

Standard Project Fiche

Basic Information

1.1 CRIS Number: TR080210

1.2 Title: Action Plan on Integrated Border Management-Phase 2.

1.3 Sector: 24-Justice, freedom and security

1.4 Location: Turkey

Implementing arrangements:

1.5 Implementing Agency:

The Central Finance and Contracting Unit (CFCU) will be Implementing Agency and will be responsible for overall coordination and monitoring of project implementation, all procedural aspects of the tendering process, contracting matters and financial management, including payment of project activities.

The Director of the CFCU will act as Programme Authorizing Officer of the project.

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1.6 Main Beneficiary:

Ministry of Interior (Project Implementation Directorate on Integrated Border Management)

SPO: The Director of the PIDIBM will act as SPO of the project.

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Co-Beneficiaries:

- 1) General Staff (Land Forces)
- 2) Turkish National Police
- 3) Gendarmerie General Command
- 4) Coast Guard Command

5) Ministry of Health (represented by the Directorate General of Health for Border and Coastal Areas)

1.7 Overall cost: € 28,800,000

1.8 EU contribution: € 21,880,000

1.9 Final date for contracting: 2 years after the signature of the Financing Agreement

1.10 Final date for execution of contracts: 2 years following the end date for contracting

1.11 Final date for disbursements: 3 years following the end date for contracting.

2. Overall Objective and Project Purpose

2.1 Overall Objective(s):

To achieve the EU overall strategic goal of open and secure borders by developing and strengthening Turkey's legal, institutional and technical capacity for alignment with EU integrated border management (IBM) policy.

2.2 Project purpose:

To support the Turkish Government in transforming the current border management to an integrated border management and enlarging the prototype green and blue border surveillance and check points and ensure further development and implementation of high level border management architecture and standards in line with EU's IBM policies and strategies.

2.3 Link with Accession Partnership (AP)/ NPAA / EP /SAA

2008 Accession Partnership

Short-term priorities:

- *Continue efforts to implement the National Action Plan on Integrated Border Management including through the definition of a precise road map. Steps should be taken to establish the new border law enforcement authority,*
- *Continue efforts to implement the National Action Plan on Asylum and Migration (including through the adoption of a roadmap), increase capacity to combat illegal migration in line with international standards,*
- *Implement the national strategy on organized crime. Strengthen the fight against organized crime, drugs, trafficking in persons, fraud, corruption and money-laundering.*

Medium-term priorities:

- *Accelerate efforts to set up an integrated border management system in line with the acquis, based on close interagency coordination and professionalism of staff, covering inter alia, a pre-screening mechanism to identify persons in need of international protection at borders.*

According to the **NPAA** (National Programme for the Adoption of the Acquis) for Turkey, there are four main objectives to be completed to fit the requirements in this field:

- Cooperation and coordination between the competent Ministries and other public institutions will be strengthened.
- Border management will be reinforced and preparations will be made to fully implement the Schengen Convention.
- Work will be undertaken for the alignment of Turkish visa legislation and practices with the EU.

- Measures already underway will be enhanced to further decrease the number of people attempting to reach Western European countries illegally, and additional initiatives will be taken to strengthen these measures.

Regular report priority

Chapter 24 of “Turkey 2007 Progress Report” prepared by European Commission suggests that:

- *The National Action Plan needs to be equipped with a more precise roadmap containing concrete actions, targets, realistic deadlines, responsible authorities and an estimated budget for each of the actions requiring important investment. **Further attention needs to be paid as regards training and professionalism of border staff, risk analysis capacity and modernization of checking equipment,***
- *Turkey should continue its efforts in its regional law enforcement cooperation,*
- *The national strategy against organized crime should be complemented by a concrete action plan and implemented accordingly. **To fight crime more effectively, infrastructure and equipment for forensic analysis need to be improved.** Inter-agency cooperation, data protection and forensic capacity in investigations remain issues to be improved,*
- *Considerable and sustained efforts are required in areas such as police cooperation and **external borders,***
- *Efforts should be made to establish **a risk analysis unit** within the police administration.*

2.4 Link with MIPD

The Multi-annual Indicative Financial Framework for the period 2007 - 2009 foresees a financial envelope for EU assistance to Turkey of 1.6 billion euros in which the assistance for the Component I is 736 million euros. As a candidate country, Turkey is eligible for all five IPA components: I) Institution Building, II) Cross-border Cooperation, III) Regional Development, IV) Human Resource Development and V) Rural Development.

MIPD identifies the relevant priorities and actions required to address the three objectives of the pre-accession strategy.

The Institution Building component, representing the largest budgetary allocation, will address all three objectives.

As concerns the adoption and implementation of the *acquis communautaire*, the priority areas for support reflecting the volume of legislation to be transposed and implemented as well as the investments required, will be: agriculture; environment; **justice, liberty and security (particularly border management; migration and visa policy)**; and obligations stemming from the Customs Union agreement.

According to the first component of the MIPD (Multi-annual Indicative Planning Document for Turkey), I- Institution building; for 2007-2009, the eligible areas of intervention for the Institution Building components are defined by the Accession Partnership.

The priorities for assistance under the Institution Building component will be transposition and implementation of the *Acquis* for the **Migration and asylum policy, Border management**; Visa policy and practice, Fight against organized crime, drugs, protection of personal data under the chapter of Justice, Liberty and Security.

Under the title of **Forms of assistance to be provided**, “*Institution Building support will continue to be provided principally through technical assistance and twinning, supplemented by supplies of equipment where appropriate. Training actions will focus as far as possible on training institutions to promote sustainability*”.

2.5 Link with National Development Plan (Contribution to National Development Plan (and/or Structural Funds Development Plan/SDP)

According to point 726 of the 9th National Development Plan, in accordance with the National Action Plan towards the implementation of Turkey’s IBM Strategy; the legal and institutional framework action will continue towards establishing a professional border enforcement unit.

2.6 Link with national/sectoral investment plans

Turkey must provide the borders with technological equipment and implement certain projects with the EU funds to establish surveillance and controls meeting the EU standards in line with the institutional and legislative efforts for integrated border management.

A financing source from the EU funds and from the Turkish government should be created for the investments. The “Financing Plan” annexed to the national action plan should be taken into consideration in implementing the investments.

The investments included in the financing plan are distributed over the years, according to their priority. As these efforts are within the scope of a long term program, the future financing facilities should also be utilized for this purpose.

3. Description of project

3.1 Background and justification

a) Relevant country background

The conclusions of the Helsinki European Council in December 1999 recognized Turkey as a candidate for membership to the European Union. In December 2004, the European Council concluded that Turkey sufficiently fulfils the Copenhagen political criteria to open accession negotiations. Accordingly the accession negotiations started on 3 October 2005. The Turkish Government in the course of progress towards accession to the European Union and in response to the obligations of the EU and its Member States is actively following a National Programme for the Adoption of the *Acquis*. However the objective of the process of law approximation is to not only implement the relevant amendments to existing legislation but as importantly, to strengthen those institutions responsible for the enforcement or implementation of the new procedures. This process of ‘Institution building and Reform’ in order to enhance administrative capacity, is seen as crucial in ensuring that Turkey is successful in the transition to the standards, norms, expectations and obligations of similar EU Member State administrations.

Current state of affairs in the relevant sector

Justice, freedom and security is one of the main and accurate subjects of the enlargement process and member countries major on the matters such as border controls. Matters such as border controls constitute the main subjects of which the member countries major on.

After the membership to the EU, as Turkey’s eastern borders will be the external eastern borders of the Union, management of a comprehensive border security and its implementation constitutes an important subject.

During recent years, with the increase of major acts of international terrorism and with the increase of cross-border flows of illegal goods, people and substances, the border

management has taken a higher priority. The task is enormous and requires a coordinated and integrated approach.

Turkey has difficulties in providing border security as she is a country which has long mountainously steep land borders on the east and south west. She has also long costs which constitutes sea borders on her South, North and West. She poses a crossroads among Middle East, Asia and Europe. Due to this geographical location a strong border controlling and safeguarding organization is needed. Turkey has total 2.949 km. of land borders and a rugged land configuration. 65% of her land borders are on mountainous region. Borders in east and southeast lie on mountains. Besides, on some border regions, the climatic conditions are very harsh, where winter may last up to six months.

In the recent years, illegal border crossings, mostly in the form of multinational organized crime (smuggling, trafficking and terrorism etc.) nature have created serious ramifications not only for Turkey but also for European border management system. Illegal immigrants are smuggled into Turkey and also Europe either across unregulated land, sea or air borders or through regulated security check points using counterfeit/stolen passports or concealed in cargoes. Turkey is influenced by these illegal activities due to the fact that it sets a bridge between east and the west, holds the straits which are the only exits of the Black Sea to the open seas and has natural and cultural charms as well as democratic and universal principles of law embedded in the social structure. Within the framework of the fight against the criminal organizations of human trafficking, having an organized structure and establishing networks of communication both in source and destination countries; it should be kept in mind that a professional approach is an important factor positively affecting the success. Novel, reliable and scaleable solutions should be required if illegal immigrants are to be filtered out efficiently while not unduly impeding the flow of the vast majority of legitimate travelers and vehicles. Such solutions should naturally have to respect privacy and human rights.

The numbers of illegal migrants apprehended in Turkey between 2004 and 2007 are as following; in 2004 61.228, in 2005 57.428, in 2006 51.983 and in 2007 64.290. The numbers of trafficking in human beings victims identified in Turkey between 2004 and 2007 are as following; in 2004 239, in 2005 256, in 2006 246 and in 2007 148. The numbers of trafficking in human beings organizers apprehended in Turkey between 2004 and 2007 are as following; in 2004 227, in 2005 379, in 2006 422 and in 2007 308. Specifically for blue borders, 1665 illegal immigrants and 45 organizers have been captured in 163 events in 2006 and in 2007, 4832 illegal immigrants have been captured. The 93% (4512) of these captures happen in the Aegean Sea; in Kuşadası 1056, Ayvalık 944, Çeşme 478, Behramkale 431, Didim 437 and Ayvacık 258. Total amount of captures in 2007 is higher than the total amount of captures of the last three years (4012).

The Directorate General of Health for Border and Coastal Areas (HBCA) is the affiliated body of the Ministry of Health (MoH). It has been institutionalized before the MoH in 19th century. It is authorized according to international conventions, treaties and agreements. The HBCA of MoH is mainly responsible for protecting the country from communicable diseases and preventing trans-border spread of them. As being the responsible body for health care at borders (maritime and aviation), the HBCA of MoH has peripheral nationwide units at coasts and international airports.

Peripheral organization:

Coastal Health Inspection Centers: 45

Airport Health Inspection Centers: 17

Human Resources:

There are 465 workers already employed.

Hence, the brief list of existing problems is identified as follows:

1. The legal and institutional structures have to be developed and strengthened pertaining to the EU requirements and best practices,
2. The Action Plan has to be detailed based on a common architecture,
3. The technical capacity at the gates and border areas has to be strengthened through modern procedures and use of equipments.

Related programs and other donor activities:

- TR 02 JH 02 Support for the Development of an Action Plan to implement Turkey's Integrated Border Management Strategy

Output: An action plan to determine the legal and institutional reforms, training activities, and infrastructure and equipment investments expected to be realized for an integrated border management system in alignment with the EU requirements.

- TR 04 JH 04 Development of a Training System for Border Police

Output: A training strategy, programme and curriculum in EU standards for the new border police to be established and a practical "Common Manual of Checks at the External Borders" developed for personnel currently working at borders

- TR 03 JH 05 Visa Policy and Practice

Output: Legislative framework on visa issues as well as visa practices in accordance with EU *acquis* and implementation of document security

- TR 02 JH 03 Support for the Development of an Action Plan to Implement Turkey's Asylum-Migration Strategy

Output: An action plan on asylum and migration strategy in line with EU legislation. It also improved the operational and administrative (coordination, human resources, equipment) capacity of the agencies responsible for management and implementation of Turkish asylum and migration policy.

- TR 03 JH 03 Strengthening Institutions in the Fight against Trafficking in Human Beings

Output: An Action Plan towards Strengthening Institutions in the Fight against Trafficking in Human Beings is prepared and waiting for the approval of Prime Minister.

- TR 06 01 07 Support to the set up of Asylum and Country of Origin Information (COI) Systems

- TR 07 IB JH 04 Action Plan on Integrated Border Management-Phase 1.

Purpose: To support the Turkish Government in transforming the current border management to an integrated one by detailing the Action Plan in the form of a Roadmap defined in the Action Plan and ensure further development of high level border management and border surveillance architecture and standards in line with EU's IBM policies and strategies.

Training and Cooperation Activities

"Specialized Training Program on Fight against Human Smuggling" was organized at TADOC jointly by the Department of Anti-Smuggling and Organized Crime and Germany Federal Police in 2 terms, first on May 29-June 01, 2007 and second on June 04-07, 2007. The mentioned training program was supported in particular by the experts from the German

Federal Police and a public prosecutor from the Supreme Court of Appeals and experts from the Department of Combating Financial Crimes, who participated as trainers. Moreover, representatives from the Coast Guard Command, General Command of Gendarmerie and Undersecretariat for Customs, supporting the fight against this crime in the country, participated in the trainings as trainees.

“Meetings of National Institutions and Liaison Officers Fighting Against Human Smuggling and Trafficking in Human Beings” initiated by participation of foreign liaison officers assigned in Turkey and the representatives of the fighting agencies in October 2006 under coordination of the Department of Anti-Smuggling and Organized Crime with the purpose of increasing the effectiveness of the fight against human smuggling offence, continued in the year 2007 as well.

In these meetings, our policy in the fight against crime and model projects as well as the national and international cooperation activities in the field of both human smuggling and trafficking in human beings is shared.

Furthermore, active participation to the meetings on human smuggling and trafficking in human beings offence at the national and international level organized for training, operational cooperation and assessment purposes has been ensured. On the other hand, referral was made to the activities undertaken by our country in the fight against human smuggling and concrete progress enabled by the legal reforms within the scope of the activities for harmonization with the European Union *acquis* were emphasized in the “Regular Report on Turkey” published on November 6, 2007 by the European Commission.

b) Current level of Progress

Within the scope of the studies to determine a comprehensive harmonization strategy on the protection of the external borders as a part of the efforts of alignment with the EU legislation and practice, Turkey set up a **Task Force**, bringing together different agencies responsible for border management, asylum and migration namely General Staff, Ministry of the Interior (General Directorate for Public Security, Gendarmerie General Command and the Coast Guard Command), Ministry of Foreign Affairs, the Under-secretariat of Customs to develop an overall strategy in these areas in 2002, under the coordination of the Ministry of Interior and three separate working groups connected to this task force were established in the fields of “asylum”, “migration” and “external borders.”

As a result of the studies which continued for one year, “**the Strategy Paper for the Protection of External Borders**” was issued in April 14, 2003, with the contributions of the representatives from institutions and agencies such as the General Staff, Ministry of Foreign Affairs, Ministry of the Interior (General Command of Gendarmerie, General Directorate for Security and the European Union Coordination Department).

Based on the aforementioned strategy paper, “**National Action Plan towards to Implementation of Turkey’s Integrated Border Management Strategy**” was drawn up as a result of the twinning project carried out in cooperation with France and UK Consortium and was approved by Prime Minister of Turkey on 27 March 2006.

The working group in the field of “external borders” continues to regular monthly meetings in which to convey information about the latest progress and deficiency about the projects that take place in the section of the infrastructural needs towards the border surveillance and control and to give information about the necessary requirements and the Roadmap to pursue.

A training strategy, programme and curriculum in EU standards for the new border police to be established and a practical “**Common Manual of Checks at the External Borders**”

was developed for personnel currently working at borders as a result of the twinning project “Development of a Training System for Border Police” carried out in cooperation with Spain and Hungary Consortium in the end of 2007.

Within the context of TAIEX, a study visit for analyzing the technical infrastructure used for the border security was accepted as a result of the 2007-1. group applications, a study visit for analyzing the development of research relevant for the control and surveillance of external borders was accepted as a result of the 2007-3. group applications and a study visit to a member state for obtaining first hand info about developing a risk analysis model at strategic, operational and technical level in line with best practices, standards and procedures for border police units was accepted as a result of the 2008-1. group applications to a member state of EU in which the beneficiary is Ministry of Interior Directorate of Integrated Border Management.

Within the context of MATRA, a project proposal for training of law enforcement units in order to prevent use of forged travel documents by people was accepted as a result of 2008 programme applications.

Turkey has also adopted “Implementing Regulation on the Principles of Surveillance and Control of Communicable Diseases Whose Notification are Compulsory” published by the last quarter of 2005, in Turkish Official Journal. Revised Communicable Diseases Surveillance Guidelines are published by the last quarter of 2005. A regular bulletin (printed document/ web site) is in place by the end of 2006.

As the transition to integrated border management is to be started at the border gates and as the completion of the legislative, administrative and infrastructural efforts to strengthen the existing capacity in accordance with the EU acquis and standards will take a long time, it is decided to be done step by step. As a conclusion the project “Action Plan on Integrated Border Management- Phase I” was developed, accepted in the context of the first component of IPA in 2007 and will be started at the last quarter of 2008.

Human Smuggling

Within the framework of activities related to crime of human smuggling accelerated particularly in the recent years, planned operations and projects aimed at disclosing criminal organizations active both at national and international level were focused. Moreover, coordinated cooperation with national and international agencies, institutions and nongovernmental organizations has contributed to these operational activities.

As a result of our planned activities and projects targeting the criminal organizations of human smuggling detected to be active in our country, coordinated by the Department of Anti-Smuggling and Organized Crime and carried out by all the provincial units, 21 criminal organizations of human smuggling were disclosed.

Trafficking in Human Beings

Within the framework of the positive developments enabled by the activities undertaken in our country in the field of trafficking in human beings, planned activities and projects for disclosing criminal organizations of trafficking in human beings were intensified and the dignity of Turkey in her fight against this crime was strengthened by benefiting from the national and international chances and opportunities.

As a result of our planned activities and projects targeting the criminal organizations of trafficking in human beings detected to be active in our country coordinated by the Department of Anti-Smuggling and Organized Crime and undertaken by all the provincial units, 12 criminal organizations of trafficking in human beings were dismantled

c) Implementing institutions

Ministry of Interior Project Implementation Directorate on Integrated Border Management through cooperation with the General Staff, Turkish National Police, Gendarmerie General Command, Coast Guard Command and the Ministry of Health.

d) Final objective

The purpose of this project fiche is aimed at further improving the necessary structures, the integration of different systems, and enhancing the technical capacity in the enlarged selected prototyping areas for the interoperability of the standards and equipment used in order to optimize efficiency and effectiveness of the resources to combat illegal border crossing, smuggling, trafficking and terrorism that create serious issues not only for Turkey but also for the wider EU to provide the implementation of a high level integrated border management system in Turkey.

This project will tackle the problems identified above via;

- Continuation of the implementation process of EU best practices within Turkey as they apply to the field of Border Management;
- Basing on the technical needs assessment and related reports, procurement of necessary equipment and definition of future investment requirements in enlarged prototyping or pilot areas to ensure harmonization with the EU requirements as it relates to Border Management;
- Implementation of high level Border Management system architecture in enlarged prototype or pilot locations;
- Spreading the access to the latest technologies in border control and surveillance in selected pilot locations for those involved in border duties.

e) The corresponding Turkish legislation

Law No: 3497 on Protection and Security of Green Borders

Law No: 2692 Turkish Coast Guard Command

According to the aforementioned laws;

- Land Forces Command is tasked to protect and secure the green borders and this task shall be fulfilled by border units
- The responsibility of protecting and securing all coasts, territorial waters and internal waters is assigned to the Coast Guard Command under the Ministry of Interior

Passport Law No: 5682 The General Directorate of Security is in charge of the controls and checks at passenger entry and exit gates at the borders pursuant to the provision “Entry or exit gates procedures must be fulfilled by the police before customs and other procedures”.

General Directorate of Customs Protection performs the duties assigned by the following laws:

- The Law on the Staff and Organization of Customs Protection,
- The Law on Combating Smuggling,
- The Statutory Decree on the Organization and Duties of the Undersecretariat of Customs,
- The Law dated 12/6/1933 and no.2313 on the Control of Narcotic Substances,
- The Law dated 19/4/1926 and no.815 on the Performance of Business and Commerce

Activities in Turkish Coasts, Ports and in Turkish Territorial Waters,

- The Law dated 22/3/1971 and no.1380 on Water Products,
- The Law dated 8/6/1936 and no 3005 on the Trial Procedure for Flagrento Delicto,
- The Law dated 10/7/1953 and no.6136 on Firearms, Knives and Other Tools,
- The Law dated 13/11/1996 and no.4208 on the Prevention of Money Laundering,
- The Law dated 21/7/1983 and no.2863 on the Protection of Cultural and Natural Entities.

The Land Forces Command is the authorized body for the security of the land borders of Turkey under the provisions of Act No. 3497 on the Protection and Security of Land Borders. However, pending the transfer of responsibility for border control to the Land Forces Command, 390 km. of the Turkish-Iranian border, the border between Turkey and Iraq (387 km.), and 83 km. of the Turkish- Syrian border, a total of 851 km. altogether, are currently under the control of the Gendarmerie General Command. The efforts for the transfer of the duties related to the borders in the mentioned regions to the Land Forces General Command in parallel with the harmonization studies to EU were stopped in 2004. As mentioned in the National Action Plan Towards the Implementation of Turkey's Integrated Border Management Strategy; until the completion of the transfer of the duties the Land Forces General Command and the Gendarmerie General Command will continue to perform their duties under the Law no.3497 with the current deployment.

The Coast Guard Command is the authorized body for the security of the maritime borders. At land borders, seaports and airports, checks on the entry and exit of persons are carried out by the Directorate General for Public Security (The Turkish National Police-Ministry of the Interior); the Under-Secretariat of Customs carries out checks on the entry and exit of vehicles, passenger goods and commercial goods.

- Act No. 1593 on Public Health
- The International Health Regulation adopted in accordance with Act No. 6368, published in the Official Gazette No. 14517, dated 25 April 1973
- Regulation on the Health Safety of Passengers on Board Ships, published in the Official Gazette No. 5316, dated 28 January 1943
- Directive No. 12586 of 29 April 1967 on the Health Board and Temporary Lodgings for Seamen

f) Current institutional changes

In compliance with the provisions of Act No. 3497 on the Protection and Security of Land Borders, work is underway to transfer border controls currently under the responsibility of the Gendarmerie General Command to the Land Forces Command.

As foreseen in the Action Plan, the new border management detachment will be a well trained, professional, centrally organized, civilian unit under the Ministry of Interior.

3.2. Assessment of project impact, catalytic effect, sustainability and cross border impact

Good functioning border management has two significant functions: one is smooth and efficient flow of goods and passengers and second is maintaining border security. Therefore, the project has significant impact and implications for a variety of sectors varying from commerce to public order and to national security.

National border management system needs to be reconsidered and redeveloped in line with the needs of the national context and taking into account best comparative models. The challenge

is obviously to combine varying cross-sector needs and conflicting priorities, which should be addressed to by not ignoring one function for the other but by maximizing both functions of the border management system.

3.3. Results and measurable indicators:

Results expected from this project are the following:

R.1 Strengthened risk management capacity of the border agencies to achieve an integrated border management system in compliance with EU best practices. (Twinning)

Measurable indicators of R.1;

- A risk management model developed for the Turkish National Police (TNP) by project end
- A risk management model developed for the Ministry of Health (MoH) by project end
- Recommendations for a tailor-made risk management model for Turkey's integrated border management (IBM) delivered by project end
- At least 150 staff of the TNP -including the ones working at border crossing points, as well as personnel at headquarters- received trainings by project end
- At least 84 staff of the Border Agencies (BA) of MoH -including the ones working at border crossing points, as well as personnel at headquarters- and at least 20 staff of other border agencies (such as TNP, Undersecretariat of Customs, General Directorate of State Airport Authority, Port Authority) received trainings by project end
- Improved collaboration among border institutions by the project end
- Model training programs for TNP and MoH (for borders) on risk management developed by project end
- Revised National and Local Contingency Action Plans for borders published by project end
- Protocols on how to manage samples with accredited diagnostic laboratories of Refik Saydam National Hygiene Centre (RSNHC) developed by project end

R.2 Strengthened technical and institutional capacity of the pilot or prototype locations for border check practices in compliance with EU best practices

Measurable indicators of R.2;

- Increased level of technical capacity in prototype or pilot locations in compliance with the Schengen standards and best practices by the project end
- Increased capacity in controlling the flow of travelers in prototype and pilot locations by project end.

R.3 Strengthened technical and institutional capacity of the pilot or prototype locations for blue and green border surveillance and control in compliance with EU best practices.

Measurable indicators of R.3;

- Increased level of technical capacity in prototype or pilot locations in compliance with the Schengen standards and best practices by project end
- The illegal crossings decreased by at least 10% in the prototype and pilot border regions by project end

3.4 Activities (including inputs = precise list of contracts)

The contracts will be 1 x Twinning Contract for Result 1, 1 x Supply Contract for Result 2 and 1 x Supply Contract for Result 3. The national public contribution will be shared among Turkish National Police and all the other relevant institutions.

The activities planned here initially aims to strengthen the capacity of border security units and of pilot or prototype locations for border checks and surveillance. Twinning and supply components are planned in order to achieve the results mentioned above.

The general framework for these activities had been drawn up in National Action Plan and by building up on that framework and by taking into account the requirements of the institutions as of today, the listed activities are developed. In Phase I of this IBM project, a Roadmap is expected to come into being as defined in Action Plan and that Roadmap will draw up the whole picture of the high level Border Management system in Turkey and these activities will constitute some parts of that whole picture but would not solely depend on the results of Phase I and Roadmap because of the similar nature of the works that will be carried out to shape that Roadmap and the works carried out while developing these activities. The Roadmap drawn up would not be different in terms of the necessary requirements of training, technical equipment and systems presented in this project but would be complementary to this project in order to strengthen the capacity and contribute to the implementation of high level Border Management System in Turkey and would identify the further requirements in the coming projects.

According to the National Action Plan the activities related to the border management between the proposed years of 2007-2014 are as following:

The security systems and the infrastructure components deemed to be necessary for an efficient border management and control should be provided with the financial support of the EU, the necessary organization should be designed and the personnel should be hired and trained.

Necessary measures should be taken to create a common decision-making mechanism and to conduct operations. A common database involving everyone should be created with an integrated approach and a risk analysis should be conducted.

R.1- Strengthened institutional capacity of the border agencies to achieve an integrated border management system in compliance with EU best practices. (Twinning-15 months)

Component 1: Enhanced risk management capacity of the border agencies in compliance with the EU best practices

Sub-component 1: Enhancing the Risk Management Capacity of the TNP in terms of Integrated Border Management

The first component is designed to enhance the institutional capacity of TNP in order to provide a more efficient risk management related to border management in compliance with EU best practices.

- 1.1. Evaluation of the current situation by conducting a gap analysis to identify the needs
- 1.2. Defining the tools and techniques of a risk management model in compliance with the EU best practices
- 1.3. Delivery of know-how on risk management at strategic, operational and tactical level via seminars, conferences, workshops, study visits. These will comprise also training(s) for at

least 150 TNP staff -including the ones working at border crossing points, as well as personnel at headquarters.

1.4. Drafting of a risk management model for the TNP's border related tasks which would comprise the below topics indicatively:

- general strategy
- administrative and operational tasks
- basic and common risk analysis
- profiling and selectivity principles
- identifying key duties and responsibilities of TNP personnel involved
- contingency plans

This policy will take full account of EU and international best practice and will incorporate their key elements. It will also consider existing TNP strategic plans, mission and vision. Where there is any conflict, recommendations will be made to remove any discrepancies.

1.6. A model training program for TNP developed including but not limited to:

- training skills for training of trainers
- intelligence
- risk analysis
- profiling
- selectivity
- analytical methods/computerized data analysis

Sub-Component 2: Enhancing the Risk Management Capacity of the Ministry of Health (MoH) in terms of Integrated Border Management

This component aims to strengthen the capacity within the MoH to prevent infectious diseases and policies related to early warning and response at border crossing points (BCPs).

1.1. Needs assessment studies of the existing capacity within the MoH in terms of surveillance and response system at borders.

1.2. Recommendations on the legislative harmonisation for bringing in a public health risk management approach to the national legislation related to borders in compliance with the EU best practices and international requirements (International Health Regulations-IHRs2005)

1.3. Defining the tools and techniques of a risk management model for the MoH in compliance with the EU best practices. This model will take full account of EU and international best practice and will incorporate their key elements. It will also consider existing MoH strategic plans, mission and vision. Where there is any conflict, recommendations will be made to remove any discrepancies.

1.4. Revising the National and Local Contingency Action Plans on Communicable Diseases for borders integrated and coordinated with BCPs.

1.5. Delivery of know-how on risk management via seminars, conferences, workshops, study visits. These will comprise also training(s) for at least 73 staff of the Directorate General for Health for Border and Coastal Areas of MoH (HBCA of MoH) -including the ones working at border crossing points, as well as personnel at headquarters- and at least 11 staff of the Directorate General of Primary Health Care of MoH working for Provincial Health Directorates located in the provinces where land BCPs exist and at least 20 staff of other

border agencies (such as TNP, Undersecretariat of Customs, General Directorate of State Airport Authority, Port Authority)

1.6. A model training program for the core activities (such as case detection, management of suspicious cases) and support functions (such as individual security and hygiene, epidemiology training, communication training on W5H) of the MoH developed including also training skills for training of trainers.

1.7. Awareness raising seminars for border staff on rapid response

Sub-Component 3: Recommendations for a tailor-made risk management model for Turkey's integrated border management (IBM)

Risk management is a cornerstone for effective border management and represents an important part of the work of the related institutions. Taking into account the challenge to achieve this, cooperation and coordination should not only be limited to the units within border agency but should also occur both between all actors involved in border management within the country as well at international level.

3.1. Assessment and analysis of the risk management policies of all relevant border agencies and comparison with EU standards and procedures

3.2. Analysis of pros and cons of all proposed models via trainings, workshops, study visits for key staff and decision makers from the relevant border agencies.

3.3. Gathering, analysing and disseminating on current major risks and threats concerning illegal immigration, and border security to relevant units at strategic, operational and tactical level

3.4. Drafting of recommendations for a tailor-made risk management model for IBM.

R.2- Strengthened technical and institutional capacity of the pilot or prototype locations for border check practices in compliance with EU best practices

Component 2: Establishment of Systems and Modernization of border-crossing points in pilot or prototype locations (Supply)

This component aims to strengthen the technical capacity of the pilot or prototype locations for border check practices in compliance with EU best practices as it relates with Result 2. Strengthening the capacity for border check practices naturally requires the establishment of systems and the supply of equipment in pilot or prototype locations. Studies have already been made regarding the necessary technical infrastructure for border checks and surveillance during the formation of National Action Plan towards the Implementation of Turkey's Integrated Border Management Strategy. According to that plan, the establishment of systems and supply of equipment for border checks and surveillance have been foreseen in different projects. The systems and related equipment required for the modernization of border checks and surveillance in this project has already been included in that National Action Plan and they are combined together in this project.

"Procurement of necessary equipment for the modernization of pilot or prototype border-crossing points"

The use of modern technologies at border-crossing points is an essential element in providing an efficient border management system. The increase in international terrorism, organized crime, drug trafficking and illegal migration is leading to new threats. In order to tackle with these new threats and to provide a secure flow of travellers as well, the technical capacity of selected border crossing points should be enhanced in compliance with EU standards and procedures.

For the selection of the border crossing points, the required needs analysis have already been carried out by the relevant institutions and some of the border crossing points had also been mentioned in National Action Plan. If necessary some little changes in the selected border crossing points can be made according to the results of Phase I.

Detailed information about the necessary equipment is presented in Annex 5.

R.3- Strengthened technical and institutional capacity of the pilot or prototype locations for blue and green border surveillance and control in compliance with EU best practices.

The purchase and installation of equipment to strengthen the Turkish border management system and to harmonize it with EU best practices including controlling, screening and infrastructure equipment and technical devices.

The equipment to be procured as part of this component would assist in securing prototype or pilot locations and transit routes at predetermined checkpoints, yet at the same time provide a comprehensive feedback for the development of the overall architecture.

Component 3: Modernization of Border Surveillance and Control Systems in pilot or prototype locations (Supply)

The Integrated Border Management System should include CHECKS at the ports and gates and SURVEILLANCE between the gates. As it cannot be protected only with the physical barrier system because of the natural structure, the eastern borders of Turkey must be supported with technological systems. The need to start the assessment, surveillance, target acquisition, identification activities from long distance and if needed transfer them to the computer makes the physical barriers system has to be supported with surveillance and control systems in this region.

In the light of this information, it has been assessed that the precautions of surveillance and control systems concerning the security of borders in the said region between the determined border gates especially in Iraq and Iran would lessen the illegal crossings and related smugglings of immigrants, drugs and equipment and by this way it would be in conformity with EU *acquis* and foreseen technical of FRONTEX in the protection of borders.

The aim of this component is to enhance the border security measures via the utilization of additional technology and to prevent illegal border crossings. By the utilization of additional technology, the project will provide a more tight monitoring capability over illegal border crossing areas which could not be controlled by currently available technologies.

The main subject in this modernization work is to re-equip the border units who are responsible for blue and green border control and surveillance and also for certain crime detection and investigation tasks as part of the fight against organized crime. For their tasks operational mobility and state-of-the-art detection methods are of particular importance.

More details are presented in Annex 5.

3.5 Conditionality and sequencing

Prior to launching the supply tenders, the Senior Programme Officer (SPO) will provide further information on the destination and quantities of the equipment on the indicative list, as well as possible positive and negative variations to these, based on the operational situation at that time. To this effect, the SPO will submit with the tender documents information concerning the specific situation in the concerned areas and clarification on the end users for each type of equipment including locations.

In terms of basic sequencing, the activities shall proceed in the below order while the study visits and training seminars will be implemented in parallel:

- Assessment of current institutional capacity
- Needs assessment in terms of manpower and equipment for implementation
- Development of a structured implementation methodology and plan, based on common architecture and standards
- Organizational plan where relevant.
- Future institutions/structures
- Identification of detailed institutional and investment requirements
- Prototyping at selected border gates and blue and green border areas.

3.6 Linked activities

Twinning Project: “Development of a Training System for Border Police” which is carried out by the consortium of Spain-Hungary started in September 2006 and finished at the end of 2007. A training strategy, programme and curriculum in EU standards for the new border police to be established and a practical “Common Manual of Checks at the External Borders” was developed for personnel currently working at borders as a result of this project.

“Action Plan on Integrated Border Management-Phase 1” is newly accepted project at the last quarter of 2007. The purpose of this project is to support the Turkish Government in transforming the current border management to an integrated one by detailing the Action Plan in the form of a Roadmap defined in the Action Plan and ensure further development of high level border management and border surveillance architecture and standards in line with EU’s IBM policies and strategies.

3.7 Lessons learned

Unified and harmonized approach based on best practices should address the entire trafficking chain, comprising countries of origin, transit and destination alike, targeting recruiters, people who transport the victims, exploiters, other intermediaries, clients and beneficiaries. Also the development of a broader policy on border and migration management can offer a substantial contribution in reducing and preventing trafficking in human beings. It is important that this project is coordinated well with any EU assistance related to border management and migration that will result in overall architecture to further enable cross-agency cooperation.

As the Action Plan is setting out priorities for the most immediate investments required, determination of these priorities for the most immediate investments in pilot border, surveillance and control areas should be carried out in parallel with technical assistance in this project.

According to the EU standards expressed in the Schengen Catalogue, and given the nature of this area as a future external border, the border police must have a sufficient real time awareness of situation, and it must possess a sufficient reaction capacity.

It has been understood from the twinning projects carried out so far that the experts coming from a single member state would not be sufficient in reflecting the overall approach of the border management strategy implemented in EU Member States. Hence, the RTAs should be supported by medium term experts from different member states enabling transfer of know-how on different implementation schemes in line with EU.

In context of the results from the previous projects, training and professionalism of border staff, risk analysis capacity and modernization of equipment are important issues that have high priority for the future border management system.

In order to disseminate the information of the importance of the high level border management system more stakeholders and staff should take part in workshops, study visits, seminars, etc.

4. Indicative Budget

Current institutional framework is described briefly in Annex III. Below table is only for the institutional framework within this project.

Approximately estimated budget:

Unused funds are subject to transfer among different components.

			SOURCES OF FUNDING										
			TOTAL EXP.RE	TOTAL PUBLIC EXP.RE	IPA COMMUNITY CONTRIBUTION		NATIONAL PUBLIC CONTRIBUTION					PRIVATE CONTRIBUTION	
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(e)	EUR (b)=(c)+(d)	EUR (c)	% (2)	Total EUR (d)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/ Local EUR(y)	IFIs EUR (z)	EUR (e)	% (3)
Component1 (Twinning)	x	–	1,400,000	1,400,000	1,330,000	95	70,000	5	70,000				
contract 1.1 (Twinning contract)			1,400,000	1,400,000	1,330,000	95	70,000	5	70,000				–
Component2 (Supply)	–	x	5,500,000	5,500,000	4,125,000	75	1,375,000	25	1,375,000				
contract 2.1 (Supply contract)			5,500,000	5,500,000	4,125,000	75	1,375,000	25	1,375,000				–
Component3 (Supply)	–	x	21,900,000	21,900,000	16,425,000	75	5,475,000	25	5,475,000				
contract 3.1 (Supply contract)			21,900,000	21,900,000	16,425,000	75	5,475,000	25	5,475,000				
TOTAL IB			1,400,000	1,400,000	1,330,000	95	70,000	5	70,000				
TOTAL INV			27,400,000	27,400,000	20,550,000	75	6,850,000	25	6,850,000				
TOTAL PROJECT			28,800,000	28,800,000	21,880,000	75	6,920,000	25	6,920,000				

b) Indicative Implementation Schedule (periods broken down per quarter)

Duration of the contracts

Component 1: Enhanced risk management capacity of the border agencies in compliance with the EU best practices (Twinning)	15 months
Component 2: Establishment of Systems and Modernization of border-crossing points in pilot or prototype locations / (Supply 1)	9 months
Component 3: Modernization of Border Surveillance and Control Systems in pilot or prototype locations (Supply 2)	6 months

Component	Start of Tendering	Signature of Contract	Contract Completion
Component 1: Enhanced risk management capacity of the border agencies in compliance with the EU best practices (Twinning)	1Q/09	3Q/09	4Q/10
Component 2: Establishment of Systems and Modernization of border-crossing points in pilot or prototype locations / (Supply 1)	2Q/09	4Q/09	3Q/10
Component 3: Modernization of Border Surveillance and Control Systems in pilot or prototype locations (Supply 2)	3Q/09	1Q/10	3Q/10

Duration of the project: 15 months

"All projects should in principle be ready for tendering in the first quarter following the signature of FA."

6. Cross cutting issues

6.1 Equal Opportunity

PIDIBM is an equal opportunity employer. Selection of staff and other personnel to work on the projects will be based on objective assessments of qualification and experience, without regard to gender.

6.2 Environment

The equipment will not have any negative influence on the environment.

6.3 Minority and vulnerable groups

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

ANNEXES TO PROJECT FICHE

1. Logical framework matrix in standard format
2. Contracting and disbursement schedule by quarter for full duration of program
3. Institutional Framework
4. Reference to laws, regulations and strategic documents
5. Indicative breakdown of the budget for Technical Assistance contracts envisaged under the Project, Expert Qualifications and tasks
6. Feasibility Study and Needs Analysis
7. Market Research Table

ANNEX 1 – LOGICAL FRAMEWORK

LOGFRAME PLANNING MATRIX FOR <i>Action Plan on Integrated Border Management-Phase 2</i>		Programme name and number	
		Contracting period expires 2 years after the FA	Disbursement period expires 3 years after the end date of contracting
		Total budget : € <u>28,800,000</u>	IPA budget : € <u>21,880,000</u>
Overall objective	Objectively verifiable indicators	Sources of Verification	
Developing and strengthening Turkey's institutional and technical capacity for alignment with EU integrated border management (IBM) policy	<ul style="list-style-type: none"> • Turkish institutions can carry out IBM policy consistent with EU practices and procedures by the time of accession 	<ul style="list-style-type: none"> • Monitoring by Delegation • Progress Reports in 2010 and onwards • Reports on expenditures of the Government 	

Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
<p>To support the Turkish Government in transforming the current border management to an integrated one by taking into consideration the Roadmap drawn up during the first phase of this project and supporting the institutional capacity by technical infrastructure and ensure further development of high level border management and border surveillance architecture and standards in line with EU's IBM policies and strategies.</p>	<ul style="list-style-type: none"> • Established border management systems in prototype border surveillance and control points and strengthened institutional capacity similar to EU Member States by project end • Prototype border, surveillance and control points modernized with latest equipment to the highest standards by 2010 	<ul style="list-style-type: none"> • New Border Security Detachment management and support structures • Monitoring by Delegation • Progress Reports in 2010 and onwards • Annual reports of PIDIBM • Reports on expenditures of the Government • Evaluation against the Roadmap and EU requirements • Project implementation reports • Prototype gates and areas with supplied equipment • Press coverage 	<ul style="list-style-type: none"> • EU agrees to provide financial assistance towards the implementation of IBM • Prototyping projects for strengthening the border gates and surveillance areas implemented and necessary documentation produced for extension services • Government agrees on implementation of some support measures in line with EU practices through IBM.

Results	Objectively verifiable indicators	Sources of Verification	Assumptions
<p>Strengthened risk management capacity of the border agencies to achieve an integrated border management system in compliance with EU best practices.</p>	<ul style="list-style-type: none"> • A risk management model developed for the TNP by project end • A risk management model developed for the MoH • Recommendations for a tailor-made risk management model for Turkey's IBM delivered by project end • At least 150 staff of the TNP-including the ones working at BCPs, as well as personnel at headquarters-received trainings by project end • At least 84 staff of MoH-including the ones working at BCPs, as well as personnel at headquarters-received trainings by project end • Improved collaboration among border institutions by the project end • Model training programs for TNP and MoH on risk management developed by project end • Revised National and Local Contingency Action Plans for borders published by project end • Protocols on how to manage samples with accredited diagnostic laboratories of Refik Saydam National Hygiene Centre (RSNHC) developed by project end 	<ul style="list-style-type: none"> • Assessment and analysis report on EU <i>acquis</i> and standards on risk analysis related issues • Comparative analysis report of the best practices of the EU Member State risk analysis models • Proposed institutional and organizational models • Cost benefit analysis of all proposed models • Training materials on risk analysis • Dissemination activities • Study visits, conferences & seminars, and participation of stakeholders • Training, conference and seminar participation records 	<ul style="list-style-type: none"> • Continued Government and EU commitment towards Turkey's accession • EU agrees to provide financial assistance • Project fiches submitted for EC funding on establishment and/or strengthening of institutional capacity implemented • Government agrees on implementation of some support measures in line with EU practices • Availability of experienced advisors and consultants

Results	Objectively verifiable indicators	Sources of verification	Assumptions
<p>Strengthened technical and institutional capacity of the pilot or prototype locations for border check practices in compliance with EU best practices.</p>	<ul style="list-style-type: none"> • Increased level of technical capacity in prototype or pilot locations by project end • Increased level of compliance with the Schengen standards and best practices by project end • Illegal crossings to EU countries decreased 10% in prototype and pilot border regions. • Increased capacity in controlling the flow of travelers in prototype and pilot border crossing points by project end. 	<ul style="list-style-type: none"> • Proposed institutional and organizational models • Cost benefit analysis of all proposed models • Training materials on legislation, procedures, implementations, standards for staff and management • Training, conference and seminar participation records • Detailed Roadmap Document • IBM Procedures and Guidelines • Border gate operating, management and control standards • Internal web sites of agencies • Dissemination reports • High Level Risk Analysis Report • Project implementation reports • Technical Gap analysis and needs assessment reports • IBM Technical Framework Document 	<ul style="list-style-type: none"> • Continued Government and EU commitment towards Turkey's accession • EU agrees to provide financial assistance • Project fiches submitted for EC funding on establishment and/or strengthening of institutional capacity implemented • Government agrees on implementation of some support measures in line with EU practices • Availability of experienced advisors and consultants • Decision of GoT final decision on the IBM implementation roadmap • Decisions on the further PIDIBM responsibilities, staff numbers, agency cooperation roadmap • Agreement between all institutions involved

Results	Objectively verifiable indicators	Sources of verification	Assumptions
<p>Strengthened technical and institutional capacity of the pilot or prototype locations for blue and green border surveillance and control in compliance with EU best practices.</p>		<ul style="list-style-type: none"> • Proposed institutional and organizational models • Cost benefit analysis of all proposed models • Surveillance and control equipment delivered and in regular use at prototype locations 	<p>Availability of experienced advisors and consultants</p>

Activities	Means	Costs	Assumptions
<p><u>Component 1: Enhanced risk management capacity of the border agencies in compliance with the EU best practices</u></p> <p><u>Sub-component 1: Enhancing the Risk Management Capacity of the TNP in terms of Integrated Border Management</u></p> <p>1. Evaluation of the current situation by conducting a gap analysis to identify the needs</p> <p>2. Defining the tools and techniques of a risk management model in compliance with the EU best practices</p> <p>3. Delivery of know-how on risk management at strategic, operational and tactical level via seminars, conferences, workshops, study visits. These will comprise also training(s) for at least 150 TNP staff-including the ones working at BCPs, as well as personnel at headquarters.</p> <p>4. Drafting of a risk management model for the TNP's border related tasks which would comprise the below topics indicatively: general strategy, administrative and operational tasks, basic and common risk analysis, profiling and selectivity principles, identifying key duties and responsibilities of TNP personnel involved, contingency plans</p> <p>5. A model training program for TNP developed including but not limited to: training skills for training of trainers, intelligence, risk analysis, profiling, selectivity, analytical methods/computerized data analysis</p>	<p>1xTwinning Contract</p> <ul style="list-style-type: none"> - RTA - STEs - Short term training - Study visits - Internship arrangements - Conferences & seminars - Workshops 	<p>1,400,000 Euro</p>	<p>-Availability of suitable, appropriately qualified RTA and STEs</p> <p>-Know how on existing Turkish environment and legislation and organizational arrangements</p> <p>-Development of suitable workshops and seminars</p> <p>-Co-operation of all government agencies involved in border, surveillance and control activity</p>

Activities	Means	Costs	Assumptions
<p>Sub-component 2: Enhancing the risk Management Capacity of the MoH in terms of IBM</p> <ol style="list-style-type: none"> 1. Needs assessment studies of the existing capacity within MoH 2. Recommendations on the legislative harmonisation for the establishment of the public health risk management at borders in compliance with the EU best practices 3. Defining the tools and techniques of a risk management model for the MoH in compliance with the EU best practices. 4. Developing a National Contingency Action Plan for borders integrated and coordinated with BCPs. 5. Delivery of know-how on risk management via seminars, conferences, workshops, study visits. These will comprise also training(s) for at least 50 staff of the DGH of MoH-including the ones working at BCPs, as well as personnel at headquarters 6. A model training program for the core activities (such as case detection) and support functions (such as epidemiology training) of the DGH of MoH developed including also training skills for training of trainers. 7. Awareness raising seminars for the staff on rapid response 			

Activities	Means	Costs	Assumptions
<p>Sub-Component 3: Recommendations for a tailor-made risk management model for Turkey’s IBM</p> <ol style="list-style-type: none"> 1. Assessment and analysis of the risk management policies of all relevant border agencies and comparison with EU standards and procedures 2. Analysis of pros and cons of all proposed models via trainings, workshops, study visits for key staff and decision makers from the relevant border agencies 3. Gathering, analyzing and disseminating on current major risks and threats concerning illegal immigration and border security to relevant units at strategic, operational and tactical level. 4. Drafting of recommendations for a tailor-made risk management model for IBM 			
<p>Component 2: Establishment of Systems and Modernization of border-crossing points in pilot or prototype locations.</p> <p>Procurement of necessary equipment for the modernization of pilot or prototype border-crossing points</p>	<p>1x Supply Contract</p>	<p>5,500,000</p>	<p>Budgetary adjustments of the institutions involved</p>
<p>Component 3: Modernization of Border Surveillance and Control Systems in pilot or prototype locations</p> <p>Purchase and installation of equipments and the systems</p>	<p>1x Supply Contract</p>	<p>21,900,000</p>	<p>Budgetary adjustments of the institutions involved</p>