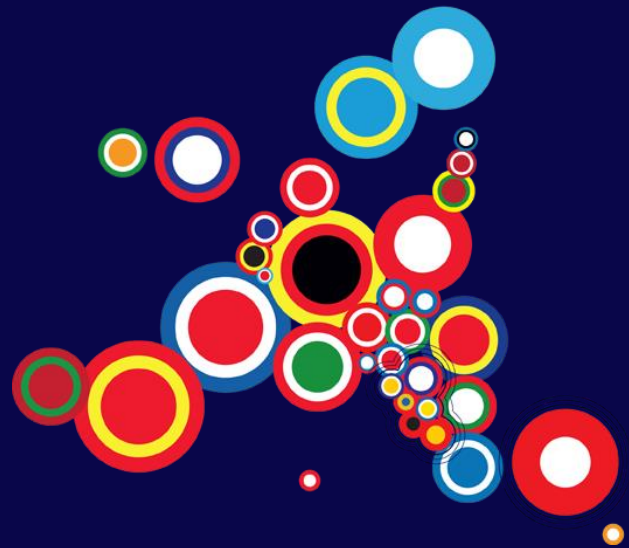




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

TURKEY

Home Affairs



Action summary

This Action builds on continues support in the Home Affairs sector provided to Turkey in previous programming years. The objective is to support and sustain the implementation of the requirements under the visa liberalisation roadmap by improving Turkey's legal and administrative framework in the field of Home Affairs in line with the EU acquis and EU standards.

The expected results are an improvement of Turkey's migration management system including physical improvement of the removal centre capacity and assisted voluntary return, the development of an integrated border management and improvements of border controls at the Eastern borders and the enhancement of the capacity of law enforcement institutions in the specific areas regarding border controls, the fight against cybercrime, drugs, and terrorism (including the fight against radicalism and Foreign Terrorist Fighters).

Action Identification	
Action Programme Title	Annual Action Programme for Turkey (2016)
Action Title	Home Affairs
Action ID	IPA/2016/ 039-354/6 /Turkey/Home Affairs
Sector Information	
IPA II Sector	Rule of Law and Fundamental Rights
DAC Sector	15110 - Public sector policy and administrative management
Budget	
Total cost	105,400,000 EUR
EU contribution	92,050,000 EUR
Budget line(s)	BGUE-B2016-22.020301-C1-NEAR
Management and Implementation	
Management mode	Indirect management
National authority or other entrusted entity	Emine Döger, Acting PAO-CFCU Director Central Finance and Contracts Unit Address: Eskişehir Yolu 4. Km. 2. Cad. (Halkbank Kampüsü) No:63 C-Blok 06520 Söğütözü/Ankara Tel: +90 312 295 49 00 Fax: +90 312 286 70 72 E-mail: pao@cfcu.gov.tr, emine.doger@cfcu.gov.tr
Implementation responsibilities	<i>In the field of migration and asylum management</i> Activity 1: Mr. Önder BAKAN Head of Support Services Department Directorate General of Migration Management e-mail: onder.bakan@goc.gov.tr Tel: +90 312 422 0701 Activity 2: Mr. Hasan Basri KARAKUŞ Acting Head of Protecting Victims of Human Trafficking Department Directorate General of Migration Management e-mail: h.basri.karakus@goc.gov.tr Tel: +90 312 422 09 16 <i>In the field of integrated border management</i> Activities 3 and 4: Mr. Hüseyin ÇAKIRTAŞ Head of the Department of Border Management Directorate General of Provincial Administration/ Ministry of Interior e-mail: huseyin.cakirtas@icisleri.gov.tr Tel: 422 4206 Activity 5: Mr. Burhaneddin BEKTAŞOĞLU

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Location	
Zone benefiting from the action	Turkey
Specific implementation area(s)	Turkey
Timeline	
Final date for concluding Financing Agreement(s) with IPA II beneficiary	At the latest by 31 December 2017
Final date for concluding delegation agreements under indirect management	At the latest by 31 December 2017
Final date for concluding procurement and grant contracts	3 years following the date of conclusion of the Financing Agreement, with the exception of cases listed under Article 189(2) of the Financial Regulation
Final date for operational	6 years following the conclusion of the Financing Agreement

implementation			
Final date for implementing the Financing Agreement (date by which this programme should be de-committed and closed)	12 years following the conclusion of the Financing Agreement		
Policy objectives / Markers (DAC form)			
General policy objective	Not targeted	Significant objective	Main objective
Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	✓
Aid to environment	✓	<input type="checkbox"/>	<input type="checkbox"/>
Gender equality (including Women In Development)	<input type="checkbox"/>	✓	<input type="checkbox"/>
Trade Development	✓	<input type="checkbox"/>	<input type="checkbox"/>
Reproductive, Maternal, New born and child health	✓	<input type="checkbox"/>	<input type="checkbox"/>
RIO Convention markers	Not targeted	Significant objective	Main objective
Biological diversity	✓	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	✓	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	✓	<input type="checkbox"/>	<input type="checkbox"/>
Climate change adaptation	✓	<input type="checkbox"/>	<input type="checkbox"/>

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

Home Affairs is one of the most important policy areas for Turkey during the EU alignment process. Due to various but interlinked issues, the Home Affairs sub-sector has three priority areas: (1) Migration and Asylum (2) Integrated Border Management (IBM) and (3) Fight against Organised Crime.

In the field of **migration and asylum**, Turkey needs to improve its legal and administrative system in line with international and EU standards and best practices. As a candidate country, Turkey aims to align with the EU acquis on migration and asylum and ensure its effective implementation with relevant strategies and legislations.

Turkey is an important transit and destination country for migration and migrant influx. According to the Turkish authorities' data, in 2015, 422.895 applicants were granted a residence permit mainly for short stays, family reunification, business and educational purposes. 146.485 irregular migrants were apprehended by the Turkish authorities in 2015, which represents nearly an increase of 250 % as compared with 2014.

Turkey has been taking important steps in order to strengthen its physical capacity in the field of migration management. The constructions of previous IPA funded removal and reception centres are completed and the removal centre in Erzurum has become operational. However, the construction and refurbishment of the new removal centres remains an important issue for Turkey. According to the Action Plan on Irregular Migration adopted on 5th of March 2015, Turkey needs to enhance its capacity by 7470 persons. DGMM has started to construct 12 new removal centres in Ankara, Ağrı, Malatya, Çanakkale, Konya, Tekirdağ, Kocaeli, İstanbul (container), Hatay, Kırıkkale, Antalya, Aydın (container) with a total capacity of hosting 4820 persons from the national funds. DGMM has taken over the existing 13 removal centres from Turkish National Police (TNP) which were built as individual premises. The latest site visits conducted by an EU expert mission shows that these centres should be refurbished in line with international standards and EU best practices. The construction of 6 additional centres is planned under the 2015 programme and these centres are planned to be refurbished by supplying required equipment to be fully functional.

Sustainable return and reintegration assistance is an important mechanism in migration management. Many migrants who arrive from long distant countries are mostly vulnerable groups and cannot be sent back directly due to a lack of information on their origin and/or on the situation in their countries of origin that may result from civil unrest, economic or natural catastrophes. Furthermore, stranded migrants cannot be kept for long periods of time on the premises of the Turkish Government since their subsistence and even more their return home can be costly.

As a consequence, irregular migrants can be placed under administrative detention in line with the Law on Foreigners and International Protection, so that administrative detention cannot exceed one year in the removal centres. This constitutes an aggravating problem for both Turkey and other transit and destination countries in Europe. In this context, comprehensive and sustainable voluntary return and reintegration assistance needs to be provided to stranded migrants and those in particularly vulnerable situations, and a sustainable system for DGMM must be established. Turkey aims at strengthening its efforts to address the challenges posed by irregular migrants stranded while in transit through the Turkish territory and needs to improve immediate responses to vulnerable stranded migrants as well. Therefore, regular implementation of a comprehensive and sustainable return and reintegration assistance mechanism can strengthen the institutional capacity of Turkey.

In the field of **integrated border management**, given its geographical location, Turkey has long and challenging borders to control. A land border with eight neighbouring countries: among them 911 km with Syria, 384 km with Iraq, 560 km with Iran and 320 km with Armenia. Turkey has a large number of entry points: overall 139 border gates. In the field of border management, the following are the relevant institutions: The Turkish Land Forces Command is responsible for border surveillance activities on green borders; Turkish Coast Guard Command is responsible for surveillance activities on blue borders; The Turkish National Police executes border checks at border crossing points (BCPs) and the Ministry of Customs and Trade is responsible for controls on vehicles and goods at BCPs. All of these institutions are responsible for combating cross border crime. The Land Forces and Coast Guard Command deliver the criminals seized at the borders to law enforcement units (Police/ Gendarmerie). Moreover, the Turkish

Ministry of Interior has responsibilities regarding the protection of borders and the establishment of physical border security systems according to law no. 3152. The Ministry of Interior fulfils its duties regarding borders via governorates.

Illegal border crossings are the most common types of crimes. In recent years, the rising number of illegal border crossings (in 2014 the total number of illegal border crossings was 28.172 in land borders according to data taken from relevant institutions and also shared with FRONTEX) has not only created serious ramifications for Turkey's national security but it also constituted a challenging pressure for the European border management system. More than half of that illegal activity occurred over the eastern and southern (Iran, Iraq and Syria) borders of Turkey. Turkey's eastern borders are of great importance as being one of the main entries for irregular migrants and illicit drug trafficking as stated in the 2014 FRONTEX Risk Analysis Report. According to this report, Afghans are ranked as the second most detected nationality in the Eastern Aegean Sea after Syrians. One of the sources of irregular Afghan migration flow is Afghans living as refugees in Iran. Afghans use Turkey's Eastern borders for illegal crossings. According to the statistics, taken from relevant institutions (Turkish National Police, Turkish Land Forces Command) and also shared with FRONTEX, the number of irregular migrants arrested at the Turkish Iranian border was 334 in 2013. However this number increased sharply to 1106 in 2014.

The hard mountainous structure of the eastern border area enables illegal cross-border activities. At eastern borders, the physical barriers system is not sufficient due to the land structure and the negative weather conditions. Besides, this area possesses many hidden passages, which should be controlled by wireless sensors. Modernisation of Turkey's border surveillance system in eastern borders will contribute to preventing cross-border trafficking by providing a constant surveillance of Turkey's green borders in the region.

As for south-eastern (Syria) borders of Turkey are concerned, despite having taken intense border security measures, the trafficking and illegal border crossings cannot be fully prevented. When the Turkish-Syrian border is taken into account, due to the on-going internal conflict in Syria, cross-border activities such as irregular migration, human and other kinds of smuggling, terrorist attacks occur intensely and national efforts provide border security and surveillance to a certain extent. According to statistics released by the Turkish Land Forces Command, in the last 5 years more than 6.000 weapons, 5.5 million litres of fuel-oil, 4.000 tons of cannabis, 1.6 million drugs, 22 millions of boxes of smuggled cigarettes have been captured. Moreover, in 2015, 944 foreign terrorist fighters were apprehended by Turkish border guards at Syrian borders.

In order to prevent above mentioned cross-border crimes, Turkish authorities have begun to take security measures at Syrian borders. However, most of the border area is mined, therefore it is not appropriate to construct modern border surveillance systems for the time being. In this regard, increase in border surveillance capacity is urgently required and surveillance cameras are considered as the most reasonable solution in these urgent circumstances.

Document fraud is widely perceived as a serious problem affecting border control and internal security of any country. The verification of the authenticity of identity and travel documents is a key element of border checks and a pre-requisite for efficient border control. The continuous development and sophistication of the physical, optical, and electronic security features of travel documents currently in circulation brings significant challenges for border control officers, who need to increasingly rely on the support of document inspection systems (DIS) using advanced functionalities as well as automated components.

The use of fraudulent documents at the border crossing points is one of the most prevalent modus operandi of irregular migration. Turkey is not an exception and document fraud is especially being detected at its air borders. According to the data gathered by the TNP, the Border Gates Department, 48.258.297 passengers entered and 47.979.444 passengers exited from the border gates of Turkey in 2015. During the same year, 10.092 forged documents were detected. Top three nationalities apprehended with forged documents were Syrian nationals (2.688); followed by Iraqi (7.109) and Libyan (626) nationals. Among 163 border gates of Turkey, İstanbul Airport (5.492); Sabiha Gökçen Airport (118) and Antalya Airport (335) constituted the main border gates where fraudulent documents were detected in 2015. In line with this and according to findings of Frontex Annual Risk Analysis Report for 2015, İstanbul Atatürk (IST) international airport in Turkey remained the most frequently reported last embarkation airport outside the EU from which travellers with fraudulent documents arrived to the EU/Schengen area. The increase of almost 50% in the third quarter of 2015 of

travellers with fraudulent travel documents, when compared to the same period in 2014, points out to a significant vulnerability and risk at the EU's air borders and marks a return to the relatively high fraud detection figures recorded in the second half of 2013. Almost one third of the cases of document fraud on the routes from Istanbul to the EU involved Syrian nationals travelling on fraudulent Algerian, Bulgarian or French passports.

At the border crossing points in Turkey, Turkish National Police (TNP) is in charge of verification of travel documents of those crossing the country's borders. Moreover, in 2013, risk analysis units were established by Border Gates Department in order to analyse the risks and trends. However, the aforementioned units still need to comply with structural requirements in order to assess the magnitude and likelihood of vulnerabilities to threats and prepare accordingly for possible impacts this might have on border security, ability to manage the flows of legitimate travellers and overall humanitarian situation.

Bearing in mind findings highlighted above, there is a clear need to support and enhance Turkey's border management efforts through capacity building and via enhancing the inter-institutional and international cooperation in risk analysis and detection of forgery in travel documents.

The third area involves enhancement of institutional capacity of Turkish law enforcement agencies in **Fight against Organised Crime**. Over the last ten years, Turkey achieved important progress in the field of fight against organised crime. Thanks to the EU alignment process, several tools and mechanisms established for police and judicial cooperation with EU Member States via twinning projects in IPA-I term. Today, in Turkey, the capacity of law enforcement institutions is, overall, adequate. However, in some areas specific capacity building activities and investments are required. In parallel with the on-going VLR dialogue, the issues mentioned below are expected to be addressed with the joint work of EU and Turkey.

One of the main problems in this field is the current capacity of law enforcement institutions against *cybercrime*. Due to the nature of this type of organised crime, the institutions should follow recent trends in the sector. According to Europol's Internet Organised Crime Threat Assessment (IOCTA) 2015 Report, there is a considerable increase in the scope, sophistication, number and type of attacks. The growing of internet and internet-enabled services creates opportunities to commit crime. As the scale of Internet connectivity, including mobile access continues to spread, EU citizens and organisations will be subjected to a larger volume of attacks from previously under-connected areas of the world.

According to TNP statistics, in Turkey, there are approximately 55 million smartphone users; most of them are connected online. 3 out of 5 households have Internet connection. In addition to these statistics, cybercrime is increasing year by year. In 2014, the number of cybercrime was almost 22.000 while it was around 16.000 in 2013. In this perspective, law enforcement institutions should maintain capacity building activities.

As for the fight against cybercrime, there is a need for strong collaboration of three institutions: the Turkish National Police (TNP), the Turkish Jandarma and the Ministry of Justice. Cybercrime cases in city centres are generally handled by the Turkish National Police, whereas the Turkish Jandarma handles cases in rural areas. Cybercrime investigations are initiated by the Ministry of Justice regardless of the location where the crime is committed. As a result, it is necessary that the capacity of these different bodies must be increased to combat cybercrime effectively.

International cooperation and coordination is inevitable for the cybercrime issues. Currently, TNP is maintaining international cooperation in different ways. First of all, TNP is the 24/7 contact for the network of Council of Europe's Convention on Cybercrime and has already robust police cooperation channels with EU member states for individual cases. As the comprehensive study on cybercrime of UNODC put, direct police-to-police cooperation is an important aspect for the cybercrime investigations. In addition to sharing best practices on legal and technical capabilities, the study visits and internship programmes would also improve such direct communication channels with the help of face-to-face networking both for TNP and TJ.

The Turkish National Police (TNP) Department of Cybercrime (DCC) is one of the 35 departments subordinated to TNP, which supports and coordinates cybercrime divisions of TNP throughout the country. The divisions in 81 cities of Turkey are under the responsibility of DCC. 59 provincial branch offices are tasked with detecting, preventing and investigating cyber-criminal activity in urban areas. DCC should follow recent trends in order to support provincial units and this situation resulted in a heavy burden on DCC. In 2015,

TNP dealt with 32.212 analyses. Therefore, the capacity of TNP should be increased with specific training in cooperation with EU agencies working in the field. As for the Turkish Jandarma, their Cybercrime and Technical Intelligence Department was established on January 14, 2016. There are 81 branches in 81 cities with different amounts of staff according to the percentage of crimes to deal with. All the branches and departments are tasked with detecting, preventing and investigating cybercriminal activities in TJ's jurisdiction area. Moreover, there are 24 branches and 57 sections at local level and a branch at the HQ under the ASOC department to deal with organised crimes which are related with cybercrimes and cyber proofs. In 2015, all the TJ's units dealt with 16224 analyses (Forensic analysis of TJ Forensic Department are excluded.). The total number of TJ's expert staff to deal with cybercrimes is 720 (TJ Forensic Department experts excluded.). To improve the current level of the staff, TJ should increase the capacity of the training centre with specific training programmes including supply of new and modern equipment for training purposes.

Beside the training and investment side of the problem, current efforts should be supported with raising awareness raising activities. These activities are needed to be designed for specific target groups such as children, parents, the private sector and the public sector except law enforcement institutions.

In addition, the prevention and investigation aspect of cybercrime, *digital forensics* is an important and specific field. Digital forensics includes the procedures to be followed in analysis of digital materials of a suspect addressed by a legal investigation. According to article 134 of the Law no 5271 of Criminal Procedure dated 17/12/2004 TNP and its affiliated units analyse digital materials of a suspect addressed by a legal investigation and these analyses include not only the digital evidence of cybercrime but also of all crimes. Current needs show that the digital forensic capacity should be improved in a larger framework including analysis of digital data in crimes such as extortion, murder embezzlement, child exploitation, immigration, border security, terror related crimes and terrorist group activities in addition to the crimes of unauthorised access. Activities of data analysis are performed in DCC-Digital Forensic Branch Office and regional centres of analysis located in 17 provinces. Technological advancements give rise to greater storage capacities. The increase in the capacity of materials to be analysed requires development of workstations capable of making analysis and processing the data. For these reasons the capacity of DCC-Digital Forensic Branch Offices should be developed with new investments.

The chaotic situation in neighbouring countries brings very important risks such as radicalisation and terrorist attacks. As it is stated in European Commission Turkey 2015 Report, in chapter 24, Turkey is also on major crossroads for a rapidly growing phenomenon of foreign terrorist fighters on their way to neighbouring countries. Turkey is a secure buffer zone for illegal and legal passing from Middle East and Asia to Europe. So Turkey's role is not limited to national borders but also has a role at an international level.

The digital materials which are found around the crime scene have to be examined to prevent these kinds of events and to combat proactively against terrorist attacks. The provincial units of Cyber Crime Department are responsible to examine digital materials to get information to accelerate investigation process of the crimes. In January 2016, a German tourist group killed by a suicide bomber around Blue Mosque in İstanbul. The evidences from the crime scene are a smart phone and a tablet. During the examination process, TNP tried a new method and reached the data about past and possible terrorist attacks. However, the period lasted too long due to the not having enough capacity and methods for the investigation. Consequently, it is highly needed to improve current capacity of TNP.

Drugs profiling and investigation is another aspect of the fight against drugs. According to the statistics of TNP Police Forensic Laboratories, there is a drastic increase in the numbers of the workload of forensic drug examinations. Between the years 2008 and 2014, the number of cases increased from 34.182 to 77.324. The current studies of Turkish Police Forensic Laboratories (TPFL) consist of determining the type and concentration of seized drugs. This procedure generally helps police forces to combat domestic drug trafficking and street level consumption. As it is known, Turkey is located in the centre of the drug trafficking from Asia and Africa to Europe. This is not due to the lack of abilities in Turkish authorities; it is also a result of the geographical position of Turkey which is a bridge between Asia and Europe. EU Member States and Turkey are taking the necessary measures to fight domestic drug problems but there should be an effective co-operation between each other to combat with this cross-border crime.

There is a mechanism among EU MSs which is known as European Database for Drug Profiling, in which MSs share the chemical profiles of seized drugs. With the help of this mechanism EU MSs share the knowledge and intelligence on drugs. This co-operation serves to the common interest of the Member States to

identify the trends of illicit drug production and manufacture and to map the supply lines of controlled drugs. By means of chemical profiles, one can determine the links between seized drugs in different locations which will later help authorities to identify main origin and entrance points of drugs to the country. Generally for Turkish Police Forensic Laboratories (TPFL), the capacity in the determination of origin is not enough to combat illicit drug trafficking. Turkish Police Forensic Laboratories must develop to detect the chemical profile of drugs hence the origin. With the help of EU pre-accession funding and the expertise and experiences of EU MS's drug analysis specialist's TPFL specialists can achieve the ability of determining the chemical profiles of drugs. Then the obtained profiles and knowledge will be shared with EU database to combat with this cross-border phenomenon.

The fight against terrorism and radicalisation is an important topic both EU and Turkey. Internal conflict in Syria has been affecting Turkey and Middle East countries since 2011. The Syria crisis were of the source of new problems such as DAESH and other terrorist attacks in EU and Middle East countries. The chaotic situation in Syria and Iraq triggered terrorist events as results of radicalisation due to social and economic problems of the region. In this respect, the form of terrorist events has changed. Foreign terrorist fighters, radicalism and social unrests affect thousands of people. A dedicated approach needs to be developed between law enforcement institutions and judiciary including information share.

Also, the recent events in Kobani, Suruç and Ankara show that terror related crisis management requires a multi-institutional approach in which all law enforcement agencies and judicial institutions have to cooperate and manage the operations in the event area. Transmission of data from the crime scene and simultaneously assessment of data have a great importance to effectively manage the situation. Law enforcement institutions have an important role and experience on the fight against terrorism at the operational and tactical levels. However, the responsible institutions in the field should review and improve their current methodologies and strategies on FTFs, prevention of radicalism, fight against radicalism and financing of terrorism related issues. To this aim a sustainable system under the coordination of Turkish Jandarma involving all related institution such as TNP, Ministry of Finance (MASAK Department) and Ministry of Justice are needed to struggle with this crucial problem.

OUTLINE OF IPA II ASSISTANCE

Regarding support *in the field of migration and asylum*, two activities will be financed in complementarity to the large number of financial assistance projects provided in this field in the IPA programmes 2013, 2014 and 2015. 6 removal centres will be refurbished, the construction of which will be funded under 2015 Annual Action Programme. Assistance for voluntary return and reintegration assistance will be provided to at least 4.000 stranded irregular migrants in Turkey. This support will be implemented in cooperation with IOM.

Regarding *integrated border management* support will consist of extending for an activity which is part of the 2015 Annual Action Programme. The border surveillance system at Turkey's eastern borders will be modernised via supply contracts. In addition, border security at south eastern borders of Turkey will be reinforced through increased border surveillance capacity using surveillance cameras.

Other activities will include: preparation of a training plan and materials, training for border gate officials and trainers, equipment support and strengthening of the inter-institutional coordination and communication on forgery detection at national and international level, a needs assessment pertaining to risk analysis enhancement in terms of human capacity and infrastructure, basic training and TA on risk analysis, and inter-institutional meetings on risk analysis for the main responsible Turkish institutions. The scope of the assistance also covers provision of (forgery-detection and passenger profiling) training by the main beneficiary to other stakeholder institutions with responsibilities in the area of countering irregular migration (DGMM, Gendarmerie and the Coast Guard).

In the field of fight against organised crime, various but inter-linked activities will be implemented. The Turkish National Police (TNP) and Turkish Jandarma will increase their institutional capacities for prevention and investigation to combat cybercrime and raise awareness in the society on cybercrime issues. The number of cybercrime experts will be increased with trainings and awareness programmes. In addition, the capacity of the public sector except law enforcement institutions and private sector employees will be enhanced in terms of cyber security.

TNP will increase the digital forensic examination capacity of law enforcement mechanism by increasing the number and capacity of Digital Forensics Laboratories operating in Turkey. The mobile device analysis

capacity of 81 units including provincial directorates will be built. Currently, TNP has Branch Directorates for Combating Cybercrime in 59 provincial units. The establishment of 8 new regional examination centres for cybercrime is being planned as a part of the already existing 59 provincial units. The establishment of new cybercrime units in provincial directorates which have not cybercrime units and upgrade of the other provincial directorates' digital forensic examination and first response capacity is also foreseen. In addition, technical capacity of forensic experts will be enhanced via the twinning component of the activity. Best practices and know-how of an EU MS on digital forensics which has an ENFSI laboratory will be shared and transferred.

Strengthening the ability of making detailed analyses of drugs in order to detect the origin and determine the correlations among seized drugs is also foreseen. Moreover, the Action will strengthen the cooperation between Police Forensic Laboratories, Turkish National Police (TNP) and EU Member States in terms of sharing drug intelligence – data exchange and fight against drug trafficking and reduce the consumption.

The institutional and administrative capacity of law enforcement and other related authorities active in the prevention and investigation into cases by terrorists, radicals and FTF will be improved and strengthened. Training on fight against terrorism will be given especially to the leader personnel and the staff in Counter-terrorism (CT) branches. Those trainings will be given under 4 sub-branches to the personnel working at CT branches and the personnel that have training duties related to the issue in the School of Turkish Jandarma.

RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

The Home Affairs sub-sector includes alignment activities mainly related with Chapter 24 Justice, Freedom and Security. Major priorities for EU assistance are mentioned in the IPA II Indicative Strategy Paper for Turkey. Accordingly, the main objective of IPA II assistance under the Home Affairs sub-sector is *to advance implementation of the visa liberalisation roadmap by improving Turkey's legal and administrative framework in the field of Home Affairs in line with the EU acquis and EU standards.*

In line with the main objective, the Action will especially support: (1) improving the legal and administrative infrastructures in the field of migration and asylum in line with EU standards to effectively manage migration flows and (2) achieving substantial progress in implementing institutional reform on integrated border management (IBM) via enhancement of technical and personnel capacity of borders and interagency coordination. (3) Improving police and inter-agency cooperation in the fight against organised crime, both at national and international level.

Currently, the **Visa Liberalization Roadmap** specifically identifies the areas where Turkey has to undertake legislative and administrative reforms to establish a secure environment for visa-free travel in line with **the Readmission Agreement**. The Roadmap addresses Turkey's requirements under the blocks of "document security, migration and border management, public order and security and fundamental rights". The Roadmap also underlines that "Turkey should provide adequate infrastructures and sufficient human resources and funds ensuring a decent reception and protection of the rights and dignity of victims of trafficking, and supporting their social and professional reintegration."

In the field of migration and asylum

All the activities are highly related with the mentioned issues in the Visa Liberalisation Roadmap (VLR). For instance *Activity 1* aims to improve Turkey's return capacity of the 6 removal centres programmed under the 2015 Annual Action Programme. By the end of this activity Turkey will increase its removal centre capacity as well as the standard services delivered in its removal centres. Whereas it is noted that alternatives to detention should be found for irregular migrants, the implementation of, amongst others, the EU- Turkey readmission agreement requires Turkey to increase its reception and accommodation capacity for irregular migrants.

Activity 2 is regarding the implementation of an Assisted Voluntary Return and Reintegration (AVRR) mechanism for the stranded migrants in Turkey. The activity also contributes the current level of migration management via creating a sustainable return and reintegration mechanism for the migrants in Turkey.

Both of these activities are also related with the on-going efforts of DGMM in the field of migration management. DGMM, which is responsible for developing policies and strategies in the field of migration and asylum, prepared two national strategy papers and action plans in order to replace Turkey's National

Strategy Papers (2003) and Action Plan (2005) for Asylum and Migration. In the meantime “**the National Action Plan related to the effective implementation of the EU-Turkey Readmission Agreement**” and “**the Strategy Document and Action Plan on Irregular Migration**” has been adopted on 5 March 2015. Enhancing the return capacity of Turkey, prevention of irregular migration and strengthening measures related to fighting against organised crimes related to migration, developing and implementing voluntary return programs for irregular migrants, strengthening international cooperation for more effective return of irregular migrants and respecting human rights of irregular migrants and taking measures to protect vulnerable irregular migrants are priorities within the Action Plans.

In the field of integrated border management

According to IPA II Indicative Strategy Paper for Turkey, “Turkey’s efforts on **integrated border management** need to continue, to establish open and secure borders by developing and strengthening Turkey’s legal, institutional and technical capacity and bringing this into line with EU IBM policy, taking into account the current and expected migration flows.” In line with this, “Substantial progress is made in implementing institutional reforms for integrated border management, with an increased technical capacity for border management and a high degree of alignment with relevant EU policy” In addition, “capacity building to combat cross-border crimes and manage borders in an effective and sustainable manner, focusing on efficient use of equipment, risk analysis, information exchange and integrated border management practices, complemented by upgraded software and hardware” have been set as an action.

In addition to that, “Second Report on progress by Turkey in fulfilling the requirements of its Visa Liberalisation Roadmap” dated 4.3.2016, the Commission recommends that Turkey considers the measures described below;

“In order to reduce the number of persons entering Turkey irregularly, surveillance along the South-Eastern and Eastern land borders of the country should be enhanced. To that end, Turkish land forces should continue their modernisation, through the increasing deployment of well-trained contractual agents instead of conscripts, as well as via the use of modern surveillance equipment and the adoption of flexible patrolling.”

Activity 3, which is also the second phase of an activity programmed under 2015 will increase Turkey’s institutional and technical capacity via modernisation of border surveillance systems. *Activity 4* also aims to reinforce the capacity via establishment of modern surveillance equipment in the southern borders of Turkey.

Regarding *Activity 5*, Document security constitutes one of the benchmark requirements in Turkey’s Visa Liberalization Roadmap. Under “Block 1”, such recommendations as “establish training programmes and adopt ethical codes on anti-corruption targeting the officials of any public authority that deals with visas, breeder documents or passports”; “promptly and systematically report to Interpol/LASP data base on lost and stolen passports; and “regularly exchange passport specimens, visa forms and information on false documents, and cooperate on document security with the EU” were indicated. Moreover, in the EU Accession Progress Report 2015, the Turkish authorities are encouraged to develop mutual assistance and cooperation with the EU Member States to detect false travel documents. It is stated in mentioned progress report that “some 200 police staff was trained in identifying forged and fraudulent travel documents. Nevertheless, the police needs to strengthen document checks at borders and in the transit zones of international airports. Turkish police is encouraged to further develop information exchange and operational cooperation with Member States’ immigration liaison officers deployed in Turkey”. Finally, capacity building on forgery detection is stipulated among the priorities in Turkey’s Strategy Document and National Action Plan in relation to Irregular Migration under Strategic Priority 1 “Preventing Irregular Migration and Strengthening Measures Related to Combating Organized Crimes Related to Migration” with foreseen activity: “ To develop a training curriculum on the early detection of fraudulent documents at the border gates, provide regular training sessions for relevant staff and prepare interactive guidelines”.

In the field of fight against organised crimes

The last priority of the Home Affairs sub-sector includes several issues to be improved in parallel with the EU alignment process under Chapter 24. To start with the IPA II Indicative Strategy Paper for Turkey, “Turkey needs to strengthen all law enforcement institutions involved in *the fight against organised crime* and align their status and responsibilities with European standards, including through developing inter-agency and international cooperation. These include combating money laundering, terrorism, drugs, and

cyber-security threats.” In line with this, “Law enforcement institutions need further training and equipment, and police cooperation at international and domestic levels needs to be strengthened.”

In the field of fight against organised crimes, the main national strategy is the **National Strategy for Fight against Organised Crime (2016-2021)** and its annex **National Action Plan covering 2016-2018** which entered into force upon "approval of the prime minister's office", dated 17 March 2016..

As regards the fight against cybercrime, cyber security efforts have been launched upon the adoption of the decision on ‘Execution, Management and Coordination of National Cyber Security Activities’ by the Council of Ministers. *Cyber Security Council* was established to determine the precautions to be taken for cyber security. The Council is presided by the Ministry of Transport, Maritime Affairs and Communications (MoTMAC) and consists of eleven member institutions. The National Cyber Security Strategy and Action Plan for the term 2013-2014 were prepared under the coordination of the Ministry.

In Turkey, a new comprehensive strategic plan, "Strategy and Action Plan for Cybercrime" is in a preparation process with the coordination the Ministry of Development. All of the parties involved in the preparation process supported the importance of trainings for the law enforcement personnel, improvement of international police cooperation and awareness raising activities in the strategy and plan.

Activity 6 aims to improve the prevention and investigation capacity of law enforcement institutions in the fight against cybercrime and also aims to increase the awareness on cybercrime for different levels of target groups. The activity also related with the issues stated in **the Turkey Progress Report 2015** that *Turkey will need to improve its legislation in the field of cybercrime*. Besides it is stated in the report that “*Specialised units are in place to combat terrorism and trafficking in human beings, drugs and cybercrime, and for witness protection and financial investigations. Specialisation and effectiveness need to be developed through training and retention of staff in the respective units.*” *Activity 6* includes capacity building activities which will support all related institutions working in the field. In addition the activity is also related with the 36th article of “Strategy and Action Plan to Combating against Cybercrime” which is currently drafted by Ministry of Interior.

Regarding the *Activity 7*, it is stated in Indicative Strategy Paper for Turkey 2014-2020, ‘Turkey also needs to address shortcomings in justice, freedom and security.’ In fighting against terrorism, getting evidence from digital materials supports this fight more effective also makes the concepts of justice, freedom and security more powerful for Turkey. In this matter, enhancement capacity of digital forensics is directly related both fighting against terrorism and migrant smuggling.

Activity 8 which is in the field of combating illicit drug trafficking; The Joint Action of 29 November 1996 by the Council of the Treaty on European Union (Celex No: 31996F0699) concerns the exchange of information on the chemical profiling of the drugs to facilitate improved cooperation between member states in combating illicit drug trafficking. This action also states that forensic laboratories in member states have developed specialized competences, skills and expertise in the chemical profiling of drugs, which is of significant benefit to law enforcement agencies in individual member states in the fight against illicit drug production and trafficking. As an outcome of this action member states intended to establish a more cohesive mechanism for the transmission and dissemination of the results of drug profiling in Member States which is now called as European Database for Drug Profiling. It envisages the exchange of information relating to the chemical profiling of cocaine, heroin, LSD, amphetamines and their ecstasy-type derivatives MDA, MDMA and MDEA, and such other drugs or psychotropic substances as Member States see fit. Only the forensic laboratories of the Member States share the drug profiling information within this database. In this action it is also emphasized that the sharing of information would be an important contribution to the EU’s efforts in tackling illicit drug production and trafficking. It also recognises the benefits of enhancing cooperation between MSS’ forensic laboratories. Action also explains the format of data sharing details.

The EU document, Celex No: 52011DC0689, with the heading “Towards a stronger European response to drugs”, stated that the EU budget should focus funding those actions that have clear added value, which include; tackling new drugs, developing innovative practices on prevention or treatment and cross-border law enforcement cooperation and training.

EU Drug Strategy 2013-2020 aims to contribute to a reduction in drug demand and drug supply within the EU. It also aims to reduce the health and social risks and harms caused by drugs through a strategic approach that supports and complements national policies, that provides a framework for coordinated and joint actions

and that forms the basis and political framework for EU external cooperation in this field. One of the five main objectives of the strategy is to further strengthen dialogue and cooperation between the EU and third countries, international organisations and for on drug issues. Many priorities were identified in the strategy such as ensuring support to the candidate and potential candidate countries, and the countries of the European Neighbourhood Policy, focuses on capacity-building on both supply and demand reduction and evidence-based, effective and balanced drug policies, through strengthened cooperation including sharing of EU best practices and participation, where appropriate, in EU agencies, such as the EMCDDA, Europol and Eurojust (30.6).

Activity 9 which aims to fight against terrorism and radicalisation is another aspect of the field. According to the Turkey Progress Report 2015, *“Turkey has been seriously affected by the phenomenon of foreign terrorist fighters transiting through the country and is a source for terrorist fighters. It has improved its regime for combating the financing of terrorism. Turkey’s active counter-terrorism dialogue with the EU has continued, with particular attention paid to foreign terrorist fighters on which an experts’ meeting was held in June. The phenomenon of foreign terrorist fighters needs a dedicated approach by the intelligence and law enforcement community and a consistent judicial policy. A comprehensive strategy is needed to effectively prevent and counter radicalisation.”* In this activity it is expected to increase the institutional and administrative capacity of law enforcement agencies on prevention and investigation for the cases manipulated terrorists, radicals and FTFs. The activity is also related with the **Revised EU Strategy for Combating Radicalisation and Recruitment to Terrorism**, it is aimed that to promote good governance, rule of law, human rights, democracy, education, economic development, security sector reform and stability by means of political dialogues and via EU’s assistance programmes outside Europe. (Paragraph 18-32). Also this strategy paper predicts to support to third countries in strengthening their security sector is necessary as well as the rule of law. Disseminating the Works and the responsibilities included in this strategy paper to the third countries is foreseen as important for a joint effort at local, regional, national, European and international level. This Action is compatible with both the EU counter-terrorism strategy (prevent, protect, pursue, respond), and the policy the EU has developed over the last years on this basis, and related cooperation with the EU on counter-terrorism.

According to “Council Conclusion on the EU Regional Strategy for Syria and Iraq as well as ISIL/DAESH threat”, adopted on 16 March 2015, it is emphasized that EU would (will) use all its relevant tools to tackle the threat posed by ISIL/DAESH and its violent ideology (1st Article). It is also claimed that the EU would play a constructive role in order to achieve regional and international stability and to find durable solutions and the EU would urge all international actors, in particular the countries in the region. The countries of the region to take particular responsibility for ending the crises and tackling DAESH’s and other terrorist groups’ violent extremism which threatens them in the first place and offer appropriate EU support to their efforts. The EU would also seek to prevent violent extremism in the countries of the region, de-radicalisation programmes and radicalisation prevention. This document also expresses the importance of supporting Turkey, Lebanon, and Jordan to enhance border security for infiltration of FTF.

According to the report of EU Counter Terrorism Coordinator, 10 June 2015, “Follow-up to the statement of the members of the European Council of 12 February 2015 on counterterrorism” report on implementation of measures, the foreign affairs council adopted ambiguous conclusion on CT to strengthen cooperation with the countries in North Africa, the Middle East, the Gulf, Turkey and the Balkans. Also in this paper, it is expressed that the importance of engaging more with third countries on security issues and counter terrorism.

According to EU Security Strategy (12 December 2013), terrorism is described as a key threat and regional conflicts can lead to extremism, terrorism and state failure; it provides opportunities for organised crimes. In this paper, it is also expressed the importance of working together and being more active, more coherent, and more capable in order to make a contribution that matches EU’s potential. It is crucial that better co-ordination between external action and Justice and Home Affairs policies in the fight both against terrorism and organized crime.

All of the Activities under 2016 Action Programme are also related with the **National Action Plan for EU Accession Phase-1 and Phase-2** prepared by Ministry for EU Affairs. These Action Plans have been adopted in 2014 and include the following articles as targets:

- Increasing the capacity of removal centres where irregular migrants may be placed in line with humanitarian standards under administrative detention pending removal
- Ensuring rapid access to justice for victims of human trafficking
- Ensuring victims' efficient access to legal and administrative services within the scope of support programme for the victims of human trafficking
- Increasing the capacities of relevant institutions with respect to border security
- Strengthening the administrative and technical capacities of units functioning at land and sea borders and border gates
- Establishing a modern border security system for the surveillance of land and sea borders
- Ensuring continuous surveillance and security of the border
- Improving the total benefit in the field of fight against cybercrime by exchanging information and experience (problem encountered, technologies being used) among institutions providing services in the field of cyber security
- In line with the objectives of National Policy and Strategy Paper on Drugs (2013-2018), preventing the use of drugs in society and drugs related offenses; diminishing the harms of drugs on society and public health; improving the treatment facilities
- Complying with EU acquis and practices in the field of fight against terrorism (Drafting a Need analysis Report for Rural Area as regards the Fight Against Terrorism)

Lastly, **the 10th National Development Plan** foresees the establishment of an effective monitoring and surveillance system for immigrants, refugees, irregular workers, and transit passengers. Furthermore, a cooperation mechanism will be set up among institutions providing public security services in order to ensure an integrated and effective system. Internal security is also issued in 10th Development Plan prepared by Ministry of Development. According to the section 2.1.4, it is aimed to strengthen security services and establish a secure business and living environment in Turkey.

Within the scope of the victim support programme in the 10th National Development Plan, health services provided to the trafficked victims as well as international protection applicants and status holders access legal assistance free of charge by the council of ministers' decision.

In addition, according to 10th National Development Plan, it is planned to strengthen the coordination and cooperation between security agencies, improving the capacity of staff, equipment and tactic/techniques of security agencies. In parallel with national and international strategy papers, there will be an effective fight against the cybercrime which threaten individuals, institutions and the state.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

In the field of migration and asylum:

Establishment of "Reception Centres for Asylum Seekers and Refugees" and "Establishment of Removal Centres for Irregular Migrants" investment projects financed under the 2007 IPA programme were combined in order to implement activities properly. 6 Reception and 1 Removal centre have been established within the investment part of the project. The constructions have started on 2012 and provisional acceptance certificates have been obtained. In 2015 the reception centres have been transformed to removal centres (with the exception of one reception centre in Erzurum) with the agreement of the European Commission.

With a view to further strengthen the removal capacity of Turkey, the project "Construction of Removal Centres for the Effective Implementation of the EU – Turkey Readmission Agreement" has been programmed under IPA II Turkey 2015 Action Programme which aims to ensure the construction of 6 removal centres. *Activity 1* of the current programme is complementary to the 2015 programme and will provide for the necessary supplies for refurbishing these buildings so as to make them fully operational.

Furthermore, *Activity 2* will support the voluntary return and reintegration of at least 4.000 stranded migrants in Turkey. Thanks to the IOM's global experience in the field, assisted voluntary return and reintegration (AVRR) will be implemented through a multifaceted and thorough approach. Within this scope, IOM's programmes have evolved to provide a more comprehensive and sustainable return assistance with a range of services including the conceptualization of targeted country specific return assistance schemes, enhanced return counselling and information provision, networking, and pre-departure job-training. IOM's lessons learned clearly underline the importance of reintegration assistance to guarantee a sustainable return. An additional project outcome will be the development of guidelines on facilitating reintegration to assure a sustained and long term institutional capacity on the administrative facilitation of reintegration in the country. Furthermore, the coordination and dialogue – among the relevant actors within the country as well as the international counterparts of the respective countries of origin – facilitated through the project will be sustainable and will build a sound basis for future collaboration. DGMM started the implementation of an AVRR project financed under IPA 2011 at the beginning of 2016. Additionally, DGMM has programmed a more comprehensive activity in the IPA II 2014 year programme. Therefore, the proposed activity will be complementary and a follow-up of these two AVRR projects since Turkey will possibly host higher number of irregular migrants when the Readmission Agreement between Turkey and EU come into effect. The current project aims to guarantee the assisted voluntarily return of at least 4000 irregular migrants.

DGMM and IOM will take all necessary measures for ensuring the implementation of the project in good sequencing with the previous projects in this area. DGMM and IOM have expressed their preference to implement these projects consecutively by taking into account the time frame of the IPA programme. Moreover, an assessment report will be prepared as first activity of AVRR project 2016 programming year so as to ensure that outputs of the previous interventions in this area are duly reflected in the project implementation.

In the field of integrated border management:

Thanks to some of the previous projects, awareness regarding integrated border management concept has been raised. Technical equipment was provided to institutions related with border management (Land Forces Command, Gendarmerie General Command, Turkish National Police and Coast Guard Command); moreover training programs were realized for border staff from relevant institutions. Thus, institutional capacity has been increased. On-going projects, which include procurement of technical equipment and training programs, have already been serving the same goal.

In the long-run *Activity 3 and 4* will be complementary to the previously accepted projects: “Socioeconomic Development through Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey Phase 1 and 2 (IPA 2011-2012)”, “Increasing Border Surveillance Capacity at borders between Turkey-Greece Borders Phase 1 (IPA 2013)”, “Increasing Border Surveillance Capacity at Borders between Turkey-EU Phase 2 (IPA 2014)” and “Increasing Border Surveillance Capacity at Turkey's Eastern Borders Phase I (IPA 2015)”.

Surveillance vehicles with modern equipment will be provided for border surveillance activities with the supply components of above mentioned demining projects. However, to secure the Turkey's Eastern borders, further improvements are needed in certain areas, including through the establishment of more adequate infrastructure and a more extensive use of surveillance equipment, in particular electronic means, cameras on surveillance towers, radars and other systems. “Increasing Border Surveillance Capacity at Turkey's Eastern Borders Phase I (IPA 2015)” and Activity 3 in this Action Programme will fulfil the border security gap arising from to demining activities to be initiated on eastern borders. Regarding Activity 4, when south-eastern borders of Turkey is taken into account, due to the ongoing internal conflict in Syria, cross-border activities such as illegal migration, human and other kinds of smuggling, terrorist attacks occur intensely and national efforts provide border security and surveillance to a certain extent. In this regard, fixed thermal cameras will improve surveillance capacity enormously, thus border units will early recognize cross-border threats and take necessary preventive measures.

Moreover in the long-term it is targeted that all border surveillance systems will be connected to coordination center in Ankara and monitored from this center. Besides, above mentioned projects have institutional capacity building components which will provide Turkish border guards law enforcement vision and increase their capacity on border management, migration and cross-border crimes issues.

With all these projects, it is targeted that irregular migration and all types of cross-border crimes at Turkey's borders will be prevented in line with EU's IBM policies and strategies via de-mining the area and providing effective and humanitarian border surveillance tools for a technologically supported modern border surveillance system.

Regarding *Activity 5*, TNP has implemented national and international projects for the border gates units. Moreover, TNP has jointly implemented some projects regarding the same field with IOM. Within the context of these trainings, courses on passenger profile and risk analyses have been given. The mentioned trainings have been provided to newly appointed staff at the border gates as well as to existing staff who were previously been trained as refresher trainings in reply to changing needs. In order to address this, the proposed project will be the first of its kind focusing on both forgery detection and as well building up the capacity in risk analysis in a comprehensive manner.

IOM can combine the knowledge of more than one Member State including FRONTEX which would be added value for this topic. Essential for that would be the description of Experts to be hired from MS.

Moreover, the selected experts will provide capacity building not only to TNP staff, but also to the staff of other related law enforcement agencies and DGMM, who will also benefit from tailor-made trainings on detection of forgery in travel and residence documents. The sustainability of the action will be ensured through training of trainers and preparation of manuals on forgery detection and risk analysis (basic and expert level manuals on forgery detection for trainers, basic and expert level manuals on forgery detection for trainees; risk analysis training manual for trainers and risk analysis training manual for trainees).

In the field of fight against organised crime:

Over the last ten years many projects were implemented in the field of fight against organised crime. Turkish National Police, Gendarmerie General Command were the main beneficiaries of those projects Institutional capacity building activities were focused on activities regarding the fight against drugs and drug abuse, money laundering, human trafficking and forensics that are related with Chapter 24.

Regarding the *Activity 6*, the final report of the twinning project "Strengthening Capacity against Cybercrime" (IPA 2009) provided some recommendations which state that a second project should focus on the fine-tuning and capacity building of the relevant superior/government authorities in Turkey. Within this project it is seen that, project preparation process was essential for the successful implementation of a project. In addition, previous efforts of raising awareness on Combat Cybercrime look rather disorganized. It is learned that the activities directed from the center do not address the local needs or reach their local targets sufficiently. On the other hand the provinces are scene to activities carried out by enthusiasts, which are full of good intentions but lack of systematic approach, pedagogical basis and technological depth. Failure of those who carry out these activities to keep pace with latest technological or legislative developments is another important element that causes incompetence of current activities. The on-going efforts suggest that activities intended for raising awareness should be carried out for a greater audience with an inclusive approach and for specific groups with a scientific approach. In addition, Turkish Jandarma also took part in that project as a stakeholder. Unfortunately, the only output for Turkish Jandarma is trained seven officers. Turkish Jandarma was not aware of the project's preparation phase, so the needs of Turkish Jandarma were not reflected on that project. As a lessons learned point, from the phase of need analysis the participation of all the stakeholders and co beneficiaries is crucial for reflecting each institutions' needs, expertise and experiences.

Regarding the *Activity 7*, within the "Strengthening the Police Forensic Capacity" (TR 2003) project 978 Personnel has been trained in their relevant examination fields and some of the necessary equipment has been supplied especially for Ankara at Head of Department of Cyber Crime since 2012. However, it has been learned supplying some equipment for particular laboratories and getting the trainings are not enough to improve the forensic capacity of the police organization as it is stated in the documents mentioned above (progress reports and EU expert reports). Inadequate infrastructure limited the recruitment of the prospective experts and optimized performance of the existing ones and the provision of required equipment at the desired level. For these reasons, the forensic services could not have been provided as it should be.

Regarding the *Activity 8*, Department of Police Forensic Laboratories implemented two EU projects between 2005 and 2007. One of them was a twinning project with German BKA which covers general training

activities in different forensic disciplines. In training sessions on drugs analysis general topics were performed, there were limited activities and detailed analysis like drug profiling could not perform.

There is an on-going EU project which consists of building three (Adana, Diyarbakır, İzmir) new regional forensic police laboratory and instrumentation supply. The supply component was implemented to provide modernization of those regional laboratories. Due to the large numbers of workload for those newly built regional laboratories, drug intelligence and profiling centre is planned at the central laboratory. This specialized task should be performed by the specially trained and appointed staff. Within *Activity 8*, TNP aims to adopt Ankara police forensic laboratory which is the central laboratory of the TNP, to the drug profiling information exchange mechanism of the Union. Also Gendarmerie Forensic Laboratories will adopt their Ankara laboratory. First step will be improving the knowledge and abilities of the staff to analyse the seized drugs and gather appropriate information to exchange via twinning project and determining necessary instrumentation by visiting the EU member states laboratories that are already within the mechanism. Second step will be the supply of these instrumentation and optimizing methods for the analysis of drugs. The final list and quantities of equipment will be determined with the assistance of twinning expert in the first quarter of twinning component in order to comply with timeline

Regarding the *Activity 9*, as a result of lessons learned from the “Prevention of Domestic Violence against Women Project (TR2010/0136.03-01/001) it is seen that every training activity should have evaluation criteria and all trainees should not be regarded as successful. The other issue is organization of workshops and seminars for great numbers of attendees are not effective. Averagely, 20-40 attendees are adequate to disseminate the aims of the projects. Also, face to face activities should be preferred instead of crowded events especially social problems like domestic violence, children etc. Moreover, in Strengthening the Institutional Capacity of TJ Regarding Public Order Management and Crowd Control (TR 13 IB JH 02) project (still ongoing), there will be some activities on Crisis management and negotiation. With that project, Turkish Jandarma aims a sustainable training and exercise system. This activity proposal contributes the on-going project’s sustainability and contains sub-activities one level up.

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	
Support Turkey's accession process by improving Turkey's legal and administrative framework in Home Affairs in line with the EU acquis and EU standards.	Progress made towards meeting accession criteria.	DG NEAR – Turkey Report DG Home – VLD Report Reform Action Group's Meeting Reports / Minutes Administrative reports of the public institutions in Turkey	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
To improve migration and asylum management in line with the EU standards and best practices	Hosting capacity of irregular migrants in removal centres in Turkey	Administrative reports of the public institutions in Turkey Statistical data gathered from the law enforcement agencies in Turkey DGMM Statistics IOM Quick Statistics	Continued Government and EU commitment towards Turkey's accession Continued political stability in Turkey
To improve integrated border management	Km of border area covered by modernised surveillance at Eastern borders Number of surveillance cameras at South Eastern borders	Administrative reports of DG Provincial Administrations Border Management Department Turkish Land Forces Statistics	
To enhance fight against organised crime	Number of cybercrime experts trained	Administrative reports of the public institutions in Turkey EUROSTAT reports EUROPOL reports	
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
Result 1: 6 (six) removal centres equipped and in function	R.1 Number of removal centres refurbished and functioning in line with international standards	DGMM reports and statistics. Project reports Regular reports of UNHCR, IOM	Successful cooperation of all involved stakeholders Timely and well prepared tender documentation

Result 2: Comprehensive and sustainable assisted voluntary return and reintegration system established	R.2 Number of irregular migrants benefiting from gender-sensitive Voluntary Return and Reintegration Assistance	DGMM reports and statistics. Project reports IOM statistics	Successful implementation of previous projects directly connected to the planned activities
Result 3: Border surveillance and fight against irregular migration at Turkey's eastern borders increased	R.3 Km of Turkey's border area covered by modernised surveillance at eastern borders	Project reports Statistical reports of the Border Management Department Turkish Land Forces Statistics	
Result 4: Border surveillance equipment procured and the capacity of the authority in charge of land border surveillance increased	R.4. Number of surveillance cameras at south-eastern borders	Project reports Statistical reports of the Border Management Department Turkish Land Forces Statistics	
Result 5: The capacity of TNP and related institutions in detecting forged travel documents, passenger profiling and conducting risk analysis increased	R.5.1. Number of staff trained for detecting forged travel documents, passenger profiling R.5.2 Number of TNP officials trained as trainers and able to transfer knowledge	Project reports Statistical reports of TNP Border Gates Department	
Result 6: Knowledge and experience of the Law Enforcement Agencies (LEA) experts improved regarding cybercrime prevention and investigation and awareness on cybercrime raised	R.6.1. Number of cybercrime experts trained R.6.2. Average duration of investigation for cybercrime cases	Project reports Statistical reports of TNP Cybercrime Department Statistical reports of TJ	
Result 7: Digital forensic examination capacity of TNP strengthened	R.7.1 Number of regional examination centres and Digital Forensic Units established and equipped	Project reports Statistical reports of TNP Cybercrime Department	
Result 8: Technical capacity of TNP Forensic Laboratories for drugs analyses to detect origin and chemical profiles of seized drugs increased	R.8.1. Number of drug cases/samples subjected to profiling R. 8.2 Number of forensics specialist trained	Project reports Statistical reports of Police Forensics (KDB) Statistical reports of Turkish Jandarma Laboratory analyse reports per case	
Result 9: Institutional and administrative capacity of law enforcement agencies on prevention and investigation related to terrorists, radicals and foreign terrorist fighters improved	R.9.1. Number of staff trained on the topics of FTF, radicalism, recruitment and financing of terrorism R.9.2. Percentage of investigations fully abiding with the standard operational procedures	Project reports Statistical reports of Turkish Jandarma Statistical data gathered from the law enforcement agencies	

DESCRIPTION OF ACTIVITIES

Migration and Asylum

Activity 1- Supply of Removal Centres for the Effective Implementation of the EU – Turkey Readmission Agreement:

The activity aims to supply equipment for 6 new removal centres which are planned to be constructed within the scope of IPA-II 2015 programming year, so as to make them fully operational. Sufficient training on the operation and use of the equipment will also be provided to the DGMM staff. **Activity 2- Assisted Voluntary Return and Reintegration of Irregular Migrants in Turkey**

The activity aims to provide comprehensive and sustainable voluntary return and reintegration assistance to stranded migrants and those in particularly vulnerable situations. The activity will be implemented by a direct agreement between IOM and DGMM. DGMM will be the beneficiary of the programme.

Within this activity,

- Voluntary return assistance will be provided at least 4.000 irregular migrants stranded in Turkey who are wishing to return their countries of origin.
- Reintegration assistance will be provided to 500 vulnerable cases among the 4.000 returned migrants in coordination with IOM offices in the respective Asian, African and other countries.
- Knowledge on irregular migration flows and trends will be gathered and analysed.
- International and inter-agency cooperation with NGOs and state partners in transit countries and countries of return to effectively address each aspect of AVRR and ensure its sustainability will be enhanced.
- A Turkish delegation consisting of ten participants from relevant institutions will visit two EU countries, and analyse the institutional structure, discuss the best practices and observe the communication and information sharing methodologies with in line best practices of implementation of AVRR system in EU.

Integrated Border Management

Activity 3- Increasing Border Surveillance Capacity at Turkey's Eastern Borders – Phase II:

This activity aims to support border security and surveillance through modernization of border surveillance system at Turkey's eastern borders and contribute to the prevention of irregular migration, all kinds of smuggling, cross-border crimes, and to ensure further development and implementation of border management and standards in line with EU's IBM policies and strategies.

Activity 4-Increasing Border Surveillance Capacity at South Eastern Borders:

The activity aims to reinforce surveillance capacity and contribute to the prevention of irregular migration, illegal entrance of foreign terrorist fighters, and all other cross-border crimes at south eastern borders of Turkey through the supply of equipment.

Activity 5- Enhancing Capacities of Turkish National Police and other law enforcement agencies in Detection of Forgery in Travel Documents and Risk Analysis

The activity aims to support Turkey's efforts in combating irregular migration, in cooperation with IOM, through building capacity of TNP and related institutions in detecting forged travel documents, passenger profiling and conducting risk analysis, and strengthening the relevant coordination mechanisms and communication channels. Amongst the main results will be the enhancement of forgery detection, passenger profiling, risk assessment, better inter-agency and international cooperation.

Fight against Organised Crimes

Activity 6- Strengthening the Capacity of Law Enforcement Agencies on Cyber Crime Prevention and Investigation:

The Activity aims to increase the capacity of law enforcement institutions and related institutions against fight on cyber-crime and raise awareness in the society on cyber-crime related issues.

Within this activity, the techniques and tactics will be strengthened via trainings and reviewing best practices, the knowledge and experience of experts will be improved on cybercrime prevention and investigation; the number of cyber-crime experts will be increased and awareness programmes will be implemented and created for society. The

expected main results are improved training course materials, awareness raised on cyber-crime, best practice exchange and equipment of computer laboratories.

Activity 7- Development of Digital Examination Laboratories of TNP:

According to article 35 of Budapest Convention on Cybercrime, 24/7 Network has been established among the nearly 50 signatory countries. Department of Cybercrime is the 24/7 contact point in Turkey. This network allows TNP to submit and receive request for information sharing, data preservation and other kind of international cooperation against cybercrimes. To establish and maintain international cooperation and information sharing via the appropriate mechanism is so crucial in order to fight against cybercrime.

Within the Activity, 8 new regional examination centres will be established in these provinces: Eskişehir, Denizli, Tekirdağ, Sivas, Batman, Hatay, Mersin and Sakarya. Besides Digital Forensics software to analyze mobile devices and the other digital materials of 17 established Regional Examination Centers and Department of Cyber Crime will be provided. As a part of this Activity, collaborating with international organizations and institutions in order to increase the degree of expertise and know-how transfer, getting trainings of mobile examination (Chip-off and JTAG training in Germany), trainings of network forensics, logical and physical data recovery are planned. Besides examiners from new 8 cities were trained on digital forensics and digital forensics tools will be allocated to digital forensics units in the 8 cities. Moreover, formerly established 8 regional examination centres (Kocaeli, Adana, Van, Erzurum, Trabzon, Bursa, Şanlıurfa, Gaziantep) will be upgraded by supplying High-capacity systems to examine digital evidence within the scope of activity.

Activity 8- Strengthening the Capacity of Turkish Forensic Laboratories in Combating Illicit Drug Trafficking:

The activity has twinning and supply components whereby the twinning will enable joint meetings and training sessions in order to establish and run the planned Drug Research, Profiling, Intelligence and Information centre of Police Forensic Laboratories according to EU Standards.

The Supply component will consist of purchasing the required equipment and systems for *Drug Research, Profiling, Intelligence and Information Centre*. The results will be the implementation of these.

Activity 9- Improving Administrative and Institutional Capacity of the Law Enforcement Agencies (LEAs) in Fighting against Terrorism:

The Activity aims to improve expertise of the staff on fighting against Foreign Terrorist Fighters (FTF), prevention radicalism causing terrorism, recruitment and financing terrorism, and to improve the fighting methods and tools in line with EU and international norms and to strengthen the capacity of the Law Enforcement Agencies (LEA) in fighting against all forms of terrorism. The expected main results are an increase and strengthening of the national and international awareness on terrorism, an increase in the capacity of LEAs to fight on terrorism and FTFs and the procurement of associated crisis management systems.

RISKS

In the field of migration and asylum

Regarding the Activity 1, the activity is foreseen to be implemented after the construction of 6 removal centres activity proposed in IPA-II 2015 programming year. Therefore, any delay in the construction phase may cause postponement to this activity.

Regarding the Activity 2, any delay in AVRR projects of 2011 and 2014 programming years could affect the implementation arrangements in expected time frame.

In the field of integrated border management

In terms of Activity 3, there might be some risks of implementation due to Turkey's Eastern Borders' mountainous area. For instance, rough land forms and dire conditions might hamper the activities.

Regarding the Activity 4, as known, there is an ongoing conflict and migration flow in the Syrian border. Therefore, project activities might delay due to uncertainties stemming from the said conflicts.

In the field of fight against organised crimes

Regarding the Activity 6, information technologies is a rapid changing area which current methods might become outdated in a relatively short time. The training sessions which are proposed by TNP are mainly based on the prevention and investigation of cybercrimes. However, there is little possibility that technical training might become outdated when the Activity is implemented. To overcome this risk, TNP will take the

necessary cautions for this situation and will update the content of trainings during the tendering phase of the projects.

Regarding the Activity 7, the most important risk is technological improvements as a result of new forms of cybercrimes and law enforcement's needs for combatting. Currently, radical changes on digital forensics are not expected. However there is a possibility that new tools appear and prices on digital forensics change before the end of the project. Cyber Crimes Department made investment on current technology tools and the project's aim is related with this strategy. For these reasons tendering documents should be updated before the contract signature.

Regarding the Activity 8, no serious risk is expected to affect the overall implementation of the project, only assignment of any responsible or implementer staff to any other post will just affect the schedule of the activities. The head of TNP Police Forensic Laboratories express his willing and support for the success of this project

Regarding the Activity 9, duties of the TJ staff who will attend the training and will working in the east and south-east region of Turkey might be intense. Due to this condition attendance to training in spring and summer seasons would be risky. In order to mitigation this risk, it is foreseen to hold the training sessions for these staff in the winter season and support those units with extra personnel.

CONDITIONS FOR IMPLEMENTATION

IN GENERAL FOR ALL ACTIVITIES: The implementation of the action requires continued commitment by the Turkish authorities, including political support to achieve the actions objective and expected results as well as sufficient and stable staffing of the beneficiary institutions.

FOR THE FOLLOWING ACTIVITIES IN PARTICULAR:

At the start of the Activities 3 and 4, the beneficiary of the border surveillance equipment will be the Land Forces Command. In case of institutional changes, e.g. the establishment of a civilian Border Agency, a transition plan with target dates will be developed, specifying when ownership of the equipment supplied under Activities 3 and 4 will be transferred to the relevant institution to be established under Ministry of Interior. This aspect will be taken into account also at tendering stage so as to purchase equipment that can be used by border guards of a future civilian agency. Beneficiaries also undertake to make utmost use of competences gained by the staff trained for sustainable know-how transfer to the new border management organization. After delivery, the supplied equipment will be used exclusively for border surveillance. Any other use or modification of the equipment requires the written authorisation by the European Commission. All equipment supplied under Activity 3 and Activity 4 will be transferred to the civilian Border Security Agency to be established under Ministry of Interior.

Regarding the Activity 6 and 7, the pre-condition for conclusion of contracts is the enactment of the draft Data Protection Law in line with EU requirements.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

In the field of Migration and Asylum

Activity 1- Supply of Removal Centres for the Effective Implementation of the EU – Turkey Readmission Agreement:

Main Beneficiary: MoI-DGMM

Activity 2- Assisted Voluntary Return and Reintegration of Irregular Migrants in Turkey

Main Beneficiary: MoI-DGMM

In the field of Integrated Border Management

Activity 3- Increasing Border Surveillance Capacity at Turkey's Eastern Borders – Phase II:

Main Beneficiary: MoI-Directorate General for Provincial Administration (Department of Border Management); Co-beneficiary: Turkish General Staff (Land Forces Command)

Activity 4- Increasing Border Surveillance Capacity at South Eastern Borders:

Main Beneficiary: MoI-Directorate General for Provincial Administration (Department of Border Management); Co-beneficiary: Turkish General Staff (Land Forces Command)

Activity 5- Enhancing Capacities of Turkish National Police and other law enforcement agencies in Detection of Forgery in Travel Documents and Risk Analysis

Main Beneficiary: MoI-Turkish National Police (Department of Border Gates)

Co-Beneficiaries: Ministry of Foreign Affairs, Gendarmerie General Command, Coast Guard, General Directorate of Migration Management and Provincial Directorate of Provincial Administration are the co-beneficiaries of the project.

In the field of Fight against Organised Crime

Activity 6- Strengthening the Capacity of Law Enforcement Agencies on Cyber Crime Prevention and Investigation:

Main Beneficiaries: Turkish National Police the Department of Cybercrime (Coordinator) and Turkish Jandarma. As for the supply component of the Activity, Turkish Jandarma will be responsible for it while CFCU will manage the tendering and contracting process for the related issues.

Stakeholders: The Ministry of Transport, Maritime Affairs and Communication, the Presidency of Telecommunication and Communication, the Ministry of National Education, Ministry of Justice and Turkish Coast Guard and internet service providers

Activity 7- Development of Digital Examination Laboratories of TNP

Main Beneficiary: MoI-Turkish National Police (Department of Cybercrime)

Activity 8- Strengthening the Capacity of Turkish Forensic Laboratories in Combating Illicit Drug Trafficking

Main Beneficiary: MoI-Turkish National Police (Head of Department of Police Forensic Laboratories)

Co-beneficiary: MoI- Turkish Jandarma

Activity 9- Improving Administrative and Institutional Capacity of the Law Enforcement Agencies in Fighting against all form of Terrorism

Main Beneficiary: MoI-Turkish Jandarma (Coordinator Beneficiary)

Co-beneficiary: MoI-Turkish National Police, MoI-Coast Guard Command, MoI-DGMM, the Financial Crimes Investigation Board (MASAK), Ministry of Justice, Turkish General Staff

All activities are monitored and supervised with the participation of the EUD in steering committees. Horizontal coordination is ensured.

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

This Action will be implemented in Indirect Management.

Activity 1 will be implemented via **1 supply contract**. Six removal centres which are planned to be constructed within the scope of IPA-II 2015 annual programme will be furnished under this supply contract.

Activity 2 will be implemented via **a pillar assessed grant contract to be signed and implemented with IOM**. The Contracting authority will be the CFCU. The project will be implemented consecutively, following the implementation of ongoing and upcoming AVRRE projects under the 2011 and 2014 programming years.

Activity 3 will be implemented via **1 supply contract**.

Activity 4 will be implemented via **1 supply contract**.

Activity 5 will be implemented by a **pillar assessed grant contract will be signed and implemented with IOM**. The contracting authority will be the CFCU.

Activity 6 will be implemented via **1 supply, 1 twinning and 1 service contract**. The institution building components are necessary to implement the awareness programme and to arrange related trainings, workshops and study visits with a multi beneficiary perspective. The supply contract aims to provide Turkish Jandarma the necessary hardware and software in order to give the planned trainings to its staff.

Activity 7 will be implemented via **1 supply and 1 twinning contracts**. Within the supply contract necessary equipment will be procured. Capacity building activities regarding **Digital Examination Laboratories** will be implemented via the Twinning contact.

Activity 8 will be implemented via **1 supply and 1 twinning contracts**. Within the supply contract necessary equipment will be procured for laboratories. Several capacity building activities regarding Drug Research, Profiling and Intelligence will be implemented via the Twinning contact.

Activity 9 will be implemented via **1 Twinning, 1 service and 1 supply contracts**. The components of the Activity contain gap, efficiency and need analysis, trainings and preparation of documents on different levels. Multi-agency and multi-dimensional operational management and different approaches and experiences in the EU MS's would support the effectiveness of the activity.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

In line with the IPA II Implementing Regulation 447/2014, an IPA II beneficiary who has been entrusted budget implementation tasks of IPA II assistance shall be responsible for conducting evaluations of the programmes it manages.

The European Commission may carry out a mid-term, a final or an ex-post evaluation for this Action or its components via independent consultants, through a joint mission or via an implementing partner. In case a mid-term or final evaluation is not foreseen, the European Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner. The evaluations will be carried out as prescribed by the DG NEAR guidelines for evaluations. In addition, the Action might be subject to external monitoring in line with the European Commission rules and procedures set in the Financing Agreement.

The overall implementation of IPA assistance in Turkey is subject to monitoring in accordance with the Article 18(1) of the IPA II IR. This implies setting specific monitoring committees which mandates must be formally defined and agreed upon with the EC.

During the implementation of the IPA-II period, monitoring is conducted via various levels of monitoring committees' tools. In this respect, a Monitoring Committee, which convenes twice a year and is co-chaired by the NIPAC and representatives of the EC will be in place. In addition to this, in the new IPA-II period, lead institutions are responsible from establishing sector level monitoring by policy area or by program six months after the entry into force of the Financing Agreement.

The meetings will be held twice a year and are composed of representatives from Ministry for EU Affairs, NAO, CFCU, European Commission, the lead institution of the sector/sub-sector and representatives of beneficiary institutions, donor institutions and NGOs. Participation of other stakeholders will be ensured when deemed necessary.

As for the Home Affairs sub-sector, monitoring meetings will be organised by MoI and will include discussions on relevant strategies and constitute a link between implementation and further programming phases.

As for the activity level monitoring, Project Steering Committee (PSC) will serve for this purpose. PSC meets at least quarterly or more frequently where relevant as per request of the members, to monitor the implementation of the project, achievement of results against indicators in the Action Document, and to

agree on corrective actions as appropriate. The conclusions of the Steering Committee meetings will be agreed by all participants in the minutes of the meetings.

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

INDICATOR MEASUREMENT

Indicator	Baseline (value + year)	Target 2020	Final Target (year)	Source of information
Progress made towards meeting accession criteria	n/a	n/a		DG NEAR
Sub-action 1. Migration and Asylum				
Hosting capacity for irregular migrants in removal centres in Turkey. (Activity 1)	2.980 (2015)	7.800 ¹	10.200 ² (2020)	- Statistical records of DGMM - Project Reports - Interim and final evaluation reports
Number of removal centres refurbished and functioning in line with international standards (Activity 1) ³	18 (2015)	24	24 (2020)	-Statistical records of DGMM - Project Reports - Interim and final evaluation reports
Number of irregular migrants benefiting from gender-sensitive Voluntary Return and Reintegration Assistance (Activity 2) Return (RET) Integration (REIN)	RET = 0 (2015) REIN = 0 (2015)	RET = 9.750 ⁴ REIN = 500	RET = 9.750 (2022) REIN = 500 (2022)	- DGMM statistics - IOM statistics
Sub-action 2. Integrated Border Management				
Km of border area covered by modernised surveillance at Eastern borders (Activity 3)	0 (2015)	450	450 (2023)	- Administrative reports of DG Provincial Administrations Border Management Department - Turkish Land Forces reports and statistics

¹ 4820 hosting capacity provided by National Funds.

² 2400 hosting capacity provided by 2015 Programming year activity.

³ The indicator is based on current number of removal centres managed by DGMM (18 centres) and those to be added through the IPA 2015 and 2016 programmes (6 centres).

⁴ The number has been calculated according to the IPA projects submitted namely assisted voluntary return projects (750 + 5000 + 4000).

				- Project Reports - Interim and final evaluation reports
Number of surveillance cameras at south-eastern borders (Activity 4)	0 (2015)	278	278 (2023)	- Administrative reports of DG Provincial Administrations Border Management Department - Turkish Land Forces reports and statistics- Project Reports & acceptance certificates - Interim and final evaluation reports
Number of staff trained for detecting forged travel documents, passenger profiling (Activity 5)	578 (2016)	978 ⁵	1578 ⁶ (2023)	- Project reports - Statistical reports of TNP Border Gates Department
Number of TNP officials trained as trainers and are able to transfer knowledge (Activity 5)	28 (2015)	50	50 2023	- Project reports - Statistical reports of TNP Border Gates Department
Risk Analysis in implementation (Activity 5)	0 (2016)	1	1 (2023)	- Project reports - Statistical reports of TNP Border Gates Department
Sub-action 3. Fight against Organised Crime				
Number of cybercrime experts trained (Activity 6)	945 (2015-2016)	1.500	1.500 (2021)	-Project reports -Statistical reports of TNP Cybercrimes Department -Statistical reports of Turkish Jandarma
Average duration of investigation for cybercrime cases	1 month (2016)	2 weeks	2 weeks (2021)	
Number of regional examination centres established and equipped (Activity 7)	17 (2015)	25	25 2023	- Project reports - Statistical reports of TNP Cybercrimes Department
Number of Digital Forensic Units equipped (Activity 7)	0 (2015)	17	17 2023	- Project reports -Statistical reports of TNP Cybercrimes

⁵ 400 additional staff for document security detection (plus 80 persons trained in risk analysis – not contained in this figure).

⁶ On top of 2020 data, 600 additional staff for document security (plus additional 120 persons trained in risk analysis – not contained in this figure).

				Department
Number of drug cases / samples subjected to profiling (Activity 8)	0 (2015)	1000	1000 (2023)	-Project reports -Statistical reports of TNP Forensics Department (KDB)
Number of forensics specialists staff trained (Activity 8)	0 (2015)	30	30 (2021)	-Project reports -Statistical reports of TNP -Laboratory analyse reports per case
Number of staff trained on the topics of FTF, radicalism, recruitment and financing of terrorism (Activity 9)	0 (2016)	700	700 2023	-Project reports -Statistical reports of Turkish Jandarma -Statistical data gathered from the law enforcement agencies
Percentage of terrorism investigations fully abiding with the standard operational procedures (Activity 9)	0 (2016)	100	100 (2023)	-Project reports -Statistical reports of Turkish Jandarma -Statistical data gathered from the law enforcement agencies

5. SECTOR APPROACH ASSESSMENT

Due to various but inter linked issues in the area of Justice, Freedom and Security, number of different national strategies and action plans are in force.

The **10th National Development Plan** foresees the establishment of an effective monitoring and surveillance system for immigrants, refugees, illegal workers, and transit passengers. Furthermore a cooperation mechanism will be set among institutions providing public security services in order to ensure an integrated and effective system. Internal security is also covered in 10th Development Plan: it is aimed to strengthen security services and establish a secure business and living environment in Turkey.

Turkey's Strategy Document and National Action Plan on Irregular Migration 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 to 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 is focused on the strengthening legal, administrative and technical capacities and is in close relation with the **Visa Liberalization Roadmap** that identifies the areas where Turkey will have to undertake legislative and administrative reforms with a view to establish a secure environment for visa-free travel, including provisions about the implementation of the Readmission Agreement.

National Action Plan towards the Implementation of Turkey's Integrated Border Management Strategy foresees the establishment of an integrated border management system in line with EU standards and to perform duties related to security of the borders. It sets priorities in the short, medium and long term priorities The '**National Strategy for Fight against Organised Crime (2016-2021) and its annex National Action Plan covering the period of 2016-2018** are prepared in order to have a methodological and organized system to deal with the organize crime under the coordination of MoI (The Department of Smuggling, Intelligence, Operations and Information Gathering)

National Cyber Security Strategy and Action Plan 2016-2018 were prepared under the coordination of MoTMAC and non-state actors such as the private sector and academics contributed the preparation process of the plan.

In fight against drugs and drug addiction **National Policy and Strategy Document on Drugs** (2013–2018) and the third **National Action Plan on Drugs** define objectives related to the prevention measures, improving investigation of drug related cases and improving treatment mechanisms.

Strategic Plan of the Ministry of Interior (2015-2019) reflects the institutional issues as well as the issues related with MoI alignment activities for EU with the general objective to enable internal security, migration management and border management services within the scope of human rights and ensure a peaceful atmosphere.

The Ministry of Interior (MoI) is the lead institution of the sub-sector with its affiliated bodies and central institutions and is responsible for the overall coordination, programming and monitoring-evaluation of the activities in the sub-sector through the Department of EU Affairs and Foreign Relations. Programming activities have been coordinated by the IPA Unit of the lead institution and Technical Level Working Groups have been organized for the preparation of the Annual Action Programmes. In addition to this, CFCU serves as the Contracting Authority to fulfil the duties arising from tendering, contract management and financial management of the projects.

Key institutions which are mainly implementing projects in the sub-sector are: DG of Migration Management (MoI), DG of Provincial Administrations Border Management Department, Turkish

National Police, Turkish General Staff, Turkish Jandarma, Turkish Coast Guard, Ministry of Customs and Trade (MCT), Ministry of National Education, Ministry of Health and Ministry of Justice (MoJ).

In the area of Migration and Asylum, DGMM is the main authorised institution to implement migration policies of Turkey and coordinate migration related issues in Turkey. In this regard, The Law on Foreigners and International Protection was prepared and came in to force on 04.04.2014. Also, In migration and asylum related issues, a **Migration Policies Board** operates under the chairmanship of the Minister of Interior. DGMM coordinates the secretariat of the board.

In the area of Integrated Border Management, Border Management Department of DG Provincial Administrations will be the main authorized institution under MoI. The draft Border Security law has been prepared; however due to the problems arising from absence of an authority and confusions in the neighbouring countries, it is not reasonable to replace Land Forces Command, responsible from border surveillance activities, with the civilian border security agency. Despite this pending law on Border Security, current strategies and plans contribute EU alignment activities in this field within the contribution of related institutions and Ministries.

In the area of Fight against Organised Crime, the Department of Smuggling, Intelligence, Operations and Information Gathering of MoI was responsible from overall coordination of “the Strategy on Fight against Crime and its Action Plan (2013-2015)” **Monitoring and Evaluation Board of Fight against Organized Crime Action Plan** (EPIDEK in Turkish) regularly meets with relevant institutions and stakeholders to evaluate the progress in accordance with the Action Plan. Department Of Smuggling, Intelligence, Operations and Information Gathering (KIHBI in Turkish) under the Ministry of Interior coordinates activities among Turkish National Police, General Command of Gendarmerie, Coast Guard Command and Directorate General of Customs Enforcement in the fight against smuggling and other related organized crimes. The Board shall convene at least once a year within the participation of relevant institutions. The last meeting was held on 29 April 2015. Preparations regarding the new strategy and action plan are on-going.

In terms of monitoring of EU funds under the IPA structure, monitoring and evaluation units were established by the Prime Ministry Circular No. 2009/18.

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

Concerning sub-action level monitoring, taking due note of the coherence between the existing structure and the content of this Sector Planning Document, SMSCs will serve for monitoring the implementation of national sector /sub-sector strategies in Home Affairs Sub-sector. The Sector Monitoring Meetings will be held twice in a year with the participation of Ministry of Interior, Ministry of EU Affairs, Ministry of Justice and other relevant key institutions as well as the Central Finance and Contracting Unit, EU Delegation. These meetings should also include discussions on relevant strategies and constitute a link between implementation and programming.

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

6. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

Equal participation of women and men is taken into consideration and secured in the design of this Home Affairs Action. Activities including service contracts have capacity building activities. Based on

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

Regarding Activity 2, gender specific aspects of migration need to be taken into account both on the policy and programme side by mainstreaming all relevant activities. For example, the data collected and analysed within this project will also include sex and age disaggregated information.

Also, the activities in the field of integrated border management and organised crimes have service contracts for the training of the expert staff and personnel. The beneficiary institutions will pay special attention to assure the maximum participation of women in the projects.

EQUAL OPPORTUNITIES

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

Equal opportunity principles and practices in ensuring equitable gender participation in this Action will be guaranteed. Male and female participation in the Activities will be based on EU standards and assured by official announcements published to recruit the necessary staff for the Activities. The main criteria for recruitment will be qualifications and experience in similar projects, not sex or age. Both men and women will have equal opportunities and salaries

Appropriate professional qualifications and experience will be the factors for personnel recruitment and evaluation. When recruiting personnel for this Action, there will be made no distinction based on sex, race, or religion.

MINORITIES AND VULNERABLE GROUPS

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

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

Some of the activities under the 2016 Home Affairs Action include the participation of CSOs. Besides the proposed activities in this Action, a wide range of civil society actors have actively contributed with their comments during the provisions of *the Law on Foreigners and International Protection*. Especially IOM plays an important role in the area of Migration and Asylum.

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

The activities under this Action are envisaged not to have any negative effects on the environment or on climate change.

7. SUSTAINABILITY

In the field of migration and asylum, for Activity 1, DGMM will run these centres and will appoint relevant staff to the centres. Regarding Activity 2, additional projects outcome will be the development of guidelines on facilitating AVR-R to assure a sustained and long term institutional capacity on the administrative facilitation of AVR-R in the country. This activity is a follow-up of previous AVR-R projects to decrease Turkey's burden when the Readmission Agreement between Turkey and EU come into effect. Both activities will serve to the overall strengthening of Turkish migration management system as well as borders sub-sector, help further alignment with the EU Acquis and increase efficiency of implementation in line with best practices. The sustainability of the results of the sector support will be ensured by the improved administrative structure. The government of Turkey is committed to carrying out and furthering political and judicial reforms, as reflected on strategy documents.

In the area of Integrated Border Management, with respect to Activity 3 and Activity 4 the equipment to be procured border surveillance capacity of the institution responsible from border surveillance (Land Forces Command) will be enhanced and fight against irregular migration, human trafficking, and other cross-border crimes will be carried out in a modernized and effective manner. All equipment, material procured and know-how accumulated within these activities will be complementary to existing border surveillance systems and equipment to be provided under possible projects in the future. Moreover, in case a single civilian Border Agency is established, under Turkish Ministry of Interior, ownership of all equipment will be transferred to the mentioned agency; this aspect will be taken into account also during the specifications of items in the tendering stage (i.e. material that can effectively be transferred from military to a civilian agency). Also, the equipment to be procured as part of the Activity 4, will be the same equipment of "Increasing Border Surveillance Capacity at borders between Turkey-Greece Borders" Phase 1 (IPA 2013) and Phase 2 (IPA 2014), and "Increasing Border Surveillance Capacity at Eastern Borders – Phase 1" (IPA 2015) projects. Maintenance and repair works is expected to be also more effective.

In the field of fight against organised crime, regarding Activity 5, to ensure the sustainability and success of the Activity, staff who will become expert at the end of the project with the help of trainings, will be employed in specialized cybercrime divisions. In addition, these expert staff will train other cybercrime investigators across Turkey.

Raising cyber security awareness will reduce potential victimhood but cyber criminals will choose new methods or attack surfaces to continue their offences. This infinite loop makes it necessary to continually update the protective information related to cyber security. Therefore, in addition to providing younger generations with basic cyber security training by this Activity, it will become inevitable to provide additional training in line with the ever-changing and developing technological and social atmosphere. We predict that the increased post-project diversity and depth of practices to be introduced by our project will ensure its sustainability for a very long time.

It is obvious that drug trafficking will continue to be the first financing source for terrorism and other types of organised crimes. The success of Activity 7 will always help Turkish and regional law enforcement agencies to combat with this issue.

Regarding Activity 8, efficiency, expertise and numbers of Counter-terrorism branches of Turkish Jandarma are planned to be increased. Experiences and expertise gained through this Activity will be reflected to organizational structure an increase the capability of intervening in terror events. Particularly Strategic Plan for MoI will contribute profoundly. Key points of the sustainability will be the review of the training and education system, preparation of SOP, training materials and analysis towards planning, evaluation and deduction.

Regarding Activity 9, sustainability of the action is ensured through ToTs, prepared and distributed manuals through which the gained capacity under the project can be expanded. As for the study visits, the participants will be requested to prepare comprehensive feedback reports on study tours with recommendations on how to adopt the best practices learned during the study visits in Turkish environment. Moreover, prepared communication strategy will support the enhancement of regular contact and cooperation among related stakeholders. Finally, the action is in line with Turkish Government national priorities, therefore the institutional and political support will contribute for sustainability of the action.

8. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the Action. The implementation of the communication activities shall be funded from the amounts allocated to the Action.

All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions. Additional Visibility Guidelines developed by the European Commission (DG NEAR) will have to be followed.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions and will promote transparency and accountability on the use of funds.

It is the responsibility of the beneficiary to keep the Commission fully informed of the planning and implementation of the specific visibility and communication activities.

The beneficiary shall report on its visibility and communication actions in the report submitted to the IPA monitoring committee and the sectorial monitoring committee.

All projects /contract implemented under this programme shall comply with the **Visibility Guidelines for European Commission Projects in Turkey** published by the EUD to Turkey, at http://www.upa.info.tr/AB_Mali_Destegi/Gorunurluk,Visi.html .

All communication and visibility activities should be carried out in close co-operation with the CFCU and the EUD to Ankara. The CFCU and the EUD are the main authorities in charge of reviewing and approving visibility-related materials and activities.

The EU-Turkey cooperation logo should be accompanied by the following text:

“This project is co-funded by the European Union.”

Whether used in the form of the EU-Turkey cooperation logo for information materials or separately at events, the EU and Turkish flag have to enjoy at least double prominence each, both in terms of size and placement in relation to other displayed logos and should appear on all materials and at all events as per the Communication and Visibility Manual for European Union External Actions. At visibility events, the Turkish and the EU flag have to be displayed prominently and separately from any logos.

Logos of the beneficiary institution and the CFCU should be clearly separated from the EU-Turkey partnership logo and be maximum half the size of each flag. The logos will not be accompanied by any text. The CFCU and beneficiary logo will be on the lower left-hand corner and lower right-hand corner respectively. The consultant logo with the same size will be in the middle of the CFCU and beneficiary logo. If the consultant is a consortium, only the logo of the consortium leader will be displayed.

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