their respective officers, directors, employees and agents) adhere to the highest ethical standards, and promptly report to ICMPD any known or suspected acts of fraud, corruption or other illegal activities during the bidding process, and execution of ICMPD contracts and agreements.

7.5 Communication plan

A comprehensive communication and visibility plan will be developed during the inception phase of the project.

The plan will be in line with communication requirements of the DMFA, as well as drawing upon good practice from the EU's Guidelines on Communication and Visibility in the implementation of EU-financed external actions and will fully take local sensitivities in Iraq and Pakistan into account.

At minimum, the following aspects of project implementation shall be incorporated in the communication plan:

- coordination mechanisms like Project Steering Committee (PSC) as well as meetings with all the relevant actors will be conducted on the regular and ad hoc basis (including with the use of the telephone and video conference tools);
- specifically designed project launch and closure events;
- Project capacity building activities (workshops, seminars, etc.) targeting the relevant beneficiary agencies' agencies personnel and involving the national IBM agencies of the donor;
- Achievement of major milestones or outcomes within the results framework;
- Production of communication and visibility products like publications, flyers, newsletters, training materials, articles, media tools (including short audio and video products, etc.)

In view of the project's emphasis on fostering cooperation between Project stakeholders, facilitating the exchange of information and ensuring sustainability as well as effective communication between Iraq, Pakistan and Denmark will be crucial, as will maximizing the project's core message on the adoption of rights-based border management practices and respect for human rights. In parallel with this however is the requirement to respect the unique political and security challenges present in the beneficiary countries, as well as the sometimes sensitive nature of border management, migration and security topics.

The Migration Task Force in the Ministry of Foreign Affairs of Denmark shall have the right to carry out any technical or financial supervision mission that is considered necessary to monitor the implementation of the project/programme.

After the termination of the project/programme support, the Migration Task Force in the Ministry of Foreign Affairs of Denmark reserves the right to carry out evaluations in accordance with this article.

8. Financial Management, planning and reporting (*)

ICMPD shall administer the Danish funds according to the conditions and in accordance with the Danish Ministry of Foreign Affairs 'the Financial Management Guidelines' which are an integral part of the agreement.

8.1 Procurement of goods and services

ICMPD's procurement and travel rules shall apply.

8.2 Transfer of funds

Tentative schedule for Disbursement*	Period	Reporting required
Initial disbursement: 50% of total budget (DKK 18.650.000)	12 months	Signed agreement
Second disbursement: 20% of total budget (DKK 7.460.000)	12 months	Progress report & financial status report
Third disbursement 20% of total budget (DKK 7.460.000)	12 months	Progress report & financial status report
Final disbursement 10% of total budget (DKK 3.730.000)	Final 3 months	Final audited financial statement

*The calendar for disbursement is tentative and disbursements will be allocated according to concrete project needs.

8.3 Accounting requirements

Accounts shall be kept in accordance with internationally accepted accounting principles and the organisation must follow the basic four-eye principles for all payments. The accounts shall at all-time be kept updated according to international standards. The accounts shall be drawn up to the same level of detail as is done in the budget. The total overall budget cannot be exceeded and shall be used for the agreed purposes only. Budget variance up to 10% per budget heading are allowable.

8.4 Financial reporting requirements

An annual audited statement of accounts shall be submitted to Danish Ministry of Foreign Affairs every 12 months alongside the Annual Narrative Report, in line with section 8.4. A final statement of accounts and the audit (covering the entire project period) shall be submitted as soon as possible and no later than 4 months after the project completion end, including auditing information as required by the MFA Financial Management Guidelines, which are an integral part of the agreement.

Statement of accounts shall be drawn up to the same level of detail as is done in the budget (reflecting any agreed changes made). The statements shall clearly state the disbursements made by the DMFA as well as

the outstanding balance at the time of reporting. The statements shall be signed by the responsible authority and shall include a bank statement and a bank reconciliation.

8.5 Unspent funds

Any unspent balance or any savings of project funds shall be returned to the DMFA at the end of the project period. Interests accrued from deposit of Danish funds must be reflected as income in the annual financial statements and be returned to the DMFA following the end of each financial year.

8.6 Audit requirements

Reference is made to the 'Financial Management Guidelines' which are an integral part of the agreement.

An Annual Audited Financial Statement will be submitted every 12 months alongside the Annual Narrative Report. The Audited Financial Statement, as a stand-alone report, will cover expenditures on the output level in comparison with the project budget. The Financial Statement will cover the following information:

- Frontpage
- Statement by management endorsing the statement's findings
- Opinion of the auditor
- Income & expenditure: including income during the period, budget for the period, actual expenditure, variance between budget and expenditure, and explanation of significant deviations between budget and expenditure
- Notes on income received, fixed assets and accounting principles applied
- Statements on liabilities and repayment of bank interest
- Management letter signed by the auditor and elaborating on tasks performed, risks identified with a classification of severity and recommendations for risk minimizing actions.

8.7 Obligation to report on changes and irregularities

The International Centre for Migration Policy Development is obliged to inform the DMFA immediately if any changes, including overspending of budget lines, or irregularities in the management of funds are foreseen or have occurred.

8.8 Narrative Report requirements

Project Progress Reports will be submitted every 12 months. Each report will provide an overview of the project activities implemented during the reporting period, achievements, and difficulties encountered and planning for the 12 months. The Progress Reports will provide the following information:

- Project description;
- Activities implemented so far under the two Components of the action;
- Assessment of the results of the action so far (achievement of outputs, outcomes and impact in relation to overall and specific objectives) against the final logical framework;
- Difficulties encountered in the project implementation and potential risks;

- Relationship with key stakeholders and other beneficiary institutions;
- Visibility of the action;
- Recommendations for further implementation of the action and updated Action Plan;
- Conclusion

A work plan for the upcoming period will accompany the Progress Reports. A monthly meeting between the Danish Embassy in Iraq and Pakistan and the local project team will be organised to inform the Danish Embassy of project activities (prospects and challenges). A quarterly report will be shared with the Programme Manager in the Migration Task Force in the Ministry of Foreign Affairs of Denmark and the Danish Embassies in Iraq and Pakistan summarising the previous period's activities as well as the upcoming activities.

Additionally, quarterly flash reports will be submitted according to the proposed reporting schedule above (see point 7.3.4). These will include:

- Funds received during the period and accumulated
- Budget for the period and accumulated
- Actual expenditure for the period and accumulated
- Variance between budget and expenditure
- Explanation of significant deviations between budget and expenditure and description of mitigating measures
- Output progress and results for the reporting period (3 months)
- Total accumulated expenditure compared to total program budget

9. Risk Management (*)

Political stability and a stable security situation in the two beneficiary countries are the main preconditions for a proper implementation of project activities as well as their sustainability and follow-up afterwards. Similarly it is also important that the governments of Iraq and Pakistan countries will maintain their commitment to international/intergovernmental cooperation and will increase absorption capacities while at the same time maintaining the high level of participation and relevance to the dialogue.

In order to summarise, the major assumptions are as below:

- Political will to establish durable solutions for border management and security at multiple levels of government remains strong; including the political will to create an enabling policy environment and mobilise national resources behind priorities, where available.
- National and provincial authorities continue to be committed to the promotion of sustainable, rights based and integrated border management, willing to engage in the implementation of the activities, and receptive to the recommendations provided.
- Insecurity and instability do not prevent participation and smooth implementation of programme activities; access to implementation sites is not restricted to the extent where essential monitoring and assessment activities are not possible
- National government authorities have adequate absorption capacity (including sufficient qualified and experienced staff) to benefit from participation in the Action's activities and ultimately take over ownership

A detailed risk management matrix is provided in Annex 5

10. Closure -

Preparation of an exit strategy commensurate with the scope and volume of support taking into consideration how structures, policies and partner activities will be able to continue without external assistance. Indicate the tentative timeframe of the formal closure consisting of three steps:

- (i) Implementing partner's final report
- (ii) Responsible unit's final results report (FRR)
- (iii) Closure of accounts: final audit, return of unspent funds and accrued interest and administrative closure by reversing remaining provision.

To be completed at inception

11. Annexes

Annex 1 – Context Analysis

Annex 2 – Theory of Change and Results Framework

Annex 3 – Detailed Budget

Annex 4 – Work Plan

Annex 5 – Risk Management Matrix