Standard Summary Project Fiche

Project number:

1. Basic Information

1.1 CRIS number: : TR2009/0329.02

1.2 Title : Modernisation of Turkish Customs Administration

VI(risk management)

1.3 ELARG Statistical Code: Customs (29)

1.4. Location : Turkish Customs Administration, Turkey

Implementing arrangements:

1.5 Implementing Agency:

The CFCU will be Implementing Agency and will be responsible for all procedural aspects of the tendering process, contracting matters and financial management, including payment of project activities. The director of the CFCU will act as Programme Authorizing Officer (PAO) of the project.

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1.6 Beneficiary (including details of SPO):

Turkish Customs Administration, itself is the responsible governmental institution at policy level regarding the proposed project and is the beneficiary of the project. The Director General of EU and External Relations will act as Senior Programming Officer (SPO) of the project.

Rıza Mehmet KORKMAZ (SPO)

Director General of EU and External Relations

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TURKEY

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1.7 Overall cost : 1.000.000 Euros **1.8 EU Contribution** : 950.000 Euros

1.9 Final date for contracting:

2 years after the signature of the Financing Agreement

1.10 Final date for execution of contracts:

2 years after the end day of contracting deadline

1.11 Final date for disbursements:

3 years after the end date of the contracting deadline.

1 Overall Objective and Project Purpose

1.1 Overall Objective

Strengthening the evaluation, information and risk assessment abilities of Turkish Customs Administration (TCA) so as to hinder illegal trading of commercial goods as well as narcotics, explosive in the process of proper protection of the potential future external borders of the EU and to ensure that TCA is in a position to fulfil the tasks and obligations of an EU compatible Customs Administration.

2.2 Project Purposes

The purpose of this project is to upgrade the capacity of TCA through:

- -Implementing more effective monitoring and evaluating systems for Risk Analysis, thus augmenting the capacity of monitoring of international trade and preventing fraud; and
- -Better compliance with EC Customs Blueprints on trade facilitation based on risk management.

2.3 Link with AP/NPAA/ EP/ SAA

-In the document named "Accession Partnership with the Republic of Turkey (2008/157/EC)", the following issue have been put forward as short term priorities:

Strengthening the enforcement capacity of the customs administration, particularly regarding the fight against illegal trade and counterfeit. Continue the preparations for interconnectivity of the IT systems with the EU

- -Priority 29.2 of the Turkish National Programme of 2008 is about strengthening the enforcement capacity of the customs administration, particularly regarding the fight against illegal trade and counterfeit and continuing the preparations for interconnectivity of the IT systems with the EU. In this context, the following requirements have been set out in part 2 and 3;
 - Establishment of a central risk analysis unit,
 - Training of the personnel of the risk analyses departments on risk techniques.

The scope of the project serves as an instrument for getting the policies developed to manage the necessary institution changes in the Undersecretariat of Customs underway.

The following are the statements in part 4.29 of the Regular Report 2008, indicating the problems for which the proposed project addresses the solution:

-"The Under-secretariat of Customs adopted its risk management strategy. However, an integrated IT-based risk management system has not yet been implemented in all customs offices."

"Turkey needs to make further efforts to align its legislation and practices on duty-free shops, free-trade zones, customs duty relief, transit, fight against counterfeit goods and post-clearance."

2.4 Link with MIPD

Commission Decision of 2008 on a Multi-annual Indicative Planning Document (MIPD) 2008-2010 for Turkey states in part 2.2 that the priority areas for support will be agriculture (particularly meeting veterinary and phytosanitary norms); environment; justice, freedom and security; and obligations stemming from the Customs Union agreement.

Moreover, in 'Component 1-Transition Assistance and Intuition Building' of the MIPD 2008, the following issue has been put forward on transposition and implementation of the acquis notably in priority areas with voluminous legislative alignment and high investments needs:

"Obligations stemming from the Customs Union agreement: State aid monitoring; Steel sector restructuring; Implementation of the customs code, Administrative capacity of the customs administration, Development of IT systems for the exchange of data with the EU and its Member States, Protection of intellectual and industrial property rights"

2.5 Link with National Development Plan (where applicable)

Not Applicable

2.6 Link with national/sectoral investment plans (where applicable)

Not Applicable

3 Description of project

3.1 Background and Justification

In parallel with the rising economic and trade relationships, we observe a trend of diversification in the scope of international trade accompanied with an increase in illegal movement of goods, vehicles and human beings. Not only has the amount of illegal trade and smuggling increased but also methods and techniques of smuggling become more and more complicated.

Being a part of Customs Union and hopefully to be a part of European Union the borders of Turkey, meaning the borders of EU, should not only be protected against narcotics or explosives but also all sorts of commercial goods smuggling.

In order to combat efficiently against illegal commercial activities TCA –like its counterparts in EU- constituted on 17th March 2008 a Risk Management and Strategic Evaluation Unit (RMSEU) which manages all risk analyses studies across the TCA. The former Risk Analysis Units under the organizations of three separate Directorate Generals (Directorate General of Customs, Directorate General of Customs Enforcement and Directorate General of Customs Control) have been merged under this Unit.

Three separate units have been centralized by constituting RMSEU in order to improve selectivity in customs controls and enhance efficiency in anti-smuggling activities. Risk profiles are developed for risky factors which are determined as a result of Risk Information Forms and RMSEU's own analysis. Then, developed risk profiles are entered into the IT

system. Above mentioned risk profiles are sent to local Customs and Customs Enforcement Units, as a consequence customs controls are realized depending on these profiles.

In addition, any information determined as risky by regional customs and customs enforcement units can also be entered into IT system and customs controls are realized according to them. If there is information pertaining to all customs units, it is sent to RMSEU via Risk Information Form or electronically on intranet. Results of customs controls realized depending on risky factors determined by RMSEU and regional customs units are also entered into the IT system. Thus, it is possible to get feedback via IT system.

RMSEU works in close cooperation and coordination with the other Units of TCA. 100 % of imports and exports are realized electronically on BİLGE System and contributing programmes integrated into BİLGE. Moreover, other Units of TCA including RMSEU profit from afore mentioned system. There is not a separate system for risk analysis, so risk analysis performed by RMSEU on the basis of the same system which is used by the other Units of TCA. For instance, if an importation which is directed to physical check in the system by RMSEU necessitates scanning, this transaction is scanned by X-Ray Scanning System which is under the responsibility of DG Customs Enforcement.

In this context, it should be emphasized that both regional and operational units are supported by work of RMSEU. Therefore, it is obvious that if regional customs offices are strengthened by risk analysis and risk management, percentage of the accomplishments will be higher.

In order to fulfil the functions above, RMSEU like its counter-parts in the EU, investigates either proven or potential risks. As a cause of deficiency of necessary information channels and electronic evaluation equipment, the indicators of illegal commercial activities and/or mismatch of the transmitting of an indicator to the headquarters could not have been possible. As a consequence, the department can only focus on abnormal trends in commercial activities in the past months and even years or chasing a trader, a transporter or a traveller whom has already been punished or investigated about an illegal international commercial activity.

Bearing in mind that better risk management would allocate effective use of sources and better targeting, TCA determined the need to improve its risk management system. In this concept, it is essential to determine gap and needs of the Risk Management and Strategic Evaluation Unit and to train the staff of the Unit and inspectors/officers from the regional customs offices in terms of risk analysis

The situation has forced the TCA to apply new measures and to develop its risk analysis system for the safety of its own borders and that of European Union's.

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable)

At the end of the project TCA will start to use advanced risk management techniques to ensure enforcement, security and trade facilitation at the same time. By using these techniques and more selectively categorising cargo, conveyances and carriers for verification a more rapid release and clearance can be achieved. Moreover, improvement of risk management system by performing gaps and needs analysis, guarantees the sustainability of the project outcomes.

On the other hand, the human resources management system in the fields of risk analyses and risk management, operational and administrative capacity mainly in the training domain will be strengthened in order to have sufficient capacity to implement and to enforce the related EU *acquis* and practices.

Turkey, a country on the transit flow between Asia and Europe, is faced with a heavy transit load. Therefore, the success of the TCA in taking all measures in order to avoid hindering international transportation and trade is critical not only for Turkey but also for the European and Asian countries. This project will introduce to the TCA a better risk management system in order to detect illegal goods crossing the TURKEY's border and potential future borders of the EU such as drugs, explosive materials or nuclear and chemical weapons.

3.3 Results and measurable indicators:

Results;

In Relation with Activity I

I.I Report on Gap and Needs Analysis of the Risk Management System of TCA has been produced. (I Quarter 2011)

I.II Action Plan has been produced based on Gap and Needs Analysis both for the project lifetime and for the next five years. (I Quarter 2011)

I.III New risk management system has been in place and operational. (IV Quarter 2013)

In Relation with Activity II

II.I. At least 20 personnel of the TCA Risk Management Unit has been trained about following subjects: (II Quarter 2011)

- The methods of determining risk criteria in summary declarations including postarrival, post departure and pre-arrival, pre- departure and detailed declarations have been elaborated. (II Quarter 2011)
- The training services in the fields of pre-clearance and post-clearance controls of TCA in terms of Risk Management have been improved and extended in close cooperation with the running Post-Control Twinning Project (TR06IBF02). (II Quarter 2011)
- Training on Risk analysis in summary declaration including post-arrival, post departure and pre-arrival, pre- departure in close cooperation with the running Technical Assistance project about declaration of pre- arrival, pre- departure's applications (G2G07/TR/9/1) has been carried out. (III Quarter 2011)
 - Training on risk analysis in detailed declaration carried out. (III Quarter 2011)
 - Personnel from Risk Management Unit of TCA have excessive training on data mining. (III Quarter 2011)

II.II. The overall standard of risk assessment ability of the operational staff (at least 150) has been raised. (IV Quarter 2011)

In Relation with Activity III

III.I Applications and procedures on Risk Management of a EU Countries have been observed by the TCA personnel. (IV Quarter 2011)

Indicators;

- The number of trained staff on Risk Assessment increased during the project. At least 20 personnel from the Risk Management Unit and 150 customs inspectors/officers from the regional customs offices will be trained and certified in terms of Risk Assessment and Risk Management by the end of the project.
- Physical checks will be better targeted and more effective.
- Instructions and manuals for TCA staff prepared by the end of the project.
- At least 15% decrease in the number of physical inspections in imports and 5% decrease in the number of the physical inspection in exports in the Customs border gates by the end of the 2014.

3.4 Activities

Activity 1

Gap and Needs analysis of the Risk Management System of TCA on legislation, capacity building and training will be produced. Moreover, job profiles and number of the personnel that will be recruited to Risk Management Unit will be defined. Regarding to the data analysis, the current and possible information sources, the collation, registration and handling of this information will be evaluated. As the use of analytical techniques and various analytical approaches is necessary in achieving a robust analytical capability, the experienced data analyst will indicate uncovered techniques and approaches by TCA.

Activity 2

- -The selected staff of TCA Risk Management Unit has been trained about the risk analysis.
- -Operational staff related with risk analysis in regional customs offices will be trained in the field. The results of Gap and Needs Analysis Report will be basis for the determination of the training programme of regional customs officers.

Activity 3

Study visits about risk analysis and post-clearance control to see how a EU Country's applications are carried out in this field will be arranged. Study visits will be arranged to see the applications of two EU countries whose risk analysis and post-clearance control system are considerably developed. The duration of each study visit will be 5 working days.

(Twinning contract $1.000.000 \in \text{for activity } 1, 2 \text{ and } 3$)

3.5 Conditionality and Sequencing

Not Applicable

3.6 Linked activities

I) Modernisation of the Turkish Customs Administration III (TR0603.07)

This project is devoted to the most important objectives of the BCMP and NAP to ensure that the IT system, enforcement and administrative capacity of the Turkish Customs are in place on the way to the full membership. In order to comply with these objectives, the following components are defined:

Component 1: EU compatible Customs IT systems (including CCN/CSI, ITMS and NCTS applications) installed and fully operational at the end of the project and in line with the EU requirements in terms of interconnectivity and interoperability;

Component 2: While achieving the objectives of the EU's IT interconnectivity requirements; Customs enforcement operations reinforced and improved in a synergetic manner to meet the responsibilities for the protection and control of external borders of the enlarged EU;

Component 3: The human resources management system, enforcement, operational and administrative capacity mainly in the training domain strengthened in order to have sufficient capacity to implement and to enforce the *acquis*.

v) Business Change Management Plan (BCMP)

Based on the results of the needs analysis carried out on the following subjects in the Twinning Project TR03/FI/05, a Business Change Management Plan (BCMP) of activities was developed, which could eventually be implemented through a programme of preaccession projects:

- Legislation;
- Organisation;
- Human Resources;
- Ethics:
- Training;
- Revenue Collection;
- Border and Inland Control;
- Investigation;
- Laboratory;
- Infrastructure and Equipment;
- Trade Facilitation;
- Transit; and
- Computerisation.

vi) Risk Based Control Mechanism (TR.04.03.01)

As stated in the project TR 04.03.01, a central risk management unit is to be installed in TCA Headquarters. Though the fact that a centralised unit would be efficient and benefical in operational and investigational aspects; the proposed and installed system should be well-fed with the relevant information.

On the basis of Risk Management Policy Document and Action Plan developed in the framework of the Project 2004 (EUROPEAID/122768/D/SER/TR); Risk Management and Strategic Evaluation Unit has been established and gone into operation since 17th of March 2008. In this context, Risk Analysis Units under the organisations of Directorate General of Customs, Directorate General of Customs Enforcement and Directorate General of Customs Control have been merged into this Unit.

Moreover, Risk Management Policy Document and Action Plan have been examined in detail. As suggested on the Action Plan, Risk Management Unit has developed 'Risk Information Form' and introduced the use of the form in the whole organisation. Moreover,

present external communication with other agencies was reviewed and an attempt was made to incorporate data mining/analytics software.

vii) Capacity Building-Post Clearance Control Twin. (TR 06.03.07)

As a part of the project TR 06.03.07 a Twinning Programme (TR 06 IB FI 03) started to be implemented on April 2008. Not underestimating the importance of such a programme, it is known the Twinning Programmes are mainly benefical to the TCA experts in the Headquarters.

In the efforts to reinforce the programme, training the regional customs officers would be as much valuable as a Twinning Programme.

Capacity Building Twinning (Training and Post-Clearance Control Components) within the scope of the Modernization of the Turkish Customs Administration III (TR06/IB/FI/03) Project Package has been signed with German Customs Administration and is being implemented since 5th of May 2008.

Subsequently, the Post-Clearance Control and Control of Risky Transactions Regulation was issued in Official Gazette (Date:27.10.2008/ No:27037) and came into force on the same day. Secretariat of the Post-Clearance Control Component of this Project is also being executed by the Risk Management and Strategic Evaluation Unit and as of now half of the Project activities have been completed. The main purpose of this Project component is to develop the administrative and operational capacity of the Undersecretariat of Customs in the area of Post-Clearance Control. Currently, post-clearance control plan/program of 2009 was confirmed by Undersecretary on 16.04.2009 and put into practice.

viii) Multiannual Action Plan of the Undersecretariat of Customs

The Multiannual Action Plan is responsible for the application of the Strategy Plan of the Undersecretariat and constitutes a base for the activities of the related units of the TCA. The 2009 project of the Risk Management Unit serves strategic targets of the Customs Administration concerning risk analysis, risk management and post clearance control on these issues;

- Improving service quality of the TCA,
- Development of risk management model of the TCA
- Enhancing the capacity of the TCA on risk analysis, risk management and post clearance control.
- Constitution of the administrative infrastructure of IT-aided post-clearance control system which based on risk analysis,
- Development of the IT infrastructure of the post-clearance control system,
- Increasing the number of the personnel whom trained on risk analysis.

3.7 Lessons Learned:

On the eve of accession the Turkish GDP in US\$ nearly doubled from 2001 to 2007. Added to this the ratio of total foreign trade to GDP has risen from 40% to 55%. The expanding Turkish economy, with the leading of international trade in economic growth beside her potential to grow even further and faster, is a reward and paradoxically a threat to EU on the way to accession.

Having been probably on the most distressful part of the world Turkey will have the longest non-EU border as a EU member state after the accession. Though the fact that the Customs Enforcement Systems would focus on the counterfeited goods, drugs, weapons and similar stuff, it is a well-known fact that any good that enters inside Turkish borders under the body of current EU laws would face a market from Diyarbakir in Eastern Turkey to Cork City in Western Ireland. This huge integrated market, as it is demanded, is not only a potential for traders but also an opportunity for any smuggler in any good.

So without not underestimating the importance of Customs Enforcement, establishing an efficient risk analyses system to monitor the commercial goods trade in the future external borders of EU is vital both for economic and security reasons.

Moreover, the ongoing Customs Modernization projects give the Customs the opportunity to gain experience in the field of development and execution of EU funded projects. The numbers of staff involved in project, the TCA have been increased and trained to professionally handle future projects. The Twinning Project, for instance has improved the administrative structure especially in the field of the legislative alignment and re-structuring of the TCA.

In the scope of the Project 2004 (EUROPEAID/122768/D/SER/TR), the importance of acting proactively on legislative amendment and re-structuring of the TCA was observed. In other words, although Risk Management and Strategic Evaluation Unit have been established as a result of the mentioned Project, related legislation on the re-organization of TCA is on the agenda of the Parliament.

4. Indicative Budget

				SOURCES OF FUNDING									
		TOTAL EXP.RE	TOTAL PUBLIC EXP.RE	IPA COMMUN CONTRIB ON		NATIONAL PUBLIC CONTRIBUTION PRIVA CONT BUTIO			ΓRI				
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(e	EUR (b)=(c)+(d)	EUR (c)	% (2)	Total EUR (d)=(x)+(y)+(z)	% (2)	Centra 1 EUR (x)	Regio nal/ Local EUR (y)	IFIs EUR (z)	EU R (e)	% (3)
Activity 1,2,3,4													
contract 1.1	X	-	1.00 M	1.00 M	0.95 M	95	0.05 M	5					Ι
TOTAL IB		1.00 M	1.00 M										
TOTAL INV		-	-										
TOTAL PROJECT		1.00 M	1.0 0 M	0.95		0.05							

3 NOTE: DO NOT MIX IB AND INV IN THE SAME ACTIVITY ROW. USE SEPARATE ROW

- 4 Amounts net of VAT
- 5 (1) In the Activity row use "X" to identify whether IB or INV
- 6 (2) Expressed in % of the **Public** Expenditure (column (b))
- 7 (3) Expressed in % of the **Total** Expenditure (column (a))

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of	Signature of	Project Completion
	Tendering	contract	
Contract 1.1 (Twinning)	II Quarter 2010	IV Quarter 2010	IV Quarter 2011

6. Cross cutting issues (where applicable)

Not relevant to this project.

6.1 Equal Opportunity

Equal opportunity principles and practices in ensuring equitable gender participation in the project will be guaranteed. Male and female participation in the project will be based on EU standards and assured by official announcements published to recruit the necessary staff for the project. 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.

6.2 Environment

Not relevant to this project.

6.3 Minority and vulnerable groups

Not relevant to this project.

6.4 Civil Society

Not relevant to this project.

ANNEX 1
Logical Framework Matrix

	Programme name and no.: Turkish Customs Administra Reference No:	Date of Drafting:		
LOGFRAME PLANNING METAINS METAIN STATES OF TURKISH CUSTON OF TURKISH CUSTON OF TURKISH CUSTON OF TURKISH CUSTON OF TURKISH CUSTON OF TURKISH CUSTON OF TURKISH CUSTON OF TURKISH CUSTON OF TURKISH CUSTON OF TURKISH CUSTON	Contracting period expires 2 years after the signature of Agreement	Disbursement period expires: 3 years after the end date of the contracting deadline.		
Project Number		Total Budget: 1.000.000 €		EU support 950.000€
Overall Objective: Strengthening the evaluation and information abilities of Turkish Customs Administration (TCA) so as to hinder illegal trading of commercial goods as well as narcotics, explosive in the process of proper protection of the potential future external borders of the EU and to ensure that TCA is in a position to fulfil the tasks and obligations of an EU compatible Customs Administration.	Indicators of Achievement: - Decrease in the number of Customs border gates by the end - More effective control crit indicators established by the end customs legislation and strategy, - Clearance process accelerated high risk cargo.	of the project. eria and risk management l of the project, according to to support the overall aim.	Sources of information: -EC progress Report. -EC strategy paper. -TCA annual report -Field studies -Official statistics of TCA	

Project Purposes:	Indicators of Achievement:	Sources of	Assumptions
		information:	& Risks:
The purpose of this project is to upgrade the capacity of TCA through: -Implementing more effective monitoring and evaluating systems for Risk Analysis, thus augmenting the capacity of monitoring of international trade and preventing fraud; and -Better compliance with EC Customs Blueprints on trade facilitation based on risk management.	 At least 15% decrease in the number of physical inspections in imports and 5% decrease in the number of the physical inspection in exports in the Customs border gates by the end of the 2014. At least 15% reduction in the level of complaints of traders about customs control formalities by 2015. 	-TCA website and reports -TCA annual report -EC progress report -Official statistics from TCA -Interim and final evaluation reports	- A very good and close collaboration between the study team and the stakeholders in the TCA -Adequate financial resources available Senior management of Undersecretar iat for Customs remain committed to the project.

Anticipated Results:	Indicators of Achievement for the Results:	Assumptions & Risks:
 3.7.1 In Relation with Activity I I.I Report on Gap and Needs Analysis of the Risk Management System of TCA has been produced. I.II Action Plan has been produced based on Gap and Needs Analysis both for the project lifetime and for the next five years. I.III New risk management system has been in place and operational. 3.7.2 In Relation with Activity II II.I.At least 20 personnel of the TCA Risk Management Unit has been trained about following subjects: • The methods of determining risk criteria in summary declarations including post-arrival, post departure and pre-arrival, predeparture and detailed declarations have been elaborated. • The training services in the fields of pre-clearance and post-clearance controls of TCA in terms of Risk Management have been improved and extended in close cooperation with the running Post-Control Twinning 	 The number of trained staff on Risk Assessment increased during the project. At least 20 personnel from the Risk Management Unit and 150 customs inspectors/officers from the regional customs offices will be trained on Risk Assessment and Risk Management by the end of the project. Physical checks will be better targeted and more effective. Instructions and manuals for TCA staff prepared by the end of the project. 	- Adequate resources will be timely availableProject Management Group has adequate expert staff Relevant trainees will fully participate.

Project (TR06/IB/FI/03) Training on Risk analysis in summary declaration including post-arrival, post departure and pre-arrival, pre- departure in close cooperation with the running Technical Assistance project about declaration of pre- arrival, departure's applications (G2G07/TR/9/1) has been carried out. • Training on risk analysis in detailed declaration carried out. • Personnel from Risk Management Unit of TCA have excessive training on data mining **II.II**.The overall standard of risk assessment ability of the operational staff (at least 150) has been raised. 3.7.3 In Relation with Activity III III.I Applications and procedures on Risk Management of a EU Countries have been observed by the TCA personnel.

Activities:	Inputs	
Activity 1 Gap and Needs analysis of the Risk Management System of TCA will be produced. Activity 2 -The selected staff of TCA Risk Management Unit has been trained about the risk analysisOperational staff related with risk analysis in regional customs offices will be trained in the field.	Twinning Contract Project Cost: Twinning 1000.000 € National Budget:50.000 € EU Support :950.000 €	-The TCA will guarantee the adequate attendance for Twinning.
Activity 3 Study visits about risk analysis and post-clearance control to see how a EU Country's applications are carried out in this field has been arranged.	Grand Total:1.000.000 €	

Pre- conditions

The main conditions for success of the project are:

- Adequate Risk Management Unit staff will be devoted to the project and training programmes by the TCA.
- Continued support to the EU for the accession of Turkey.