ANNEX

to the Commission Implementing Decision

on the financing of the individual measure to support migration and border management in Turkey

1. SYNOPSIS
    1.1. Action Summary Table

Title	Home Affairs - EU support to migration and border management			
OPSYS number	CRIS 2021/043-694			
Basic Act	Financed under the Instrument for Pre-accession Assistance (IPA III)			
Team Europe Initiative	No			
Zone benefiting from the action	The action shall be carried out in Turkey			
Programming document	N/A			
PRIORITY AREAS AND SECTOR INFORMATION				
Window and thematic priority	N/A			
Sustainable Development Goals (SDGs)	Main SDG (1 only): 10.7: Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well managed migration policies"			
DAC code(s) [1]	15190 - Facilitation of orderly, safe , regular and responsible migration and mobility			
Main Delivery Channel	International Organisation for Migration - 47066			
Markers [2] (from DAC form)	**General policy objective**	**Not targeted**	**Significant objective**	**Principal objective**
	Participation development/good governance	☐	☐	☒
	Aid to environment	☒	☐	☐
	Gender equality and women's and girl's empowerment	☐	☒	☐
	Trade development	☒	☐	☐

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[1] DAC sectors (codes and descriptions) are indicated in the first and fourth columns of the tab 'purpose codes' in the following document: http://www.oecd.org/dac/financing-sustainable-development/development-financestandards/dacandcrscodelists.htm

[2] For guidance, see https://www.oecd.org/development/financing-sustainable-development/development-finance-standards/ Go to "Data collection and resources for reporters", select Addendum 2, annexes 18 (policy) and 19 (Rio) of the reporting directive.
If an action is marked in the DAC form as contributing to one of the general policy objectives or to RIO principles as a principal objective or a significant objective, then this should be reflected in the logframe matrix (in the results chain and/or indicators).

	Reproductive, maternal, new-born and child health	☒	☐	☐
	Disaster Risk Reduction	☒	☐	☐
	Inclusion of persons with Disabilities	☐	☒	☐
	Nutrition[3]	☒	☐	☐
	RIO Convention markers	**Not targeted**	**Significant objective**	**Principal objective**
	Biological diversity	☒	☐	☐
	Combat desertification	☒	☐	☐
	Climate change mitigation	☒	☐	☐
	Climate change adaptation	☒	☐	☐
Internal markers[4]	**Policy objectives**	**Not targeted**	**Significant objective**	**Principal objective**
	Digitalisation	☒	☐	☐
	Migration[5]	☐	☐	☒
	COVID-19	☒	☐	☐

BUDGET INFORMATION	
Amounts concerned	Budget line: 15.020101.03
	Total estimated cost: EUR 30 000 000
	Total amount of EU budget contribution EUR 30 000 000

MANAGEMENT AND IMPLEMENTATION	
Type of financing and method(s) of implementation	Project Modality **Direct management** through: Grants **Indirect management** with the entity(ies) to be selected in accordance with the criteria set out in section 4.2.2.
Final date for concluding contribution / delegation agreements, procurement and grant contracts	At the latest by 31 December N+1
Indicative operational implementation period	72 months[6] following the adoption of the Financing Decision

1.2. Summary of the Action (1/2 page max)

The Action covers three Areas of Support (hereinafter AoS):

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[3] Please check the Handbook on the OECD-DAC Nutrition Policy Marker

[4] These markers have a different scope/rationale than the DAC codes. They are drawn from the level of budget allocation and emphasis given to the action in terms main objective(s) selected. The definition of objectives, results, activities in description of the action should be in line with this section.

[5] For detailed information on programming migration and forced displacement, please have a look at the thematic guidance note on migration and forced displacement; for information on the migration marker please look at annex 2 of the thematic guidance note.

[6] Number of months should not exceed 72 months.

AoS#1 - Supporting the Presidency of Migration Management (PMM) in the Management, Reception and Hosting of Irregular Migrants Phase II

AoS#2 - Supporting Turkey's Efforts for Efficient Migration Management

AoS#3 - Supporting Border and Migration Management at Airports

Activities under the AoS#1 aim to support PMM (previously DGMM – Directorate General for Migration Management) in the management of reception and hosting of irregular migrants. The foreseen activities will be implemented as a continuation of the Activity "Supporting DGMM in the Management, Reception and Hosting of Irregular Migrants" that is being funded under IPA II 2019 Programme (Phase I). AoS#1 foresees to support the safe and dignified transfer of irregular migrants and Syrians under Temporary Protection, ensure access to quality services delivered by qualified personnel in removal centres, accommodation of irregular migrants in appropriate physical conditions therein.

AoS#2 will support primarily the PMM, and other stakeholders where relevant, for the effective implementation of Turkey's Action Plan on the Fight Against Irregular Migration and promote regular migration. Both AoS#1 and AoS#2 will contribute to achieve the targets outlined in Turkey's Strategy Document and National Action Plan on Irregular Migration.

Activities of the AoS#3 under this Action aim to increase the capacity of border management services at major airports in line with EU standards. The activities foreseen are expected to produce two outputs: i) strengthening the operational capacity and inter-agency cooperation for efficient border and migration management, ii) establishing sustainable capacity building practices.

2. RATIONALE – 5 pages max

2.1. Context Analysis

Turkey has adopted a comprehensive legal framework on migration and asylum, the Law on Foreigners and International Protection (Hereinafter LFIP) in 2013. The Law also established the Directorate General for Migration Management (DGMM)- now Presidency of Migration Management (PMM), the main institution responsible for the implementation of LFIP and respective policies concerning migration and asylum in Turkey.

Turkey has encountered significant migratory pressure during recent years, triggered by substantial increase in irregular border crossings. In response, Turkish authorities stepped up efforts to identify and apprehend irregular migrants. According to official data, the number of apprehended irregular migrants rose from 58,647 in 2014 to 268,003 in 2018, representing more than 450% increase over 4 years. The year-end apprehension figure for 2019 is 454,662 indicating a 30% increase compared to 2018. Due to the COVID-19 pandemic crisis and related restrictions, the number decreased to 122,302 in 2020. Among those apprehended, some are in need of international protection, whereas others are candidates for return to their home country in safe conditions in line with international standards. Irregular border crossings into the EU decreased to 150,000 in 2018, 128,536 in 2019 and 124,000 in 2020, the lowest number since 2013 thanks to the EU-Turkey Statement[7].

The apprehended irregular migrants are temporarily placed in removal centres (RCs) and have the right to apply for international protection. Currently there are 25 removal centres across Turkey, with a total hosting capacity of 15,908 persons. Six EU-funded removal centres are under construction and will be operational by early 2022. Two additional removal centres are under construction in İstanbul and in Bayburt with national funds. With the completion of these 8 new removal centres, the capacity will reach 19,908 at the end of 2022. In terms of removal capacity, the LFIP provides for a period of 6 months of administrative detention for irregular migrants, which can be extended once with a maximum total detention time of 12 months. The overall number of hosted irregular migrants, as well as the extended detention period in removal centres, create an extra burden for the authorities, including increased administrative and operational costs of removal centres.

In December 2020, Turkey adopted the Strategy Document and National Action Plan on Irregular Migration 2021-2025, emphasising that irregular migration requires a multi-dimensional and multi-layered migration management approach. The Strategy seeks to involve all relevant agencies working on migration management and adopts a

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[7] https://www.consilium.europa.eu/en/press/press-releases/2016/03/18/eu-turkey-statement/

comprehensive approach, addressing the following areas: border management, visa policies, tackling human trafficking and migrant smuggling, protection of human rights in countering irregular migration, and establishing interorganisational and international partnership in migration management. The implementation of such a comprehensive plan requires: reforming the institutional and legal framework of Turkish migration management system, capacity building for aforementioned reforms, and enhancing regional, national and international cooperation of relevant institutions.

In line with the Turkey's Strategy Document and National Action Plan on Irregular Migration 2021-2025, a series of alternatives to detention (ATD) measures were introduced in the LFIP. Effective implementation of ATDs are crucial for easing the immense pressure on the capacity of RCs in Turkey. In this regard, Irregular Migrants Monitoring Bureaus were formed at PDMMs in order to monitor the implementation of ATDs that irregular migrants are subject to.

One of the core elements of migration management is border management. Border management at airports are of high importance since airports have the biggest share of entry-exit numbers of individuals between countries and face different kinds of smuggling and forgery activities. The situation at the EU-Belarus borders has further exacerbated the importance of effective border management at airports in major transit third countries, including Turkey at its Istanbul airport.

Cooperation between the different border management agencies involved is formally coordinated by the Directorate General of Provincial Administration (DGPA) under the Ministry of the Interior. In the long run, Turkey aims to achieve the EU's overall strategic goal of open and secure borders. To do so, it is necessary to increase the institutional capacity to ensure better alignment with the EU Integrated Border Management (IBM) policy. In this sense, AoS#3 will support Turkey's objectives in particular by strengthening inter-agency cooperation and operational capacities of border management authorities operating at indicatively nine major airports in Turkey.

2.2. Problem analysis by areas of support

The AoS#1 and AoS#2: Migration Management

The AoS#1 aims to support PMM to better manage irregular migration and provide assistance to migrants in Turkey in line with international and EU standards, gender based needs and best practices. Removal centres need to be supported to manage migration flows effectively and ensure access to quality services and hosting conditions in these centres. The AoS#1 will provide the quality services needed with, social workers, psychologists, translators/interpreters, food engineers and technicians.

Social workers are essential for the identification of foreigners' basic needs and for following up and informing individuals and families staying at removal centres about the purpose and operation of the centres besides the services provided. Psychologists are necessary in terms of both providing psychological support to irregular migrants, ensuring referral to psychiatric services of hospitals and managing possible crisis situations that might occur in the centre. Food Engineers are necessary to control the food provided to migrants continuously to ensure the provision of high-quality services and to prevent any food related disease including food poisoning.

One of the problems in the removal centres for irregular migrants is access to legal assistance and the right to apply for international protection. Although brochures and leaflets are often distributed to the migrants upon their arrival to the removal centre describing their rights, some of the migrants are illiterate or cannot understand the meanings or do not know how to follow the procedures. As fundamental rights such as access to international protection (applications and appeal) are at stake, it is important to ensure that these are communicated to irregular migrants in a language they understand. In order to avoid language constrains on the right to legal assistance and international protection, translators/interpreters are crucial for removal centres.

Removal centres are large buildings with various technical systems and equipment operating 7/24 (such as electricity, food, water, sanitation etc.). All systems should be fullyfunctional and maintenance should be provided regularly in order to ensure daily operation of the centre. Therefore technicians are needed for the centres. Centres are hosting large number of people with various nutritional needs.

The centres are used every day by large number of migrants and PMM staff which makes the depreciation of the facilities inevitable. The maintenance activities will ensure that international and EU standards oh physical conditions are maintained in the removal centres.

The 2016 EU-Turkey Statement is producing clear results, including significantly reduced numbers of irregular arrivals from Turkey to the Greek islands, although irregular arrivals to Bulgaria, Cyprus and Italy have increased in 2021. Full implementation of the 2016 EU-Turkey Statement remains crucial. Therefore, more needs to be done to better equip the national authorities to manage migration, fight against migrant smuggling, including efforts to align with the institutional and legal setup of border management in the EU, as well as to better manage borders and irregular migration, while respecting the fundamental rights of the individuals. Accordingly, DGMM (now PMM) has adopted Turkey's Strategy Document and National Action Plan on Irregular Migration (2021-2025) to have a holistic approach in tackling the adverse effects of irregular migration. The implementation of the Strategy Document and National Action Plan on Irregular Migration relies on an effective cooperation with countries of origin, and the coordination of national institutions as well as regional and international partners.

AoS#2 will support primarily the PMM (and other stakeholders where relevant) for the effective implementation of Turkey's Strategy Document and National Action Plan on Irregular Migration (2021-2025) and promote regular migration, with a focus on the following priorities of the Strategy:

> Priority 1: Strengthening the National and International Mechanisms and Cooperation to Prevent Irregular Migration at Its Source

LFIP and the National Action Plan on Irregular Migration were designed to promote national, regional and international cooperation in addressing adverse effects of irregular migration. Turkey's geopolitical condition and the fluidity of the irregularity in migration requires cooperation and coordination with countries of origin as well as national institutions and international organisations. As a relatively new agency, PMM would highly benefit from support to improve its technical cooperation, in particular with countries of origin, in order to adopt a preventive approach to tackling irregular migration and promote legal pathways.

> Priority 4: Implementing Domestic Procedures for Irregular Migrants with a Focus on Human Rights, Increasing Efforts to Protect Vulnerable Migrants, Develop Evidence-Based Policies for Addressing Irregular Migration

From the first point of entry until return, migrants in an irregular situation are in contact with various authorities in Turkey. There is a need to promote rights-based and gender-sensitive approaches with different institutions involved, such as law enforcement, Ministry of Family and Social Services, and the judiciary. This is particularly necessary for vulnerable groups that would be prioritised for alternatives to detention and have various protection needs. While the legal framework on ATDs is established, capacity building efforts are required to better implement the new measures. Lastly, in order to adopt forward –looking and evidence-based policies, PMM needs technical support in collection, handling and analysis of data relating to migratory movements.

> Priority 5: Strengthening the Removal System in Line with Human Rights Standards and Ensuring Reintegration of Irregular Migrants

In view of growing numbers of removal centres and high turnover therein, there is a continuous need to improve access to rights and services in removal centres, strengthen information provision to irregular migrants, train all staff on human rights standards (in particular on gender-sensitive approaches and practices) and further promote external oversight of the centres.

In brief, AoS#1 and AoS#2 will support the Turkish Authorities to manage irregular migration and promote regular migration by strengthening the institutional capacities to manage removal centres, by mainstreaming rights based and gender-sensitive approaches in procedures concerning irregular migration, by fostering international cooperation and partnerships; and by developing evidence based policies.   In doing so, AoS#1 and AoS#2 will further contribute to compliance with human rightsprotection under international law, will enhance migration management and will promote a system for legal and safe migration.

AoS#3: Border Management

AoS#3 aims to support Directorate General for Provincial Administrations to ensure better inter-agency cooperation in line with standards and best practices in the EU at airports and to enhance operational capacity of border and migration management agencies.

Border crossing points (BCPs) at Turkish airports are facing a particularly high workload, and the number of international flights is expected to increase steadily after the end of the COVID-19 pandemic. Checks at airport BCPs represent a particular challenge due to its extremely demanding operational environment: border officers need to

check duly a huge number of passengers/goods in a very short period of time, fulfilling their role of facilitation of regular movements/flows through the point of entry/exit and at the same time applying all relevant security measures to prevent irregularities and to detect any suspicion of transnational crime. From a border management perspective, airports are considered as the most complex, extremely time-sensitive and demanding environment. Therefore, border control at the airport should be carefully designed, regularly enhanced, so it can enable the border authorities to reach reliable and informative decisions on eligibility of an individual to enter and exit the country in a limited timeframe.

Airports in Turkey show a steady growth in terms of passenger numbers. According to the data gathered by the Directorate General of State Airports Authority (SAA), a total of 108,427,124 people entered and exited Turkey in 2019 through airports. Increasing numbers of passengers have also resulted in an increased number of fraudulent documents detected. During 2019, 8,791 fraudulent documents were seized, which constitutes an increase of almost 16% over 2018 (7,608 fraudulent documents). COVID-19 has had a serious impact on passengers and airports across Turkey. The number of passengers has seen a sharp decrease due to the pandemic and related travel restrictions. By the end of 2020, the number of passengers arriving at or departing from Turkish airports - including transit - reached only 81.7 million according to the statistics provided by the Directorate General of State Airports Authority (SAA), amounting to a decrease of 61% compared to 2019 (209 million).

In 2020, the Turkish National Police (TNP) reported the detection of 4,049 fraudulent documents. The numbers are expected to be higher in the coming years after the end of the COVID-19 pandemic. Considering the high international passenger flows and the number of flights, the following nine major pilot airports will be targeted by activities of this action (list is indicative): Istanbul Airport, Istanbul Sabiha Gökçen Airport, Ankara Esenboğa Airport, Izmir Adnan Menderes Airport, Muğla Dalaman Airport, Antalya Airport, Trabzon Airport, Adana Airport and Van Ferit Melen Airport.

There are many public institutions operating at the airports: Turkish National Police is responsible for passport checks, the Directorate General of Customs Enforcement controls the entry and exit of goods, and the Directorate General of Migration Management is currently in the process of increasing its capacity at airports to better handle on regular and irregular migration. In addition, the Directorate General of State Airports Authority and the Directorate General of Civil Aviation are in charge of the general management of airports and of regulating flight safety and flight arrangements in general. Beside these institutions, as COVID-19 highlighted the importance of measures at BCPs, the Directorate General of Health for Borders and Coasts is responsible for taking necessary precautions.The support to the operational capacities of migration and border management agencies operating at beneficiary airports should initially focus on the assessment of their operational and technical capacities, i.e.: the enhancement of a machine-assisted verification of a migrant/traveller and his/her travel document, access to relevant international data and knowledge systems, including the possibility of integrating Advanced Passenger Information with an automated Border Management Information System (BMIS), in line with best EU practice and relevant sections of the EU *acquis*, and enabling real-time access to Interpol databases, for processing at all targeted airports, as well as building the capacity of border officers through tailored and sustainable/continuous specialised trainings. Comparable analysis of airports with EU Member States' airports and short-term internships will contribute to the implementation of EU standards at airports.

Successful and efficient inter-agency cooperation is known as a rather difficult task to achieve since it requires a careful approach from all relevant stakeholders, mechanisms to manage and control sensitive investigative data for the common interest. Careful analysis is to be conducted to detect challenges and obstacles for needed inter-agency cooperation, followed with intensive coordination on creation of foundational Standard Policies and Procedures to determine and define acceptable common denominators for relevant agencies to work together on issues of border and migration management. Each agency's legal, technical and operational conditions need to be well harmonised through mutual efforts for better coordination.

In Turkey, Airport Administration Authorities (AAA) assigned by Governorates are the official coordinator body between public institutions and private companies, including airlines that operate at the airports. On the other hand, AAA's fulfill their duties under insufficient technical and administrative infrastructure conditions. To ensure an improved cooperation among all stakeholders, AAA's capacity at these airports also need to be promoted and improved.

Besides all of the mentioned issues, establishing sustainable capacity building practices for migration and border management agencies operating at earmarked airports require not only knowledge on fraud detection procedures, but also the creation of a long-term sustainable training strategy that will address frequent change and rotation of border officers/personnel. Tailored curriculum (control and investigative level) should be developed, trainers should be trained and dedicated to continuous training facilitation as needed and that curriculum should be recommended as the

required condition for anyone assuming position at an airport BCP. This permanent training strategy should be supported with appropriate tools in the form of e-modules (online and offline) to be used as take-away after successful completion of the trainings.

2.3. Relevance and complementarity with strategies supported by key national stakeholders

The 11th National Development Plan (2019-2023) aims at providing an external migration management which is safe, systematic, controllable, evidence-based and respectful of human rights and human dignity. Besides, increasing of border security in land and seas through developing the technological and physical infrastructure in the sense of integrated border management based on cooperation between institutions.

Strategic Plan of the Ministry of Interior (2019-2023) ensures an environment of trust and peace by effectively carrying out the coordination of internal security, migration, border management, disaster and emergency services within the framework of universal human rights.

At the national level, AoS#1 is in line with the **DGMM's Strategic Plan 2019-2023** (now **PMM),** whereby effective execution of removal and return mechanisms is listed as one of the main targets under the strategic goal of countering irregular migration.

Turkey's Strategy Document and National Action Plan on Irregular Migration 2021-2025 includes priorities on preventing irregular migration and strengthening measures related to fighting against organised crimes related to migration; reducing irregular labour migration through comprehensive policies; strengthening the return (removal) system for irregular migrants within the framework of human rights standards; developing systematic data collection, analysis and sharing as well as conducting evidence based research to contribute the policies regarding irregular migration; respecting human rights of irregular migrants and taking measures to protect vulnerable irregular migrants and strengthening development focused regional and international cooperation to contribute to prevention of irregular migration.

National Action Plan on the Implementation of the Readmission Agreement between Turkey and the EU (2015-2019) is focused on the strengthening legal, administrative and technical capacities and is in close relation with the Visa Liberalisation Roadmap that identifies the areas where Turkey plans to undertake legislative and administrative reforms with a view to establishing a secure environment for visa-free travel, including provisions about the implementation of the Readmission Agreement.

The Regulation on Inter-institutional Cooperation for Border Management (2016) is the main and current document for integrated border management (IBM) related issues. It aims to ensure coordination relating to border management among public entities, cooperation and coordination among the relevant public entities in ensuring security and coordination of civil administrators assigned to civilian airports, ports and border gates.

The Human Rights Action Plan of Turkey (March 2021) describes activities on the rehabilitation and enhancing access to justice of foreigners granted international protection and temporary protection. Article 8.6 describes activities on effective combatting against human trafficking.

Activities under AoS#1 and AoS#2 are complementary to the Turkey's 11th National Development Plan (2019-2023), which aims to provide an external migration management which is safe, systematic, controllable, evidence-based and respectful of human rights and human dignity. AoS#1 and AoS#2 are also in line with the DGMM's (now PMM's) Strategic Plan 2019-2023, where effective execution of removal and return mechanisms is listed as one of the main targets under the strategic goal of countering irregular migration. Objectives of AoS#1 and AoS#2 are designed to support the implementation of **Turkey's Strategy Document and National Action Plan on Irregular Migration 2021-2025**.

2.4. Relevance and complementarity with EU policy and EU and other donors' assistance

Mixed migration flows remains one of the key challenges for both the EU and Turkey. The 2016 EU-Turkey Statement is producing clear results, including significantly reduced numbers of irregular arrivals on this route. However, more needs to be done to better equip the beneficiaries to manage migration and fight migrant smuggling while respecting the fundamental rights of the individuals. This includes responding effectively to the specific needs, priorities of and protection risks facing refugees and migrants, including women and children, including the risk of

their radicalisation. Besides, support in this area would aim to align with the European **integrated border management** strategic objectives and capacities, including by improving border surveillance and checks at border crossing points, as well as further developing and implementing mechanisms for cooperation in the region and with EU agencies, such as the European Border and Coast Guards Agency - Frontex.

The Turkey Report 2021[8], Chapter 24 - Justice, Freedom and Security indicates that Turkey is moderately prepared in the area of justice, freedom and security. There has been some progress, in particular in the area of migration and asylum policy. Turkey continued to make significant efforts in hosting and addressing the needs of almost four million refugees, and in preventing illegal crossings towards the EU.

The Turkey Report 2020[9] highlights the significance of airports for border and migration management as it refers to the Cooperation Plan signed in 2020 between Turkey and FRONTEX, which includes a probable joint workshop on document forgery at Istanbul Airport.

In September 2020, the Commission adopted the **New Pact on Migration and Asylum[10].** All three AoS are in line with the priorities introduced in the new pact, in particular robust and fair management of borders, better management and implementation of asylum and migration policies, and developing mutually beneficial partnerships with key third countries of origin and transit.

2.5. Lessons learned and links with previous financial assistance

EU support

Regarding **migration management**, the EU has provided substantial assistance to the removal centres, through which 7 centres with 5,250 persons capacity were constructed under IPA I, 11 existing centres are being renovated and refurbished, and 6 new centres with 2,400 persons capacity are being constructed in the framework of IPA II ("Construction of Removal Centres for the Effective Implementation of TR-EU statement" and "Refurbishment and Maintenance of Removal Centres"). With this support, DGMM gained experience on works components and understood how international and European standards should be in the removal centres.

This support has been complemented by another EU funded project "Support to the implementation of the EU-Turkey Statement of 18 March 2016", which was finalised in December 2019. The activity was a milestone for DGMM, since it was the first direct grant activity implemented. With the support, DGMM gained experience on how to implement direct grant support. With the provision of psychosocial support for migrants hosted in the removal centres, DGMM understood the importance and necessity of this kind of support in providing better quality services and in migrants' access to their rights. The support also gave insight on the importance of cooperation between Turkey and the EU on curbing irregular migration. The continuation of these activities remains crucial to ensure quality services for migrants, including through continued maintenance of the removal centres, as made necessary by the large number of migrants being hosted.

Another EU funded project "Supporting DGMM in the Management, Reception and Hosting of Irregular Migrants" which has started on 11 November 2020 is the first phase of Activity 1. The project foresees the transfer of irregular migrants, provision of qualified and professional staff for removal centres, maintenance, renovation and refurbishment of removal centres, and support to efficient management of removal centres. This project was designed after the successful outcomes of the previous project and the necessity to continue providing the services. The current activity is proposed based on the same necessities that are expected to persist.

Linked to DGMM's "Supporting Directorate General of Migration Management (DGMM) to Develop Alternatives to Immigration Detention System in Turkey" project funded by the Matra Programme of the Kingdom of the Netherlands, "Supporting Removal Centres' Capacities and Fostering Alternatives to Administrative Detention" also funded by EU started on 1 February 2021 and expected to end by January 2024. The activity aims to support institutional capacity of the removal centres, strengthening procedural safeguards for access to rights and services in removal centres and research and pathways for implementing alternatives to administrative detention. Activities under

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[8] https://ec.europa.eu/neighbourhood-enlargement/turkey-report-2021_en

[9] Idem.

[10] https://ec.europa.eu/info/publications/migration-and-asylum-package-new-pact-migration-and-asylum-documents-adopted-23-september-2020_en

AoS#2 would be developed with a view to build on the outputs of this project and would be timed to prevent any overlap.

The activities aimed to enhance the managing capacity of the removal centres in line with international and EU standards. DGMM personnel gained insight on how international and EU standards should be in the removal centres. The activities provided insight to DGMM on how to mitigate the negative effects of long term stay in the RC's. The activities also gave opinion on how alternatives to detention might be and how to integrate them into the current migration system.

Regarding migration management, the EU has provided substantial assistance to strengthening the technical capacity of migration management in Turkey. In this regard, "Supporting Turkey's Effort to Manage Migration Project" was supported by the EU under the IPA I 2013 programming year and was successfully implemented between the years 2017-2021. With the support provided to strengthen the institutional and legal structure of Turkey, studies were carried out in different areas of migration management. DGMM personnel gained experience working with numerous institutions and experience prolongation of the implementation process of activities because of the involvement of numerous institutions/DGMM Departments. The activities provided insight to DGMM on designing effective activities to enhance cooperation, especially in irregular migration. The activities also enabled the understanding of the importance of the activities with the judiciary in order to implement the LFIP and to raise awareness about the legal structure of migration.

Due to continuous migration pressure from the eastern borders, the main focus of past IPA support in the area of **border management** was on strengthening surveillance capacity along the "green" (land) border. The EU supported Turkey's efforts through several projects such as "Socioeconomic Development through Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey Phase 1 and 2" (IPA 2011 and 2012)", "Technical Assistance for Improving Administrative Capacity of Border Management at Local Level (IPA 2013)", "Increasing Border Surveillance Capacity at borders between Turkey-Greece Borders Phase 1 and 2" (IPA 2013 and 2014)", "Improvement of Customs Enforcement Capacity in Turkey" (IPA 2014), "Increasing Border Surveillance Capacity at Turkey's Eastern and Western Borders Phase I" (IPA 2015)", and "Increasing Border Surveillance Capacity at Turkey's Eastern Borders Phase II" (IPA 2016). The project "Strengthening the operational capacities of the Turkish Coast Guard in managing migration flows in the Mediterranean Sea – Phase 1 and 2" was funded under the Instrument Contributing to Stability and Peace.

The "Regional Cooperation on Border Management among Turkey, Greece and Bulgaria Phase 1 and 2" (IPA 2010 and 2013) helped lay the grounds for the establishment of the Common Contact Centre for Police and Customs Enforcement. During the implementation of the "Technical Assistance for Improving Administrative Capacity of Border Management at Local Level" (IPA 2013), 321 district governors received border management trainings. The project's trainings significantly enhanced the necessary knowledge and expertise of the district governors regarding "green" border protection. The project "Supply of Passport Exit-Entry Stamping Devices" (IPA 2014) enhanced the capacity of the Department of Migrant Smuggling and Border Gates through the procurement of passport stamping devices which meet international standards. These devices are mostly used at airports by border guards. Inter-institutional and international cooperation were enhanced through twinning projects such as "Establishment of a National Coordination & Joint Risk Analysis Centre (NACORAC) and an Integrated Border Management Integrated Database" (IPA 2014), who bring together all border management related institutions. Outputs of the activity will be beneficial for the NACORAC when it becomes operational. Thus, AoS#3 will positively affect NACORAC's work on the aspect of data exchange with airports.

Above mentioned projects on border management, mostly focused on capacity building at land and sea borders. However, the ever-growing traffic and passenger flow at the airports in Turkey has revealed that air borders should also be focused on.

Other donors

DGMM finalised two capacity building activities: "Supporting Directorate General for Migration Management (DGMM) Efforts in Enhancing the Capacity of Removal Centres within the Framework of International Human Rights Standards – Phase I and II", funded by the UK and implemented via IOM. Both activities enhanced the management capacity of the removal centres in line with international and EU standards. DGMM personnel gained insight on how international and EU standards should be in the removal centres.

The following projects are funded by other donors, such as the **UK**: "Improvement of Infrastructure, Security and Operational Capacities at Cilvegozu/Bab Al-Hawa Border Crossing Point at Turkish – Syrian Border", "Assessment

of Integrated Border Management (IBM) application in Turkey" (2017-2018), "Supporting Turkey's Efforts to Develop a Strategy and National Action Plan on Irregular Migration" (2012-2014), "Fighting Irregular Migration through Increasing Capacity and Cooperation on Detection of Forged Documents" (2014-2016), "Implementation of the Strategy Document and National Action Plan on Irregular Migration with a Focus on Mixed Migration Flows", (2015-2016), "Strengthening Capacity and International Cooperation in Detecting Forged Travel Documents" (2016-2017), "Contributing to the Turkey's Efforts in Responding to Migration Crisis through Enhanced Migration Management" (2016-2017), "Reinforcing the Reception Conditions of the Removal Centres in Turkey" (2016-2017), "Enhancing the Operational Capacity of Turkish Coast Guard through Provision of Rescue Equipment" (2016-2017).

Projects funded by the **Netherlands**: "Supporting Turkey in Establishment of Human-Rights Based Framework for Implementation of the EU-Turkey Readmission Agreement" (2014-2015), "Supporting Turkey in Establishing a Human Rights Based and Effective System for Implementation of the EU-Turkey Readmission Agreement" (2016-2017) and "Supporting DGMM to Develop Alternatives to Detention System in Turkey" (2019-2020).

AoS#2 will be implemented as a continuation project of "Supporting Turkey's Effort to Manage Migration" funded under IPA I 2013 Programing Year. One of the main activities of the mentioned project was preparation of the Turkey's Strategy Document and National Action Plan on Irregular Migration 2021-2025.

Project funded by the **United States of America**: "Assessment and improvement of security and operational capacities of the Cilvegozu/Bab al-Hawa and other border crossing points in South-Eastern Turkey" (2017 - 2018).

3. DESCRIPTION OF THE ACTION – 4 pages max (w/o LFM)
   3.1. Planned results and intervention logic (describing causal links between impact, outcome(s) and output(s) and including assumptions) (this section **must** be included in the taps of the financing agreement)

The three AoS under this Action aim to contribute towards progress on alignment with EU *acquis* and improve Turkey's institutional capacity as regards Chapter 24 (impact).

AoS#1 aims to improve the management of removal centres reception and hosting of irregular migrants in light of a gender based assessment (outcome 1). It will be implemented as a continuation of the ongoing Action funded under IPA II 2019 Programme (Home Affairs Part-3). The Activities under this AoS foresee three outputs:

(1) Safe and dignified transfer of irregular migrants and Syrians under Temporary Protection,
(2) Access to quality services delivered by qualified personnel in removal centres,
(3) Hosting and accommodation of irregular migrants in appropriate physical conditions with quality services.

For ensuring output (1), DGMM (now PMM), which is one of the first responders to irregular migrants arriving in Turkey will be financially supported to ensure the safe and organised transfer of irregular migrants within Turkey.

For output (2), the appointment of psychologist, social workers, interpreters/translators, food engineers and technicians which are key personnel to provide essential services at removal centres will be ensured.

Psychosocial support will be provided by psychologists and social workers to irregular migrants hosted at the removal centres, irrespective of the stage of procedures applicable to them. Psychosocial counselling and support is necessary to identify basic needs and vulnerabilities of irregular migrants, which could lead to further referral of the person. This qualified personnel will identify unaccompanied minors, persons with special needs, victims of human trafficking and foreigners in risk of trauma and mental illness, and will provide necessary support. The support staff will evaluate the psychological state/well-being and identifying vulnerabilities, draft evaluation reports on individual interviews, conduct necessary follow-ups and referring cases to psychiatric services of hospitals should the need arise. It is also essential to provide information on rights and access to services (training opportunities, available social activities, psychological support) in centres.

PMM is providing interpretation services in limited languages (mostly Arabic) for migrants through the support of some CSOs, UNHCR and occasionally Governorships. However, PMM has difficulty in providing translation/interpretation services in languages such as Farsi, Urdu, Russian, and French. The project will finance the appointment of interpreters to address these needs. The interpreters will assist the management of the centres as well as the migration experts, social workers and psychologists.

While PMM is aiming to recruit food engineers and technicians by mobilising national funds, it is essential to recruit these personnel through the support provided by this project to maintain good standards in the removal centres and high quality service delivery to irregular migrants hosted in these centres. Recruitment of these staff categories is also financed from the national budget however given the number of removal centres becoming operational and the large number of irregular migrants arriving in Turkey continuous support in this area is needed.

To ensure output (3), support will be provided to the maintenance, renovation and refurbishment of removal centres through the financing of various services and supplies, with a view to strengthen PMM's capacities in delivering quality accommodation and services in these centres. The effective management of migration requires support to removal centres so that they can host irregular migrants in decent conditions during their stay in Turkey. The duration of stay in removals centres depends on the particular circumstances of each case. On average, due to cumbersome administrative procedures with respective embassies, average duration of stay in these removal centres is 3 months. As per the Law, the maximum period of an irregular migrant to be held in administrative detention in a removal centre is one year. The centres are used every day by large number of migrants and therefore the need for maintenance is continuous. In order to facilitate decent conditions in the removal centres, some of the basic needs to the irregular migrants should also be provided such as food, hygienic and cleaning items, clothing and telephone cards.

Removal centres will be assessed with respect to gender based needs by means of engaging the technical expertise to be provided in AoS#2. Based on this assessment, the renovation and refurbishment as well as delivery of services in removal centres will be planned and carried out. It is foreseen that such an assessment will be made in light of international agreed standards on immigration detention and by taking into account gender based needs, at the beginning and towards the end of project implementation so as to make a qualitative assessment of the progress made possible.

AoS#2 aims to support PMM's efforts to manage migration particularly the effective implementation of Turkey's Strategy Document and National Action Plan on Irregular Migration (2021-2025) and promote regular migration (outcome 2).

In order to reach this outcome, AoS#2 foresees the following four outputs:

Output 1: Cooperation and partnerships with countries of origin and destination, and countries on the same migratory routes with Turkey are strengthened.

Output 2: Rights-based and gender-sensitive approaches are mainstreamed in PMM's irregular migration procedures and cooperation with relevant national authorities.

Output 3: Evidence-Based Policies for Addressing Irregular Migration and Promoting Regular Migration are developed.

Output 4: Capacities of Removal Centres are strengthened in line with human rights standards and gender–sensitive approaches.

All four outputs of this AoS are derived from relevant priorities set out in Turkey's Strategy Document and National Action Plan on Irregular Migration. Outputs 1 and 3, and some activities thereunder will also address promoting regular migration, since one way of countering irregular migration is promoting safe and legal pathways for regular migration. Also, one of effective ways to counter irregular migration is through implementation of anti-smuggling measures. From a policy making perspective, data collection and strategic foresight capacities on irregular and regular migration are inevitably linked should be analysed together. Outputs 2 and 4 will seek to strengthen human-rights based and gender sensitive approaches in irregular migration procedures in a comprehensive manner, from the point of entry until return. While PMM is the main beneficiary, activities under these outputs will seek to actively involve authorities that are in contact with irregular migrants, including law enforcement authorities, members of the judiciary, line ministries, NGOs and bar associations. Special attention will be paid to vulnerable groups that should be referred to protection-oriented services and alternatives to immigration detention.

AoS#3 aims to improve inter-agency cooperation and increase the capacity of migration and border management agencies operating at airports in a sustainable manner. Activities under this AoS encompass two outputs:

(1) Strengthening the operational capacity and inter-agency cooperation for efficient border and migration management,
(2) Establishing sustainable capacity building practices.

For output 1:

(i) Detailed study on present status of relevant operational functionalities as per border management related stakeholders, their integration capacity and interoperability requirements.
(ii) Gap analysis in relation to EU best practice and standards applied in corresponding/comparable airports environment.
(iii) Proposals for measures and steps to fill in the gaps and to ensure compliance with best EU practice and interoperability standards ('To-Be') for possible enhancement of the system so that interfacing and/or integrating with relevant systems is technically and operationally possible.
(iv) System enhancement to be piloted first at one or two airports within a Proof-of-Concept (PoC) exercise. After successful PoC, during which possible probems should be addressed and corrected, enhancement of the BMIS system will be outlined in a roadmap for subsequent roll-out to all other earmarked airports.
(v) Close interaction with beneficiaries and relevant stakeholders through workshops, meetings, field visits, throughout the process to ensure required collaboration and implementation of recommended and required actions.
(vi) Creation of a Task Force/Steering Committee with coordination role to detect challenges and obstacles that prevent successful inter-agency cooperation.
(vii) Coordination sessions and workshops to overcome challenges and agree on a roadmap and SOP (Standard Operating Procedures).
(viii)   Based on the stipulations of articles 4 and 7 of Regulation on Inter-Institutional Cooperation and Coordination for Border Management of 1 February 2016, work on an implementing regulation on information exchange and data protection between the services working at airports.

For Output 2:

(i) Creation of an up-to-date training curriculum tailored for the first level document fraud detection and/or other detected relevant expertise in line with best EU practice and standards.
(ii) Creation of an up-to-date training curriculum for the secondary (investigative) level fraud confirmation or other detected relevant investigative expertise/technique in line with best EU practice and standards.
(iii) Creation of a ToT curriculum from a standardised adult learning perspective.
(iv) Creation of learning tools (e-books/e-modules) as a take-away after training completion.
(v) Close coordination with relevant authorities aiming adaptation of training as a condition and prerequisite for assuming an airport border officer position.
(vi) Training sessions.

The capacity of institutions benefitting from this action might be further supported through the procurement of a limited amount of equipment (e.g. computers), if it is considered needed to facilitate and/or enhance the implementation of the activities described above (up to 10% of contract funds could be made available).

3.2.   Indicative type of activities

AoS#1: Supporting PMM in the Management, Reception and Hosting of Irregular Migrants Phase II *(Direct Management through Grants)*

The following indicative activities are foreseen under the three outputs.

Output 1- Safe and dignified transfer of irregular migrants and Syrians under Temporary Protection

Provision of transfer of irregular migrants. Provision of basic needs during transfer.

Output 2 - Access to quality services delivered by qualified personnel in removal centres,

Recruitment of psychologists, social workers, interpreters/translators, food engineers and technicians. Training of this personnel.

Output 3 - Hosting and accommodation of irregular migrants in appropriate physical conditions including basic needs with quality services.

Provision of physical conditions through renovation, refurbishment and maintenance activities in line with recommendations made following an assessment of existing conditions in light of international standards on immigration detention and gender based needs. Efficient appointment of human resources recruited to deliver quality services to irregular migrants hosted.

AoS#2: Supporting Turkey's Efforts for Efficient Migration Management

The following indicative activities are foreseen under the four outputs.

Output 1: Cooperation and partnerships with countries of origin and destination, and countries on the same migratory routes with Turkey are strengthened.

- Regular research on the situation in source countries to identify specific areas for cooperation
- Improve technical level exchange (regular meetings, working groups) with the relevant authorities of origin and destination countries
- Support to regional/ international processes and platforms to foster high-level dialogue and cooperation on countering irregular migration, promoting regular migration and resettlement
- Support to the development of MoUs and other partnership instruments to ensure sustainability

Output 2: Rights-based and gender-sensitive approaches are mainstreamed in PMM's irregular migration procedures and cooperation with relevant national authorities in line with the Strategy.

- Improve information provision by authorities to irregular migrants with respect to their rights, duties and services
- Strengthen procedures on human-rights compliant standards concerning apprehension, first identification, transfer and initial custody of irregular migrants by law enforcement agencies
- Strengthen the assessment (age test, DNA tests concerning family links, etc.) of and inter-agency referral procedures for unaccompanied and separated children.
- Reinforce PMM's capacity on nationality determination to contribute towards fairer and more efficient case processing
- Enhance the monitoring of alternatives to detention with due regard to vulnerable groups.
- Provide support to PMM's existing software system regarding the implementation of selected ATDs that are compliant with EU standards.
- Support PDMM Irregular Migrants Monitoring Bureaus with refurbishment and equipment that is in line with international standards
- Foster cooperation with, judiciary and other actors with a view to implement national laws (latest amendments to LFIP and relevant regulations) as well as international standards.
- Improve DGMM's coordination with Bar Associations and civil society with a view to increase access to legal assistance.

Output 3: Develop Evidence-Based Policies for Addressing Irregular Migration and Promoting Regular Migration.

- Carry out nation-wide surveys to collect quantitative and qualitative data on migratory flows.
- Support PMM's capacities to handle and analyse collected data to feed and develop evidence based policies on migration management,
- Support promotion of regular migration to contribute efficient migration management system, (visa regime, residence permits etc.).
- Activities to promote harmonised implementation of LFIP and relevant policies and practices throughout PDMMs.

Output 4: Capacities of Removal Centres are strengthened in line with human rights standards and gender–sensitive approaches.

- Train staff of removal centres on international and European standards on immigration detention with a focus on human rights and gender considerations.
- Improve institutional policies and practices in RCs to reinforce effective access to information and rights; in particular information on detention, removal, deportation processes, and access to legal aid and protection.
- Improve access to services, in particular children's access to education, provision of basic health and protection from contagious diseases.
- Support PMM and other actors on internal control/external oversight of Removal Centres
- Develop assessment reports on compliance with internationally agreed standards on immigration detention and gender at the beginning of implementation and towards the end of implementation including proposals for renovation, supplies and services at removal centres.

AoS#3: Supporting Border and Migration Management at Airports *(Indirect Management with an Entrusted Entity)*

Output 1- Strengthening the operational capacity and inter-agency cooperation for efficient border and migration management,

- Preparation of situational analysis report
  - Assessment and analysis of the present technical environment and operational mechanisms with each agency/stakeholder responsible for security/security processing at airports and status of their relevant operational policies,
  - Validation of compliance with international standards and best practices
- Preparation of gap analysis report
  - Definition of all points of non-compliance and or needs for improvement
  - Definition of all challenges/obstacles for enhancement
- Preparation of enhancement roadmap/Standard Operating Procedures (SOP)
  - Definition of all actions to be taken to fill in the gaps and to enhance technical and operational capacity of relevant agencies to achieve strengthened security
  - Technical component to be aiming to further improve data sharing (eg. Single Window capacity), operational component aiming to promote primary control, case management and enhanced investigative and analytical capacity
  - Work on enhanced operational policies and procedures to support and facilitate better inter-agency cooperation
- Proof of Concept on Enhancements
  - Enhancements/improvements applied and piloted at two or three sites for a limited time (6-9 months). When successfully piloted, rolled out to all relevant locations
- Short-term internships
  - Peer-to-peer exchange of knowledge and experiences
- Draft implementing regulation

Output 2- Establishing sustainable capacity building practices.

- Preparation of tailored curriculum
- Training of the Trainers (ToT)
- Preparation of handbooks
- Training of airport personnel.
- Developing of specialised e-learning modules for offline and online use.

Sustainable capacity building practices are tightly linked with Output 1 actions and outcomes: After the situational analysis/assessment results, detailed description of the technical and operational status will be created. As the result of that analysis, exact needs for changes and or enhancements of specialised trainings/capacity building will be determined: trainings and capacity building exercises will be strictly tailored for actual operational level needs, preferably through a permanent training methodology. In addition, all enhancements and changes taken under Output 1, new technical and operational environments and tools will need to be reflected in enhanced Curriculum (eg: data sharing tools and practices, inter-agency cooperation rules and SOPs, etc) to be used for this permanent training of airport operating officers.

3.3.   Risks and assumptions

Risks	Risk level (H/M/L)	Mitigating measures
AoS#1: Risk 1 - Reaction of local communities.	L	Awareness raising activities conducted in line with the Communication and Visibility Plan.
Risk 2 - Availability of translators/interpreters in rare languages.	M	Staff worked in the previous project identified and encouraged to continue working in the field.
Risk 3 - Influx of migrants increased from countries of origin that have been heavily impacted by the COVID-19 pandemic.	L	Security measures increased by the authorities.
AoS#2 Risk 1 - Decrease in Government's commitment to migration management.	L	It will be ensured that the issue of migration is addressed/included in the national plans to be prepared.

Risk 2 - Lack of willingness of countries to develop regional and international cooperation in the field of migration	**M**	PMM will ensure effective communication with official contacts of countries.
Risk 3 - Inadequate cooperation between PMM Departments and other stakeholders	**M**	PMM will identify potential stakeholders for all activities and include them in the activity preparation process.
AoS#3: Risk 1 - Challenges in constructive cooperation among the various national and international institutions and agencies involved.	**L**	High level of commitment and engagement from key stakeholders will be sought by MoI.
Risk 2 - Challenges caused by on-going pandemic for the implementation of activities.	**L**	Necessary measures will be taken for smooth implementation.
Assumptions (to be reflected in the Logical Framework Matrix above) – grouped by outputs and outcomes		
AoS#1: Continuous commitment to the implementation of the EU-Turkey Statement of 18 March 2016. AoS#2: Relevant institutions remain dedicated to the harmonisation of the legislation with EU and international standards, especially in the area of fight against irregular migration. Institutions involved in the implementation of Turkey's Strategy Document and National Action Plan on Irregular Migration remain committed to implement the activities in the Action Plan under their respective competencies. AoS#3: Airport Administration Authorities remain in charge of coordinating public entities and private companies at the airports.		

3.4. Mainstreaming (this section **must** be included in the taps of the financing agreement)

How does this Action contribute to Gender Equality and Women's and Girls' Empowerment (in line with the EU gender equality strategy 2020-2025)?

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as [G1]. This implies that the equal participation of women and men is taken into consideration and secured in the design of this action and where possible, targets for the project are disaggregated by gender. Based on fundamental principles of promoting equality and combating discrimination, participation to the activities will be guaranteed on the basis of equal access. Male and female participation will be assured by official announcements published to recruit the necessary staff for the Activities. Both men and women will have equal opportunities and salaries.

Regarding AoS#1, the beneficiary encourages women to work in the removal centres (psychosocial support staff, translator etc.) as it was the case in the previous support. Even though the removal centres have separate parts for women and girls, the maintenance activities will contribute to take necessary measures to prevent physical or sexual violence, harassment and gender-based violence. A needs assessment will be carried out in the removal centres to identify the specific needs of women and girls. The assessment will provide clear identification of necessary equipment, renovation and services according to which maintenance and renovation plans will be designed and executed. AoS#1 will also develop a number of internal and inter-agency procedures in RCs (complaints, referrals, SOPs on asylum applications, vulnerability assessments), whereby specific needs and considerations of vulnerable and/or disadvantaged groups will be factored in and mainstreamed. Assigning female guards to women under administrative detention will be promoted and all staff (all RC staff and psychosocial support staff) assigned to work with women under administrative detention will receive training relating to the gender-specific needs and human rights of women. In addition, AoS#1 will support the provision of effective oversight of detention facilities, both with regard to public and private custodial care, with a view to ensuring the safety and security of all persons, and addressing the specific vulnerabilities.

AoS#2 has two expected outputs aiming to mainstream gender considerations in irregular migration procedures and in removal centres. Under the fourth objective an assessment will be made to identify gender-related needs in Removal Centres, with a view to recommend relevant renovation, supply and services to be covered under AoS#1. Furthermore the beneficiary will substantially increase gender equality by providing specific gender mainstreaming sessions at trainings and workshops, in technical support, and by including this as a cross-cutting issue in all topics for discussion at all meetings. In addition, in AoS#2 gender-specific aspects of migration will be taken into account especially on the policy development side. Activities, reports, statistics under AoS#2 will also include sex-disaggregated information and data.

Regarding AoS#3, trainings will be organised in line with equal participation of women and men.

How does this Action address Environment and Climate change?

AoS#1 has no direct effect on the environment and climate change. However, appropriate mitigating measures will be taken during maintenance activities to mitigate potentially harmful effects. AoS#1 will not cause unacceptable environmental impacts and will not increase climate vulnerability. The results of the AoS#1 will not be jeopardised by climate change or environmental degradation. Opportunities to enhance positive environmental impacts, increase climate resilience and contribute to low-carbon and sustainable development will be seized on when relevant.

In AoS#2, the project partners will be careful to decrease the carbon footprint of the implementation by conducting trips jointly whenever possible, and where possible try to use recycled or recyclable resources during the printing of information and visibility materials.

How does this Action address the Rights Based Approach?

AoS#1 is mainly designed on the rights based approach by ensuring safe and dignified transfers of migrants, providing quality services and access to the rights through psychosocial support and express themselves in their own language.

AoS#2 will support the further development of a human rights-based migration management system in compliance with international and EU standards and the new national legal framework. It aims to improve the information provision to irregular migrants with respect to rights, duties and services as well as increase access to existing services and legal aid. Output 2 of this AoS seeks to mainstream rights based approaches in irregular migration processes, not only by PMM, but also by other key actors that are in direct contact with irregular migrants. Output 4 focuses on protection and promotion of human rights in Removal Centres, through inter alia, training of all staff, effective information provision to migrants, and facilitating access to legal aid.

All forms of discrimination in the realisation of rights will be prohibited, prevented and eliminated. Moreover, priority will be given to people in the most marginalised or vulnerable situations who face the biggest barriers to realising their rights.

How does this Action promote the systematic engagement with Civil Society?

AoS#2 aims at meaningful and sustainable engagement with civil society especially under outputs 2 and 4, to improve information provision to irregular migrants on their rights and duties, to facilitate migrants' access to legal assistance, to support the implementation of certain alternatives to detention measures, and to further strengthen external oversight of removal centres.

Others (such as Resilience and Conflict Sensitivity, Roma, people with disabilities and other vulnerable groups)

AoS#1 has special attention on people with disabilities and other vulnerable groups. The removal centres are also designed for the proper use of people with disabilities. The maintenance and renovation needs of these sections used by people with disabilities will have priority in maintenance activities. The vulnerable groups are identified by the psychosocial support staff at the entrance of removal centres and are taken into special care.

AoS#2 has activities that directly target people with disabilities and other vulnerable groups such as unaccompanied minors or separated children with a view to facilitate identification, referral and protection procedures.

      3.5.   Conditions for implementation

This section should outline the main conditions that have to be in place for an effective and timely implementation of the Action; e.g. the adoption of a law, the setting-up of a specific institutional framework, etc. It also has to indicate how they should materialise and be checked.

N/A

	Logical Framework for **PROJECT MODALITY** (3 levels of results / indicators / Baselines / Targets / Source of Data / Assumptions - no activities					
Impact	Progress on alignment with EU *acquis* and improve Turkey's institutional capacity as regards Chapter 24	Clear acknowledged progress made towards meeting accession criteria in the Turkey Country Report	N/A	N/A	Commission report on Turkey Administrative reports of public institutions in Turkey.	*Not applicable*
Outcome 1	Management of removal centres, reception and hosting or irregular migrants improved in light of gender based assessment	Improvement observed in compliance with international standards on immigration detention	N/A Qualitative assessment confirming improvement and addressing of gender based needs assessment. (at the beginning of and end of project implementation)	2 Assessment reports prepared by implementing agency of Activity 2 on compliance with internationally agreed standards on immigration detention and gender at the beginning of implementation and towards the end of implementation	Comprehensive assessment of competent implementing agency and full cooperation of PMM in conducting such assessment.	Relevant institutions remain dedicated to the harmonisation of the legislation with EU and international standards, especially in the area of fight against irregular migration
Outcome 2	PMM's efforts to manage migration particularly the effective implementation of Turkey's Strategy Document and National Action Plan on Irregular Migration (2021-2025) supported and regular migration promoted.	Percentage of the completion of the activities in the National Action Plan Number of drafted legislation to improve the regular migration	0 N/A	%80 5	PMM sources (Monitoring Meetings' Reports Drafted Legislation Documents)	Institutions remain dedicated to the harmonisation of the legislation with EU and international standards, especially in the area of fight against irregular migration
Outcome 3	Inter-service cooperation of border management agencies at airports improved	Percentage of fraudulent documents detected at targeted airports	73% (2019)	80% (2025)	Project reports	Relevant institutions remain dedicated to the harmonisation of the legislation with EU and international standards, especially in the area of fight against irregular migration
Output 1 related to outcome 1	Irregular migrants and Syrians under Temporary Protection transferred safely and dignifiedly	Number of irregular migrants and Syrians under Temporary Protection benefitting from organised, secure and dignified return conditions (disaggregated by nationality, status and gender)	35,000	50,000	PMM statistics	The Turkish Government remains committed to addressing overcrowding and other challenges in Removal Centres and developing

Output 2 related to outcome 1	Quality services delivered to irregular migrants hosted at the removal centres by qualified staff	Number of irregular migrants benefitting from psychosocial support (disaggregated by gender)	3,023	10,000	PMM statistics	viable alternatives to immigration detention
Output 3 related to outcome 1	Irregular migrants accommodated in appropriate physical conditions with quality services	Number of irregular migrants benefitting from improved reception conditions (disaggregated by gender)	107,385	200,000	PMM statistics	
Output 1 related to Outcome 2	Cooperation and partnerships with countries of origin and destination, and countries on the same migratory routes with Turkey are strengthened	Drafted protocols and/or MoU numbers with the countries of origin and destination, and countries on the same migratory routes with Turkey	5	10	Cooperation protocols, MoU's drafted	The Turkish Government remains committed to addressing overcrowding and other challenges in Removal Centres and developing viable alternatives to immigration detention
Output 2 related to Outcome 2	Rights-based and gender-sensitive approaches are mainstreamed in PMM's irregular migration procedures and cooperation with relevant national authorities	Number of languages used in nationality determination	1	5	PMM Activity Reports	
		Number of tests and procedures carried out for age assessment of- and verification of family links for unaccompanied/separated children	NA	7,500	MoH Statistics	
		Number of alternative to detention measures implemented	2	5	PMM and project reports	
		Number of Irregular Migrants Monitoring Bureaus refurbished and supplied with equipment in compliance with international standards	0	25	PMM Statistics	
Output 3 related to Outcome 2	Develop Evidence-Based Policies for Addressing Irregular Migration and Promoting Regular Migration	Number of secondary legislation, standard operational procedures adopted for mainstreaming management of regular migration	N/A	tbd		
		Number of annual reports based on migrants presence carried out throughout the country	14	19	Annual Reports	
Output 4 related to Outcome 2	Capacities of Removal Centres are strengthened in line with human rights standards and gender–sensitive approaches	Number of monitoring visits by external detention monitors	192	250	PMM Statistics	The Turkish Government remains committed to improving the institutional and legal framework of the migration management system of Turkey
		Number of persons identified as persons with special needs and/or vulnerabilities	3,090	4,000	PMM Statistics	
		Number of requests for free legal aid per year	668	1,200	PMM Statistics	

					Project Reports	Strong participation in activities by relevant staff
Output 1 related to outcome 3	The operational capacity and inter-agency cooperation for efficient border and migration management strengthened	"As-Is" study/ situational analysis with gap analysis report	N/A (2021)	1 (2025)	Project Reports	
		"To-Be" – Enhancement Roadmap /SOP	N/A (2021)	1 (2025)		
		Comparable Analysis Report	N/A (2021)	1 (2025)		
		Draft implementing regulation	N/A (2021)	1 (2025)		
Output 2 related to outcome 3	Sustainable capacity building practices established	Number of materials prepared and delivered (Handbooks)	0 (2021)	1,000 (2025)	Project Reports	
		Number of trained airport personnel, disaggregated by sex	0 (2021)	500 (2025)		
		Number of e-learning modules developed	0 (2021)	1 (2025)		

4. IMPLEMENTATION ARRANGEMENTS (this section **must** be included in the TAPs of the Financing Agreement)

4.1. Financing agreement

In order to implement this action, it is not foreseen to sign a financing agreement with the Republic of Turkey.

4.2. Implementation modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures[11].

4.2.1. Direct Management (Grants)

Grants: (direct management)

(a) Purpose of the grant

A part of the action will be implemented via a grant to contribute achieving outcome 1, i.e. Management of removal centres, reception and hosting or irregular migrants improved in light of gender based assessment.

(b) Type of applicants targeted

The grant will be awarded to a governmental/public body of the Republic of Turkey.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to PPM – Presidency of Migration Management (previously DGMM (Directorate General of Migration Management)).

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified in accordance with article 195 (c) of the 2018 Financial regulation, as PMM has de jure and de facto monopoly situation for implementing such actions in the country. It is the designated authority in charge of managing removal centres, implementing migration policies and strategies, carry-out functions and actions related to foreigners in Turkey. PMM is also the coordinator among relevant agencies and organisations in migration related issues.

4.2.2. Direct Management (Prizes)

N/A

4.2.3. Direct Management (Procurement)

N/A

4.2.4. Indirect management with [an] entrusted entity[ies] (i.e. Member State Organisation, third donor country, EU specialised (traditional/regulatory) agency, international organisation)

AoS#2 of this Action, entitled 'Supporting Turkey's Efforts for Efficient Migration Management' may be implemented in indirect management with an entity which will be selected by the Commission services using the following criteria: proven competence and mandate on provision of capacity building support on migration management, including on rights-based measures to counter irregular migration, promoting regular migration and respective international cooperation, providing protection-oriented services to children and vulnerable groups and enhancing access to services

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11   www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

in removal centres. The entity/ies should have the operational and technical capacity to effectively implement the envisaged activities. The entity/ies should have prior working experience with the main beneficiary. The implementation by this/these entity/ies entails provision of technical assistance and capacity building support on the four outputs listed under AoS2. It will contribute specifically to the Outcome 2 and its corresponding outputs.

AoS#3 may be implemented in indirect management with the International Organization for Migration (IOM). This implementation entails the contractual and financial administration of the entire Area of Support #3, which includes the strengthening the operational capacity and inter-agency cooperation for efficient border and migration management and as well as the establishment of sustainable capacity building practices. As AoS#3 is an action combined of migration and border management issues, it requires a high level of expertise. The envisaged entity has been selected using the following criteria: IOM is one of the prominent institutions addressing these topics. IOM has a presence in over 100 countries, and experience in improving migration management in 174 member states. In Turkey, IOM has almost 30 years of operational experience, IOM Turkey is now one of the largest of missions globally and has more than 1,200 staff working across the country, with sub-offices in Istanbul, Gaziantep, Hatay, Sanliurfa and Izmir and head office in Ankara. IOM Turkey has contributed to implementation of several actions in the border management such as Regional Cooperation Between Turkey-Greece-Bulgaria and Enhancing Capacities of Turkish National Police and Other Law Enforcement Agencies in Detection of Forgery in Travel Documents and Risk Analysis Project.

The international organisation identified above is currently undergoing an ex-ante assessment of its systems and procedures. Based on their compliance with the conditions in force at the time previously other indirect management actions were awarded to the organisations and based on a long-lasting problem-free cooperation, the international organisation can also now implement this action under indirect management, pending the finalisation of the ex-ante assessment, and, where necessary, subject to appropriate supervisory measures in accordance with Article 154(5) of the Financial Regulation.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same selection criteria given above. If the entity is replaced the decision to replace it needs to be justified.

4.3. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.4. Indicative budget

	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
AoS#1: Supporting PMM in the Management, Reception and Hosting of Irregular Migrants Phase II	**22 000 000**	-
Direct management (grant) – cf section 4.2.1	22 000 000	
Direct management (procurement)	0	
AoS#2: Supporting Turkey's Efforts to Manage Migration Phase II	**4 000 000**	
Indirect management with entrusted entity – cf section 4.2.2	4 000 000	

AoS#3: Supporting Border and Migration Management at Airports Phase I	**4 000 000**	-
Indirect management with entrusted entity – cf section 4.2.2	4 000 000	
Evaluation, (cf. section 5.3)	will be covered by another decision	N.A.
Audit/Expenditure verification(cf. section 6)	will be covered by another decision	N.A.
Communication and visibility (cf. section 7)	N.A.	N.A.
Contingencies[12]	N.A.	N.A.
Totals	**30 000 000**	-

4.5. Organisational set-up and responsibilities

Thematic Priority 4 (Migration and border management) is cross-cutting area; hence there is a wide range of institutions and stakeholders. The Ministry of Interior will be the lead institution and responsible for overall coordination, programming and monitoring & evaluation of the Thematic Priority at the action level.

Regarding AoS#1 1, the main beneficiary is PMM. The Activity will be implemented in close cooperation with Provincial Directorates of Migration Management (PDMMs) and removal centres management. The Activity implementation will be coordinated by the Department of Support Services of PMM. The Department of Migration Policy and Projects will support the implementation of the Activity. The Department of Irregular Migration will coordinate the transfers of the migrants. The PMM will dedicate a team of permanent staff to carry out the general coordination work. Among others PMM will be responsible for implementing and following of the Activity, reporting to the Project Steering Committee and mobilising and coordinating PDMM's and removal centres involved.

Regarding AoS#2, the main beneficiary is PMM. The Migration Policy and Projects Department will be the coordinator department. Since AoS#2 comprises of various subjects, relevant departments of PMM will be responsible for the implementation. While PMM is the main beneficiary, several activities especially those under outputs 2 necessitates active involvement of other key stakeholders, i.e. institutions that are in contact with irregular migrants (law enforcement agencies, line ministries, members of the judiciary, Bar associations, NGOs).   The Activity will be implemented by an entrusted entity/ies through indirect management.

Regarding AoS#3, Ministry of Interior's Directorate General of Provincial Administration (Department of Border Management, Foreign Affairs and Project) is the main beneficiary. Stakeholders are Turkish National Police, PMM, Ministry of Trade (Directorate General for Customs and Directorate for Customs Enforcement), Ministry of Transport and Infrastructure (Directorate General of State Airports Authority and Directorate General of Civil Aviation), Ministry of Health (Directorate General of Health for Borders and Coasts) and Governorates (İstanbul, Ankara, İzmir, Antalya, Muğla, Trabzon, Adana and Van).

The Regulation on Inter-institutional Cooperation for Border Management of 2016 (updated in 2019) is the main document for integrated border management (IBM) related issues. The Directorate General of Provincial Administration is the responsible body for ensuring necessary coordination related to border management among public entities in line with the policies and strategies formulated by the Border Management Implementation Board. It also safeguards cooperation and coordination among relevant public entities in ensuring security at civilian airports, ports and border crossing points.

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12   Consider that contracts where no financing agreement is concluded, contingencies have to be covered by individual and legal commitments by 31 December of N+1.

The Central Security Board (CSB) is another important coordination mechanism for ensuring security at airports. The CSB drafts security strategies, monitors their coordination and implementation at civil airports, ports and border crossing points. The Director General of Provincial Administration is a member of the mentioned board as stated in the Regulation.

5. PERFORMANCE/RESULTS MONITORING AND REPORTING - 1 ½ page max (this section **must** be included in the TAPs of the Financing Agreement)

5.1. Internal monitoring

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of both primarily the implementing partner's responsibilities and that of the EU. Both types of internal monitoring will be undertaken in an inclusive way, involving key stakeholders as appropriate.

Sectoral and programme level monitoring will be performed by respective monitoring committees.

5.2. Roles & responsibilities for data collection, analysis & reporting

The different responsibilities for this dual internal monitoring are the following:

• Implementing partners' and beneficiary country's monitoring, (the latter under the coordination of NIPAC Office), will aim at collecting and analysing data to inform on progress towards planned results' achievement to feed decision-making processes at the action's management level and to report on the use of resources.

To this aim, implementing partners, the beneficiary in AoS 1 and entrusted entities for AoS 2 and AoS 3, shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress monitoring reports and final reports, in line with respective contractual provisions.

Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes jointly introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by the corresponding agreed indicators (and related targets) included in the log frame matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. Reporting focusing on activities and inputs' use, will not be considered. The final report, narrative and financial, will cover the entire period of the action implementation.

• Monitoring by the EU will aim at complementing implementing partners'/ beneficiary country's monitoring, especially in key moments of the action cycle. It will also aim at ensuring a sound follow-up on external monitoring recommendations and at informing EU management. This monitoring could take different forms (meetings with implementing partners, action steering committees, on the spot checks), to be decided based on specific needs and resources at hand. Reporting will be done on the basis of checklists and synthesised in a monitoring note/report.

Both types of internal monitoring are meant to inform and provide support to external monitoring:

• External monitoring (ROM)

The Commission and/or NIPAC may undertake additional project monitoring in line with the European Commission rules and procedures through independent consultants recruited directly by the Commission/NIPAC for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission/NIPAC for implementing such reviews).

• Results data collection

Beside the ROM review, the Commission/NIPAC may undertake action results data collection through independent consultants recruited directly by the Commission/NIPAC (or recruited by the responsible agent contracted by the Commission for implementing such reviews). Their aim would be to identify and check the most relevant results on the action.

The overall progress may also be subject to joint monitoring by the European Commission (DG NEAR) and the Beneficiaries. The compliance, coherence, effectiveness, efficiency and coordination in implementation of financial

assistance will be regularly monitored by Sectoral Monitoring committees, which will ensure a monitoring process at sector level.

The Steering Committees will be established at activity level in order to monitor the implementation of activities, achievement of results against indicators in the action document, and to agree on corrective actions as appropriate.

5.3. Evaluation

The evaluations will be carried out as prescribed by the DG NEAR guidelines on linking planning/programming, monitoring and evaluation.

Having regard to the importance of the action, an evaluation may be carried out for this action or its components, the financing of which will be covered by another measure constituting a financing decision.

6. AUDIT - ½ page max (this section **must** be included in the TAPs of the Financing Agreement)

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

7. COMMUNICATION AND VISIBILITY – ½ page max (this section **must** be included in the TAPs of the Financing Agreement)

Visibility of EU funding and communication about objectives and impact of Actions are a legal obligation for all Actions funded by the EU, as set out in the EU communication and visibility requirements in force.

In particular, the recipients of EU funding shall acknowledge the origin of the EU funding and ensure its proper visibility by:

- providing a statement highlighting the support received from the EU in a visible manner on all documents and communication material relating to the implementation of the funds, including on an official website and social media accounts, where these exist; and
- promoting the actions and their results by providing coherent, effective and proportionate targeted information to multiple audiences, including the media.

Visibility and communication measures shall be implemented, as relevant, by the national administrations (for instance, concerning the reforms linked to EU budget support), entrusted entities, contractors and grant beneficiaries. Appropriate contractual obligations shall be included, respectively, in financing agreements, delegation agreements, and procurement and grant contracts.

The measures shall be based on a specific Communication and Visibility Plan, established and implemented in line with the EU communication and visibility requirements in force. The plan shall include, inter alia, a communication narrative and master messages for the Action, customised for the various target audiences (stakeholders, civil society, general public, etc.)

Visibility and communication measures specific to this Action shall be complementary to the broader communication activities implemented directly by the European Commission services and/or the EU Delegation. The European Commission and the EU Delegation should be fully informed of the planning and implementation of the specific visibility and communication activities, notably with respect to the communication narrative and master messages.

The financing of the communication and visibility activities for the action will be covered by another Commission decision.

8. SUSTAINABILITY – ½ page max

Regarding AoS#1 and AoS#2 Turkey is expected to remain a country of transit at the eastern Mediterranean route of irregular migration to Europe. Hence, supporting PMM's capacity and the removal centres is crucial. Previous experience shows that activities related to implementation of the EU-Turkey Statement of 18 March 2016 have positive effects to curb irregular migration. Psychosocial support and interpretation services will improve access to the rights

for irregular migrants. PMM will support pathways for sustainable and viable alternatives to administrative detention. PMM is aware of the great importance of psychosocial support to provide decent conditions in removal centres and access to the rights of irregular migrants. Turkish government recruited around 2000 security staff, cleaning staff and drivers in total to the removal centres, which were provided in the previous support. Likewise, Turkish Government has started to work to recruit the staff described in the activity and will recruit these staff in due time within national budgetary allowances to maintain the human resources after the end of the support.

The main guarantee for the sustainability of the results achieved by the actions is the fact that the process is deeply rooted in Turkey's national priorities, political willingness and international commitments which leads these efforts to be durable and sustainable. The close coordination, which will be continued through this project, is in compliance with the EU accession process of Turkey. The beneficiary will play a key role in ensuring the sustainability and national coordination of the activities.

Regarding AoS#3 Strategy documents to be prepared for airports will be the main guide especially for Airport Administration Authorities in terms of ensuring border and migration management at airports.

Activities related to Operational capacities of migration and border management agencies operating in airports will serve as a basis to improve Turkey's capacity to detect fraudulent documents in airports all around the country, thus directly contributing to the implementation of the Visa Liberalisation Roadmap. Thanks to the capacity building foreseen for the staff recruited in the airports and trained according to international and EU standards, the sustainability of the action will be guaranteed.

The newly hired border management officials will be trained, and trained personnel who would be assigned as trainers will continue to conduct trainings for border airport personnel.