

Sector fiche – IPA National programmes / Component I

1. IDENTIFICATION

Title	<i>Migration and Border Management</i>
MIPD Sector Code	2. Justice and Home Affairs <i>Migration and Border Management</i>
ELARG Statistical code	24
DAC Sector code	15110
Total cost (VAT excluded) ¹	EUR 57.596.850
EU contribution	EUR 46.687.479
Management mode	<i>decentralised</i>
<i>Centralised mngmt:</i> EU Delegation in charge <i>Decentralised mngmt:</i> Responsible Unit or National Authority/Implementing Agency(ies)	<i>Muhsin ALTUN</i> <i>PAO- CFCU Director</i> <i>Central Finance and Contracts Unit</i> <i>Address: Eskişehir Yolu 4.Km. 2.Cad. (Halkbank Kampüsü)</i> <i>No:63 C-Blok 06520 Söğütözü/Ankara</i> <i>Tel: + 90 312 295 49 00</i> <i>Fax: + 90 312 286 70 72</i> <i>E-mail: pao@cfcu.gov.tr</i>
Implementation management	<i>Ministry for EU Affairs (Overall Coordinator)</i> <i>Ministry of Interior (General Directorate of Migration Management): Measure 1</i> <i>Ministry of Interior (Border Management Bureau): Measure 2, Measure 3-Operation 1, Measure 4</i> <i>Ministry of Customs and Trade: Measure 3- Operation 2</i>
Implementing modality	<i>Sector based approach</i>
Zone benefiting from the action(s)	<i>Turkey</i>

2 RATIONALE

2.1 LINKS WITH NATIONAL SECTOR OBJECTIVE(S) AND MIPD SECTOR OBJECTIVE(S)

¹ The total cost should be net of VAT and/or of other taxes. Should this not be the case, clearly indicate the amount of VAT and the reasons why it is considered eligible.

The objectives of this sector intervention in the field of Migration & Border Management are

- to set up the legal and administrative infrastructure in the field of migration management, enhance the capacity to curb irregular migration
- to improve the quality of the asylum system.
- to effectively fight against human trafficking, development of an efficient border management system
- to increase the administrative and operational customs enforcement capacity

These objectives are directly derived from Turkey's National Programme for the Adoption of the Acquis, the Accession Partnership, and Multi-Annual Indicative Planning Document (MIPD) 2011-2013, as well as from the relevant strategies and action plans in this sub-sector.

The MIPD sets out the EU's priorities for financial assistance to Turkey for the programming period 2011-2013. "Justice, Home Affairs and Fundamental Rights" is one of the 7 main sectors for EU financial assistance. The Migration and Border Management sub-sector constitutes a significant part thereof.

In addition, it is stated in the MIPD that specific emphasis and a considerable share of the financial assistance available for this sub-sector is expected to be allocated to support the implementation of the Readmission Agreement between Turkey and the EU once signed, as well as to foster the achievement of the sub-sector objectives on integrated border management, to enhance the capacity to prevent illegal cross border activities and irregular migration as well as to improve the quality of the asylum and migration management system in Turkey.

The 2008 Accession Partnership (AP) document's priorities refer to

- the National Action Plan on Asylum and Migration (the readmission agreement and progress in the preparations for the adoption of a comprehensive asylum law)
- National Action Plan on integrated border management

Link with National Strategies:

Due to the existence of wide range of topics falling under this area there is no hierarchy among the national strategies. The national strategies are closely linked to the objectives concerning the Migration and Border Management sub-sector in the MIPD (see explanation above). The existence of a number of different strategies in this area reflects the complexity and comprehensive nature of the sub-sector.

EU-Turkey Financial Cooperation Alignment Strategy for Migration and Border Management Sub-Sector was prepared by the Ministry of EU Affairs (MEUA) by the contributions of all the relevant institutions and international organizations to identify the priorities and possible project areas to be funded from IPA Component-I. Other important national strategies relating the Migration and Border Management sub-sector are:

- *Strategic Plan of the Ministry of Interior (2010-2014)*
- *Strategies for Second National Action Plan on Fight Against Human Trafficking (2009)*
National Action Plan Towards the Implementation of Turkey's Integrated Border Management Strategy (2006)
- *Action Plan for Asylum and Migration, endorsed by Ministry of Interior in 2005*
- *Strategy on Protection of External Borders (adopted in 2003)*
- *Turkey's Strategy Documents for Asylum and Migration (adopted in 2003)*

2.2 SECTOR ASSESSMENT –POLICIES AND CHALLENGES

2.2.1 National sector policy, strategy and context

As a candidate country, Turkey aims at aligning with EU acquis under this sector and to ensure its effective implementation. In line with the recent transformation of Turkey into a migrants receiving country, the relevant policies and strategies are being formulated by Turkish institutions with the stimulation of EU-Turkey accession process.

Accordingly national sectoral strategies and development plans have been prepared which contain objectives of harmonizing legislation and standards with those of the EU. In the context of Migration and Border Management sub-sector, national strategies have been put into place so as to raise the standards of Turkey in line with the EU and international standards. For example establishing an effective system to prevent illegal migration and to improve the quality of the asylum system in Turkey and an integrated border management system is the common objective of the MIPD 2011-2013 and National Action Plan on Implementing Strategy on Integrated Border Management and Migration and Asylum Strategy.

The Strategic Plan of the Ministry of Interior (2010-2014) foresees under objective 1.1 the establishment of relevant bodies responsible for migration management and border security. *Turkey's Action Plan for Asylum and Migration* foresees inter alia:

- Adoption and implementation of legislative measures providing for an effective migration management in line with EU;
- Establishment of a special unit responsible for migration management;
- Mechanism for the monitoring of migration flows, with data both on regular and illegal migration;
- Establishment of bodies responsible for collection and analysis of data on migration stocks and flows;
- Sufficient financial and human resources for effective migration management, including also adequate training programs;
- Establishment of conditions allowing a voluntary return to third country nationals.

In line with these priorities, the Law on Foreigners and International Protection entered into force as of 11 April 2013. With the adoption of the Law, a specialized civilian “General Directorate of Migration Management” under the Ministry of Interior with its own budget is established. It will have the necessary capacity and specialization to coordinate all issues listed above.

The National Action Plan Towards the Implementation of Turkey's Integrated Border Management Strategy foresees:

- The establishment of a border security agency in line with EU standards.

Priority duties of the new organizational structure are listed below. However, the final arrangements regarding the administrative and law enforcement duties will be decided by the political authority combating trafficking and illegal passages,

- to perform duties related to security of the border gates, passenger entry and exit controls and passport checks,
- to carry out removal and deportation procedures,
- to perform duties related to security of the borders and taking physical measures,
- to implement and manage the immigration and citizenship policy of Turkish Government,
- to combat illegal immigration and human trafficking,
- to enhance and coordinate international cooperation in the field of border security,
- to assist the public security unit in charge of combating crime in general.

The transfer of duties and powers to a newly established border agency under the lead of Ministry of Interior should start at the western borders as their conditions are more suitable than that of land borders in east. This method will ensure that fewer risks are taken during the transition period and experience can be gained more easily for the new organization. The transfer of duties and powers at the eastern borders would require more experience and a re-evaluation may be necessary depending on the developments in the region.

However, the transfer of duties and powers should be made gradually instead of at once following a joint work for reasonable span of time, necessary preparation and adaptation.

A Draft Law on Border Security is prepared in line with the aforementioned strategy, action plan and sent to the other relevant ministries and institutions for their reviews.

The Working Group established for the Migration and Border Management Sub-Sector is governed by a very large number of institutions. The main actors are; Turkish General Staff (Turkish Armed Forces), Ministry of Interior (Turkish Gendarmerie General Command, Turkish Coast Guard Command, Turkish National Police, IBM Bureau) Ministry of Foreign Affairs, Ministry of Customs and Trade.

Working group established the state of play as regards legislative alignment and implementation, assessed what has been done and the outcomes of the projects implemented, including those funded by EC pre-accession financial assistance, identified collectively what needs to be done (gap analysis), and identified the actions (sub-sector strategy) to be taken.

2.2.2 Sector and donor coordination

The newly established General Directorate of Migration Management (GDMM) has the duty to determine medium and long term strategies and policies of the GDMM, to this end ensure cooperation with international organizations, universities and civil society organizations as well as to ensure cooperation and coordination with public institutions and organizations on issues falling under its mandate. Regarding projects, the Department of Migration Policies and Projects of the GDMM will assist programming and development of projects by public institutions and bodies on migration, evaluate and approve project proposals, monitor the work and projects being carried out, support implementation of such work and projects in accordance with international standards.

(1) The Council of Europe and UN Agencies (e.g. UNDP, IOM, UNFPA, UNICEF, UNHCR) have provided substantial support through direct grants under IPA projects, together with relevant Turkish and international NGOs working on Human Rights, Civil Society Development and other right-based areas. The World Bank provides support for public administration reform. Bi-lateral support is provided by several EU member states (e.g.: Denmark, France, Germany, the Netherlands, Sweden the United Kingdom etc.) and/or their

development agencies (British Council, SIDA, MATRA etc.) as well as by Canada. Donor working groups on governance and migration issues (asylum and border management) help to coordinate efforts in this area. Some of the measures foreseen under this sector fiche will be realized by IOM, UNHCR, ICMPD and UNDP.

(2) Dialogue with the national authorities is ongoing to more closely involve them in donor coordination. In the sub-sector Migration and Border Management international organisations such as the IOM, UNCHR and a number of other international and bilateral donors and stakeholders have provided substantial support, together with relevant Turkish and international non-governmental organisations working on Migration and Border Management. Local donor working groups on governance and migration issues (asylum and border management) help to coordinate efforts in this area.

The Working Group described in section 2.2.(1) is composed of representatives of institutions given in the section. The actions are elaborated on the basis of gaps identified in the WG where all beneficiaries expressed their demand to improve the capacity as regards alignment and implementation of the EU acquis. This sub-sector fiche has been prepared with the contribution of all related institutions and have been finalised after the working group meetings for Sub-Sectoral Alignment Strategy preparations in this chapter.

Furthermore, the Reform Monitoring Group consisting of the Minister for European Union Affairs and Chief Negotiator, Minister of Justice, Ministry of Interior, Minister of Foreign Affairs established in 2003, the Integrated Border Management Coordination Board and the Coordination Board for Fight Against Illegal Migration, carefully monitor the developments regarding Migration and Border Management and define policies as regards future needs.

2.2.3 Sector budget and medium term perspective

Turkey’s Public Financial Management and Control Law no: 5018, requires the annually preparation of the Medium Term Programme (MTP) for a three year perspective. Moreover, Medium Term Fiscal Plans (MTFP) are developed by the Ministry of Finance in line with Medium Term Program. These documents also take into account EU accession requirements.

Significant amounts of budget are allocated and especially for the land borders recently huge investments have been made by Turkey. Within the context of the investments started in 2010, 65 new border posts, nearly 150 surveillance towers for the staff have been completed as of 2013 and EUR 146 million have been spent for these constructions. The construction of 44 new border posts is still going on and they are expected to be finished within a year time. Besides, projects for additional 35 border posts have been prepared and the tendering process has been initialled. Additionally, renewal of the border posts’ and patrols’ roads has been started and projects for the renewal of 1150 kilometres have been prepared and half of these renewed roads are being used. Total budget allocated for all these investments is nearly EUR 400 million and will be funded from national sources. The investments in borders where illegal immigration and security problems are more severe will be finalized in a couple of years

In compliance with MTP, Ministry of Interior 2010-2014 Strategic Plan has a “Costing”, section which sets out budget forecasts intended for aims and targets included in the plan. During the assessment of the costs, the entire Ministry budget (estimated budget) is distributed according to the aims and targets that are affiliated.

		ESTIMATED COST (1,000 TL)				
		2010	2011	2012	2013	2014
AIM-2 Internal security services will be improved and enhanced		1.037.150	1.079.379	1.064.293	1.235.263	1.309.379
	<i>Target 2.1.</i>	1.037.150	1.079.379	1.064.293	1.235.263	1.309.379

Migration management, integrated border management (including establishment of a new unit), fight against human trafficking, are covered under the priorities stipulated under Aim 2 -Target 2.1

IM 2: "Internal security services will be improved and enhanced."

Target 2.1:"It is essential that, the internal security services are implemented by the specialized units of the law enforcement agencies in line with the policies to be determined by the Government, the "rule of law" "human rights and freedoms", principles under the supervision and control of the Government. In this context, the legal provisions and practices that hamper the coordination of internal security management and fulfillment of duties, powers and responsibilities of the civil administration regarding internal security will be replaced."

Moreover, a project of Coast Guard Command, namely the Coastal Surveillance Radar System, was initiated in 2006.This system consists of radars, towers, cameras and other electro-optic equipments, hardware and software systems, as well as regional centers, etc. When completed, the project will cover all of Turkey's coastal and maritime jurisdiction areas. Projected total cost of the system is above 100 million Euros. The project will be realized in 4 phases. The first phase will be completed in 2017. The contract for the first phase was awarded in the first quarter of 2013. Cost of the first phase is 55 million Euros and will be covered from national budget.

2.2.4 Sector monitoring system

The **Reform Monitoring Group**, consisting of the Minister for European Union Affairs and Chief Negotiator, Minister of Justice, Minister of Foreign Affairs, Ministry of Interior, which was established in 2003 carefully monitors the developments regarding Migration and Border Management and defines policies as regards future needs. Integrated Border Management Coordination Board and the Coordination Board for Fight Against Illegal Migration, carefully monitors the developments regarding Migration and Border Management and defines policies as regards future needs.

The Law on Foreigners and International Protection codifies the existence of the **Coordination Board for Fight Against Illegal Migration** with article 116 and specifies the Coordination Board members as the General Staff, Ministries of Labour and Social Security and Foreign Affairs and the Under-secretariat of the National Intelligence Agency, law enforcement units and the General Directorate. It will be chaired by the Ministry Undersecretary or a deputy undersecretary to be assigned by him. Its monitoring role is indicated as follows: `ç) To plan and monitor the implementation of legislation preparation and enforcement works in the fight against irregular migration`.

The **Integrated Border Management Coordination Board** functions under the chairmanship of the Undersecretary of Ministry of Interior or the Deputy Undersecretary appointed by the Undersecretary, with the participation of authorised high level representatives from the General Staff, Ministry of Foreign Affairs, Ministry of Health, Ministry of Transport and Communication, Ministry of Food, Agriculture and Husbandry, Gendarmerie General Command, Ministry of Customs and Trade, Undersecretariat of Maritime Affairs, Secretariat General for EU Affairs, Directorate General of Security, Turkish Coast Guard Command and Directorate General of Provincial Administration. This Board will be responsible for developing strategies and policies for the attainment of the objectives listed in relevant national and international documents, such as the National Programme for the Adoption of the EU Acquis, Strategy Paper for the Protection of the External Borders in Turkey, National Action Plan Towards the Implementation of Turkey's Integrated Border Management Strategy.

As an effect of the new understanding and in line with the agreed terms of the sector approach, the 2013 programming package has been shaped as an initial application of this new approach. Since full implementation of the sector approach is foreseen to start in the next IPA period covering the years between 2014-2020, the existing monitoring structure will be applied to 2013 package without any profound change in the committees and the tools that are used for monitoring purpose.

To this end and since the existing content and substance of the SMSCs perfectly fit the sectors that have been prioritised within the scope of sector approach and elaborated in their Sector Fiches, the number and the context of the existing SMSCs will also be retained.

Sectoral Monitoring Sub-Committees (SMSCs)

In line with the Article 83 of the IPA Implementing Regulation, these committees are set-up to monitor programmes and operations of Component-I of the IPA and grouped by monitoring sectors. Sub-committees shall report to the TAIB committee.

The number and content of the SMSCs have been identified in line with the priority areas defined in the MIPD 2011-2013. The priority areas that have been elaborated in the SF take due note of the coherence between the existing structure. The SMSCs 1.2 - Home Affairs/Crime, IBM/Migration and Customs will serve for monitoring the implementation of the SF Migration and Border Management.

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

As for operation 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 project fiche, and to agree on corrective actions as appropriate. The operational conclusions of the Steering Committee meetings will be agreed by all participants in the minutes of the meetings.

The Operation/Measure Steering Committees will be composed of the representatives of project beneficiaries, Ministry for EU Affairs, Undersecretariat of Treasury, Central Finance & Contracts Unit and EU Delegation to Turkey. Participation of other stakeholders will be ensured when deemed necessary.

2.2.5 *Institutional setting*

The Working Group established for the Migration and Border Management Sub-Sector is governed by a very large number of institutions. The **main actors** are: General Staff (Turkish Armed Forces), Ministry of Justice, Ministry for EU Affairs, Ministry of Interior, Ministry of Foreign Affairs, Ministry of Finance, Ministry of Defense, Ministry of Education, Ministry of Family and Social Policies, Ministry of Transport, Maritime and Communications, Ministry of Customs and Trade, Ministry of Food, Agriculture and Husbandry, Ministry of Labour and Social Security, Ministry of Health, Turkish National Police, Gendarmerie General Command, Turkish Coast Guard.

Other institutions and relevant stakeholder to be involved are; UNDP, IOM, UNFPA, UNICEF, UNHCR, ICMPD, Council of Europe (CoE), Relevant national and international NGOs working on Human Rights, Civil Society Development and other right-based areas, Unions of Municipalities.

Key institutions in the sector of Migration Management & Borders are:

The Law on Foreigners and International Protection came into force on upon publication in the Official Gazette on 11/04/2013 establishing a specialized civilian institution, the **General Directorate of Migration Management (GDMM)**, under the Ministry of Interior. The Law foresees a transition period of one year in which the necessary capacities for the GDMM will be built and the transfer of duties and tasks related to both international protection and migration (visa, residence permits, study, etc.) to the GDMM at the end of this period. In parallel with practices of other countries, an institutionalized structure is expected to improve strategies taking into account the balance between human rights and security. The GDMM will be functional in 81 provinces and responsible for the following tasks:

- Implementing the decisions of the Migration Policies Board.
- Determining the scope and implement provisions regarding international protection for foreigners, stateless persons and people arriving in Turkey in a situation of mass influx.
- Carrying out duties regarding regular migration.
- Carrying out duties concerning deportation and administrative detention.
- Carrying out duties concerning the protection of victims of human trafficking.
- To carry out duties regarding stateless persons.
- Operating or outsourcing the operation of reception centers and shelters for victims of human trafficking.
- Coordinating the operations of law enforcement and other units in the struggle against irregular migration.
- Planning and coordinating the harmonization of foreigners and society.

The institutional capacity of the GDMM shall be supported with operations foreseen under measure 1 of this Sector Fiche.

Border Management Bureau is established within the MoI in October 2008 under the MoI Undersecretary. The unit is responsible for carrying out studies for legislative and administrative structure of IBM, preparing of assessment and needs analysis on IBM, carrying out IBM projects, working on the establishment of a new border security unit, organizing External Borders Task Force with the participation of institutions responsible for border surveillance and control on a monthly bases.

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. DG Customs Enforcement which is responsible for Operation 3.2, has a *dedicated full-time project team* that has been designing and implementing IPA Projects since 2003 programming year and works in coordination with *EU Project Implementation Unit* formed under DG EU and External Relations (Ministry of Customs and Trade).

The Turkish National Police's Department for Foreigners, Borders and Asylum is currently the operational body in the area of Migration Management and will continue to be so in the transition period of one year (until operational responsibility has been taken over by the DG for Migration Management). The Land Forces are currently the operational body in the field of border management.

2.2.6 Macro-economic context and Public Financial Management

Macro-economic context:

Key updated facts regarding Turkey's macro-economic context are summarised as follows:

- Turkey, with a growing population of approximately 73.7 million, is among the world's 20 largest economies. Since 2001 the country has been undergoing a significant socio-economic transformation and is being reshaped by an economy-wide agenda of policy reform. As a result of the economic reforms, the Turkish economy has experienced an average annual growth rate of more than 7% over 2002-07 and Turkish Economy expanded by 6% between 2002 and 2011. According to the IMF, Turkish Economy is expected to grow by 2.3% in 2012. Turkey has recovered fast from the global financial crisis and amongst those countries affected less from current global economic uncertainties. GDP per capita has tripled in the last ten years from 3,492 USD to 10,444 USD. According to Purchasing Power Parity (PPP), GDP per capita came close to 16 thousand USD.
- Turkish economy has expanded by 8.5% in 2011, which was well beyond the expectations of the IMF (7.5%), as well as being the fastest economic growth rates in Europe.
- In terms of Maastricht criteria Turkey has also scored well. EU defined general government budget deficit/GDP ratio was 2.6% in Turkey in 2011 and Turkey satisfied the Maastricht criteria of 3%. Turkey also outperformed 18 EU Countries. Central government budget deficit/GDP ratio was 1.3% in Turkey in 2011 and Turkey outperformed 23 EU Countries. Debt/GDP ratio of Turkey was 39.4% in 2011, which was below the level in 21 EU Countries and the Maastricht Criteria (60%).

Public Financial Management

2012-2014 central government budgets to be prepared as based on Medium Term Fiscal Plan aims at ensuring allocation of resources in line with pre-determined main policy priorities and increasing the quality of public expenditures, and thus enhancing living standard of the society. These two documents are sent to public institutions and the budget proposals of public institutions are assessed on the basis of priorities provided in these documents, which are shared with them, and accordingly, allocations are made. Then these documents take into account EU accession requirements as well.

2.2.7 Sector assessment

The Working Group described section 2.2.(1) is composed of representatives of institutions listed in the previous section. The actions are elaborated on the basis of gaps identified in the WG where all beneficiaries expressed their demand to improve the capacity as regards alignment and implementation of the EU acquis. Some of the actions proposed take into account the recommendations provided in the reports of previously implemented projects. For some actions preparatory needs assessment studies will be carried out through the SEI/ESEI resources. This sub-sector fiche has been prepared with the contribution of all related institutions and has been finalised after the working group meetings for Sub-Sectoral Alignment Strategy preparations in this chapter.

The Law on Foreigners and International Protection is in line with the EU Acquis. The comprehensive areas addressed in the law need to be further detailed in secondary legislations so as to ensure coherent implementation all over the country and compliance with international standards as well as EU acquis. Once the GDMM is operational after the transition period of one year, there will be a full capacity on admission, visa, stay, return, detention and international protection related areas, and long-lasting legislative and institutional gaps listed in the main strategy and action plans of Turkey will be addressed.

The works on Draft Law on Border Security are underway and further institutional reform, including the transition of competences to a civilian border agency under the lead of Ministry of Interior, is expected to follow after the adoption of the law.

3. DESCRIPTION

3.1 OVERALL OBJECTIVE OF THE IPA SECTOR SUPPORT

Within the framework of this sector, the main goals are:

- setting up the legal and administrative infrastructure in the field of migration management, enhance the capacity to prevent irregular migration,
- improvement of quality of the asylum system,
- effective fight against human trafficking and human smuggling, development of an efficient border management system,
- having sufficient administrative and operational customs enforcement capacity.

Taking these different elements into account, the overall objective of the proposed sector intervention therefore is to "Support reform for improved Integrated Border Management along with more effective migration management and asylum practices."

3.2 SPECIFIC OBJECTIVE(S) OF THE IPA SECTOR SUPPORT

The specific objectives are,

1. Strengthening legislative, operational and institutional capacity for the effective management of migration and asylum.

Related indicators at the level of objectives are:

- Decrease in illegal migration through effective functioning of a migration management system.
- Increased level of awareness regarding migration and asylum related issues among stakeholders.
- Increased level of institutional capacity in the fields of migration management and asylum.

2. Achieving the EU overall strategic goal of open and secure borders by developing and strengthening Turkey's legal, institutional and technical capacity for alignment with EU integrated border management (IBM) policy and taking into account the current and foreseen migratory flows entering, transiting and exiting Turkey.

Related indicators at the level of objectives are:

- Increased know-how of the Ministry of Interior on the training of district-governors regarding integrated border management with a prepared curriculum.
- Land borders of Turkey with Greece are more secure with procured equipment.
- Institutional capacity of Land Forces on migration and border management increased.
- Maritime surveillance capacity of the DG for Customs Enforcement is strengthened.
- Increased Regional cooperation with Greece and Bulgaria.

3.3 RESULTS

Result 1:

- A comprehensive migration management system aligned with international obligations as well as the EU Acquis established.
- A well-functioning asylum system established.

Related indicators:

- Training programs are developed, endorsed and training materials are prepared for the training of the GDMM staff and there is an increase in the number of in-service trainings delivered.
- Enhanced capacity to analyze empirical data and information on the features and drivers, including legal and irregular migration as well as refugee flows and to develop related policy.
- Improved intra-agency, inter-agency cooperation and better awareness raising within state and public
- Increased level of infrastructure
- Establishment of the infrastructure of a new system for biometrical data management with integrated smart cards technology
- Level of administrative measures ensuring responsible bodies to guarantee effective expulsion of illegally residing and/or transiting third-country nationals from the Turkish territory increased
- Administrative and operational procedures of the GDMM are developed and endorsed by the GD

Result 2:

- Enhancement of capacity of local administrators on border management through development of necessary training and information systems and basic training material for recurrent use

Related indicators:

- Increased number of district-governors received training
- An integrated border management curriculum for district governors in place
- Increased awareness regarding IBM.

Result 3.1:

- Enhancement of institutional capacity of Land Forces in relation to the border surveillance functions that are going to be transferred to the new Border Guard Agency when established.
- Increased surveillance capacity at the border between Greece and Turkey
- Increased intended area coverage for surveillance by significant amount.

Related indicators:

- The use of 14 Border Post Command Control Centre Shelters, 24 Stationary Surveillance Units, 30 Mobile Unarmoured Surveillance Units, a communication and energy networking system between stationary surveillance units & command control centers and Wireless Sensor Network for 10 km where surveillance units cannot cover
- Increased capacity of Land Forces Command regarding migration and integrated border management by training of 250 staff.

Result 3.2:

- Enhanced customs surveillance functions especially as regards the yacht, marina and fishing port controls with improved technical capacity to patrol, search and intervene in crimes, enhanced fleet planning approach of Ministry of Customs and Trade and increased response time to any ship that will be controlled, improvement of coordination and cooperation mechanism so as to achieve an operational and result-oriented system on customs surveillance functions.

Related indicators:

- Dedicated and structured vessel rummage and patrolling teams established staffed with trained personnel.
- Operational principles and guides for the rummage and patrolling prepared
- At least 30 officers trained as trainers in advanced patrolling, boarding, and health and safety.
- Principles and methods of interagency cooperation and joint operations established.

- At least 3 joint patrolling drills with administrations in charge of border management at seas conducted
- Maritime seizures increased by %10 in number of cases and %15 in value (baseline data for 2012 available)
- Duration of maritime patrolling increased by %15 (baseline data for 2012 available)
- Number of boats boarded, inspected, and searched increased by %15 (baseline data to be created for 2013)

Result 4:

- The applications at borders, risks and threats discussed and observed at sectoral level to improve the cooperation.
- The daily cooperation on practices at the borders strengthened.
- Increased institutional capacities on border management of the relevant authorities of all counterparts

Related indicators:

- Organization of bilateral meetings
- Improved daily communication with Greece and Bulgaria
- Developed Tools to enhance regional cooperation are developed.

3.4 MEASURES/OPERATIONS² TO ACHIEVE RESULTS

For contractual details on the different operations foreseen, please refer to Annex 4.

MIGRATION MANAGEMENT AND ASYLUM

Total budget foreseen for migration management is EUR 18,427,100

Measure 1: Reinforcement of TR National Asylum System and Supporting Turkey's Efforts to Manage Migration and Supporting Migration Policy Development in Turkey

Total budget foreseen for Measure 1 is EUR 18.425.810 (IPA Contribution: EUR 16.288.292+ National Public Contribution: EUR 2.137.518)

Measure 1 encompasses 4 main operations.

Operation 1.1: Reinforcement of Turkey's National Asylum System

The operation aims to

² As defined in Article 6(2) of the IPA Implementing Regulation No 718/2006. IPA Component I programmes are subdivided into sectors (priorities), each of which define a global objective to attain and which shall be implemented through measures, which may be subdivided into operations, or directly through operations. Operations shall comprise a project or a group of projects (implemented by the Commission or the beneficiary country).

- establish high quality asylum procedures in compliance with main principles and international standards,
- introduce sustainable and systematic quality assurance mechanisms,
- build the capacity of local and abroad branches of the GDMM,
- develop procedures for determination of stateless persons,
- establish a reception system in compliance with the international standards ensuring human dignity,
- develop policies for the facilitation and long term integration of refugees in coordination with other state institutions and with the active involvement civil society.

The purpose of the operation is building the capacity of the General Directorate for Migration Management (GDMM) to ensure the effective implementation of the provisions related to asylum included in the new “Law on Foreigners and International Protection”, while fostering the continuation of the legal and institutional reform process of Turkey in the field of asylum towards the EU and international standards.

The Ministry of Interior - General Directorate of Migration Management is the main beneficiary institution.

The operation is to be carried out through direct grant. The duration foreseen is 24 months.

The budget foreseen for operation 1.1 is EUR 5,500,000 (IPA Contribution: EUR 4,950,000+ National Public Contribution: EUR 550,000)

Operation 1.2: Supporting Turkey’s Efforts to Manage Migration

The operation aims to support institutional reform process on migration management and specifically aims to:

- Finalize legislative and administrative requirements for implementation of the new Law on Foreigners and International Protection and prepare relevant administrative and operational procedures
- Support institutional capacity building process through ensuring that relevant units of General Directorate of Migration Management are fully trained and skilled as well as capacity at central, local and overseas agencies is built.
- Set-up inter-institutional coordination mechanisms to ensure migrants’ access to services such as health, legal aid as well as establish consultation and information centers for migrants.
- Review and support the implementation of the anti-trafficking action plan; enhance the capacity of all the concerned institutional actors, including civil society, to prevent and combat THB. Consolidate and further expand victims' protection mechanisms.
- Strengthen the capacities of civil society organizations working in this field and support awareness raising activities on migration management among local governments, public officials and public.

- Strengthen regional and international dialogue and cooperation on migration management as well as support the implementation of readmission agreements of Turkey.
- Support implementation of National Action Plan on Irregular Migration currently under preparation.
- Support the new department of the Protection of Trafficked Persons to be established under the GDMM in renewing of the National Referral Mechanism for assisting trafficked persons from all forms of human trafficking as well as formulate legal, administrative structures related to countering human trafficking.

The Ministry of Interior - General Directorate of Migration Management is the main beneficiary institution.

The operation is to be carried out through direct grant. The duration foreseen is 2 years.

The budget foreseen for operation 1.2. is EUR 5,500,000. (IPA Contribution: EUR 4,950,000+ National Public Contribution: EUR 550,000)

Operation 1.3: Supporting Migration Policy Development in Turkey

The development and monitoring of migration policy is a critical component to achieve the expected results and deserves a specific and concentrated effort. Policy development involves the analysis of empirical data and the effective cooperation of all institutions concerned to create a coherent and sustainable policy framework that will serve as an overall strategy guide against which the day to day operations of the institution responsible for migration management could be measured.

Turkey needs the know-how to establish a migration policy grounded in legislation and adequate institutional capacity. The endeavor to establish such policy should therefore be based on the Law on Foreigners and International Protection and should take the institutions foreseen to be established therein as the basis for such policy development. Moreover, the necessity for a coherent migration policy in line with EU migration policy is amplified due to the fact that the Ministry of Interior is taking over responsibility for such important global and regional processes such as the Global Forum on Migration and Development (GFMD), the Prague Process and the Budapest Process.

The operation aims to:

- Establish a model of designing comprehensive migration policies through an evidence-based approach together with the corresponding secondary legislation;
- Improve the institutional capacity of the General Directorate of Migration Management to design, coordinate and implement such policy, especially through inter-institutional and intra-institutional cooperation;
- Establish a sustainable mechanism for monitoring the implementation of migration policy and for conducting impact assessments and reviewing the policy itself;

- Increase institutional capacity to communicate Turkey’s migration policy in line with EU migration policy in the international arena and to make use of global and regional processes to develop its policy and harmonize it with European and international standards and best practices.

The Ministry of Interior -General Directorate of Migration Management is the main beneficiary institution.

The operation is to be carried out through direct grant. The duration foreseen is 24 months.

The budget foreseen for operation 1.3.is EUR 1,527,100 (IPA Contribution: EUR 1,374,390+ National Public Contribution: EUR 152,710)

Operation 1.4: Increasing Technical Capacity for Effective Migration Management

The operation aims to improve the institutional capacity of the GDMM in terms of Information Technologies in line with the EU Member States’ system and the Law on Foreigners and International Protection.

According to the Law on Foreigners and International Protection, the Information Technologies Department of the GDMM has the authority to establish, operate and ensure the operation of information systems related to the GDMM’s mandate, besides to carry out the infrastructural work and procedures related to the collection, protection, storage and use of personal data covered in this Law, and also is responsible for the communication with the other units at the General Directorate and to register, classify and distribute electronic documents, to procure , to create and to develop software to meet IT and communication needs.

The GDMM is responsible for the registration and control for the applications. Besides, the Article 99 of the Law on Foreigners and International Protection foresees that, personal data belonging to foreigners, applicants and holders of international protection status shall be collected, protected, stored and used by the Directorate General or governorates in accordance with the relevant legislation and international agreements to which Turkey is a party.

In order to ensure that the tasks that are falling under the Law on Foreigners and International Protection and given to the GDMM by Law, to be fulfilled effectively and timely, the improvement of the technical capacity of the GDMM is essential. GDMM, being given a one-year transition period has already started to develop the necessary systems for its related mandate.

More specifically, in view of the increased deployment of GDMM staff to central and the provincial services, the operation will provide central units and all provincial branches of the GDMM with the necessary technical equipment for the operations and works related to the migration management.

Ensure the connection of the provincial systems of the central database and protection of the central database by a back-up system which is terminologically called “disaster recovery center”. Furthermore, the necessary mobile registration units may also fall under the support needed under this measure.

Within this context provide necessary mobile registration units in terms of vehicles and equipment for the GDMM to ensure the registration of all those who fall under the competence of Law on Foreigners and International Protection.

The details for the necessary supply in terms of hardwares and software shall be duly identified by means of a needs assessment including a technical analysis report. The Ministry of Interior - GDMM is the main beneficiary.

The operation is to be carried out through supply contract. The duration foreseen is 12 months.

The budget foreseen for operation 1.4 is EUR 5.898.720 (IPA Contribution EUR 5.013.912+National Public Contribution: EUR 884.808)

BORDER MANAGEMENT

The total budget foreseen for Border Management is 39.171.030 EUR (IPA contribution: 30.399.177 EUR + National Public Contribution: 7.771.853 EUR)

Measure 2: Strengthening the Border Control Capacity of Turkey- Improving Administrative Capacity of Border Management at Local Level

Total budget foreseen for Measure 2 is EUR 1,705,000 (IPA Contribution: EUR 1,534,500+National Public Contribution: EUR 170,500)

The measure shall contribute to open and secure borders by developing and strengthening Turkey's legal, institutional and technical capacity for alignment with EU integrated border management (IBM) policy and taking into account the current and foreseen migratory flows entering, transiting and exiting Turkey.

The purpose is to raise awareness in civil administration, notably district governors responsible for border management issues on local level, to develop necessary training system and curriculum for continuous training.

According to the Gap Analysis Report of Technical Assistance for the Preparation of Border Surveillance Area Survey in Turkey:

“District governor is responsible for the coordination in all public security affairs. Cooperation between institutions should be enhanced and awareness of the Local Administrations should be increased, since they are responsible for the administration of the border crossing points.”

Activities are as follows:

- Developing a legislative framework, training model, approach and curriculum which will enable Ministry of Interior and the public administrators (sub-governors) to exercise oversight over border management agencies, Developing training modules and supporting materials.

- Equipping the Ministry of Interior and the public administrators (sub-governors) with the conceptual and institutional tools and resources through content specific tailor-made trainings to oversee policing effectively.

Ministry of Interior is the beneficiary institution. (Ministry of Interior- Department of Training will also contribute to the activities

The measure is to be carried out through technical assistance. The duration foreseen is 18 months.

The budget foreseen is *1,705,000(IPA Contribution: EUR 1,534,500+National Public Contribution: EUR 170,500)*

Measure 3: Increasing Border Surveillance Capacity of Turkey

Total budget foreseen for Measure 3 is EUR 34.466.030(IPA Contribution: EUR 26.864.677+ National Public Contribution: EUR7.601.353)

The measure shall contribute to open and secure borders by developing and strengthening Turkey's institutional capacity for alignment with EU integrated border management (IBM) policy.

Operation 3.1: Increasing Border Surveillance Capacity of Borders between Turkey and Greece

The purpose is to support border security and surveillance through increasing institutional capacity of relevant border guards (currently Land Forces) and modernization of border surveillance system and contribute to the prevention of illegal migration, human trafficking, cross-border crimes, and smuggling and to ensure further development and implementation of border management and standards in line with EU's IBM policies and strategies.

The operation includes two main components which are increasing border surveillance capacity and increasing institutional capacity:

Main beneficiary of the operation is Ministry of Interior and co-beneficiary and end-user is General Staff (Land Forces Command).

The operation is to be carried out through a supply contract and a direct grant.

- Supply contract - EUR 27,225,000 (IPA Contribution: EUR 20,418,750 + National Public Contribution : EUR 6,806,250)
- Direct Grant - EUR 1,821,030(IPA Contribution: EUR 1,638,927+ National Public Contribution: EUR 182,103)

The budget foreseen for this operation is 29,046,030 EUR (IPA Contribution: EUR 22,057,677+ National Public Contribution: EUR 6,988,353)

Supply contract aims at increasing border surveillance capacity. The duration foreseen for the supply contract is 18 months. The supply contract covers the following indicative number of equipments:

-Procurement of 14 Border Post Command Control Centre Shelter,

- 14 Stationary Surveillance Units (Control Computer + ground surveillance radar + electro-optics suite + pole),
- 10 Stationary Surveillance Unit (Electro-optics suite + pole)
- 30 Unarmoured Mobile Surveillance Units,
- 1 communication and energy networking system between stationary surveillance units & command control centres and Wireless Sensor Network for 10 km where surveillance units cannot cover.)

SEI funds are foreseen to be used for the preparation of procurement dossiers of this operation.

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 which will be implemented with UNDP. The duration foreseen for the direct grant contract is 18 months.

The activities under direct grant contract are:

- Development of training model, approach, curriculum according to international laws, practices, national legislation and regulations on border and migration management with a view to harmonize with the EU standards.
- Training of 250 staff of border guards (currently Turkish Armed Forces - Land Forces) working on the procedures and practices to be followed during apprehension of irregular migrants/smugglers at the borders and deliverance of irregular migrants/smugglers to the relevant border authorities.

Operation 3.2. Improving the maritime customs surveillance capacity and operational procedures of Ministry of Customs and Trade-DG Customs Enforcement

The purpose is to set up a pilot action in view of improving the maritime customs surveillance capacity and operational procedures of TCAMinistry of Customs and Trade (DG Customs Enforcement) in compliance with the Maritime Control Strategy Paper (*Strategy for the further development of Maritime Services in Turkish Customs Administration*) which has been produced within Twinning Project “TR09/IB/FI/02”.

Maritime Control Strategy Paper, which is currently in the process of being approved officially by Ministry of Customs and Trade (DG Customs Enforcement), establishes a ‘filter system’ for the surveillance and control of the respective customs areas for effective marine control, taking into account the regional risk profiles annexed to the Paper.

This filter system is based on a 3-stage surveillance and control mechanism:

1st Filter: Surveillance

Ministry of Customs and Trade's vessel over 20 metres length monitors in-coming, transiting and outgoing vessels in the area of the maritime Turkish customs territory. Based on the assessment of the situation on sea, they conduct risk assessments and collect/transfer information pro-actively. These vessels coordinate with other enforcement agencies, and provide continual operational and intelligence updates to their coordination centre, and hand over the surveillance to vessels in the 2nd filter.

2nd Filter: Control and access

Ministry of Customs and Trade's patrol boats with a length up to 20 metres assume control of surveillance, observations and controls close to the coast, in ports and marinas, and anchoring areas. Constant contact with Coordination Centre and rapid redeployment to other locations should be enabled. The fast intervention boats are also deployed effectively in coordinated joint operations together with other forces. Their number, deployment patterns and base berths are determined due to the permanent risk assessment in the field. They are guided by their coordination centres and report their findings to the coordination centres. The maritime assets in 2nd filter should be in close cooperation with the mobile control groups that are deployed in 3rd filter.

3rd Filter: Land mobile control groups

Mobile Control Groups should carry out patrolling activities on land in a 30 km wide coastal strip. They carry out surveillance, observations and controls on-shore, in ports and marinas. They will be guided by their coordination centres and will provide shore side support. Mobile Control Groups participate in coordinated and joint special operations together with other agencies. A mobile control group as an organisational unit shall be equipped with several vehicles and operate several operational teams. Again, their location and their deployment area are determined subject to the permanent risk assessment in the field.

Based on the above 3-stage filter system and the regional profiles, the minimum number, types and locations of the customs vessels are indicated for each of the four operational areas in the Strategy Paper as follows:

- 1. Black Sea Operational Area:** 6 small patrol boats, 1 fast intervention boat (currently existing within Ministry of Customs and Trade), 2 big customs vessels, and 6 land units.
- 2. Marmara Sea Operational Area:** 8 small patrol boats, 2 fast intervention boats (currently existing within Ministry of Customs and Trade), 2 big customs vessels, and 11 land units.
- 3. Aegean Sea Operational Area:** 8 small patrol boats, 1 fast intervention boat (currently existing within Ministry of Customs and Trade), 3 big customs vessels, and 8 land units.
- 4. Mediterranean Sea Operational Area:** 7 small patrol boats, 3 fast intervention boats (currently existing within Ministry of Customs and Trade), 2 big customs vessels, and 9 land units.

The Ministry of Customs and Trade does not currently have any big customs vessels but has 7 fast intervention boats (16-17 metres long and with a maximum speed of 65 knots). In addition Ministry of Customs and Trade is in the process of delivering 10 smaller patrol boats in the framework of the 2009 EU Financial Programme which will be completed by the end of 2014.

Having done bilateral negotiations with the Turkish Coast Guard Command, it has been decided that duties in the 1st stage which requires big customs vessels can be achieved at this

stage by means of coordination and cooperation with Coast Guard Command and the TCA can focus more on the procurement aspects of the 2nd and 3rd stage.

In line with the pilot implementation stipulated in the above-mentioned Strategy Paper, TCA aims to procure 4 small patrol boats and 9 land units to initiate a pilot programme in Mediterranean Sea Operational Area. Although total equipment requirement in Mediterranean Sea is far above these figures (which is 7 small patrol boats, 3 fast intervention boats, 2 big customs vessels, and 9 land units), procurement of 4 small patrol boats and 9 land units is deemed adequate to implement a pilot programme since they will be supported by already existing fleet of fast intervention boats of the TCA and the big vessels of the Turkish Coast Guard Command.

As for capacity building, IPA 2009 Twinning Project on TCA's Maritime Operations (TR09/IB/FI/02) has been concluded with positive achievements and experiences. The project consisted of 3 components: namely Strategy, Structure and Training. With the collaboration of Strategy and Structure components, a Strategy Paper has been produced as mentioned before. Within the scope of 3rd component, maritime training activities have been conducted. These trainings were introductory in nature. The main aim of the proposed Twinning Project is to complement those trainings on ship rummage and container search on an advanced level and extend the trainings to cover topics such as patrolling and boarding, and port operations.

On the other hand, certain issues like inter-agency cooperation on land and sea, intelligence-led operations, and land-to-sea and sea-to-land operations have been briefly addressed during the previous Twinning Project. The second aim of the new Twinning Project is to cover these issues and in particular inter-agency cooperation in maritime domain (e.g. Coast Guards) thoroughly as well as to develop capacity with regard to pilot implementation.

Finally, the importance of health and safety in ports, ships and maritime environments was not foreseen in the design phase of the first Project. Therefore the third aim of the new Twinning Project is to have a separate chapter on this crucial field and fully address it.

Ministry of Customs and Trade – Directorate General of Customs Enforcement is the main beneficiary.

The budget foreseen is EUR 5,420,000 (IPA Contribution: EUR 4,807,000 National Contribution: EUR 613,000). The measure is foreseen to be carried out by 2 supply contracts and 1 twinning contract:

- Supply Contract 1: 4 (indicative) small patrol boats with a length of at least 12 meters (Total: EUR 3,200,000; IPA Contribution: EUR 2,720,000; National Contribution: EUR 480,000),
- Supply Contract 2: Provision of 5 (indicative) small vehicles (EUR 100,000), 4(indicative) pick-up vehicles (EUR 120,000) (Total: EUR 220,000, IPA Contribution: EUR 187,000, National Contribution: EUR 33,000),

Twinning Contract: Training (patrolling, boarding, rummaging, port operations), Inter-Agency Cooperation, and Health and Safety (Total: EUR 2,000,000, IPA Contribution: EUR 1,900,000, National Contribution: EUR 100,000).

Measure 4: Improving Cooperation Regarding Border Management-Regional Cooperation on Border Management with Greece and Bulgaria Phase 2

Total budget foreseen for Measure 4 is EUR 3,000,000 (IPA Contribution: EUR 2,000,000+National Public Contribution: EUR 1,000,000)

The overall objective is to achieve the EU overall strategic goal of open and secure borders by developing and strengthening Turkey's institutional capacity for alignment with EU integrated border management (IBM) policy.

The purpose of the measure is to enhance the development of functional, effective and integrated systems in border management between Greece, Bulgaria and Turkey, which is in line with EU standards, through the enhancement of inter-agency, bilateral and regional cooperation and coordination.

Following activities will be carried out in this phase:

- Trust building among the three countries' border staff
- Developing daily contacts
- Trainings and recommendations for structured terms of cooperation
- Preparation of legal and regulatory framework of cooperation

Ministry of Interior is the main beneficiary institution and co-beneficiaries are Turkish General Staff, Ministry of Foreign Affairs, Turkish Land Forces, Turkish National Police and Gendarmerie General Command.

The measure is to be carried out through direct grant contract with IOM since this organization holds a de facto monopoly for operating in the field of activity with the necessary established contacts to all three countries and since the first phase of this project will be carried out under joint management with IOM within the context of IPA 2010 reallocation package.

The duration of the contract will be 18 months.

Direct Grant – EUR 3,000,000 (IPA Contribution: EUR 2,000,000, + Other Contributions: EUR 1,000,000)

3.5 OVERVIEW OF PAST OR ONGOING ASSISTANCE, LESSONS LEARNED, MECHANISMS FOR DONOR COORDINATION/SECTOR WORKING GROUP AND/OR POLICY DIALOGUE

The sector working group described in section 2.2.(1) is designed as limited to the beneficiaries and the relevant institutions with respect to measures and operations.

Lessons learned:

- (1) The Law on Foreigners and International Protection is envisaged to fill the gap in the field, to consolidate the institutional building and to create a more solid basis for an integrated approach for all projects. Previous projects achieved short term targets. Due to the lack of legislative and administrative framework, sustainability was the major problem when previous projects ended.
- (2) Coordination and oversight responsibilities lie to a large extent on the national authorities which as beneficiaries are both at the top-end of the supply chain and right at very end of it. Strategic vision and the capacity to engage a constructive and effective dialogue with stakeholders and donors, not least to heighten the consistency as well the as impact of the increasing number of operations carried out are needed.
- (3) The rotation of law enforcement staff has a negative effect on sustainability. Either there is a need of a specialized unit for border management or rotation should be done by considering the skills and working fields.

- (4) IBM projects require a good cooperation among the institutions. As the projects include different institutions as beneficiaries, coordination and cooperation between these institutions play a crucial role for the smooth implementation of the measure. Necessary personnel from related institutions needs to be allocated full-time to the tasks concerning the planning (programming), tendering, implementation process throughout the project lifetime as well as for the follow-up of the results of the finalised projects.
- (5) Planning for supplies need to be done in coordination with all the relevant beneficiaries and according to needs assessment studies.
- (6) The working methods of project management should also be determined to provide a good coordination in the tendering and implementation process.
- (7) Customs Enforcement Officers who are working in dangerous places and carrying out dangerous duties should follow certain health and safety procedures for their, environments' and others health and safety.

For an overview of previous and ongoing – or planned – actions financed refer to Annex 6.

3.6 SUSTAINABILITY

Wide-range measures under this SF will serve to the overall strengthening of Migration and Border Management sub-sector and contribute to the further alignment with the EU Acquis and increase implementation efficiency in line with EU best practices. The sustainability of the results of the sector support will be ensured by the improved administrative structure. The government of Turkey is committed to carrying out and furthering political and judicial reforms, as reflected on strategy documents.

3.7 ASSUMPTIONS AND PRECONDITIONS³

Assumptions:

The implementation of the SF will depend on Turkey's confirming the availability of sufficient resources, including national co-financing, and adequate organisational structures in the decentralised implementation system (DIS) authorities, in particular in the National IPA Coordinator (NIPAC) and Programme Authorising Officer (PAO) offices, to carry out programme monitoring effectively. The capacity of Senior Programme Officers to effectively oversee implementation will be checked by the PAO prior to the implementation of projects.

The PAO will verify that project level conditionalities are respected before contracts are concluded. The National Authorising Officer (NAO) and PAO are committed to maintain the procurement timetables of the projects and will take effective corrective measures in case of delays. The NAO shall inform the Commission on changes to project results or the use of funds after the completion of contracts and following the submission of the final report for the programme. Any infringement of the applicable rules may lead to a review of the eligibility of EU financing provided.

³ Assumptions are external factors that have the potential to influence (or even determine) the success of a project but lie outside the control of the implementation managers. Such factors are sometimes referred to as risks or assumptions but the Commission requires that all risks shall be expressed as assumptions. Pre-conditions are requirements that must be met before the sector support can start.

Main assumptions regarding this sector are; Stakeholder dedication to participate and cooperate throughout process and continued commitment to the EU accession process.

Pre-conditions:

- In order to ensure the development of necessary asylum management capacity under the General Directorate of Migration Management, relevant stakeholders (in particular Turkish National Police) will need to be fully involved and cooperate to ensure proper handover of know-how, technologies, etc. The commitment for related inter-institutional arrangements shall be confirmed in writing before the start of operations under measure 1.
- The ownership of equipment to be purchased under operation 3.1 is subject to transfer to the new border management organization once it is established. This aspect will be taken into account also at tendering stage so as to purchase equipment that can be used by border guards of a future civilian agency. Beneficiaries also undertake to make utmost use of competences gained by the staff trained for sustainable know-how transfer to the new border management organization.

According to the Draft Law on Border Security, foreseen Border Security Agency shall work together with the Turkish Armed Forces, Turkish National Police, Gendarmerie General Command and Coast Guard Command (during the transition period) in order to get their knowledge and experience regarding the border management.

- For operation 3.2 the existing cooperation structures (IBM coordination board, IBM task force, IBM Bureau at the MoI) will be involved in the preparations of the operation for the sake of proper coordination.

4 IMPLEMENTATION ISSUES

Main beneficiaries and co-beneficiaries are listed as follows:

Operation	Main beneficiary	Co-beneficiary
Operation 1.1: Reinforcement of Turkey’s National Asylum System	Ministry of Interior- General Directorate of Migration Management	
Operation 1.2: Supporting Turkey’s Efforts to Manage Migration	Ministry of Interior- General Directorate of Migration Management	
Operation 1.3: Supporting Migration Policy Development in Turkey	Ministry of Interior- General Directorate of Migration Management	
Operation 1.4: Increasing Technical Capacity for Effective Migration Management and Setting up the Disaster Recovery Center of the Information Technologies Department of General Directorate of	Ministry of Interior- General Directorate of Migration Management	

Migration Management		
Operation 2.1: Improving Administrative Capacity of Border Management at Local Level	Ministry of Interior-Undersecretary-Management Bureau	Ministry of Interior-Department of Training
Operation 3.1: Increasing Border Surveillance Capacity of Borders between Turkey and Greece	Ministry of Interior-Undersecretary-Management Bureau	Turkish General Staff (Land Forces Command)
Operation 3.2: Improving the maritime customs surveillance capacity and operational procedures of Ministry of Customs and Trade	Ministry of Customs and Trade (DG Customs Enforcement)	
Measure 4: Regional Co-operation on Border Management with Greece and Bulgaria Phase 2	Ministry of Interior-Undersecretary-Border Management Bureau	Turkish General Staff (Land Forces Command), Ministry of Foreign Affairs, Turkish National Police and Gendarmerie General Command.

4.1 INDICATIVE BUDGET

Indicative budget (amounts in EUR) (for decentralised management)

SECTOR TITLE			SOURCES OF FUNDING										
			TOTAL EXPENDITURE	TOTAL PUBLIC EXPENDITURE	IPA CONTRIBUTION		NATIONAL PUBLIC CONTRIBUTION					PRIVATE CONTRIBUTION	
	IB (1)	INV (1)	EUR (a)=(b)+(e)	EUR (b)=(c)+(d)	EUR (c)	% (2)	Total EUR (d)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/Local EUR (y)	IFIs EUR (z)	EUR (e)	% (3)
Measure 1			18,425,810		16,288,292		2,137,518						
Operation 1.1 (Direct Grant)	X		5,500,000		4,950,000	90	550,000	10					
Operation 1.2 (Direct Grant)	X		5,500,000		4,950,000	90	550,000	10					
Operation 1.3 (Direct Grant)	X		1,527,100		1,374,390	90	152,710	10					
Operation 1.4. (Supply)		X	5,898,720		5,013,912	85	884,808	15					
Measure 2			1,705,000		1,534,500		170,500						
(Technical Assistance)	X		1,705,000		1,534,500	90	170,500	10					
Measure 3			34,466,030		26,864,677		7,601,353						
Operation 3.1			29,046,030		22,057,677		6,988,353						
Operation3.1.1 (Supply Contract)		X	27,225,000		20,418,750	75	6,806,250	25					
Operation3.1.2 (Direct Grant)	X		1,821,030		1,638,927	90	182,103	10	-				
Operation 3.2			5,420,000		4,807,000		613,000						
Operation 3.2.1 (Supply)		X	3,200,000		2,720,000	85	480,000	15					
Operation 3.2.2 (Supply)		X	220,000		187,000	85	33,000	15					
Operation 3.2.3 (Twinning)	X		2,000,000		1,900,000	95	100,000	5					
Measure 4			3,000,000		2,000,000	66.6						1,000,000	33.3
(Direct Grant)	X	-	3,000,000		2,000,000	66,66	-	33,3	-	-	-	1,000,000	
TOTAL IB													
TOTAL INV													

TOTAL SECTOR SUPPORT	57.596.850		46.687.479		9.909,371					1,000,000	
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Amounts net of VAT

- (1) In the Operation row, use "X" to identify whether IB or INV
- (2) Expressed in % of the **Public** Expenditure (column (b))
- (3) Expressed in % of the **Total** Expenditure (column (a))

4.2 INDICATIVE IMPLEMENTATION SCHEDULE (PERIODS BROKEN DOWN PER QUARTER)

Measures/Operations	Start of Tendering/ Call(s) for proposals	Signature of contract(s)	Activity Completion
Measure 1			
Operation 1.1 (Direct Grant)	2Q/2014	3Q/2014	3Q/2016
Operation 1.2(Direct Grant)	2Q/2014	3Q/2014	3Q/2016
Operation 1.3(Direct Grant)	2Q/2014	3Q/2014	3Q/2016
Operation1.4. (Supply)	2Q/2014	3Q/2014	3Q/2015
Measure2.(Technical Assistance)	3Q/2014	4Q/2014	4Q/2016
Measure 3			
Operation 3.1.(Supply Contract)	3Q/2014	4Q/2014	4Q/2016
Operation 3.1. (Direct Grant)	2Q/2014	3Q/2014	4Q/2016
Operation 3.2. (Supply)	2Q/ 2014	Q4 2014	Q4 2016
Operation 3.2. (Supply)	2Q/ 2014	Q4 2014	Q4 2015
Operation 3.2. (Twinning)	2Q/ 2014	Q3 2014	Q2 2016
Measure4. (Direct Grant)	2Q/2014	3Q/2014	4Q/2016

External preparatory studies and expertise is needed for the preparation of the procurement /grant award dossiers (technical specifications, terms of reference, guidelines for applicants, etc.) for the operations 1.4, 2.1, 3.1 and 4.1.

4.3 CROSS CUTTING ISSUES

4.3.1 *Equal Opportunities and non discrimination*

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

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

The 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 levels of men and women in trainings and other similar activities will be documented for monitoring purposes at the level of Steering Committees.

4.3.2 *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 project has no negative impact on minority and vulnerable groups.

4.3.3 *Civil Society/Stakeholders involvement*

All relevant national and international NGOs working on Migration and Border Management and related CSOs actively participated in and contributed to the preparation of Sub-Sectoral Alignment Strategy for Migration and Border Management.

Numerous consultation meetings with the NGOs and representatives of civil society have been held during the course of drafting the Law on Foreigners and International Protection. Five of these consultation meetings were held with the participation of a wide range of civil society actors and the points raised by them during the meeting had commendable and significant effect in both the drafting of the provisions of the Law on Foreigners and International Protection and the determination of the priorities to be addressed in the area of asylum and migration as reflected by this Sector Fiche.

The Migration and Border Management Sector Fiche has also been prepared and finalised with the contribution of all related institutions which are described in detail per measure in the introduction of the section 4. following the working group meetings.

[SECTOR MONITORING, EVALUATION AND AUDIT] *(only decentralised management)*

Describe sector monitoring plans and arrangements for evaluation and audit.

ANNEXES

Documents to be annexed to the Sector fiche

- 1. Log frame**
- 2. Description of Institutional Framework**
- 3. Political, legal and institutional framework**
- 4. Details per EU funded operation where applicable**
- 5. Possible visibility activities**
- 6. Finalized and ongoing projects regarding Migration and Border Management**

ANNEX 1: Logical framework matrix for sector support in standard format

LOG FRAME PLANNING MATRIX FOR Sector Fiche		Sector support name and number		
		Contracting period expires		Execution period expires
		Total budget	57.596.840 EUR	
		IPA budget:	46.687.469 EUR	
National sector or sub sector objective	Objectively verifiable indicators (OVI)	Sources of verification		What is the percentage proportion or expected quantitative or qualitative contribution of the sector support funded by IPA to this OVI?

<p>Development of an effective integrated border management</p> <p>Prevention of irregular migration and improved capacity in the asylum system</p>	<p>Functional integrated border management in line with EU standards</p> <p>Prevention of illegal migration through effective systems to manage illegal migration and borders while at the same time instituting protection-sensitive entry systems to safeguard rights of persons in need of international protection</p> <p>Establishment and effective functioning of the integrated border management system and reduction of cross-border crimes, in particular focusing on trafficking (and smuggling in human beings).</p>	<p>Progress Reports,</p> <p>-Reports of Peer Based Missions,</p> <p>-Statistical Records of TUIK,GDM reports</p> <p>-Coordination Board on Fight Against Illegal Migration reports</p> <p>-Reform Monitoring Group's meeting minutes/decisions</p> <p>-Statistical Reports of public institutions</p> <p>- Regular reports to be produced by UNHCR,IOM</p> <p>-IOM quick statistics</p> <p>-FRONTEX Reports</p> <p>- Project implementation reports</p>	<p>Successful continuation of the reform process in the area of Migration and Border Management.</p>
<p>Sector support objective within the MIPD sector</p>	<p>Objectively verifiable indicators (OVI)</p>	<p>Sources of Verification</p>	<p>Assumptions</p>
<p>Sustain efforts to implement national Action Plan on IBM</p> <p>Sustain efforts to implement National Action Plan on Asylum and Migration</p> <p>Developed capacity and coordination of all sub sector stakeholders for further progress in the context of the Turkish sub sector alignment strategy for Migration and Border Management sub sector</p>	<p>Increased numbers of detected illegal border crossings by 5%</p> <p>Decrease in waiting periods for processing of asylum cases within 6 months.</p> <p>Endorsement of manuals, SOPs and guidance materials.</p> <p>Decrease in number of asylum cases overturned at second instance</p> <p>Equal and harmonized access to rights</p>	<p>Progress Reports,</p> <p>-Reports of Peer Based Missions,</p> <p>-Statistical Records of TUIK,GDM reports</p> <p>-Coordination Board on Fight Against Illegal Migration reports</p> <p>-Reform Monitoring Group's meeting minutes/decisions</p> <p>-Statistical Reports of public institutions</p> <p>-Regular reports to be produced by UNHCR, IOM</p>	<p>Stakeholder dedication to participate and cooperate throughout process.</p> <p>Continued commitment to the EU accession process</p> <p>Budget is available to carry out the project (EU + national)</p> <p>Necessary resources are made available internally to carry out the project</p> <p>EU agrees to provide financial assistance towards the implementation of IBM</p>

	<p>by refugees and asylum seekers</p> <p>Compliance with EU and international standards on migration management system</p> <p>Well-functioning new General Directorate of Migration Management equipped with expertise, trained and skilled personnel at central, provincial and overseas levels; improved intra-agency, inter-agency cooperation and better awareness raising within state and public.</p> <p>Better regional and international cooperation and improved implementation mechanisms of readmission agreements.</p> <p>1000 Training material developed by the measure 2.1</p> <p>300 local administrators trained by the measure 2.1</p> <p>Civil administration awareness raised by the measure 2.1</p> <p>Institutional capacity of Land Forces on migration and border management increased</p> <p>Greek Border surveillance area modernised with latest equipments and systems to the highest standards by the measure 3.1</p> <p>Training material on migration and border management for the Land Forces developed by the measure 3.1</p> <p>250 officers trained by the measure 3.1</p> <p>Communication and Information Sharing conducted by the measure 4</p> <p>Bilateral and Multi-lateral Cross-border Cooperation strengthened through Local</p>	<p>-IOM quick statistics</p> <p>-FRONTEX Reports</p> <p>Project implementation reports</p>	<p>Necessary resources are made available internally to carry out the project</p> <p>The involved counterparts and relevant stakeholders collaborate.</p> <p>The relevant data will be accessible and possible to be analyzed,</p> <p>Representatives of all necessary entities will be open to come together, discuss and contribute to the project outcomes.</p> <p>The training and information given is understood and sustained.</p>
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	<p>Border Sector Level Analysis by the measure 4</p> <p>Permanent Sector Liaison Officer Network established by the measure 4</p> <p>Capacity Building and Awareness Raising conducted by the measure 4.</p>		
Results of the sector support	Objectively verifiable indicators (OVI)	Sources of Verification	Assumptions
<p>Establishment of a comprehensive migration management system aligned with national and international obligations and the EU Acquis</p> <p>Establishment of a well-functioning asylum system</p> <p>Achievement of the EU overall strategic goal of open and secure borders by developing and strengthening Turkey's legal, institutional and technical capacity for alignment with EU integrated border management (IBM) policy</p> <p>Enhancement of capacity of local administrators through development of necessary training and information systems and basic training material for recurrent use,</p> <p>Enhancement of institutional capacity of Land Forces,</p> <p>Increased surveillance capacity at the border between Greece and Turkey</p> <p>Enhanced customs surveillance functions as regards the yacht, marina and fishing port controls as well as control of cargo vessels with improved technical capacity to patrol, search and intervene in crimes supported by an enhanced fleet planning approach, increased response time to any ship that will be controlled, improved coordination and cooperation mechanism</p>	<p>Training programs are developed, endorsed and training materials are prepared for the training of the GDMM staff</p> <p>the GDMM staff is trained (including ToT)</p> <p>Administrative and operational procedures of the GDMM are developed and endorsed by the General Directorate</p> <p>the COI, ACM and Migration Data Management systems are established and used efficiently</p> <p>TORs, guidelines, SOPs and workflow charts for GDMM departments are prepared at central and provincial level and are endorsed by the General Directorate</p> <p>High quality asylum procedures and procedures for determination of stateless persons are developed and endorsed in compliance with international standards</p>	<p>-Progress Reports,</p> <p>-Reports of Peer Based Missions,</p> <p>-Statistical Records of TUIK,</p> <p>-Statistical Reports of public institutions</p> <p>-Project Reports</p> <p>-Regular reports to be produced by UNHCR, IOM</p> <p>-IOM quick statistics</p> <p>-FRONTEX Reports</p> <p>-Initiative for a Mine-Free Turkey (IMFT) reports</p> <p>-Reports produced on the asylum system of Turkey by international organizations, NGOs etc.</p> <p>-TCA annual report</p>	<p>Stakeholder dedication to participate and cooperate throughout process.</p> <p>Continued commitment to the EU accession process</p> <p>Law on Foreigners and International Protection is ratified</p> <p>There is political will to establish a new migration management</p> <p>Necessary resources are made available internally to carry out the project</p>

<p>so as to achieve an operational and result-oriented system on customs surveillance functions.</p> <p>The applications at borders, risks and threats discussed and observed at sectoral level to improve the cooperation.</p> <p>The daily cooperation on practices at the borders strengthened.</p> <p>Draft trilateral agreement/MoU on the framework of cooperation prepared.</p> <p>Increased institutional capacities on border management of the relevant authorities of all counterparts</p>	<p>Secondary legislation finalized for implementation of new law on "Foreigners and International Protection".</p> <p>Training System is developed for local administrators with the measure 2.1</p> <p>Gap analysis done at the measure 2.1</p> <p>4 study visits done at the measure 2.1</p> <p>Training materials developed by the second half of the measure 2.1</p> <p>1000 training books developed by the second half of the measure 2.1</p> <p>Content development training provided for 5 training experts at the Training Department by the second half of the measure 2.1</p> <p>300 local administrators had been given training by the end of the measure 2.1</p> <p>Intended area coverage for surveillance increased to by significant amount the end of measure 3.1</p> <p>Training material on migration and border management for the Land Forces developed by the measure 3.1</p> <p>250 officers trained by the measure 3.1</p> <p>Intended area coverage for surveillance increased by significant amount at the end of measure 3.1.1</p> <p>A report prepared on the findings of the expert observation visits in practical daily functions of the counterparts.</p> <p>Expert observation visits scheduled</p> <p>Regular meetings among the heads of BCPs on the monthly workload and cases are conducted during the</p>	<p>-TCA web site</p> <p>-Official statistics of TCA</p> <p>-WCO Customs Enforcement Network</p> <p>-WCO Reports</p> <p>-Balkan Info System Feed Back Reports</p> <p>-Developments on TCA's Action Plan</p> <p>-Report of Anti-Smuggling Police on Illicit Drug Trafficking</p> <p>Reports drafted by sub-commissions of the Migration Advisory Board</p> <p>-Reports produced on the asylum system of Turkey by international organizations, NGOs etc.</p> <p>-Reports drafted by sub-commissions of the Migration Advisory Board and the annual migration reports prepared by the Migration Policy and Projects Department as foreseen in the Law on Foreigners and International Protection</p>	
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	<p>implementation period of the project.</p> <p>Fast and secure communication channels for daily contacts among the counterparts strengthened.</p> <p>Language skills of police and custom officers enhanced.</p> <p>A progress report focusing on the usage of the daily cooperation and coordination tools produced</p> <p>Operational level trainings conducted in three countries with a focus on irregular migration</p> <p>An analysis on current legislative obstacles for mutual cross border cooperation conducted.</p> <p>Draft implementation plan on the agreement prepared</p> <p>Dedicated and structured vessel rummage and patrolling teams established staffed with trained personnel.</p> <p>Operational principles and guides for the rummage and patrolling prepared</p> <p>At least 30 officers trained as trainers in advanced patrolling, boarding, and health and safety.</p> <p>Principles and methods of interagency cooperation and joint operations established.</p> <p>At least 3 joint patrolling drills with administrations in charge of border management at seas conducted</p> <p>Maritime seizures increased by %10 in number of cases and %15 in value (baseline data for 2012 available)</p> <p>Duration of maritime patrolling increased by %15 (baseline data for 2012 available)</p> <p>Number of boats boarded, inspected, and searched increased by %15 (baseline data to be created for 2013)</p>		
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Measures to achieve results	Means / operations	Costs	Assumptions
In order to address the national sector and sub-sectors, measures to be taken within the framework of IPA are as follows;			
Measure 1: Reinforcement of TR National Asylum System and Supporting Turkey's Efforts to Manage Migration and Supporting Migration Policy Development in Turkey	Operation 1.1 Direct Grant Operation 1.2 Direct Grant Operation 1.3 Direct Grant Operation 1.4. Supply	Total cost: EUR 18.425.810 EU Contribution: EUR 16.288.292	Stakeholder dedication to participate and cooperate throughout process. Continued commitment to the EU accession process
Measure 2: Strengthening the Border Check Capacity of Turkey	Technical Assistance	Total cost: EUR 1.705.000 EU Contribution: EUR 1,534,500	
Measure 3: Increasing Border Surveillance Capacity of Turkey	Operation 3.1: Supply and Direct grant Operation 3.2: 2 Supply contracts and 1 Twinning contract	Total cost: EUR 34.466.030 EU contribution: EUR 26.864.677	

Measure 4:Improving Cooperation Regarding Border Management	Direct Grant	Total cost: EUR3,000,000 EU Contribution:EUR 2,000,000	
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