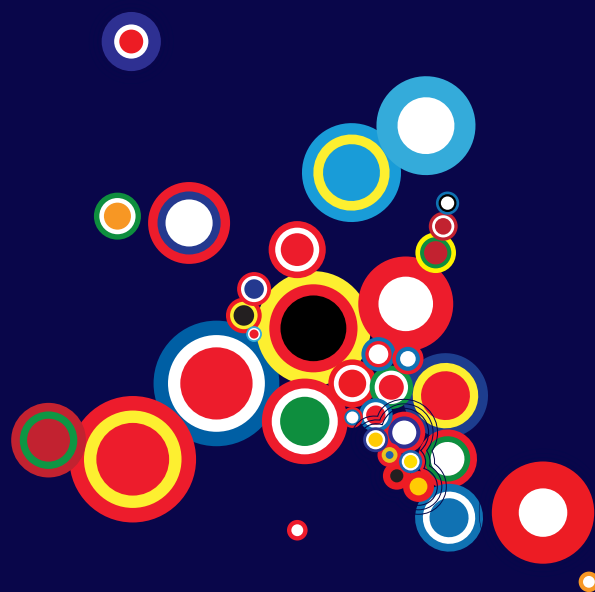




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

TURKEY

Home Affairs 2014 Action Document



Action Summary

Home Affairs is a top priority for Turkey and the EU, particularly in the context of the Turkey-EU Readmission Agreement signed in December 2013 which in parallel started the process of the Visa Liberalisation Roadmap.

Under the 2014 Action Programme the Home Affairs sub-sector has two priorities: (1) improving the administrative and technical capacity in the field of migration management in line with the Law on Foreigners and International Protection and the requirements of the EU-Turkey Readmission Agreement, and (2) improving border security and surveillance through modernization of border surveillance system and enhanced inter-agency collaboration in line with EU's IBM policies and standards.

The proposed activities under this Action Document are supporting a functional migration and border management in line with EU standards. Through this action nine activities will be implemented to overcome main shortcomings in this sub-sector.

Action Identification	
Programme Title	Annual Action Programme for Turkey 2014
Action Title	Home Affairs
Action Reference	IPA/2014/ 031-874/8/TR/Home Affairs
Sector Information	
ELARG Sectors	Rule of Law and Fundamental Rights
DAC Sector	15110 - Public sector policy and administrative management
Budget	
Total cost	EUR 81 275 000
EU contribution	EUR 69 272 500
Management and Implementation	
Method of implementation	Indirect management
Indirect management: Responsible Unit or National Authority/Implementing Agency	Emine Döğer, Acting PAO-CFCU Director Central Finance and Contracts Unit Address: Eskişehir Yolu 4. Km. 2. Cad. (Halkbank Kampüsü) No:63 C-Blok 06520 Söğütözü/Ankara Tel: +90 312 295 49 00 Fax: +90 312 286 70 72 E-mail: pao@cfcu.gov.tr , emine.doger@cfcu.gov.tr
Implementation responsibilities	<p>Migration and Asylum sub-action</p> <p><u>Directorate General of Migration Management (Activities 1-5)</u> Ahmet APAN, Deputy Director General of Migration Management Çamlıca Mah. 122 Sok. No:2/3 Yenimahalle/ANKARA 06370 Tel: +90 312 397 56 42 Fax: +90 312 397 52 76 E-mail: gocpolitikaveprojeler@goc.gov.tr ahmet.apan@goc.gov.tr</p> <p>Ministry of National Education (Activity 6) Muhterem KURT, Deputy Undersecretary of Ministry of National Education Millî Eğitim Bakanlığı Bakanlıklar/Kızılay mebprojeler@gmail.com Tel:0312 413 10 75 Fax:0312 417 71 22</p> <p>Integrated Border Management sub-action</p> <p><u>Border Management Bureau (Activities 7 & 9)</u> Abdullah ÖZBEK Deputy Head of Border Management Bureau Çamlıca Mah. 122 Sok. No:2/3 Yenimahalle/ANKARA 06370 Tel: +90 312 397 61 51 Fax: +90 312 397 61 90</p>

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Location	
Zone benefiting from the action	Turkey
Specific implementation area(s)	Turkey
Timeline	
Deadline for conclusion of the Financing Agreement	At the latest by 31 December 2015
Contracting deadline	3 years following the date of conclusion of the Financing agreement
End of operational implementation period	6 years following the date of conclusion of the Financing agreement

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

Due to its geographical location, Turkey acts as a link between the East and the West. It is therefore an obvious 'passage' to Europe, but also a final destination country for people entering the country from the east and south. According to the 2013 Progress Report in 2012, 232.158 applicants were granted a residence permit in Turkey. 193.957 residence permits have been issued by 2 August 2013. 47.510 irregular migrants were apprehended by the Turkish authorities in 2012, which represents an increase of 7% as compared with 2011, and 21.332 were apprehended between 1 January and 2 August 2013. 21.059 persons were deported in 2012 and 16.060 between 1 January and 2 August 2013.

Turkey has long and challenging borders to control, among them 269 km with Bulgaria and 203 km with Greece. Turkey has overall 139 border gates, including one railway (Kapıkule) and two land border gates (Kapıkule, Hamzabeyli) with Bulgaria and one railway (Uzunköprü) and two land border gates (Pazarkule, İpsala) with Greece. Besides border controls performed in border crossing points (BCPs), border surveillance is performed to prevent illegal border-crossings and other cross-border crimes, both at green and blue (i.e. sea) borders.

As a candidate country Turkey aims at improving its standards and legislation in the areas of migration and border management in line with EU acquis and standards. Alignment activities in the Home Affairs sub-sector are linked to the obligations under *Chapter 24- Justice, Freedom and Security*. In addition, an important development is *the Agreement between the European Union and the Republic of Turkey on the readmission of persons residing without authorization and the Roadmap Towards a Visa- Free Regime with Turkey*¹ which define specific requirements Turkey needs to fulfil. Provisions regarding Turkey's readmission of third-country nationals will become applicable three years after the Readmission Agreement's entry into force, i.e. by 28 June 2017. Further progress in the Home Affairs sub-sector also contributes to alignment with requirements under *Chapter 23-Judiciary and Fundamental Rights and Political Criteria*.

In the field of **Migration and Asylum**, Turkey needs to improve its legal and administrative system in line with international standards and practices. Establishment of the Directorate General of Migration Management (DGMM) as an affiliated body of Ministry of Interior (MoI) in April 2013 and the adoption of a comprehensive law on foreigners and international protection are paramount steps in this area.

According to the law, the DGMM will be responsible for the implementation of the migration policies and strategies, ensuring coordination among relevant agencies and organizations and carrying out functions and actions related to the foreigners' entry into, stay in and exit from Turkey as well as their removal, international protection, temporary protection and fight against human trafficking as well as the protection of victims. The DGMM is continuing its establishment process in central and provincial levels and has become operational with its 3000 personnel since 11 April 2014.

Turkey has taken important steps to strengthen its physical capacity in the field of migration management. The construction of removal and reception centres is underway. However, to effectively implement the requirements of the Readmission Agreement, Turkey needs to enhance its capacity for the removal of irregular migrants. The DGMM took over the roles and responsibilities from the Turkish National Police (TNP) which previously has been in charge of reception and removal centres.

¹ As annexed to the Agreed Minutes of the first meeting of the Visa Liberalization Dialogue conducted on 16 December 2013.

Under the lead of DGMM, Turkey will need to enhance its capacity with the newly built removal centres. As its stated in the 2013 Turkey Progress Report, the capacity of Turkey to host irregular migrants decreased in 2012 (1,941) as compared with 2011 (2,176). DGMM started to construct 7 new removal centres with the national funds. The provinces and the capacity of the removal centres which will be constructed are: Ankara, Ağrı, Malatya, Çanakkale, Konya, Tekirdağ, Kocaeli, with a total capacity of hosting 2050 persons. Besides, determination of nationality remains an important problem. Therefore, a comprehensive mechanism for identification of the irregular migrants is crucial.

As an additional challenge civil war in neighbouring Syria and instability in neighbouring Iraq have negatively influenced Turkey for over two years. The United Nations (UN) estimated that more than 100,000 Syrians died and millions of people have been displaced. Syrians of concern are benefitting from “temporary protection” regime under the law on Foreigners and International Protection, entailing open borders, protection and non-refoulement. Turkey hosts more than 1.6 million Syrians, some 220,000 of them are hosted in temporary protection facilities established in 22 provinces and some 580,000 refugees have been registered as being located out of the camps (numbers as of June 2014). They are registered in coordination centres in Gaziantep and Kilis. Registered Syrians receive an ID card, which gives them free access to medical and other material assistance. Registration of the Syrians benefitting from temporary protection is an on-going challenge where DGMM, AFAD, UNHCR and TNP and other relevant entities in the field are involved.

The Syrian crisis coincided with a sharp increase in the number of international protection applications filed in Turkey by non-Syrian international protection seekers: 31,824 applications were lodged in 2013 as compared with 14,051 in the whole 2012. The Law on Foreigners and International Protection sets down the types of international protection provided to the persons in need as: Refugees, Conditional Refugees, Subsidiary Protection and Temporary Protection. International Protection Applicants may reside in the reception centres or in 62 satellite cities. The necessary measures for accessing to services like health, education, accommodation are granted to the persons of concern and DGMM is strengthening its capacity of responding to the needs of the persons in need.

In the area of **Integrated Border Management (IBM)**, Turkey has been working to establish and improve a model since 2003. Border Management Bureau in MoI undertakes the main role in ensuring close cooperation and coordination among relevant bodies to enable effective border management. In the long run Turkey aims to achieve the EU overall strategic goal of open and secure borders by increasing the institutional capacity for alignment with EU IBM policy.

Collaboration with FRONTEX, including statistical information exchange on irregular migration, continues in accordance with the Memorandum of Understanding (MoU) signed in 2012. Moreover, on 27 February 2014 a Cooperation Plan was signed between the Turkish Ministry of Foreign Affairs and FRONTEX that aims at further implementing operational cooperation in following issues: exchange of information and relevant analytical products, risk analysis, joint operations and projects, training, research - development and other topics.

On the other hand, during the institutionalization of a border management model for Turkey, current border management authorities continue to improve their control and surveillance capacities. Border surveillance capacity of Turkey is enhanced via EU funded (ongoing) projects and national funded projects in areas such as maintenance and repair of border lightning systems, border patrol roads and other border security systems.

As a complementary issue of IBM, Ministry of Customs & Trade (MCT) increases its effectiveness on passenger and cargo controls. For a risk-based passenger and cargo controls, the study to obtain Advanced Passenger Information (API) from airline companies has been initiated recently. Furthermore, a study on the possible customs control designs for better organized green and red lanes

took a start. Relevant needs have been identified under an IPA 2007 project (title: Technical Assistance for Development of the Border Management Roadmap and Execution of a Border Gate Survey in Turkey). The project's gap analysis report listed recommendations about actions to be taken at airports in Turkey. Considering the passenger and cargo volume, as well as the number of the flights, Ataturk Airport (Istanbul), Antalya Airport and Esenboga Airport (Ankara) would be the three major pilot airports. Needs do not only concern the strengthening of and standardizing the customs control, but also the upgrading of the border controls and border surveillance.

Moreover, according to statistics, there is a decrease in the numbers and quantities of drug seizures around the world. However, MCT continues to increase its capacity of fight against organized crimes and combat smuggling attempts. MCT recently opened its own dog training center. The centre is currently creating its own capacity based on the experience and skills gained in other law enforcement agencies' facilities.

RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

The Home Affairs sub-sector includes alignment activities of many institutions. Main priorities for EU assistance are included in the **IPA II Indicative Strategy Paper for Turkey**. Accordingly, the main objective of IPA II assistance under the Home Affairs sub-sector is to advance implementation of the visa liberalisation roadmap by improving Turkey's legal and administrative framework in Home Affairs in line with the EU *acquis* and EU standards.

In line with the main objective, the Action will especially support: (1) improving the legal and administrative infrastructures in the field of migration and asylum in line with EU standards to effectively manage migration flows and (2) achieving substantial progress in implementing institutional reform on integrated border management (IBM) via enhancement of technical and personnel capacity of borders and interagency coordination.

It is stated in the **Turkey Progress Report 2013** that significant progress was made with the adoption of the Law on Foreigners and International Protection in April 2013. It also stated that "adoption of the implementing legislation allowing to effectively enact all the provisions of the Law" and "to implement the new Law on the establishment, management and inspection of the [removal] centres" are now priorities.

The European Commission also underlines in **the Enlargement Strategy 2013-2014** the importance of the EU-Turkey readmission agreement and the visa dialogue towards visa liberalisation. The article 23 on Technical Assistance of the Agreement emphasizes the joint responsibility, solidarity and an equal partnership to manage migratory flows between Turkey and the European Union and in this context the Union stated its readiness to make available financial resources in order to support Turkey in the implementation of the Agreement.

The **Visa Liberalization Roadmap** identifies the areas where Turkey has to undertake legislative and administrative reforms to establish a secure environment for visa-free travel in line with the Readmission Agreement. The Roadmap addresses Turkey's requirements under the blocks of "document security, migration and border management, public order and security and fundamental rights".

Moreover, one of the crucial components of the "Integrated Border Management" concept adopted by the European Council in 2006 is interagency cooperation and one of the most important elements of interagency cooperation is exchange of information and adding value to shared information by risk analysis. This issue has crucial importance for Turkey as there are many institutions in charge of border management (see details under section Sector Approach Assessment). Therefore, establishing a well-functioning joint work, collaboration and data exchange mechanism is vital.

As regards **Turkey's own strategies and actions**, Ministry of Interior's Strategic Plan (established in line with the Public Financial Management and Control Law no. 5018) includes relevant objectives in the field of integrated border management, i.e.: the set-up of a border security organization under the responsibility of MoI; enhancing cooperation with the related institutions, EU countries and neighbouring countries; increased surveillance and control capacity at blue and green borders and border crossing points within the support of the projects, to be funded from EU and national sources; establishment of a modern and technological border security system at green and blue borders; and enhanced awareness of local administrators about duties and responsibilities on border management and service capacity.

As an affiliated institution DGMM will have its own strategic plan. The strategic plan (2015-2020) and the transition period workplan (2014-2015) are under preparation with the aim of to be completed by the beginning of the year 2015.

Besides these institutional strategic plans, reforms in the field of migration management have been guided by Turkey's Strategy Documents for Asylum and Migration (2003), the National Action Plan for Asylum and Migration (2005) and the Strategies for Second National Action Plan on Fight against Human Trafficking (2009). After the institutional reform with the establishment of DGMM, these strategic documents are being updated.

As regards IBM, efforts started with the preparation and adoption of the *National Action Plan towards the Implementation of Turkey's Integrated Border Management Strategy* in 2006. It sets priorities in the short and medium term, but also for long term priorities. It is also in line with the principles and best practices ensured in the EU Schengen Border Code and EU Schengen Catalogue. The Action Plan is still in force and a review is currently not foreseen.

SECTOR APPROACH ASSESSMENT

The Home Affairs sub-sector is cross-cutting many areas; hence there is a wide range of institutions and stakeholders. The **Ministry of Interior will be the lead institution** and responsible for overall coordination of the sub-sector. The Department of EU Affairs and Foreign Relations will be responsible for the programming issues with Projects and EU Affairs Branches. It is planned to establish working groups to meet regularly and monitor planning activities and projects. In addition, the Central Finance and Contract Unit (CFCU) will serve as the Contracting Authority to fulfill the duties arising from tendering, contract management, financial management and other relevant functions.

In the area of Migration and Asylum, DGMM will be the main authorized institution to implement migration policies of Turkey and coordinate migration related issues in Turkey. In the area of Integrated Border Management, Bureau of Border Management will be the main authorized institution under MoI. Despite of a pending law on Border Security, previous strategies and plans contribute EU alignment activities in this field within the contribution of related institutions and Ministries.

Moreover, Ministry of Customs and Trade-DG Customs Enforcement deal with the flow of goods through land Border Control Point's (BCP), seaports, airports and railroad BCP's. As a main service unit of TCA, DG Customs Enforcement performs the duties regarding law enforcement issues in these customs areas.

Other key institutions that will play a role in the implementation of activities under this sub-sector are: Turkish National Police, Turkish General Staff, Gendarmerie General Command, Turkish Coast Guard Command as well as IOM, UNHCR, UNDP, FRONTEX and relevant national and international NGOs for instance in the field of migration.

Sector and donor coordination:

The Reform Monitoring Group, consisting of the Minister for European Union and Chief Negotiator, Minister of Justice, Minister of Foreign Affairs, Minister of Interior has an overall coordinating role by monitoring the main developments in the field of political criteria and chapters 23 and 24.

As per the defined priority areas, Coordination and/or Monitoring Boards were also established in parallel with national level strategic documents. In migration and asylum related issues, a **Migration Policies Board** operates under the chairmanship of the Minister of Interior and comprises the undersecretaries of several other ministries. The Board shall convene at least once a year upon the call of the Chairman. The Board shall determine Turkey's migration policies and strategies and follow up on their implementation; develop strategy documents as well as programme and implementation documents on migration.

According to the article of the Law on Foreigners and International Protection, the **Coordination Board for Fight against Irregular Migration** is chaired by the Undersecretary of the Ministry of Interior or the Deputy Undersecretary to be assigned by the Undersecretary, shall consist of representatives from General Staff, Ministry of Labour and Social Security, Ministry of Foreign Affairs, Under-secretariat of the National Intelligence Agency, the DGMM and the relevant law enforcement units that are represented at least at the level of head of department. Its monitoring role is planning and monitoring the implementation of legislation preparation and enforcement works in the fight against irregular migration.

Moreover, the **Integrated Border Management Coordination Board** was established in 2010 under the Chairmanship of the Undersecretariat of the Ministry of Interior and with the participation of other relevant ministries. In previous meetings it adopted a.o. a "Protocol on Procedures and Principles of Inter-agency Cooperation on Integrated Border Management". The Board is responsible for developing strategies and policies for achieving the objectives listed in documents such as the *National Programme for the Adoption of the EU Acquis*, *National Action Plan to Implement Turkey's Integrated Border Management Strategy*, Decisions of the Reform Monitoring Group, Accession Partnership Documents and Progress Reports; monitoring and evaluating the implementation of the measures to be taken by public institutions and organizations and ensuring high-level coordination and cooperation.

Donor coordination

Over the last ten years various projects were implemented with the support of donor institutions. United Kingdom, Netherland (MATRA Funds) and Sweden (SIDA) are the prominent EU Member States that have donor role in the Home Affairs sub-sector. Other countries and organisations that are actively cooperating with DGMM are Norway, Switzerland, IOM and UNHCR. . As lead institution Ministry of Interior will be increasingly take on the coordination of identification and programming procedures of proposals that have common objectives. To prevent duplications of similar activities donor coordination meetings will be arranged. During these meetings projects that are in the stage of identification could be reviewed and compared with other cross cutting thematic fields.

In the field of border management, there have been previously completed projects supported by different donors such as United Kingdom, Netherland (MATRA) and IOM. These activities aimed at providing technical support and capacity building to Border Management agencies; enhancing the risk analysis capability of National IBM task force; enhancing the capacity of border security units in the field of combating forged travel documents. Moreover, within the years 2014-2015 some other projects are also planned to be implemented with the support of United Kingdom which aim at strengthening the capacity on forgery detection and enhancing flow of information on irregular migration." In the future similar activities are expected to be maintained with the support of above-mentioned/other donors and Border Management Bureau will continue to take over the duty of coordination in this field.

Mid-term budgetary perspectives

Turkey has a multi-annual budgeting system which is defined in the Public Financial Management and Control (PFMC) Law no.5018. The law requires the annually preparation of the Medium Term Programme (MTP) Moreover, Medium Term Fiscal Plans (MTFP) is developed by Ministry of Finance in line with Medium Term Program. By this law, it is aimed to ensure that the public institutions develop their own strategic plans and budget on the basis of their performance programs prepared in line with the national plans.

Public institutions prepare their institutional budget proposals based on figures, principles, targets and appropriation ceilings determined in the MTP and MTFP. Institutional discretion and flexibility have been enhanced by allowing agencies to transfer appropriations among their relevant budget items. To improve allocative and operational efficiency in budgeting, strategic planning and performance based budgeting were introduced.

The draft Strategic Plan of the MoI (2015-2019) foresees indicative annual allocations from the national budget linked to the strategic plan's specific objectives. Moreover, there are several other ongoing and planned national funded activities and projects in the field of border management (for details see annex).

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

During the previous IPA implementation period, several projects were completed and these projects had a major impact on project implementation experience.

In the field of migration and asylum

EU funded projects had a major effect on designing strategies and action plans in line with EU alignment processes.

Before the establishment of DGMM, capacity building activities on migration management were coordinated by TNP via the Department of Foreigners, Borders & Asylum. "Establishment of Country of Origin Information and Asylum Case Management" was implemented with the partner country Federal Republic of Germany as a twinning project. After the establishment of the DGMM, it is authorized to assist public institutions and agencies in scheduling and developing projects related to migration, evaluate and approve projects proposal, monitor the work and on-going projects, and support their implementation to ensure compliance with international standards. As a result, the ongoing projects related migration and asylum will be transferred from TNP to the DGMM.

IPA 2007 and IPA 2010 included projects on establishment of reception and removal centres for asylum seekers and refugees as well as for illegal migrants. . Constructions for six reception and one removal centre have started in 2012 and will be finished at the second part of 2014. The related TNP project teams are transferred to DGMM for the successful completion of the project. Furthermore, DGMM has taken over IPA 2011 projects from TNP whose implementation will start in 2014, notably the "Protection of Victims of Human Trafficking" project and the "Assisted Voluntary Return and Reintegration of Irregular Migrants in Turkey through Strengthening and Developing a National AVRR Mechanism" project which aims to strengthen the National Referral System.

Complementary activities for the combat against human trafficking, AVRR mechanism, language analysis, capacity building for implementation of the EU-Turkey Readmission Agreement are also foreseen under IPA -2013 in the sector fiche of Migration and Border Management which includes four operations with an overall IPA contribution of almost EUR 16.3 m, including "Supporting Turkey's Efforts to Manage Migration" with IOM. Activities under the 2014 action will therefore allow for continuation while attention has to be paid in the contracting preparations to ensure sequencing between the actions and complementarity of the activities and sustainability of the outcomes.

Within the scope of the "Supporting Turkey's Efforts to Manage Migration" project, it's aimed to support the development of a systematic voluntary return fund and a related programme for different migrant groups through analysis on actors, needs and assistance during and following return process with IOM and other relevant international partners therefore, this particular activity of the above mentioned project will set a basis to the proposed Activity 3 "Assisted Voluntary Return of Irregular Migrants in Turkey" on establishing a comprehensive and sustainable practice for voluntary return and reintegration assistance.

Besides, proposed Activity 2 on "Capacity building for Effective Nationality Determination" will be supported with the 2013 "Supporting Turkey's Efforts to Manage Migration" project by assessing language analysis systems used by EU member States by organizing assessment missions, performing

desk reviews. Thus, the necessary preliminary components of the proposed Activity will be fulfilled beforehand.

Another aspect that will be covered within the scope of the 2013 "Supporting Turkey's Efforts to Manage Migration" project will be supporting the capacity of civil society organizations working in the field of migration through primary activities which will be developed further in the Activity 4 on "Cooperation with Civil Society in Turkey in the field of migration and international protection" as well as will be supporting the CSO- Public dialogue and awareness raising with primary activities that will be complemented further with the Activity 5 "Migration and International Protection matters - promoting public awareness".

Furthermore, Trainings for removal centre staff will be done within the scope of the "Supporting Turkey's Efforts to Manage Migration" project which will complement the Activity 1 "Refurbishment and Maintenance of Removal Centres". In addition to that the necessary documents for contracting will be supplied by the means of ESEI.

In the field of integrated border management

During the pre-implementation period of some projects in the IBM field, SEI funds for TA services (such as preparation of TS documents, technical reports) contributed to the proper commitment of project funds and helped the Border Management Bureau to overcome complex technical issues.

Ongoing projects, which include procurement of technical equipment and training programs, already contribute to similar overall objectives as this IPA 2014 action. Lessons learned from demining projects, where one tender has been launched for the 2011 and 2012 demining supply components, will be taken into account in the tender process of two phases of EU border projects (IPA 2013 and IPA 2014).

Also, thanks to previous projects awareness regarding the IBM concept has been raised and technical equipment has been provided to relevant institutions such as Land Forces Command, Gendarmerie General Command, Turkish National Police and Coast Guard Command. Moreover, institutional capacity and awareness has been increased via training programmes for border staff from relevant institutions.

Lastly, awareness raising and trust building activities with neighbouring EU countries (Greece and Bulgaria) are being carried out with a phase 1 project under IPA 2010 whose implementation is about to start. The experience and practices gained in these projects will be a basis for future regional cooperation and coordination activities as foreseen under this action.

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	
To advance implementation of the visa liberalisation road map by improving Turkey's legal and administrative framework in Home Affairs in line with the EU acquis and EU standards.	Number of requirements fulfilled under the Visa Liberalisation Roadmap. Progress made towards meeting accession criteria	Regular reports on implementation of Visa Liberalisation Roadmap (DG Home) DG ELARG – Progress Reports	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
(1) To improve the administrative infrastructures in the field of migration management , including international protection, in line with the Law on Foreigners and International Protection and the requirements of the EU-Turkey Readmission Agreement. (2) To improve border security and surveillance through modernization of border surveillance systems and enhanced inter-agency collaboration in line with the EU's integrated border management policies and strategies.	Level of progress achieved in alignment with EU acquis and standards. Number of illegal migrants returned to countries of origin (voluntary and forced return). Number of illegal border crossings (incl. trafficking in human beings) prevented. Quantities of illegal goods (drugs, cigarettes, explosives, etc.) seized at borders.	Progress Reports – chapter 24 assessment (DG ELARG) Quick Statistics of IOM on AVRR and/or DGMM statistics on Turkey's removal capacity ¹ FRONTEX Reports EUROSTAT Reports	If the Specific Objective is achieved, what assumptions must hold true to achieve the Overall Objective
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
<u>Migration and asylum</u> <u>Result 1</u> Enhanced removal capacity for irregular migrants in line with EU best practices and international standards.	Number of removal centres functioning in line with international standards. Quantified hosting capacity for irregular migrants in removal centers in Turkey.	- Statistical records of DGMM	If Results are achieved, what assumptions must hold true to achieve the Specific Objective

¹ Assisted Voluntary Return and Reintegration Statistics will be taken from IOM Quick Statistics as they are currently implementing AVRR projects worldwide and DGMM's statistics on AVRR will be relevant to identify the added value the specific activity brings to the Turkish System.

<p><u>Result 2</u> Capacity for nationality identification of migrants is improved, , incl. through piloting a language analysis system and purchase of relevant technical equipment;</p>	<p>Number of professionals available for linguistic advice. Number of capacity building trainings and meetings with EU MS conducted Necessary technical equipment is installed and functioning properly</p>	<p>- Database of professionals on linguistics advise Regular Project Reports Registration reports of DGMM on identified migrants</p>
<p><u>Result 3</u> Comprehensive and sustainable practice for voluntary return and reintegration assistance established</p>	<p>Number of irregular migrants that have received gender-sensitive Voluntary Return Assistance. Number of irregular migrants that have received gender-sensitive reintegration assistance. Number of DGMM personnel trained to sustain operational capacity for AVRR.</p>	<p>Statistical records of DGMM and/or IOM - Project Regular Reports - List of supported persons</p>
<p><u>Result 4</u> Capacity of CSOs working on migration and international protection and their cooperation with EU counter-parts and public institutions (incl. in decision making) has been improved.</p>	<p>Number of trainings for relevant CSOs delivered Number of peer to peer exchange with EU based CSOs and public authorities set up Number of consultations and cooperation agreements between DGMM and CSOs</p>	<p>- Project Regular Reports - Registration reports of participants - Statistical records of DGMM - List of CSO's involved in activity</p>
<p><u>Result 5</u> Awareness of key stakeholders about migration and international protection has been raised through a systematic approach (incl. media).</p>	<p>Number of key stakeholders (differentiated by target groups) that have been reached.</p>	<p>- Project Regular Reports - Statistical records of DGMM - Evaluation reports of surveys</p>
<p><u>Result 6</u> Provision of educational services for Syrians benefiting under temporary protection and related institutional capacity has increased</p>	<p>Number of Syrian children with access to education</p>	<p>- Statistical records of MoNE and UNHCR</p>
<p><u>Integrated Border Management</u></p>		
<p><u>Result 7</u> Institutional capacity and operational know-how in terms of border</p>	<p>Km of area coverage for modernised surveillance at Western borders</p>	<p>- Duty reports/ technical reports of institutions responsible for border</p>

<p>surveillance and fight against irregular migration at Turkish -EU Borders has been increased</p> <p><u>Result 8</u> The capacity for customs controls and surveillance at pilot airports will be increased.</p> <p><u>Result 9</u> Interagency cooperation has been enhanced through the establishment of a National Coordination and Joint Risk Analysis Center (NACORAC)</p>	<p>Number of border surveillance staff trained</p> <p>Number of personnel trained at pilot airport, following a training of trainers. % of total checks for which new control equipment has been used. Number of dog trainers and dogs trained for detection of different types of goods</p> <p>Amount of exchanged data - IBM Integrated Database, IBM Risk Management Module, Interagency secure data/information exchange modules are in place</p> <p>- Number of new passport stamp devices</p>	<p>surveillance</p> <ul style="list-style-type: none"> - Documents related to the procurement of equipment and system -Attendance list of the training programs. - Project Progress Reports - Statistical Records of TUIK - Project Regular Reports - Interim and final evaluation reports of activities - TCA Annual Report - WCO Customs Enforcement Network - Procurement related documents for equipment and system for establishment of NACORAC - Reports and statistics of NACORAC - Reports of the “Twinning Light” activity - Documents related to procurement of passport stamp devices 	
ACTIVITIES	MEANS	OVERALL COST	ASSUMPTIONS
<p>Activity 1. Refurbishment and Maintenance of Removal Centres</p> <p>Refurbishment and equipping of existing 13 removal centres to comply with EU and international;</p> <p>Supervision of works for refurbishment;</p>	<p>Supply & Works & TA for works supervision</p>	<p>Total Budget : € 81 875 000</p> <p>EU Contribution : € 69 272 500</p>	<p>Stakeholder dedication to participate and corporate throughout process.</p> <p>Continued commitment to the EU accession process.</p>

Equipping 7 newly constructed removal centres.			
<p>Activity 2. Capacity building for Effective Nationality Determination</p> <p>Developing a functional system for nationality determination;</p> <p>Technical meetings/activities with experts and EU Member States to learn from best practice for language analysis and evidence gathering;</p> <p>Setting up a pool of professionals and academic network for linguistic advise for nationality determination and selected language(s);</p> <p>Pilot initiative for one selected country of origin with a small caseload implemented to draw conclusions for extension of mechanism;</p> <p>Purchase of software for e-learning programme and of necessary technical equipment purchased;</p> <p>Development of e-learning programmes and implementation of trainings, particularly for personnel in the border provinces;</p> <p>Information gathering through Consular Affairs cooperation including migration counsellors and attaches in overseas agencies of the DGMM.</p>	Technical Assistance & Supply		
<p>Activity 3. Assisted voluntary return and reintegration of irregular migrants in Turkey</p> <p>Dissemination of information about AVRR programme to relevant embassies and consulates, NGOs assisting irregular migrants and to migrants, in collaboration with local authorities, including in target reception and removal centers</p> <p>Appropriate counselling on AVRR options, registration and interviewing of applicants, also to assess eligibility for assistance; referral of potential asylum seekers to the appropriate institutions;</p> <p>Verification of existing documentation and arranging necessary and appropriate travel documentation as well as preparation of logistical travel arrangements;</p>	Indirect Management Implementation Agreement (IMDA) with IOM		

<p>Coordination with IOM missions in transit and origin countries for further assistance if/when necessary and provide for reception assistance at airports to ensure safe departure;</p> <p>Provision of pocket money to returnees and ¼ of cash grant as well as necessary in kind aid that is necessary to 5.000 returnees;</p> <p>IOM Headquarters will provide support to the IOM office in Turkey, the transit or origin country, when necessary in regard to the return movements;</p> <p>Training of relevant staff in DGMM to be able to sustain the AVRR mechanism beyond the duration of the activity.</p>			
<p>Activity 4. Cooperation with Civil Society in Turkey in the field of migration and international protection</p> <p>Mapping exercise and assessment studies for stock-taking of CSOs active in the fields of migration and international protection;</p> <p>Development of training modules for CSOs and implementation of training activities, including on cooperation with public authorities in the field of migration</p> <p>Facilitation of peer-to-peer exchange with EU-based CSOs set-up of structures for structured exchange with public authorities</p>	<p>Technical Assistance</p>		
<p>Activity 5. Migration and international protection matters - promoting public awareness</p> <p>Participatory strategic planning and preparatory activities for development of awareness raising programme, incl. consultation meetings, surveys leading to analysis report;</p> <p>Development and dissemination of communication and awareness toolkit, incl. through conferences, workshops and briefing sessions;</p> <p>Development and implementation of a media campaign with journalists and cooperation with media institutions and platforms.</p>	<p>Technical assistance</p>		

Activity 6. Provision of educational services for Syrians benefitting from temporary protection

Support to the MoNE at national and provincial level in strategic planning, capacity building and in ensuring access of Syrians benefitting from temporary protection children and youth under temporary protection to quality, inclusive education;

Support to the MoNE in providing vocational education and training for Syrian adults and youth and other members of most affected host communities.

Support to the MoNE in providing language education activities for Syrians benefitting from temporary protection in all ages;

Support to secondary legislation development for provision of educational services to Syrians benefitting from temporary protection in Turkey;

Providing support (including scholarships, educational expenses, accommodation, language training etc.) to Syrian students aiming to continue their higher education;

Refurbishment or construction or provision of pre-fabricated schools and of additional schools for provision of educational services to children in most affected host communities and for effective inclusion of Syrian children into the Turkish education system.

Supplies for equipping schools and school kits (bags, essential equipment) for children in most affected host communities;

Production of education materials and programmes for inclusion and adaptation of Syrian children into the Turkish national education system;

Support to skills development of educational and other relevant staff dealing with Syrian children, including skills to address the needs of vulnerable and/or affected children.

IMDA with UNHCR

(These activity can be implemented with UNICEF and other institutions)

<p>Activity 7. Border Surveillance Capacity between Turkey and the EU - Phase 2</p> <p>Modernisation of surveillance at land borders with the EU through supply of relevant equipment;</p> <p>Implementation of training activities for 200 border staff.</p>	<p>Supply & Direct Grant</p>		
<p>Activity 8. Improvement of Customs Enforcement Capacity</p> <p>Standardisation of customs checks and controls at three pilot airports;</p> <p>Training of trainers in the field of passenger and cargo controls and subsequent training of personnel at three pilot airports;</p> <p>Training of five new dog trainers and of at least four types of detector dogs (drugs, cigarettes, explosives, etc.);</p> <p>Installation of new surveillance equipment the pilot airports.</p>	<p>Twinning & Supply</p>		
<p>Activity 9. Establishment of a National Coordination & Joint Risk Analysis Center (NACORAC) and an Integrated Border Management Integrated Database</p> <p>Development of organizational and operational model for NACORAC, based on EU requirements and best practices;</p> <p>Installation of system technology to support NACORAC established;</p> <p>Introduction of IBM integrated database, IBM risk management module, interagency secure data/information exchange modules and other necessary software modules;</p> <p>Development of decision making models, based on EU requirements and international best practices;</p> <p>Supply of new passport stamp devices for Turkish National Police</p>	<p>Supply 1 – 2 & Twinning Light</p>		

ADDITIONAL DESCRIPTION

Migration and asylum

Activity 1 - Refurbishment and Maintenance of Removal Centres: DGMM will refurbish the 13 removal centres for irregular migrants taken over from the TNP to comply with the international and European standards. Moreover, supplies are foreseen for seven new removal centres constructed with national funds. As not all of the existing removal centres of TNP can be taken over, DGMM has already planned to construct the additional 7 removal centres. The tendering process of the constructions is ongoing. The activity is part of DGMM's efforts to increase its capacity to fulfil the requirements of the EU-Turkey Readmission Agreement.

Activity 2 - Capacity building for Effective Nationality Determination: The Turkish administration faces difficulties in deciding eligibility for refugee status of an increasing number of asylum seekers who arrive without documents and in some cases as irregular migrants. Language analysis is used by some of the EU member states in order to determine the nationality of asylum seekers and irregular migrants. The main elements of the activity are:

- I- Enhancing the capacity of the Directorate General of Migration Management in the process of determination of the nationality through establishing language analysis system, strengthening relevant infrastructure, technical capacity and developing tools for gathering evidence;
- II- Strengthening the capacity of DGMM's staff in the provinces and relevant agencies such as law enforcement on the identification through conducting comprehensive training programme;
- III- Strengthening the knowledge management and research capacity related to country of origin information;
- IV- Enhancing intra-inter-institutional and international cooperation

Activity 3 - Assisted voluntary return and reintegration of irregular migrants in Turkey: the activity aims to support DGMM for Assisted Voluntary Return and Reintegration of stranded irregular migrants in Turkey to their countries of origin. It will support the establishment of a comprehensive and sustainable voluntary return and reintegration assistance and monitoring to stranded migrants and those in particularly vulnerable situations in cooperation with relevant authorities and other partner organisations. The AVRR support to Turkey before the implementation of the Readmission Agreement (RA) with the EU is a practical tool for enhancing the capacity in the removal centres and contributing to the effective implementation of the RA. In addition, AVRR is the most humanistic method for removal of the irregular migrants where the human rights of the concerned persons are preserved. Besides, an efficiently working AVRR mechanism in Turkey would definitely decrease the concerns of EU member states about irregular migrants. Last but not least, Turkey considers that the AVRR mechanism will be a more cost effective method as the EU Commission Members stated in the previous talks in Brussels. DGMM has taken over from TNP an IPA funded AVRR project which is expected to start in 2015 and therefore this new AVRR project will be complementing the previous one in a timely manner. The activity will also include capacity building activities in line with the international standards.

Activity 4 - Cooperation with Civil Society in the field of migration and international protection: DGMM aims to strengthen cooperation with the Civil Society Organizations by increasing their capacity to work in the field of migration and international protection. The Activity is composed of three main pillars:

- I- To enhance the technical knowledge and capacity of CSOs to actively contribute to policy and decision making in the field of migration management in Turkey through identification and mapping of CSOs active in the field of migration and designing training modules and delivering

trainings to the CSOs of concern as well as developing CSOs project implementation and funding capacity to ensure their sustainability and independence.

II- Strengthening efficient network building of CSOs and improve the environment for dialogue between civil society and public authorities on migration matters in Turkey through identification of already existing CSO migration networks, supporting establishment of new NGOs or extending area of work of existing NGOs for focusing specific areas, making of a gap analysis and supporting strengthening a nation-wide CSO migration network. Besides capacity building activities will be conducted within the scope of this pillar;

III- Pillar is directly linked with identification of areas where CSOs may take role in implementing partner.

Activity 5 – Migration and international protection matters - promoting public awareness: the activity aims to develop a nation-wide awareness raising programme and foster mutual understanding, improve interaction, and encourage a proactive involvement of all local actors in the new migration management system and raising awareness among public administrators, municipal and local government officials, NGOs, and the host society about the socio-cultural diversity that migrants bring, their rights, obligations and migrants' contributions both in host society as well as their home countries.

Activity 6 – Provision of basic services for Syrians benefitting from temporary protection: the activity aims to support the Government of Turkey in dealing with the management and integration of the large Syrian population by improving the administrative infrastructures for provision of services to refugees under temporary protection in line with the Law on Foreigners and International Protection and secondary legislation. The Temporary Protection Regulation issued on 22 October 2014, provides that education activities for foreigners under this regime (including Syrians under temporary protection) shall be carried out under the control and responsibility of the Ministry of National Education (MoNE). For taking over these tasks, secondary legislation will need to be developed and the capacity of MoNE needs strengthening both at national and provincial levels.

As regards provision of educational services, access to quality, inclusive education for all Syrian children both inside and outside camps is a top priority to avoid a lost generation. According to UNHCR, UNICEF and the MoNE in October 2014 the total number of Syrian children in age of education residing in Turkey is between 350.000 and approximately 500.000. Various learning centres have been set up and are functioning in camps and outside of camps. Smaller number of pupils is registered in regular Turkish schools. However enrolment levels in schools are low especially for the out of the camp population and especially girls. Overall, national capacities are put under stress, resulting in need of additional schools and recreational infrastructure, as well as integration support to the national education system. In host communities most affected, resilience needs to be built in an inclusive manner and following the do-no-harm approach. Besides needs for additional spaces and school supplies, there is a need for skills development of educational staff dealing with (partially traumatised) refugee children as well as development of educational materials.

To promote and facilitate integration of Syrians benefitting from temporary protection with host communities, language proficiency is a key requirement, regardless of age groups. To improve livelihood opportunities, youth and adults need to improve other skills through vocational education and training. An inclusive approach that involves and provides for opportunities to host communities as well will help to address the impacts of additional population on most affected municipalities and thereby contribute to social inclusion and integration.

Integrated Border Management

Activity 7 - Border Surveillance between Turkey and the EU - Phase 2:

With the supply component a technological, electronic, new surveillance system (comprising stationary surveillance towers, command and control centers and mobile surveillance vehicles) will be developed between Turkish and EU land borders.

Main beneficiary of the activity is Ministry of Interior and co-beneficiary and end-user is Turkish General Staff (as currently Land Forces are active as border guards). All equipment, material procured and know-how accumulated within this operation is foreseen to be transferred to the future Border Security Agency when established.

The activities to be undertaken within the direct grant component will make use of the training model and curriculum developed under the IPA 2013 phase 1 operation. 200 staff of border guards working on the procedures and practices regarding irregular migration shall be trained. It is targeted to improve the capacity to deal with apprehension of irregular migrants/smugglers at the borders and deliverance of them to the relevant authorities.

In this context, although the final end is to harmonize the procedures with the EU standards, the operation is aiming to develop and understanding with respect to the more general framework, pertaining the international law and practices to combat this global phenomenon with vision as a "law enforcement authority" but not military.

Activity 8 - Improvement of Customs Enforcement Capacity:

Considering the passenger and cargo volume, as well as the number of flights, Ataturk Airport (Istanbul), Antalya Airport and Esenboğa Airport (Ankara) have been identified as pilot airports for this activity. Ataturk Airport and Antalya Airport have the most direct international flights and accordingly international passengers. Thus, these two airports face the highest risks for illegal immigration and smuggling of illicit goods. Despite its smaller size, direct international flights to Esenboğa are from countries with high risk in terms of illegal immigration, as well as the smuggling of illicit goods. Moreover, customs controls of international passengers destined to Ankara are carried out at Esenboğa Airport.

The twinning contract will mainly focus on the procedures and transactions carried out at the pilot airports. It will also help to establish better coordination mechanisms between the border authorities working at the airports. Standardized control procedures will be determined and cooperation and information exchange solutions will be drawn up. The twinning project will also include a small activity to increase the capacity of the recently established customs dog training center including recommendations and training activities for the dog training center.

The Dog Training Centre of Turkish Ministry of Customs and Trade is a central body located in Ankara. The twinning component of the project envisages that the dogs will be trained at the centre and having completed the required training period, they will be delivered to the above mentioned three pilot airports; namely, Atatürk, Esenboğa and Antalya airport.

The supply contract for equipment to be used at the airport is based on an analysis carried out by MCT which identified scanners, mobile readers, detectors and CCTVs (Closed-circuit television) system as primary needs for better border and customs control. The activity also foresees the procurement of detector dogs which will carry out and facilitate the search of the passengers, luggage/bags and cargo. The list of the necessary equipment is detailed in the Annex.

Activity 9 - Establishment of a National Coordination & Joint Risk Analysis Center (NACORAC) and an Integrated Border Management integrated database:

Establishment of the NACORAC under the responsibility of Ministry of Interior will enable inter-agency cooperation; it will pave the way for sharing data, combining derived data in a common database and return of collected data to the institutions after a joint risk analysis process. Consequently, an efficient statistical infrastructure will be developed, saving of resources will be achieved, joint working culture will be formed and planning for joint operations will be allowed.

Border Management Bureau will use ESEI funds to conduct market research and for preparation of technical specifications document. In terms of the Supply 2 component, main beneficiary of the activity is Ministry of Interior and co-beneficiary and end-user is Turkish National Police.

At border crossing points, passport stamp devices used in Turkey are not compatible with the ones in EU member states. Besides, current devices have lots of security deficits and can be easily counterfeited. Moreover, the existing devices cannot be practically used. For instance, everyday 1,5 hours is spent for the change of dates of the stamps at Istanbul Atatürk Airport and this leads to long queue in front of the passport control booths especially when entrance of foreigners are intense. It is foreseen that, indicatively, 3500 new passport stamp devices, compatible with EU standards, will be acquired. These devices will be used in all land, sea and air border crossing points in Turkey.

Moreover Turkey has to meet the requirements specified at Visa Liberalisation Roadmap section “Block-1: Document Security”. It is indicated that Turkey has to comply with ICAO and EU Standards and implement appropriate administrative measures ensuring the integrity and security of the personalization and distribution and validation process for international passports and other breeder documents.

Since the new passport stamp devices will be more secure and in accordance with EU standards, the data and statistics (obtained from more secure passports/travel documents) on entries-exits on border crossing points provided by Turkish National Police to NACORAC will be more reliable. This will contribute to a more trustworthy data exchange, sound common database and joint risk analysis activities.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

Activity 1. Refurbishment and Maintenance of Removal Centres – Main Beneficiary: MoI-DGMM.

Activity 2. Capacity building for effective nationality determination – Main Beneficiary: MoI-DGMM

Activity 3. Assisted Voluntary Return and Reintegration of irregular migrants in Turkey – Main Beneficiary: MoI-DGMM

Activity 4. Cooperation with civil society in the field of Migration and international protection – Main Beneficiary: MoI-DGMM

Activity 5. Migration and International protection Matters - Promoting Awareness Raising – Main Beneficiary: MoI-DGMM

Activity 6. Provision of educational services for Syrians benefitting from temporary protection – Main Beneficiaries: MoNE

Activity 7. Border Surveillance between Turkey and the EU - Phase 2 – Main beneficiary: MoI - Border Management Bureau; Co-beneficiary: General Staff-Land Forces Command

Activity 8. Improvement of Customs Enforcement Capacity - Main Beneficiary: Ministry of Customs and Trade

Various other institutions and companies involved in the security of the airports will also benefit from this activity.

Activity 9. Establishment of a National Coordination & Joint Risk Analysis Center (NACORAC) and an Integrated Border Management Integrated Database - Main beneficiary: Ministry of Interior (Border Management Bureau); stakeholders are Land Forces Command, Gendarmerie General Command, Coast Guard Command, Turkish National Police, Directorate General of Migration Management, Ministry of Health, Ministry of Food, Agriculture and Livestock, Ministry of Customs and Trade and Ministry of Transportation

The co-beneficiary for the second supply component is Turkish National Police.

IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

Activity 1. 1 TA for works supervision and tendering process and 1 Supply and 1 Works contracts for refurbishment.

DGMM proposed an ESEI activity in order to set down market survey and exploration for the tendering process of the activity and has already forecasted an estimated budget with its own resources and in preparation of the Technical Specifications document.

Activity 2: 1 Technical Assistance and 1 Supply contract

The supply component of the project is being designed through a rapid assessment under SEI funds, the relevant TOR for the supply component is under preparation.

Activity 3: 1 Indirect Management Delegation Agreement (IMDA) with IOM

Activity 4: 1 Technical Assistance contract

Activity 5: 1 Technical Assistance contract

Activity 6: Indirect Management Delegation Agreement (IMDA) with UNHCR

Activity 7: 1 Supply contract and 1 Direct Grant with UNDP.

It is foreseen that one tender will be carried out for “Increasing Border Surveillance Capacity of Borders between Turkey and Greece” (Phase-1) which was adopted in IPA 2013 Programme and activity 7 (Phase-2). SEI funds will be used for the preparation of procurement dossiers of both projects.

Activity 8: 1 Twinning and 1 Supply contract;

1- Twinning Component would include two parts. The first and the intense part would relate to the customs control at the airports. The second component would be focusing on the capacity increase of dog training centre. There will only be one twinning contract for both parts (total budget of the twinning project would be EUR 2.5 million. Turkish Government will provide relevant co-financing of twinning activity. Besides, MCT would provide the office for the RTAs and also the training facilities during the trainings. MCT would be the only responsible authority during the contracting phase.

1- Supply Component would consist of the purchase of several equipments required at the airports and also for the dog training centre. There will only be one supply contract with different lots depending on the variety of the equipments (total budget of the supply project would be EUR 3 million. Turkish Government will provide relevant co-financing of the investment support. MCT would be the only responsible authority during the contracting phase.

Activity 9: 2 Supply and 1 Twinning light contract.

1- Twinning light component will be based on establishment of risk analysis center, data protection, data exchange and inter agency cooperation. 2- Supply 1 component will include the system and equipment for the establishment of the National Coordination and Risk Analysis Center.

3- Supply 2 component will include acquirement of new passport stamp devices.

Currently, the institution in charge of passport control is Turkish National Police (TNP). Main beneficiary of the project will be Ministry of Interior and co-beneficiary and end-user will be TNP. Co-beneficiary will utilize the passport stamp devices for border control activities.

The pre-condition for the contracts to be realized is the enactment of the draft data protection law. In case the above-mentioned law is in force, data sharing and collecting activities shall be implemented in accordance with the provisions of the related law.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

In terms of monitoring of EU funds under the IPA structure, candidate countries are required to establish a monitoring and evaluation mechanism similar to Structural Instruments. In this framework, monitoring and evaluation units were established. Monitoring and evaluation structure of the projects conducted under IPA is also defined in the Prime Ministry Circular No. 2009/18. Monitoring Committees are established on component level for Component I and Component V, and on operational programme level for Component III and Component IV, to carry out the tasks defined in the Framework Agreement, Sectoral Agreement and Financing Agreement. In joint programmes carried out with related countries under Component II, joint monitoring committees are established. Besides, **Sectoral Monitoring Sub-committees (SMSC)** have been established at sub-sector level under the previous IPA instrument's component I.

Implementation of the sector approach is starting in the IPA II period (2014-2020) and at the time of programming the details of the monitoring structure under IPA II are still being clarified.

Monitoring is conducted via various levels of monitoring committees' tools. In this respect, a Monitoring Committee, which convenes once a year and is co-chaired by the NIPAC and representatives of the EC will be in place.

Concerning sub-action level monitoring, taking due note of the coherence between the existing structure and the content of Sector Planning Document, SMSCs will serve for monitoring the implementation of national sector /sub-sector strategies in Home Affairs Sub-sector.

The SMSC will meet twice a year and is composed of representatives from MEU, NAO, CFCU, EUD, the lead institution of the sector/sub-sector and representatives of beneficiary institutions, donor institutions and NGOs. Participation of other stakeholders will be ensured when deemed necessary.

Similar to the previous implementing period (2007-2013) sub-committees should be revised in accordance with the new sector approach in IPA-II term (2014-2020). Under Home Affairs Sub-sector, monitoring meetings will be arranged by MoI and MoEU within the participation of the Central Finance and Contracts Unit, EU Delegation to Turkey and relevant institutions. These meetings should also include discussions on relevant strategies and constitute a link between implementation and ongoing programming.

As for activity level monitoring, **Project Steering Committee (PSC)** will serve for this purpose. PSC meets at least quarterly or more frequently where relevant as per request of the members, to monitor the implementation of the project, achievement of results against indicators in the Action Document, and to agree on corrective actions as appropriate. The conclusions of the Steering Committee meetings will be agreed by all participants in the minutes of the meetings.

The Steering Committees will be composed of the representatives of project beneficiaries, the lead institution of the sub-sector, Ministry for EU Affairs, Under-secretariat of Treasury, Central Finance & Contracts Unit and EU Delegation to Turkey. Participation of other stakeholders will be ensured when deemed necessary.

INDICATOR MEASUREMENT

Indicator	Description	Baseline (year)	Last (year)	Milestone 2017	Target 2020	Source of information
Number of requirements fulfilled under the Visa Liberalisation Roadmap		Data to be inserted (2014)	Data to be inserted (2014)	Data to be inserted	Data to be inserted	Regular reports on implementation of VLR (DG Home)
Sub-action 1. Migration and Asylum						
Level of progress achieved in alignment with the EU acquis and standards		Data to be inserted (2012)	Data to be inserted (2013)	Data to be inserted	Data to be inserted	EU Progress Reports chapter 24 assessment (DG ELARG)
<i>Action outcome indicator</i> Number of irregular migrants returned to countries of origin (voluntary and forced return) ³	VR = voluntary return FR = forced return	VR= 0 FR= N/A (2015)	VR= N/A FR= N/A (year)	Data to be inserted VR= 1000 FR= N/A	Data to be inserted VR= 2000 FR= N/A	TNP Statistics, DGMM Statistics and/or UNHCR,IOM ,statistics
<i>Action output indicator</i> Number of removal centres functioning in line with international standards	Linked to activity 1	1 (2014)	0 (2013)	7+1+13	Total 27 ⁴	DGMM statistics
<i>Action output indicator</i> Quantified hosting capacity for irregular migrants in removal centres in Turkey	Linked to activity 1	750 (2014)	0 (2013)	4000 (2017)	8500 (2020)	DGMM statistics
<i>Action output indicator</i> Number of professionals and academicians available for	Linked to activity 2 Establishment of a pool of academicians and professionals for	N/A	N/A	N/A	A pool exists to consult on linguistic advise and	DGMM statistics from database on professional linguistic advise

³ The statistics about the returns are not considered coherent at this stage because the different institutions have statistics on the matter, DGMM's own statistics will be more relevant to be inserted in the near future with GOC-NET system (Migration Network).

⁴ 6 of the removal centres are forecasted under EU funding mechanisms.

Indicator	Description	Baseline (year)	Last (year)	Milestone 2017	Target 2020	Source of information
linguistic advise	nationality determination				nationality determined	
<i>Output indicator</i> Number of irregular migrants that have received gender-sensitive Voluntary Return Assistance	Linked to activity 3	0 (2014)	0 (2013)	0	5000	DGMM statistics
Number of DGMM personnel trained to sustain operational capacity for AVRR	Linked to activity 3	0 (2014)	0 (2013)	0	100	Project report
Number of trainings for relevant CSOs delivered	Linked to activity 4	N/A (year) (if applicable)	N/A (year)	N/A	N/A	Project report
Number of consultations and cooperation agreements organised between DGMM and CSOs	Linked to activity 4	N/A (year) (if applicable)	N/A (year)	N/A	N/A	Project report
Number of key stakeholders (differentiated by target groups) that have been reached	Linked to activity 5 (awareness raising)	N/A (year) (if applicable)	N/A (year)	N/A	N/A	Project report
Number of Syrian children with access to education out of total school age population - %	Linked to activity 6	163 000 out of 350 000 – 46.6% (October 2014)		60%	80%	MoNE and UNHCR statistics Project reports
Sub-action 2. Integrated Border Management						
Number of illegal border crossings (incl. trafficking in human beings) prevented	GR = Turkish-Greek land borders BG = Turkish-Bulgarian land borders	GR=7021 BG=3652 (2013)	Numbers will be higher than	Increase in the number of prevented	Increase in the number of prevented	FRONTEX statistics

Indicator	Description	Baseline (year)	Last (year)	Milestone 2017	Target 2020	Source of information
			for 2013	illegal migrants. ⁵	illegal migrants.	
Number of contraband cases detected at three pilot airports	ANT: Antalya Airport AHL: Istanbul Ataturk Airport ESB: Ankara Esenboga Airport	(2013) ANT: 77 AHL: 586 ESB: 65	(2013) ANT: 77 AHL: 586 ESB: 65	ANT: 112 AHL: 858 ESB: 95	ANT: 150 AHL: 1142 ESB: 126	Smuggling Database of the Ministry of Customs and Trade
<i>Action outcome indicator 1</i> Km of area coverage for modernised surveillance at Western borders	Linked to activity 7	Currently no modernised surveillance equipment (2014)	Modern equipment in use.	150 km of border area covered with Phase 2 would there not be more with phase 1?	Nearly 280 kms of border area covered (cumulated with Phase-1)	Technical Reports of institutions responsible for border surveillance (currently Land Forces Command, Border Security Agency once established)
<i>Action output indicator 1</i> Number of border surveillance staff trained	Linked to activity 7.		Border guards (Land Forces Staff) have not been trained. (2014)	200 staff trained	450 staff trained (cumulated with phase 1)	- <i>Reports of the project activities</i> - <i>Attendance lists signed by the participants</i> - <i>Certifications after all trainings have ended</i>
Number of personnel trained at pilot airports, following the training of trainers	Linked to activity 8	N/A	N/A	10 trainers	600 trained personnel	Training Certificates
% of total checks for which new control equipment has been used.		N/A	N/A	5 %	5 %	- Passenger Traffic Data - Number of Checks Data
Number of dog trainers and dogs trained for detection of	DT = dog trainers D = dogs	N/A	N/A	5 DT 5 D	20 DT 20 D	- Number of DT - Number of D

⁵ It may be almost impossible to meet the numeric targets for Milestone 2017 and Target 2020. Against all the measures taken at borders it may not always be possible to reduce irregular migration. This depends on some other factors, other than measures taken at borders, such as economic and social status of neighbouring countries, political regime changes, internal conflicts, terrorist activities at neighbouring countries, natural disasters etc.. The most concrete example was witnessed at Turkish-Syrian Borders. Before the internal disputes in Syria the number of illegal Syrian migrants who passed to Turkey was low. After internal conflicts have started at Syria the number of illegal passages to Turkey has increased considerably, although Turkey has increased the measures taken at borders (the number of personnel, vehicles and border monitoring devices.)

Indicator	Description	Baseline (year)	Last (year)	Milestone 2017	Target 2020	Source of information
different types of goods						
<i>Action outcome indicator 2</i> The mechanism for interagency data exchange and joint risk analysis	Linked to activity 9	Mechanism for simultaneous data exchange does not exist.	Mechanism for simultaneous data exchange established with the project end	Mechanism for interagency data exchange activities and sustainable cooperation among agencies continued	<i>Interagency cooperation, data exchange, risk analysis activities continued at satisfying levels in line with EU requirements</i>	Reports of the project and statistics of NACORAC
<i>Action output indicator 3</i> Number of modern passport stamp devices	Linked to activity 9 Passport stamp implementations will be in line with EU practices.	Currently no modern passport stamp devices available to TNP	Indicatively 3500 in use	Devices used effectively and accurate statistics on entries/exits and border crossing points provided to NACORAC	New devices in use by TNP in line with EU requirements and accurate data on entries/exits provided to NACORAC	Documents related to the procurement of equipment Reports of the project

5. CROSS-CUTTING ISSUES

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

According to the OECD-DAC's methodology, in the activities foreseen, environment and climate change (mitigation and/or adaptation) should be classified as "not targeted" (Rio markers), as these issues are not relevant in the context of this action. The activities on this Action Programme are envisaged not to have any negative effect to climate change. The activities of this action are envisaged not to have any negative effect on the environment or on climate change.

ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

All relevant national and international NGOs working on migration and border management and related CSOs will actively participate in the activities of this Action. CSO involvement in the migration related issues will be realised in particular under Activity 5: 'Cooperation with Civil Society in the field of migration and international protection' and Activity 6 'Migration and International protection Matters - promoting awareness raising'. During the implementation of the Activity 5, CSOs will be invited to join consultation and coordination meetings and they will be invited to the trainings and workshops. As for Activity 6, CSOs will be involved in the awareness raising activities.

Relevant international organisation and agencies to be involved are UNDP, IOM, UNHCR, ICMPD, and FRONTEX. DGMM has already consulted international organizations for the activities proposed for IPA 2014 funding.

EQUAL OPPORTUNITIES AND GENDER MAINSTREAMING

Equal participation of women and men is secured in the design of the operations and implementation stage in order to ensure that the services are provided on rights-based approach.

Based on fundamental principles of promoting equality and combating discrimination, participation to the activities will be guaranteed on the basis of equal access.

The Home Affairs sub-sector aims a meaningful participation of all individuals, both men and women in the design, implementation, monitoring and evaluation of all our operations and programmes. To implement this commitment, participation level of men and women in trainings and similar activities will be documented for monitoring purposes at the level of Steering Committees.

Activity 3 of the 2014 Action Document is directly linked to the AVRR mechanism which will include gender-sensitive return processes.

MINORITIES AND VULNERABLE GROUPS

According to the Turkish Constitutional System, the word minority encompasses only groups of persons defined and recognized as such on the basis of multilateral or bilateral instruments to which Turkey is a party. This Action has no negative impact on minority and vulnerable groups.

6. SUSTAINABILITY

Wide-range activities under this Action will serve to strengthen the Home Affairs sub-sector overall and contribute to the further alignment with the EU Acquis and increase implementation efficiency in line with EU best practices. The sustainability of this action will be ensured by the improved administrative structure. The government of Turkey is committed to carrying out and furthering political and legal reforms, as reflected in strategy documents.

In the field of migration management, the proposed activities aim to strengthen Turkey's and more specifically DGMM's capacity to implement EU-Turkey Readmission Agreement (RA). Activities related to the maintenance and supply for the Removal Centres will serve a basis to improve Turkey's

capacity to host irregular migrants in relevant centres until their deportation or return thus directly contributing to the implementation of the RA. Since the centres will be equipped and designed according to international and EU standards, the sustainability of the action will be guaranteed. The capacity building for the staff recruited in the centres and SOPs will be assured by other relevant projects that have been proposed for bilateral cooperation with other donors.

In addition, strengthening the process of nationality determination is one of the major components of the new migration management system in Turkey. Taking the actual identification mechanism into consideration, it has been understood that further elements and mechanisms should be developed for an effective, sound and sustainable management.

Another important aspect in the IPA II term will be setting up sustainable mechanisms for the CSOs working in the field of migration in order to enhance their capacities to work in cooperation with DGMM. The activity proposed in this regard is directly aimed at the sustainability of CSOs. Lastly, the awareness raising component will serve to enhance the awareness on issues related to migration; the Migration Resource Centres will be the most sustainable action within the activity. With the Migration Resource Centres it's aimed to provide consultancy and services to the foreigners in Turkey.

In the area of **Integrated Border Management**, regarding activity 7, with the equipment to be procured border surveillance capacity of the institution responsible from border surveillance (Land Forces Command) will be enhanced and fight against illegal migration, human trafficking, and other cross-border crimes will be carried out in a modernized and effective manner. All equipment, material procured and know-how accumulated within this activity is foreseen to be transferred to the future Border Security Agency when established. To ensure sustainability and the possibility of future use of equipment by a civilian agency, this aspect will be taken into account also during the specifications of items in the tendering stage (i.e. material to be purchased that can effectively be transferred from military to a civilian agency).

Secondly, since the rotation of professional staff at Land Forces has a negative effect on sustainability of the training activities, the activity will establish a pool of resource persons, which is composed of professional staff of Land Forces at both border regions and national level. The referred human resource capacity is expected to transfer the know-how acquired through the trainings to the specialised civilian border guard organisation to be set up in Turkey.

For the **Activity 8**, the results would not be limited to the pilot airports, but would be expanded to all airports in Turkey. Further requirements about the sustainability of the activity would be met by MCT and also by her own administrative budget. Moreover, within MCT there exists a project management bureau which closely follows the execution and the results of this activity.

By the end of **Activity 9**, a more efficient and functional border management system will have been formed. Increased cooperation and coordination with the usage of modern equipment will result in an effective fight against border crimes. On the other hand with the usage of modern passport stamp devices capacity to counter document forgery will have been increased.

7. COMMUNICATION AND VISIBILITY

The Beneficiaries of the activities shall be responsible for organising communication, publication and visibility in line with the IPA II Implementation Regulation.

All visibility measures will be taken in order to make the Activities visible by means of presentations, layouts, logos, flyers, giveaways, internet websites, communications platforms etc. Furthermore, on the basis of visibility principle, it will be ensured that the Steering Committees directly involve all the beneficiaries and institutions responsible for the implementation.

The Beneficiaries in the Home Affairs sub-sector shall take all necessary measures to publicize the fact that the European Union has financed the Programme.

The Beneficiaries shall take all the necessary measures to ensure the visibility of the European Union financing or co-financing of this Action. These measures must comply with the rules laid down and published by the Commission on the visibility of the external operations:

http://ec.europa.eu/europeaid/work/visibility/index_en.htm

All the Activities implemented under this sub-sector shall also comply with the Visibility Guidelines for European Commission Projects in Turkey published by the EU Delegation to Turkey, at http://www.avrupa.info.tr/AB_Mali_Destegi/Gorunurluk_Visi.html.