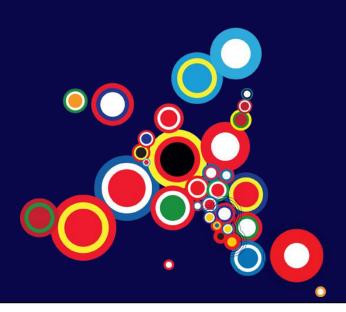# INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

# 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, and the fight against drugs,.

| 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** | EUR 101 571 000 |
| **EU contribution** | EUR 88 605 000 |
| **Budget line(s)** | 22.020301 |
| **Management and Implementation** | |
| **Management mode** | Indirect management & Direct management for Activity 5 |
| **National authority or other entrusted entity** | Mr. Selim USLU PAO-CFCU Director<br>Central Finance and Contracts Unit<br>Address: Emek Mahallesi, T.C. Hazine ve Maliye Bakanlığı Kampüsü E blok İnönü Bulvarı No:36, 06510 Çankaya/AnkaraTel: +90 312 295 49 00<br>Fax: +90 312 286 70 72<br>E-mail: pao@cfcu.gov.tr |
| **Implementation responsibilities** | *In the field of migration and asylum management*<br>**Activity 1:**<br>Mr. Önder BAKAN<br>Head of Support Services Department<br>Directorate General of Migration Management (DGMM)<br>e-mail: onder.bakan@goc.gov.tr<br>Tel: +90 312 422 0701<br>**Activity 2:**<br>Mr. Osman KORAMAZ<br>Head of Protection of Victims of Human Trafficking Department<br>Directorate General of Migration Management<br>e-mail: osman.koramaz@goc.gov.tr<br>Tel: +90 312 422 0780<br><br>*In the field of integrated border management*<br>**Activities 3 and 4:**<br>Mr. Önder BOZKURT<br>Head of the Department of Border Management, Foreign Relations and Project<br>Directorate General of Provincial Administration/ Ministry of Interior<br>e-mail: onder.bozkurt@icisleri.gov.tr<br>Tel: 422 4206 |

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|---|---|
| | **Activity 5:**<br>Colonel Mr. Mesut Ekren, Director of TURMAC<br>Major Kemal Zeynelgil, SPO (Senior Programming Officer)<br><br>Ministry of National Defence, National Mine Action Centre<br>Phone: +90.312.402 54 30<br>Fax: +90.312.213 18 26<br>E-mail: mafam@msb.gov.tr<br>Address: Makina ve Kimya Endustrisi Yerleşkesi, Emniyet Mahallesi, Celal Bayar Bulvarı No:59 Yenimahalle, Tandoğan, 06330 Ankara<br><br>**Activity 6:**<br>Mr. Özer KORKMAZ<br>Turkish National Police<br>Head of Border Gates Department., 06540 Ankara<br>e-mail:<br>Tel: 0312 462 3210<br><br><br>*In the field of fight against organised crimes*<br>**Activity 7:**<br>Mr. Cengiz BATI<br>Head of Department of Police Forensics (KDB) of Turkey<br>Turkish National Police<br>e-mail: cengiz.bati@egm.gov.tr<br>Tel:  0312 462 9300 |

| **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 114(2) of the Financial Regulation |
| **Final date for operational implementation** | 6 years following the conclusion of the Financing Agreement |
| **Final date for** | 12 years following the conclusion of the Financing Agreement |

| implementing the Financing Agreement (date by which this programme should be de-committed and closed) | | | |
|---|---|---|---|
| **Policy objectives / Markers (DAC form)** | | | |
| **General policy objective** | **Not targeted** | **Significant objective** | **Main objective** |
| Participation development/good governance | ☐ | ☐ | ✓ |
| Aid to environment | ✓ | ☐ | ☐ |
| Gender equality (including Women In Development) | ☐ | ✓ | ☐ |
| Trade Development | ✓ | ☐ | ☐ |
| Reproductive, Maternal, New born and child health | ✓ | ☐ | ☐ |
| **RIO Convention markers** | **Not targeted** | **Significant objective** | **Main objective** |
| Biological diversity | ✓ | ☐ | ☐ |
| Combat desertification | ✓ | ☐ | ☐ |
| Climate change mitigation | ✓ | ☐ | ☐ |
| Climate change adaptation | ✓ | ☐ | ☐ |

# 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 7.470 persons. DGMM has started to construct 11 new removal centres in Ankara, Ağrı, Malatya, Çanakkale, Tekirdağ, Kocaeli, İstanbul (container), Hatay, Kırıkkale, Antalya, Aydın (container) with a total capacity of hosting 4.570 persons from the national funds. DGMM has taken over the existing 11 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 201 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 the European Border and Coast Guards Agency (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 shared with FRONTEX, the number of irregular migrants arrested at the Turkish Iranian border was 334 in 2013. However, this number increased sharply to 1.106 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.

The Republic of Turkey acceded to the Anti-Personnel Mine Ban Convention (APMBC)[1] on 25 September 2003, becoming a state party on 1 March 2004. Turkey has to implement its obligations under Article 5 of the Mine Ban Treaty. Turkey requested an extension to the 2014 deadline and an 8-year extension has been granted to Turkey for clearance of all antipersonnel mines from mined areas under its jurisdiction or control. Turkey evaluates the Anti-Personnel Mine Ban Conventions a success regarding the ban on the use of anti-personnel mines. Moreover, being a country attaching great importance to ongoing humanitarian mine clearance activities on different parts of the world, Turkey is trying to clear the mines in her own lands.

The minefields that stretch along the border prevent Turkish Land Forces from patrolling all areas along the border and prevent the establishment of a modern border surveillance system. Currently, the size of the

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[1] The Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction, known informally as the Ottawa Treaty, the Anti-Personnel Mine Ban Convention, or often simply the Mine Ban Treaty, aims at eliminating anti-personnel landmines around the world.

mined area in Turkey is 164.082.568 m2. Within this respect, works are ongoing for clearance activities in the southern borders. At the eastern borders, Turkey has been clearing contaminated areas through military demining teams under the Ministry of Defence and Gendarmerie and the IPA funded project "the Socioeconomic Development through Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey Phase I" and Phase II. Based on the lesson learned of these projects, Turkey would like to clear up to 4.2 million-m2 land in Ardahan, Kars, Iğdır and Ağrı (Doğubeyazıt) region in accordance with the national priorities and to enable other increased border surveillance projects in the region.

The landmines are generally located in border areas; however, there are no land mines at Turkey's western borders, all the mines laid on the Turkish side of Turkey's borders with Greece, Bulgaria, and Georgia have been cleared. The landmines are only located in Armenian, Iranian, Iraq and Syrian Borders. This constitutes a very important problem in terms of providing an efficient border management system. The main reasons of laying these land mines in these regions differ from the countries of South East Europe. In South East Europe, mines were basically laid due to war conditions or to conflicts between the states and these mines are generally laid nearby or inside the settlements in South East Europe. However, in Turkey the situation is different: these land mines are generally laid along the borders to prevent illegal migration or smuggling activities or for security reasons against combatting terrorism. In today's conditions, in addition to the humanitarian concerns, these landmines limit the operational capacity of Turkey in the border areas. They prevent the establishment of good functioning border surveillance systems and as a result lead to a decrease in the efficiency in the fight against illegal migration, cross-border crimes and smuggling. For these reasons, demining is evaluated as an indispensable part of the border management reforms. Turkey aims to have these landmines cleared to provide a more secure way of protecting the borders by means of technologically supported border surveillance systems and achieve the targets set out by European Union for a good functioning border management system.

Another important issue in the field of integrated border management is the controls at the border crossing points. 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 166 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, Istanbul 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, 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.

*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 Member States 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.


**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. Six 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 the International Organization for Migration (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.

With Activity 5, land mines in the Eastern Border regions of Turkey will be cleared in conjunction with risk education activities with the technical support of the United Nations Development Programme (UNDP). In addition, non-technical survey of minefields in Turkey and related awareness raising activities will be implemented under a separate agreement between UNDP and the Government of Turkey.

Activity 6 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,* one Activity will focus on drug profiling and increasing the capacity of TNP Police Forensic Laboratories. With Activity 7, 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, TNP and EU Member States in terms of sharing drug intelligence – data exchange and fight against drug trafficking and reduce the consumption.

## 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 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.

*Activity 5* that aims to contribute the prevention of irregular migration and all types of cross-border crimes at Turkey's Eastern Borders in line with EU's IBM policies and strategies. In addition, under the '**Anti-Personnel Mine Ban Convention (APMBC)**' on the prohibition of the use, stockpiling, production and transfer of anti-personnel mines and on their destruction, Turkey has undertaken to destroy all landmines by 2022 and improved its institutional capacity and strategic perspective towards mine action. The APMBC was adopted on 18th September 1997 and entered into force on 1st March 1999. On 26th January 1998, the Chief of Turkish General Staff issued a directive banning the use of antipersonnel mines by the Turkish armed forces. There have been no confirmed instances of use of antipersonnel mines by Turkish forces since.

The Republic of Turkey acceded to the APMBC on 25th September 2003, becoming a state party to the Convention on 1st March 2004. Turkey has been making steady progress to meeting its obligations under Article 5 of the APMBC in a complex environment. All the mines laid on the Turkish side of Turkey's borders with Greece, Bulgaria, and Georgia have been cleared. A law on the "The Tender and Mine Clearance Activities along the land borders between the Republic of Turkey and Syria Arab Republic", Law No. 5903 entered into force on 17th June 2009. The law tasks the Ministry of Defence to carry out demining activities on the Syrian border which have been funded through Turkey's national budget.

This accelerated the coordination between Ministries. Turkey then developed plans to clear the minefields along the border with Iraq, Iran and Armenia. As a result of assessments conducted by the Government and Land Forces Command it was decided that it would be appropriate to use external assistance for the clearance activities in the eastern border regions. Turkey requested an extension to the 2014 deadline for its obligation under Article 5 of the APMBC to clear all anti-personnel mines from mined areas under its

jurisdiction or control and was granted an eight-year extension. This requires all mines from contaminated areas in Turkey to be cleared by 1 March 2022.However, given the scope of mine contamination (over 164 million m2) in Turkey it is unlikely that Turkey will be able to meet its Article 5 obligation to clear all anti-personnel mines by 2022 thus a further extension will be required.

Referring to the outputs of this Action and previous projects in the eastern border region, Turkey will be able to submit its Article 5 Report that it has been moving ahead with the survey of the eastern borders area, has a plan to address the contamination in the region, has developed a land release process, the Operational Demining Process (ODP), which is making clearance efforts far more efficient. Such reports will contribute building confidence in the efforts that Turkey is making to meet its international obligations.

Regarding *Activity 6,* 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 travel 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.

*Activity 7* 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).

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 borders

- 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

Lastly, **the 10$^{th}$ 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 10$^{th}$ 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.

**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, 4 and 5* 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 centre in Ankara and monitored from this centre. 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 6*, 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 7,* Department of Police Forensic Laboratories implemented two EU projects between 2005 and 2007. One of them was a twinning project with German Federal Criminal Police Office (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 stuff. Within *Activity 7,* 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 stuff 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.

## 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 for Neighbourhood and Enlargement Negotiations (DG NEAR) – Turkey Report<br><br>DG Migration and Home Affairs (DG Home) – VLD Report<br><br>Reform Action Group's Meeting Reports / Minutes<br><br>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<br><br>Statistical data gathered from the law enforcement agencies in Turkey<br><br>DGMM Statistics<br><br>IOM Quick Statistics | Continued Government and EU commitment towards Turkey's accession |
| To improve integrated border management | Km of border area covered by modernised surveillance at Eastern borders<br><br>Number of surveillance cameras at South Eastern borders<br><br>Amount of land cleared in line with humanitarian demining rules in Ardahan, Kars, Iğdır and Ağrı (Doğubeyazıt) regions | Administrative reports of DG Provincial Administrations Border Management Department<br><br>Turkish Land Forces Statistics<br><br>UNDP reports | |
| To enhance fight against organised crime | Number of specialist trained | Administrative reports of the public institutions in Turkey<br><br>EUROSTAT reports<br><br>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 furbished 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 Successful implementation of previous projects directly connected to the planned activities |
| **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 | |
| **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:** Landmines in the Eastern Border regions of Turkey cleared and institutional capacity of TURMAC on coordination of mine action strengthened | R.5.1. Amount of land cleared in line with humanitarian demining rules in Ardahan, Kars, Iğdır and Ağrı (Doğubeyazıt) regions. R.5.2. Number of key experts trained in TURMAC R.5.3. Number of risk educations in villages near mine clearance operations R.5.4. Number of minefields surveyed through Non-Technical Survey and the capacity of TURMAC on NTS increased | Project reports Statistical reports of TURMAC UNDP statistics and reports | |
| **Result 6:** The capacity of TNP and related institutions in detecting forged travel documents, passenger profiling and conducting risk analysis increased | R.6.1. Number of staff trained for detecting forged travel documents, passenger profiling R.6.2. Number of TNP officials trained as trainers and able to transfer knowledge | Project reports Statistical reports of TNP Border Gates Department | |

| | | | |
|---|---|---|---|
| **Result 7:** Technical capacity of TNP Forensic Laboratories for drugs analyses to detect origin and chemical profiles of seized drugs increased | R.7.1. Number of drug cases/samples subjected to profiling<br>R. 7.2 Number of forensics specialist trained | Project reports<br>Statistical reports of Police Forensics (KDB)<br>Statistical reports of Turkish Jandarma<br>Laboratory analyse reports per case | |
| | | | |

## 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- Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey- Phase 3

This activity aims to contribute to the prevention of irregular migration and all types of cross-border crimes at Turkey's Eastern Borders in line with EU's IBM policies and strategies via humanitarian demining action and provide technical support to the Turkish Mine Action Centre (TURMAC) on coordination of mine action interventions. The activity will be implemented under these sub-activities:

a. Clearance of mined fields

With this sub-activity, landmines in the Eastern Border regions of Turkey (Ardahan, Kars, Iğdır and Ağrı Doğubeyazıt) will be cleared in line with survey which will be executed by TURMAC with national budget before the commencement of clearence activities. This sub-activity will also include the quality assurance/quality control of the survey and clearance works. Exact locations will be dependent on the final prioritisation of hazardous areas by TURMAC and will be agreed prior to the commencement of work.

b. Capacity building activities for TURMAC

This sub-activity will support limited strengthening of the TURMAC to manage mine action functions and responsibilities, while also supporting advocacy on key global disarmament conventions. Specific support will be dedicated for further enhancement of TURMAC's operations and quality management in the eastern border region and the mine action sector. TURMAC will be better able to ensure that the sector is working in support of the larger of objectives of the Government of Turkey in the border regions of Turkey and allows synergy to be developed in mine action.

c. Mine Risk Education and Awareness raising Activities

Under this sub-activity, mine risk education and related communication materials will also be provided in villages close to the hazardous areas in line with the national plans including community liaison during Non-Technical Survey.

d. Non-Technical Survey

With this sub-activity, all minefields in the border regions of Turkey will undergo a Non-Technical Survey to allow for Turkey to provide the best quantitative assessment for future demining activities in support of the sustainability of mine action in Turkey and fulfilment of Turkey's obligations under the Anti-Personnel Mine Ban Treaty. The Non-Technical Survey will provide recommendations for further non-technical or technical action, including, where appropriate, details of recommended asset types and methodologies for further interventions not covered by this action.

**Activity 6- 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 7- 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.

## 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.

Regarding the Activity 5, the main risks are the climate and topography of the regions. During the implementation of Activity, TURMAC will consider the potential risks of demining process.

*In the field of fight against organised crimes*

Regarding the Activity 7, 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

## CONDITIONS FOR IMPLEMENTATION

IN GENERAL FOR ALL ACTIVITIES: The implementation of the action requires continued commitment by the Turkish authorities 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.

The signature of the contract between the EUD to Turkey and the UNDP is conditional to the conclusion of the agreement between the Government of Turkey and the UNDP for the non-technical survey.

## 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, Foreign Relations and Project); 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, Foreign Relations and Project); Co-beneficiary: Turkish General Staff (Land Forces Command)

**Activity 5- Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey- Phase 3**

Main Beneficiary: Ministry of Defence Turkish Mine Action Centre (TURMAC)

**Activity 6- 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 7- 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

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 by Turkey and Direct Management by the EU Delegation to Turkey.**

**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 AVRR 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 under **indirect management with the UNDP.** The Contracting authority will be the EU Delegation to Turkey. Management mode for this activity is Direct Management.[2]

**Activity 6** will be implemented by a **pillar assessed grant contract will be signed and implemented with IOM**. The contracting authority will be the CFCU.

**Activity 7** will be implemented via **1 supply and 1 twinning contacts**. 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.

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[2] In addition, Non-Technical Survey will be implemented via an agreement between UNDP and Government of Turkey regarding to Activity 5.

## 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[3] | 10.200[4] (2020) | - Statistical records of DGMM<br>- Project Reports<br>- Interim and final evaluation reports |
| Number of removal centres furbished and functioning in line with international standards (Activity 1)[5] | 18 (2015) | 24 | 24 (2020) | -Statistical records of DGMM<br>- Project Reports<br>- 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)<br>REIN = 0 (2015) | RET = 9.750[6]<br>REIN = 500 | RET = 9.750 (2022)<br>REIN = 500 (2022) | - DGMM statistics<br>- 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<br>- Turkish Land Forces reports and statistics |

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[3] 4820 hosting capacity provided by National Funds.

[4] 2400 hosting capacity provided by 2015 Programming year activity.

[5] 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).

[6] 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<br>- Turkish Land Forces reports and statistics-Project Reports & acceptance certificates<br>- Interim and final evaluation reports |
| Amount of land cleared in line with humanitarian demining rules in Ardahan, Kars, Iğdır and Ağrı (Doğubeyazıt) regions. (Activity 5) | 4,310,000 m$^2$ (2018) | At least 8,510,000 m$^2$ depending on the number of survey/clearance teams available and the technical complexity of hazardous areas. | At least 8,510,000 m$^2$ depending on the number of survey/clearance teams available and the technical complexity of hazardous areas. (2022) | The Information Management System for Mine Action (IMSMA)<br>Task Completion Reports<br>Progress Reports |
| Number of key experts trained in TURMAC (Activity 5) | 1 (2018) | 10 | 11 (2022) | Progress Reports |
| Number of risk educations in villages near mine clearance operations (Activity 5) | 0 (2018) | 14 | 14 (2022) | Progress Reports |
| Number of minefields with complete Non-Technical Survey (Activity 5)*<br><br>(* *Non-Technical Survey will be implemented through an agreement between UNDP and the Government of Turkey*) | 0 (2018) | a minimum of 2900 of the 3580 minefields in the database. | a minimum of 2900 of the 3580 minefields in the database (2022) | The Information Management System for Mine Action (IMSMA)<br>Non-Technical Survey Reports<br>Progress Reports |

| | | | | |
|---|---|---|---|---|
| Number of staff trained for detecting forged travel documents, passenger profiling (Activity 6) | 578 (2016) | 978[7] | 1578[8] (2023) | - Project reports<br>- Statistical reports of TNP Border Gates Department |
| Number of TNP officials trained as trainers and are able to transfer knowledge (Activity 6) | 28 (2015) | 50 | 50 2023 | - Project reports<br>- Statistical reports of TNP Border Gates Department |
| Risk Analysis in implementation (Activity 6) | 0 (2016) | 1 | 1 (2023) | - Project reports<br>- Statistical reports of TNP Border Gates Department |
| **Sub-action 3. Fight against Organised Crime** | | | | |
| Number of drug cases / samples subjected to profiling (Activity 7) | 0 (2015) | 1000 | 1000 (2023) | -Project reports<br>-Statistical reports of TNP Forensics Department (KDB) |
| Number of forensics specialists staff trained (Activity 7) | 0 (2015) | 30 | 30 (2021) | -Project reports<br>-Statistical reports of TNP<br>-Laboratory analyse reports per case |

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[7] 400 additional staff for document security detection (plus 80 persons trained in risk analysis – not contained in this figure).

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

## 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 **10<sup>th</sup> 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 10<sup>th</sup> 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)

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 the area of mine action, the National Mine Action Centre (TURMAC) is mandated to execute the actions to clear mines and/or unexploded ordnance for humanitarian purposes within the borders of the Republic of Turkey; the functions, powers and responsibilities include, but are not limited to: i. the formulation and implementation of the national mine action plan; ii. preparation and publishing of national mine clearance standards; iii. initiatives to improve assistance to victims; iv. establishment and operation of a mine action information management system; v. establishment of a data collection and analysis system; and, vi. implementation of the necessary quality management systems to include the accreditation of mine clearance operators. The first-ever National Strategic Mine Action Plan for 2019-2021 was drafted and is in approval process.

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*,

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.


## 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.

Any publication by the Supplier, in whatever form and by whatever medium, including the Internet, shall carry the following or a similar warning: "This document has been produced with the financial assistance of the European Union". In addition, the back cover of any such publications by the Supplier should also contain the following disclaimer: "The contents of this publication is the sole responsibility of name of the author/Supplier/implementing partner – and can in no way be taken to reflect the views of the European Union"

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**Annex 1) Indicative Action Budget Breakdown and Planning for Contracting Procedures (for EC internal use only\*)**

| Implementation modalities | Total | EU contribution | Launch of procedure | Contract signature9 |
|---|---|---|---|---|
| **PROCUREMENT** | | | | |
| **Supply (Activity 1)** | 5.000.000 | 4.250.000 | Q4 2017 | Q4 2018 |
| **Supply (Activity 3)** | 37.500.000 | 31.875.000 | Q1 2018 | Q2 2019 |
| **Supply (Activity 4)** | 27.800.000 | 23.630.000 | Q1 2018 | Q2 2019 |
| **Supply (Activity 7)** | 2.000.000 | 1.700.000 | Q4 2017 | Q4 2018 |
| **TWINNING** | | | | |
| **Twinning (Activity 7)** | 1.000.000 | 1.000.000 | Q4 2017 | Q4 2018 |
| **GRANTS** | | | | |
| **Pillar Assessed Direct Grant Agreement with IOM – CA CFCU (Activity 2)** | 6.000.000 | 6.000.000 | Q2 2017 | Q4 2017 |
| **Indirect management with the UNDP – CA EUD (Activity 5)** | 18.550.000 | 18.550.000 | Q4 2019 | Q1 2020 |
| **Agreement between UNDP and Government of Turkey (Activity 5)** | 2.121.000[10] | - | Q4 2019 | Q1 2020 |
| **Pillar Assessed Direct Grant Agreement with IOM – CA CFCU (Activity 6)** | 1.600.000 | 1.600.000 | Q2 2017 | Q4 2017 |
| **TOTAL** | 101.571.000 | 88.605.000 | | |

[9] Contract signature date: if relevant; i.e. for Direct Grants mainly

[10] Regarding to Activity 5, EUR 2.121.000 amount of budget is national contribution and will be contracted as an agreement between UNDP and Government of Turkey.

**Annex 2) Estimated Indicative Market Research Table for "Activity 1 – Supply of Removal Centres for the Effective Implementation of the EU – Turkey Readmission Agreement"**

**FINANCIAL SUMMARY ( in Euro)**

| LOT NO | NAME | COST For 1 Rm Centre | TOTAL COST (6 Centres) |
|---|---|---|---|
| 1 | FURNITURE | 366.855,54 | 2.201.133,24 |
| 2 | UPHOLSTERY&TEXTILE | 67.420,65 | 404.523,90 |
| 3 | ELECTRICAL APPLIANCES | 20.857,39 | 125.144,34 |
| 4 | SECURITY EQUIPMENT | 91.273,94 | 547.643,64 |
| 5 | MEDICAL EQUIPMENT | 46.327,68 | 277.966,08 |
| 6 | LAUNDRY EQUIPMENT | 74.742,83 | 448.456,98 |
| 7 | KITCHEN EQUIPMENT | 35.217,24 | 211.303,44 |
| 8 | IT | 52.120,40 | 312.722,40 |
| 9 | ACCESSORIES | 16.829,94 | 100.979,64 |

| TOTAL | | 771.645,61 | 4.629.872,61 |
|---|---|---|---|

**Annex 3) Justification on Implementation Capacity and Model of IOM for "Activity 2 - Assisted Voluntary Return and Reintegration of Irregular Migrants in Turkey"**

IOM will be the leading agency of implementation. Globally and historically, IOM has been the main provider of developing and managing AVRR programmes worldwide. The project is thereby based on IOM's well-proofed experience with Assisted Voluntary Return and Reintegration (AVRR) programmes in Europe and many other parts of the world.

The implementation of the Assisted Voluntary Return and Reintegration (AVRR) program will benefit from the organization's global experience, consolidated through a multifaceted and thorough approach towards AVRR in the last 30 years and benefiting thousands of migrants with voluntary return and reintegration options.

At present, IOM implements over 20 AVRR programmes with European partners. Some 650,000 migrants have been provided AVRR assistance in the last ten years to 160 countries.

Learning from its extensive experience, in recent years IOM's AVRR programmes have evolved to provide more comprehensive return assistance, with a range of services including targeted country-specific return assistance schemes, enhanced return counselling and information provision, networking, and pre-departure job-training.

Building on these experiences and a network of offices and partners, IOM provides services to facilitate a migration dialogue among destination, transit and origin countries on the same migration route. Together, IOM's AVRR programmes offer a more comprehensive approach to return migration, which is key to the effective, overall migration management. AVRR, therefore, has become an essential part of a comprehensive approach to migration management, which includes efficient border management, effective international protection processing and, only as a last resort, the forced return of those who do not have a legitimate basis to stay in a host country. AVRR constitutes a more desirable form of return; given the fact that it is based on the individuals' own informed decision to return. Due to the voluntary character of return, migrants have the possibility to influence and prepare for their departure, while avoiding the stigma of deportation and, thus, potential negative repercussions for their successful reintegration in the country of origin. It is above all the reintegration part that can assure the sustainability of the AVRR and thereby the functioning of the overall mechanism.

AVRR project of 2011 programming year has been begun by January 2016 and another AVRR project of 2014 programming year has been adopted. Both of these projects will be implemented consecutively via direct grant with IOM which outputs of 750 and 5000 irregular migrants respectively. The third phase of AVRR projects have been proposed to 2016 programming year which output of 4000 irregular migrants. Proposed Activity-3 of 2016 programming year will be implemented in sequence with the ongoing and upcoming AVRR projects under the 2011 and 2014 programming years.

**Annex 4) Needs Analysis and Indicative Market Research for "Activity 4 - Increasing Border Surveillance Capacity at South Eastern Borders"**

One of the main elements of Turkey-EU Accession period is the 24th chapter and border management is an important topic within the mentioned chapter. In line with the mentioned period, enhancement of Turkish border check activities have been initiated with EU funded projects and national investments. IPA projects include; "Action Plan on Integrated Border Management Phase I and II (IPA 2007- 2008)", "Socioeconomic Development through Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey Phase-1 and Phase-2 (IPA 2011-2012)", "Increasing Border Surveillance Capacity of Border between Turkey and Greece Phase 1 IPA 2013", "Increasing Border Surveillance Capacity of Border between Turkey and EU Phase 2 IPA 2014" and "Increasing Border Surveillance Capacity at Turkey's Eastern Borders Phase I IPA 2015".

However no EU funded projects have been proposed for South Eastern Borders which is the most problematic border area. Due to the ongoing 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 Turkish Land Forces Command in 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 have been apprehended by Turkish border guards in Syrian borders. According to statistics, also shared with FRONTEX, in 2013 the number of illegal passages outside the Border Crossing Points (BCPs) at Syrian borders was 10.853, in 2014 this number increased to 14.964.

In order to tackle these problems, Turkish authorities have begun to take security measures along Syrian borders. 23 km of concrete wall, 108 km of wired fence, 386 km of 4-meter deep ditch, 80 km of soil barrier, 423 km of lightning system and 1450 km of patrol road have been completed since 2012. However, under urgent circumstances, there are various and vital needs to equip mentioned area with modern border surveillance systems in order to prevent cross-border crimes.

Thermal cameras are devices which are sensitive to thermal differences. They provide vision of the target even through the smoke, fog and under the low light conditions. These devices do not shine in the intensive light like night vision devices. They are very useful especially in the areas where the border units cannot go closer and allow the units to observe the targets remotely. The increase of thermal cameras which has latest technological surveillance capabilities to eliminate the blind areas is required.

**Indicative Market Research and Budget Tables**

Based on a preliminary market research for south eastern borders of Turkey, the following indicative cost estimate has been established.

Prior to the launch of tenders a more detailed and updated study will be carried out to determine technical specifications needed and potential price ranges.

**Indicative Market Research Table**

**Indicative Budget Table for Thermal Camera Systems**

| Type of System | Unit price (EUR) | Quantity (EUR) | TOTAL (EUR) |
|---|---|---|---|
| Thermal Camera | 100.000 | 278 | 27.800.000 |
|  |  |  | 27.800.000 |

**The number and unit prices are indicative.**

**Annex 5) Justification for the indirect management with the UNDP and full financing of "Activity 5 - Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey-Phase 3**

The **United Nations Development Programme** (UNDP) is the United Nation's global development network. As an international development agency, the UNDP works with the Government of Turkey to support Turkey's development and reform agenda. In line with the United Nations Mine Action Strategy 2019-2023, UNDP works with local, national and international partners on linking mine action to development and achievement of the SDGs and helping mine-affected communities achieve resilience and sustainable development. UNDP's Mine Action programmes have three major areas of focus: 1) Translating mine action into sustainable development dividends, including human, food or community security and livelihoods; 2) Strengthening national institutions that accelerate development benefits, including food, human security, jobs and livelihoods; and 3) Supporting international normative frameworks on mine action.

UNDP will utilize the lessons learned of the Socioeconomic Development through Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey Phase I and II projects and will manage the demining and capacity building activities following the signature of a contribution agreement with the EU Delegation to Turkey.

This contract will be fully financed by the EU. However, there will be a separate agreement between the Government of Turkey and UNDP, worth EUR 2 121 000, for the non-technical survey that is to be considered as co-financıng by the Beneficiary Country.

**Annex 6) Justification regarding the preference of Direct Grant Contract with IOM for Activity 6**

IOM is the global migration agency and has expertise and experience to deal with the full range of issues addressed by the project in the area of migration and border management.

As the leading international organization for migration, IOM acts with its partners in the international community to assist in meeting the growing operational challenges of migration management; advance understanding of migration issues; encourage social and economic development through migration, and uphold the human dignity and well-being of migrants.

IOM's Immigration and Border Management (IBM) activities are directed at assisting governments to create policy, legislation, administrative structures, operational systems and the human resources necessary to respond effectively to diverse migration and border challenges. Consisting of a core group of specialists with substantial technical expertise and strong border management experience, posted to strategic locations in the field as well as in IOM headquarters, the IBM Team offers guidance and expertise to governments aspiring to improve their migration and border management and operational procedures. Since the goals of governments and other actors in migration management change over time in nature and priority, the IBM Team's activities continuously evolve to meet new migration challenges on the national, regional and international levels. In 2014, IOM's IBM portfolio comprised 188 active projects. The total value of donor-funded projects was approximately 214,389,261 USD and the remaining projects were run on a fee-for-service basis. During 2014, 42 of the active projects with 71,928,550 USD budget, have been implemented in Eastern and Southeastern Europe and Central Asia region. Moreover, during the same period, several projects related to detection of fraudulent travel documents have been implemented in various countries- including Turkey, Guinea, Nigeria, Ecuador, Cambodia, Malaysia, Mongolia, Sri Lanka, Belarus and China.

IOM's Immigration and Border Management (IBM) activities support its beneficiaries through: a) Border and Migration Management Assessments; b) Training for Border and Migration Management Officers; c) Integrated Border Management; d) Identity Management; e) Data Management, f) Intelligence and Risk Analysis; g) Border Management Information Systems (BMIS) and the h) IOM-developed BMIS; i) Migration and Data Analysis System (MIDAS); j) Counter Migrant Smuggling; k) Immigration and Visa Support Solutions; l) Visa Application Centers ; m) Document Integrity and Verification.

IOM also has a long-standing cooperation with the EU, which was formalized in 2011 through the signature of the framework agreement for laying down the administrative and financial arrangements in order to foster their cooperation. The agreement forms a basis for simpler and more efficient methods of cooperation by simplifying and streamlining the procedure for contractual negotiations between EC and the IOM.  This cooperation was further strengthened in July 2012 through the exchange of letters between IOM, the European Commission services and the European External Action Service (EEAS). The letters state the intention to continue close cooperation between IOM and the European Commission and the European External Action Service (EEAS) in the following areas of mutual interest: a) capacity building in migration governance, b) immigration and integration policies, c) labour migration and migrants' rights, including health related aspects, d) prevention of and enhanced measures to combat irregular migration and trafficking in human beings, e) return and resettlement, f) climate change and migration and development including Migration Profiles, diaspora issues and g) temporary return to countries of origin, transit and destination. What is more, through an exchange of letters signed by respective Directors General on 16 February 2016, the cooperation between IOM and the European Commission services (DG HOME, DG for International Cooperation and Development (DG DEVCO), DG for European Civil Protection and Humanitarian Aid Operations (DG ECHO)) and the EEAS, was extended to DG NEAR which also covers Turkey.

IOM mission in Turkey is uniquely placed to assist, compare international and EU good practices and cooperate with the key stakeholders, which include ministries, migration related institutions, civil society, academia and international partners. Due to its long established field presence, IOM Ankara has good knowledge of Turkey's specific migration features, legal and administrative structures in the field of migration and excellent cooperation with stakeholders. With its multi-sectoral and outcomes-based approach, and experience working with (and within) the relevant departments and stakeholders in Turkey, IOM can provide substantial support that can be adapted to the current needs of the Turkey.

As a result of ongoing cooperation between Turkish National Police and IOM Turkey, numerous projects to strengthen the capacity of Border Gates Department have been successfully implemented[11]. Having a global experience in implementation of projects in the field of border management, including document fraud, IOM brings

a great benefit for the coordination as well as for smooth and timely implementation of the project activities. Moreover, due to its extensive network of country offices around the world, the organization has facilitated international and regional communication as well as exchange of information, good practices and lessons learnt with various countries around the world. In consideration of aforementioned fruitful cooperation, IOM is expected to ensure the achievement of the project's targeted results under the conditions stipulated in the General and Special conditions of the Contractual Agreement of Direct Grant. IOM Turkey will work in close collaboration with IOM Regional Offices in Vienna and Brussels without any financial cost[12] and Regional Offices will be responsible for project review and endorsement and will provide technical support to IOM Turkey, particularly in the area of project implementation, as when required. IOM's experience will facilitate timely start of the implementation of the submitted project, which will also bring rapid responsiveness and cost effectiveness. Finally, IOM Immigration and Border Management experts will take part in facilitating the workshops and provide training and guidance on topics such as investigation of irregular border crossings, examination of travel documents and passenger profile analysis. The experts will also share their expertise and other country experiences.

In order to ensure sustainability of the projects, IOM will facilitate the preparation and distribution of training materials and handbooks as well as organization of Training of Trainers for dissemination of knowledge.

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[11] Between 2010 and 2011, the first project on increasing capacity on detection of fraudulent travel documents with 195.00 GBP budget was conducted in cooperation with IOM and TNP. During the project implementation period, basic trainings on forgery detection were delivered; study visits to UK and Germany, and online training modules (4700 CDs to border gates, 2350 TNP staff received online) were prepared. Between 2012 and 2014, the "Fighting against irregular migration through increasing capacity of field staff on detection of forged travel documents" project with 186.77 GBP budget was undertaken in cooperation with IOM and TNP. During the project, trainings to 158 TNP staff, specific training on Syrian borders to 12 TNP staff, joint training with Criminal department to 15 staff, 2-weeks Training of Trainers, study visit to Netherlands, preparation of 4 bulletins on country analyses, passenger profiling and information about Atatürk airport were conducted. Finally, between 2014 and 2016 the "Fighting of Irregular Migration through Increasing Capacity and Cooperation on Detection of Forged Documents" project with 300.000 GBP budget was implemented through IOM-TNP cooperation. During the implementation period, expert level trainings on forgery detection to 150 TNP staff; basic training on forgery detection to 15 TNP heads of units; Training of Trainers to 28 TNP staff were organized, and 193 TNP staff in total received various certificates. Moreover, 3-volume training materials (1500 Turkish and 300 English) were prepared after two expert workshops and distributed to border gates, police academies, embassies in Turkey and Turkish embassies abroad. Finally, a study visit to Vienna and a regional workshop in Athens were organized under the frame of the aforementioned project.

[12] The RO maintains liaison with the Organization for Security and Co-operation in Europe, the United Nations Office on Drugs and Crime, the United Nations Industrial Development Organization, the International Centre for Migration Policy Development, the European Union Agency for Fundamental Rights, the Black Sea Economic Cooperation, the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (FRONTEX), the Migration, Asylum, Refugees Regional Initiative, the Regional Cooperation Council, the Söderköping Process, the Budapest Group, and the Prague Process.

**Annex 7) The detailed budget for "Activity 7-Strengthening the Capacity of Turkish Forensic Laboratories in Combating Illicit Drug Trafficking"**

**Component 1:** Twinning activities will be implemented as 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. Sub-activities for twinning component will be as follows;

- Reviewing the requirements and gaps in chemical profiling analysis of beneficiaries. The schedule for the future trainings will be planned. Necessary equipment for supply component will be determined and approved by twinning experts in the first quarter of this component. It is planned for the steering committee members and experts (appr. 5-6 specialists) the cost will be approximately 50.000 Euro

- Reviewing the physical conditions of TNP Ankara Laboratory and the technical procedures for analyses of illicit drugs – It is planned for 4 specialists and the cost will be approximately 50.000 Euro

- Training for the detection and examination of clandestine laboratories especially established for synthetic drug production – It is planned for 10 specialist and the cost will be approximately 80.000 Euro.

- Training for chemical profiling of heroin – It is planned for 12 specialists and the cost will be approximately 100.000 Euro,

- Training for chemical profiling of cocaine – It is planned for 12 specialists and the cost will be approximately 100.000 Euro,

- Training for chemical profiling of Amphetamine type stimulants (ATS) – It is planned for 12 specialists and the cost will be approximately 1.000.000 Euro,

- Training for chemical profiling of cannabis – It is planned for 12 specialists and the cost will be approximately 1.000.000 Euro,

- Training for new psychoactive substances – It is planned for 12 specialists and the cost will be approximately 1.000.000 Euro

- Evaluation visit of EU member state laboratory specialists to Turkey to review the results of trainings delivered – It is planned for 4 specialists and the cost will be approximately 50.000 Euro.

- Reviewing and preparing a report for coordination, cooperation, collaboration mechanism among Turkey and EU Database for Drug Profiling. General Evaluation of the project will also be done. It is planned for steering committee (5-6 specialists) and the cost will be approximately 70.000 Euro

These twinning activities will have a budget of roughly with additional expenditure for paperwork and other needs; 1.000.000 Euro.

**Component 2:** Supply activities will be done in order to get the necessary equipment and systems for Drug Research, Profiling, Intelligence and Information centre. Approximate price for each of these instruments will be as follows; 2 sets will be purchased for each instrument (1 set for Police and 1 set for Gendarmerie Laboratories)

| Name of the Equipment | No for TNP | No for TJ | Approximate price |
| --- | --- | --- | --- |
| Thermal Desorption Gas Chromatography/Flame Ionisation Detector (TDGC-FID) | 1 | 1 | 70.000 Euro |
| Gas Chromatography/Mass | 1 | 1 | 80.000 Euro |

| | | | |
|---|---|---|---|
| Spectrometry (GC-MS) | | | |
| High Performance Liquid Chromatography (HPLC) | 1 | 1 | 50.000 Euro |
| Inductively Coupled Plasma/Mass Spectrometry (ICP/MS) | 1 | 1 | 120.000 Euro |
| Microscope/FTIR | 1 | 1 | 350.000 Euro |
| Isotope Ratio/Mass spectrometry (IRMS) | 1 | 1 | 120.000 Euro |
| Liquid Chromatography Triple Quadrupole Mass Spectrometry (LCMSMS) 250.000 Euro | 1 | 1 | 200.000 Euro |
| | **Total Approx. Cost** | | **1.980.000 Euro** |

1 set for Turkish National Police (Head of Department of Police Forensic Laboratories) and 1 set for Turkish Jandarma.

**Total cost for Supply Component will be approximately: 2.000.000 Euro.**