



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

TURKEY

EU Support to Home Affairs

Action summary

This Action aims to support Turkey's Home Affairs sector, in line with work carried out in previous programming years. The overall objective is to make progress on alignment with the EU *acquis* and to improve Turkey's institutional capacity as regards Chapter 24.

The expected results are to support Directorate-General of for Migration Management (DGMM) in reinforcing the effectiveness of national asylum procedures in the field of migration and asylum.

Integrated Border Management (IMB) will also be supported, by improving inter-service cooperation on IBM and strengthening the customs control capacity on radiation detection and mail/cargo controls.

Action Identification	
Action Programme Title	Annual Action Programme for Turkey (2020)
Action Title	EU Support to Home Affairs
Action ID	IPA2020/042-385/7/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 5 200 000
EU contribution	EUR 5 200 000
Budget line(s)	22.020301
Management and implementation	
Method of implementation	Indirect management
Indirect management:	Activity 1: Contribution Agreement with the United Nations High Commissioner for Refugees (UNHCR) Activity 2: Contribution Agreement with the International Centre for Migration Policy Development (ICMPD) Activity 3: Contribution Agreement with the International Organisation for Migration (IOM)
Implementation responsibilities	Delegation of the European Union to Turkey
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 2021
Final date for concluding contribution/delegation agreements, 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
Indicative operational implementation period	6 years following the conclusion of the Financing Agreement
Final date for implementing the Financing Agreement (date by which this programme should be de-committed and closed)	12 years following the conclusion of the Financing Agreement

Policy objectives / Markers (DAC form)			
General policy objective	Not targeted	Significant objective	Main objective
Participation development/good governance	<input type="checkbox"/>	X	<input type="checkbox"/>
Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
Gender equality (including women in development)	X	<input type="checkbox"/>	<input type="checkbox"/>
Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
Reproductive, Maternal, Newborn and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
RIO Convention markers	Not targeted	Significant objective	Main objective
Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
Internal Markers	Not targeted	Significant objective	Main objective
Digitalisation	X	<input type="checkbox"/>	<input type="checkbox"/>
COVID Response	X	<input type="checkbox"/>	<input type="checkbox"/>

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

For Turkey, Home Affairs, a sub-sector of the 'Rule of Law and Fundamental Rights' area, is one of the most important policy areas within the EU alignment process. The Home Affairs sub-sector has three priority areas: (1) Migration and Asylum; (2) Integrated Border Management (IBM); and (3) the fight against terrorism and organised crime.

This Action Programme focuses on the 'Migration and Asylum' and 'Integrated Border Management' priority areas.

Migration and Asylum

Turkey is the largest refugee-hosting country in the world. It continues to receive an increasing number of international protection applications, in addition to the 3.6 million Syrian nationals who have already been granted temporary protection. There was a 70% increase in the number of applications registered in Turkey in 2017 compared with 2016. The increasing trend continued in 2018, during which some 114,000 applications were registered. The number of newly registered international protection applicants decreased to a reported 56,417 in 2019. However, this decrease does not indicate a reduction in pressure on Turkey's national asylum procedures, as a cumulative total of 328,608 cases are still pending decision.

The EU and Turkey are key partners in the management of migration. The EU-Turkey Statement of 18 March 2016 plays a crucial role in ensuring that challenges to prevent irregular migration flows on the Eastern Mediterranean Route are addressed effectively and jointly by the EU and Turkey. The Statement has continued to deliver concrete results in reducing irregular and dangerous crossings, and the number of lives lost in the Aegean Sea. The return of irregular migrants from the Greek islands as part of the implementation of the EU-Turkey Statement started on 4 April 2016. Since 21 March 2016, 2,134 migrants have been returned to Turkey under the Statement (139 in 2020 so far). Nationals of Pakistan and Syria have been the top nationalities returned from the islands. These have been followed by Algerians, Afghans, Iraqis and Bangladeshis.

The Ministry of Interior's (MoI) Directorate-General for Migration Management (DGMM) is the agency responsible for migration and asylum in Turkey. It is responsible for registration and status decisions within the scope of the temporary protection regime, which is based on Article 91 of the Law on Foreigners and International Protection (LFIP) and the Temporary Protection Regulation (TPR) of 22 October 2014. At the same time, asylum seekers from other countries of origin are expected to apply for individual international protection status under the LFIP and are subject to a status determination procedure conducted by DGMM.

Although DGMM is working to improve their procedures so that they are fair, efficient and produce quality decisions, the unprecedented number of new applications and the existing backlog have put pressure on all stages of national asylum procedures, including registration, interview scheduling and issuing of decisions. This work includes the processing of files concerning Syrian and non-Syrian returnees from Greece under the EU-Turkey Statement, both those who are seeking asylum and those who already hold a temporary protection status in Turkey.

DGMM set up two International Protection Bureaus ('Decision Centres') and created Mobile Decision Teams to reduce the backlog and support Provincial Directorates of Migration Management (PDMMs) in decision-making and efficient processing. This ensures country-wide consistency in applying relevant criteria and standards, by prioritising applicants with special needs. However, substantial support is required for the Decision Centres and Mobile Teams to be fully operational, including human resources, technical guidance and financial means. Additionally, as DGMM is at the core of refugee status determination (RSD) procedures, it needs to develop expertise and experience in country-of-origin information (COI) so that it facilitates fact-based assessments of asylum cases and supports decision-making processes at PDMMs.

With the new arrivals registered throughout 2019, PDMMs continue to have a considerable workload, which, in the majority of the 81 provinces, exceeds current operational capacity and results in registration and RSD backlogs. Although Syrians granted temporary protection are not subject to individual refugee status determination, the sheer number of Syrians approaching PDMMs for purposes other than RSD - such as application of temporary protection or verification procedures - has required the adoption of different working methods, including staff rotation, to avoid response gaps. The related constraints, including limited human resources and the limited number of interpreters with the necessary language skills, further stretched PDMM operational capacity to accommodate the daily number of applications and cases to be processed.

In order to facilitate compliance with the timelines set in the Turkish Law on Foreigners and International Protection, PDMMs were supported by the United Nations High Commissioner for Refugees (UNHCR) through technical assistance under IPA-funded projects and operational support for the receipt and registration of international protection applications, documentation, and referral of applicants to refugee status determination (RSD) procedures where the process ends with with a reasoned decision. For the identification and referral of people with specific needs at the earliest stages, Protection Desks were set up and their number was gradually increased within the framework of cooperation between UNHCR and DGMM. UNHCR, the European Asylum Support Office (EASO), as well as partner country asylum agencies (e.g. SMA) have extended their support to decision-making processes at two Decision Centres in Istanbul and Ankara as of May 2019, through additional human resources and technical support.

UNHCR and DGMM have worked together to set up a Quality Assurance Board (QAB) within the scope of the EU-funded project on Strengthening National Asylum Decision-making Procedures. This cooperation has continued under the ongoing EU-funded 'Reinforcing National Asylum Procedures' project, under which DGMM and UNHCR devised quality assurance tools and the quality assurance checklists that are currently being tested. However, the de-centralised structure of national RSDs requires that PDMMs are closely monitored and that they receive regular guidance so that decision quality and consistency can be ensured. In this respect, new monitoring and impact analysis tools need to be devised to complement already existing tools and improve quality and coherence across PDMMs. The current tools should be regularly reviewed and new ones should be developed to address the identified challenges and needs.

UNHCR also works with DGMM and non-EU countries to identify the most vulnerable cases and see if the individuals concerned would be eligible for resettlement processing. DGMM is the primary referral source for resettlement cases for both temporary and international protection applicants, linking the national asylum process and international responsibility sharing with third countries. It therefore requires additional support in obtaining an understanding of the entirety of the resettlement process, from identification to actual resettlement. This would improve its capacity to identify and interview people eligible for resettlement, and to refer them to the appropriate next step. This, in turn, would allow for a closer working relationship between Turkish authorities involved in identifying vulnerable refugees and officials in the State that has agreed to admit them and ultimately grant them permanent settlement, ensuring a holistic end-to-end approach for resettled refugees.

In Turkey, which hosts the largest number of refugees globally, refugees are at risk of falling prey to fraudsters often pretending to represent authorities or supporting organisations. In this context, DGMM would benefit from capacity building support for minimising vulnerability to fraud in its procedures. This can be done by setting up an operational framework for preventing, detecting and responding to fraud through the sharing of information, creating complaint mechanisms, drafting standard operating procedures and running awareness-raising sessions for both staff and refugees.

Integrated Border Management

Turkey has several institutions in charge of border management activities. This increases the importance of integrative policies that ensure coordination and facilitate the exchange of information, as well as the importance of carrying out risk analysis activities. For instance, the Land Forces Command operating under the Ministry of Defence is responsible for the surveillance and protection of Turkey's land borders ('green border'). The Turkish Coast Guard Command (TURCG), operating under the Ministry of Interior, is responsible for the surveillance and protection of sea borders ('blue border'). At border crossing points, the Ministry of Trade is responsible for checking the transit of goods and vehicles. In addition, the Turkish National Police is responsible for checking the documents of travellers trying to cross the state border. The Ministry of Health and the Ministry of Agriculture and Forestry also conduct checks at border crossing points in their respective areas of responsibility. The gendarmerie and police officers are involved in handing over irregular migrants apprehended by the Turkish Coast Guard Command and Land Forces to the MoI's DGMM. Finally, the MoI's DG for Provincial Administration is responsible for coordinating all border-management-related matters in border areas.

Current situation and challenges faced by Turkey's integrated border management institutions

The capacity for inter-institutional cooperation among Turkey's integrated border management institutions has improved in recent years. The Regulation on Inter-institutional Cooperation for Border Management, published on 17 March 2016, aimed to improve cooperation and coordination among public entities tasked with border management. Some of the functions and responsibilities of the DG for Provincial Administration are specified in Chapter 2/Article 4 of the Regulation:

- “to coordinate the work of civil administrators assigned to civilian airports, ports and border gates”;
- “to create and operate the joint database along with the National Coordination and Joint Risk Analysis Centre;
- in this context, “to build the infrastructure relating to inter-institutional communication and data exchange on border management”;
- to this end, “to procure, install and operate the necessary networking equipment, information system infrastructure and information systems and to publish the annual reports and statistics relating to border management in cooperation with the relevant public entities”.

The Regulation constitutes the legal basis for creating the National Coordination and Joint Risk Analysis Centre (NACORAC). NACORAC will be set up under the MoI's DG for Provincial Administration, with staff assigned from various relevant public entities. It will ensure that information and statistics are collected from relevant entities and facilitate their exchange and sharing with agencies in other countries and with international organisations based on international laws and treaties. In addition, NACORAC will create a joint database for this purpose and conduct joint risk analyses relating to potential new situations, risks, threats and dangers.

The operationalisation of NACORAC is an important priority due to the rising volume of organised crime activities, such as drug trafficking, irregular migration, human and goods trafficking, arms smuggling, terrorism and cross-border crimes along the borders. Within the scope of the “Supply of equipment for establishment of a National Coordination and Joint Risk Analysis Centre (NACORAC) and an integrated border management integrated database” project - funded under the IPA 2014 Home Affairs Action Programme and contracted in December 2018 - the necessary hardware (such as a data centre), related equipment (video wall, security equipment, etc.) and customs software are being procured to equip NACORAC. It is estimated that NACORAC will be fully operational in 2021.

Aside from the physical and technological aspects of NACORAC starting work, its operational procedures also need to be looked at. Various staff from different border-related institutions will be assigned to the centre to share, combine and analyse diversified types of data in a common database and start the joint risk

analysis process. The Twinning Light Project, which was implemented in 2018-2019 under the IPA 2014 Home Affairs Programme, recommends:

- the organisation of advanced training for staff assigned to the centre,
- a review of the technical aspects of the interoperability of institutions and assigned staff to ensure an effective exchange of data among relevant institutions.

The centre's technical infrastructure will be provided under the IPA supply contracts complementary to this action. The centre's functioning, including its organisational structure and staff capacity, should be evaluated and improved in order for the centre to function effectively and become soon operational.

Control capacity of customs enforcement bodies in Turkey

In recent years, Turkey's role as a key transit country along the Eastern Mediterranean migratory and trade route to Europe has drastically increased. Approximately 46.3 tons of drugs and precursors, 15.7 million packages of cigarettes, 70.000 tons of fuel and commercial goods, corresponding to a total of USD 552 million, were seized at border crossing points only in 2018. In addition, Turkey's strategic position in a region suffering from political instability contributes to its key role in managing illegal trade and ensuring security in the region. At its border with Iraq and Syria, Turkey aims to take the necessary precautions to detect any kind of illegal activity and cross-border crime originating from these countries by investing in state-of-the-art technology. Some of the technologies already being used at borders to prevent terrorist fighters and couriers from entering Turkey either as a transit or destination country include: vehicle and container scanners, radiation detection equipment, body scanners, terahertz technology-based passenger monitoring systems, face recording systems and pre-arrival passenger information systems.

At all types of border crossing points in Turkey, smugglers of illicit goods such as narcotics, new psychoactive materials, e-cigarettes, electronics, etc. often use fast cargo and mail processing centres. Revealing smuggling attempts in cargo and mail processing centres requires specific techniques and methods because: (i) the number of consignments may be huge and thus hard to manage, (ii) the goods being smuggled may be in small quantities and thus hard to detect, (iii) there are various stakeholders, like the Turkish Post and the fast cargo firms, and it is hard to coordinate between them.

The Turkish Ministry of Trade's Directorate-General for Customs Enforcement (DGCE): (i) carries out procedures related to customs enforcement services for railway, road, maritime and airline transportation; (ii) conducts anti-smuggling activities; (iii) provides public safety and order within customs areas, analysing risks for cargo and passenger transportation, collecting information, making assessments and reports, and cooperating with foreign customs enforcement services.

To combat smuggling, the DGCE carries out investigations and operations that include collecting intelligence, working together with national and international organisations and carrying out joint operations as needed, and setting up databases based on the flow of information.

Although Turkish Customs have taken several necessary measures to combat smuggling in mail and fast cargo processing centres, including having patrol teams regularly visiting the centres with the necessary technical equipment, such as narcotic and chemical detectors and detector dogs, there is still a gap in terms of making advance risk analyses based on customs declarations. There are a number of pre-declaration systems used in cargo and mail units, but risk analysis with regard to smuggling is still conducted manually based on experience, i.e. following the trends in other countries or seizures made in Turkey.

Therefore, there is an urgent need to modernise risk analysis methods and operational techniques to effectively combat smuggling in mail and fast cargo processing centres. This can be done by revising the risk analysis methods with a view to detecting smuggling, by streamlining communication among customs authorities, fast cargo firms and the Turkish Post, and by properly training staff working for the patrol teams and preparing risk profiles for cargo and mail shipments. In addition, as smuggling conducted via mail and

parcel carriers is mostly done through ordering illegal goods from online platforms, effectively fighting this type of smuggling requires that investigation teams who are trained in open-source intelligence carry out pre-analyses of platforms identified as relevant in this context.

The utmost importance must be attributed to the control of radioactive materials, among other illegal goods. Radioactive materials require quick action since any delay in intervention may have irreversible dramatic effects on public health. In addition, the effect of smuggled radioactive materials is not limited to the target country, but could easily spread to neighbouring countries. Furthermore, this kind of material can be transferred by any means – vehicle, container, passenger, or the cargo itself could be contaminated. Lastly, radiation control procedures require that a combination of radiation detection equipment, such as personal radiation detectors, radiation portal monitors, survey meters and isotope identification devices, be used, which necessitates comprehensive training for staff carrying out the control.

The authority responsible for nuclear safety in Turkey is the Turkish Atomic Energy Agency (TAEK), while the Directorate-General for Customs Enforcement (DGCE) is the body authorised to carry out radiation and nuclear material controls at border crossing points, in collaboration with TAEK. DGCE carries out these controls via radiation portal monitors for vehicles and passengers, mobile detection systems, hand-held detectors and personal dosimeters. Radiation portal monitors are provided by the TAEK based on a cooperation protocol. Mobile detection systems and hand-held detectors are mostly financed from the Ministry of Trade budget.

In addition to improving technical capacity, DGCE also invests in improving the skills of front line officers and policy makers. TCA staff have participated in training and train-the-trainer programmes delivered by EUSECTRA Joint Research Centres.

Nevertheless, there are still a number of steps to be taken to put in place an effective radiation detection strategy, especially as regards improving the capacity of human resources. DGCE currently lacks a radiation control plan that shows the lines of communication between TAEK, the Command and Control Centre at headquarters and border crossing points, and that clearly explains how staff is to act in emergency situations, how to use the technical equipment effectively, etc.

OUTLINE OF IPA II ASSISTANCE

Activity 1 focuses on reinforcing the effectiveness of national asylum procedures in compliance with international standards and national legislation by:

- strengthening the efficiency of refugee status determination procedures and eliminating the backlog of applications pending decision;
- strengthening the quality assurance system in refugee status determination procedures based on relevant principles and standards and increasing the quality and consistency of refugee status determination decisions;
- maintaining and strengthening the efficiency of resettlement procedures;
- putting in place measures to minimise vulnerability to misconduct, including fraud.

These results will be achieved through the following activities, carried out by UNHCR:

- supporting the development of Standard Operating Procedures (SOPs);
- providing training to DGMM staff involved in different stages of refugee status determination (i.e. staff working in different DGMM departments, such as lawyers, staff from the Country of Origin Information (COI) Working Group, IT personnel, protection assistants, interpreters and migration experts working at PDMMs) and to key stakeholders (such as the Ministry of Family, Labour And Social Services and the Turkish Red Crescent);

- deploying technical staff to help decrease the immense registration backlog;
- helping the Decision Centres to increase their operational capacity;
- developing guidelines, training for trainers, templates and roadmaps related to asylum procedures;
- conducting on-the-job and study visits to share knowledge and experience.

These activities will be implemented by UNHCR in close cooperation with EASO to ensure alignment with EU acquis.

The activities outlined above aim to improve the efficiency of refugee status determination procedures by:

- increasing the technical capacity of DGMM/PDMM staff;
- boosting engagement in the processes;
- creating guidance tools to be referred to and implemented for ensuring consistency in decision-making;
- strengthening the integrity of the procedures and allowing for better identification of durable solutions;
- addressing the reasons leading to backlogs, including by providing extra support of technical staff.

The goal is to eliminate the backlog and introduce tools that improve the monitoring and evaluation of the quality of refugee status determination procedures. While DGMM and the PDMMs are the target group, international protection applicants are the indirect beneficiaries of the activity.

Activity 2 aims to increase NACORAC's institutional capacity and its operationalisation through several capacity-building actions. Under Activity 2, NACORAC's operational procedures will be reviewed to improve business processes, and a gaps-and-needs assessment will be carried out to determine deficiencies and address legal gaps, where needed. Advanced training will be provided to staff in line with the results of the 2014 Twinning Light Component; this includes training on the joint risk analysis / management model and a guideline document on improving collaboration skills. The Activity, in line with the “2020-2022 Cooperation Plan” signed in 2020 on the basis of the Memorandum of Understanding concluded in 2012 between the European Border and Coast Guard Agency (EBCGA) and the General Directorate of Provinces Administration and with the “Regulation on Inter-Institutional Coordination and Cooperation in the Border Management Area”, which entered into force in 2016, will ensure better alignment with EU standards and improve future operational cooperation between EBCGA and NACORAC.

Activity 3 aims to improve Turkey's radiation control capacity and strengthen the Ministry of Trade's mail and fast cargo control capacity. Under this activity, the first component will focus on radiation control capacity and the second component on mail and fast cargo capacity. Within the first component, a radiation control plan for the DG for Customs Enforcement, will be prepared and the number of trained staff will be increased to at least 100. Within the second component, a gaps-and-needs analysis report (including recommendations) on mail and cargo control procedures will be prepared, a risk profiles portfolio for mail/cargo transshipments will be drafted, at least three training sessions will be delivered, and a pilot open-source intelligence team will be set up.

RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

The Home Affairs sub-sector includes alignment activities related mainly to Chapter 24: Justice, Freedom and Security. Home affairs is a key area for financial assistance, and it is directly relevant to the European Agenda on Migration. Support in this sector complements other funding instruments, such as the Facility for Refugees in Turkey, by focussing on the continued development of long-term sustainable strategies and policies.

In line with the main objective, this action will especially support: (1) improving the legal and administrative procedures in the field of migration and asylum in line with EU standards, in particular the standards outlined in the Asylum Procedures Directive, to effectively manage migration flows, and (2) achieving substantial progress in implementing institutional reform on integrated border management by increasing the technical and staff capacity of border and interagency coordination bodies.

Opportunities for financial assistance under Home Affairs include support for the development of a fully functioning integrated border management system in Turkey, with appropriate migration management and asylum practices. This is even more important in consideration of the migratory pressure experienced by Turkey and the EU. The fight against organised crime, including against the trafficking of human beings, and the improvement of law enforcement need to be further addressed in line with Chapter 24: Justice, Freedom and Security. Pre-accession assistance is needed to improve legal, administrative and institutional capacity to fight the crimes of migrant smuggling and trafficking in human beings. All practices also need to be further aligned with EU standards and international best practices. Progress under this sub-sector is also essential to making progress on the visa liberalisation roadmap that was launched in December 2013.

The activities will contribute to the objectives outlined in the 2020 Annual Action Programme for Turkey in the Home Affairs sub-sector, which seeks to improve administrative capacity in the field of migration management in line with the EU *acquis* and best practices. The priorities for the IPA-II period (2014-2020) are: international protection, countering irregular migration and improving administrative infrastructure.

According to the IPA II Strategy Paper for Turkey (2014-2020), further reforms to integrated border management are required, including Turkey's adoption of necessary legislation. Turkey's institutional capacity must also be improved, including on migration and asylum. To this aim, a National Integrated Border Management (IBM) Strategy Document and Turkey's IBM Implementation Action Plan will be drafted and revised, respectively, under an Activity foreseen in the IPA 2019 Home Affairs Programme.

Counterfeiting and firearm- and drug trafficking are crimes that are jointly combatted at EU level. According to the Indicative Strategy Paper for Turkey (2014-2020), Turkey needs to strengthen all law enforcement institutions involved in the fight against organised crime and align their status and responsibilities with EU standards, including developing inter-agency and international cooperation.

Furthermore, the EU Counter-Terrorism Strategy lists actions that would improve the fight against terrorism, including ones that prevent and respond to terrorism, pursue terrorists and protect the public. It also states in the protection section that the EU must work with partners in international organisations on transport, security and the non-proliferation of Chemical, Biological, Radiological and Nuclear materials (CBRN), and must provide technical assistance to priority third countries. Although Customs Enforcement staff have the technical equipment necessary to detect radioactive materials at borders and the number of detections is not at an alarming level, human resources capacity still needs to be improved to ensure better implementation of the radiation control protocol and the possibility to take immediate action in emergency situations.

A safer and more secured EU is a post-2020 policy priority that is to be reached through territorial cooperation on EU's external borders, with a view to responding to new challenges resulting from globalisation, technological transformations and increasing security threats. In this context, a more integrated programming approach that should involve Programme authorities of European Territorial Cooperation (ETC) programmes will be taken for the Democracy and Governance sector in the period 2021-27.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

In the field of migration and asylum

Activity 1 complements the non-EU funded actions implemented by UNHCR since the establishment of DGMM in 2013, as well as the EU-funded activities briefly outlined below:

- Development of Protection Strategies for Persons in Needs of International Protection in the Urban Context
- Strengthening the National Asylum Decision-Making Procedures
- Supporting the National Institutions in Turkey to Mitigate the Impact of Syrian Refugee Crisis
- Reinforcement of Turkey's National Asylum System.

As per its mandate, UNHCR has been working closely with DGMM, the national asylum institution, since DGMM's establishment, in order to support the development of DGMM's institutional capacity and technical knowledge. While the overall scope of this cooperation has been broader than the areas outlined here, the fields mentioned in this action require continuous support in view of the scale of pressure on Turkey's asylum system. In addition to the non-EU-funded activities realised by UNHCR since 2013, UNHCR also ran three EU-funded projects where DGMM was the main beneficiary. Each project built on the experience and foundations of the previous one, incorporated activities that would advance the impact of the main actions, and included new activities related to the needs on the ground.

The scope of each project is described below.

The **“Development of Protection Strategies for Persons in Needs of International Protection in the Urban Context”**¹ project supported the establishment of a reception system that aims to support the implementation of the Law on Foreigners and International Protection (LFIP) and make it possible to develop long-term policies for migration in line with international standards and the EU *acquis*. Within the scope of this project, the following activities have been carried out, targeting people in need of international protection:

- 1) Holistic policies in the fields of health care, education and legal aid were developed; a countrywide uniform system for accessing rights and assistance was set up.
- 2) Communication and cooperation mechanisms between NGOs and public institutions were set up to address international protection needs.
- 3) The self-reliance of international protection applicants and status holders was supported and long-term solutions to help them achieve economic and social harmonisation were introduced.
- 4) Society's perception of international protection applicants and status holders was improved and awareness of the contribution they can make to society was raised.

The **“Strengthening National Asylum Decision Procedures”**² project, financed under IPA 2011, was the first EU-funded project implemented by UNHCR to increase DGMM's technical capacity to develop international protection procedures and standards.

The project started by making the PDMMs operational in May 2015. Its activities then concentrated on developing the PDMMs' technical capacity to handle refugee status determination procedures and run quality assurance mechanisms. This included the following:

- 1) Training sessions and workshops were organised on refugee status determination procedures (interviewing techniques, including specific ones for people with special needs, interpretation, legal analysis drafting, credibility, COI).

¹ Development of Protection Strategies for Persons in Needs of International Protection in the Urban Context (ALTUN/NADMP/TR2011/0740.26-2/GRA/003).

² Strengthening the National Asylum Decision-Making Procedures (ALTUN/NADMP/TR2011/0740.26-2/GRA/009 -).

- 2) SOPs were developed for how to address people with special needs and unaccompanied and separated children in asylum procedures; meetings on implementing the SOPs were conducted with line ministries.
- 3) Field visits were carried out to monitor implementation (registration and RSD) and to provide on-the-job coaching; staff exchange programmes, internships and study visits were organised.
- 4) Supportive materials (such as the high-risk assessment tool and user's manual and the TpT manual) and COI guidelines and reports (including DGMM's COI needs assessment and COI guidelines) were drafted and translated (25 legislative documents and 8 COI reports).
- 5) A Quality Assurance Board was established; a desk review of asylum decisions delivered by PDMMs was conducted; checklists were created; a curriculum was drafted.
- 6) Jurisprudence and UNHCR legal opinions and eligibility guidelines were consolidated; a study visit to European Court of Human Rights (ECtHR) was conducted.

The "**Reinforcement of Turkey's National Asylum System**"³ project, financed under IPA 2013, built on the results of the previous project and incorporated activities in line with DGMM's overall mandate. Activities carried out under this project can be grouped under the following headings:

- 1) Supporting asylum procedures, which includes: i) the development of SOPs for accelerated and inadmissible procedures, for asylum procedures at removal centres and for reception and accommodation centres; ii) support for DGMM's COI mechanism; iii) the development of information materials on national asylum procedures.
- 2) Supporting quality assurance mechanisms through: i) study visits and internship programmes; ii) on-the-job training; iii) staff exchanges; iv) reports.
- 3) Capacity building for legal proceedings relating to asylum, which includes: i) meetings on legal aid with different stakeholders; ii) a booklet on asylum procedures in the judiciary; iii) workshops and study visits targeting the judiciary.
- 4) Targeted training and assistance on selected thematic areas, including: i) international protection procedures for borders; ii) voluntary repatriation; iii) harmonisation and social cohesion (orientation modules for specific groups of people); iv) reception conditions; vi) statelessness determination procedures.

In addition, DGMM was the beneficiary in the "**Supporting the National Institutions in Turkey to Mitigate the Impact of Syrian Refugee Crisis**" project. This project was financed under IPA 2014, in which DGMM was the main beneficiary and the coordinator. The project's main objective is to strengthen social cohesion and the integration of Syrians under temporary protection in local communities in Turkey, with the specific objective of increasing the economic and social resilience of host communities and the capacity of Turkey's public authorities to manage the continual inflow of Syrian refugees, facilitating local integration and reducing inter-communal tensions. The project focuses on several areas under UNHCR's mandate, such as: improving reception conditions; improving the response to sexual and gender-based violence (SGBV) by improving prevention and identification mechanisms; improving the protection of children; identification and submission of extremely vulnerable individuals for resettlement; supporting access to tertiary education; improving the health status of women; increasing livelihood and self-reliance opportunities; strengthening community mobilisation and social cohesion.

Apart from the projects funded under IPA, UNHCR also provided protection-oriented assistance to PDMMs for 2016-2020 through ECHO funds. This support mainly targeted the registration and verification of

³ Reinforcement of Turkey's national asylum system (TR2013/0124.02.01-01-).

refugees, and included temporary staff support to protection desks in selected PDMMs which play an important role in identifying and referring applicants at risk of vulnerability and in need of protection.

Beyond the projects implemented by UNHCR, DGMM received assistance for asylum procedures in the framework of bilateral cooperation with European institutions and countries. In 2017-2019, the European Asylum Support Office and DGMM completed two roadmaps. Following the successful results of this cooperation, EASO and DGMM agreed to renew cooperation under the third roadmap for 2019-2021, which includes technical cooperation in the areas of COI, Decision Centres (Quality Assurance), Information management and analysis, contingency planning, and for strengthening DGMM's training system. DGMM ensures that support provided by EASO and UNHCR does not overlap, especially in the field of COI and relating to Decision Centres (Quality Assurance), but coordination efforts are needed from all partners. In designing the current phase of the roadmap, DGMM and EASO intended to build on the results achieved by UNHCR in EU-funded projects. For instance, the COI reporting methodology drafted as part of an IPA-funded, UNHCR-implemented project has been peer-reviewed by EASO with the participation of all relevant stakeholders.

Moreover, DGMM received support in the framework of ASCAP-I and ASCAP-II projects that were implemented in cooperation with the International Centre for Migration Policy Development (ICMPD) under British Embassy funding. These small-scale, customised projects supported different aspects of COI and the analysis of international protection procedures.

A key lesson learned from these projects is that challenges relating to registration and quality assurance in refugee status determination (including interviews and drafting decisions) cannot be addressed with support provided by one-off, standalone projects. Ensuring effective access to registration and sustaining quality assurance in refugee status determination processes require continuous support and strong coordination among concerned partners, especially as Turkey continues to receive significant mixed migration flows, and faces ever-increasing numbers of applications for international protection from a wide range of countries, resulting in a substantial backlog of cases. This situation necessitates continued institutional capacity development at the central level (DGMM's international protection department, COI unit and quality assurance board), as well as the strengthening of staff capacity and procedures at the provincial level (PDMMs and Decision Centres) so that refugee status determination can be carried out effectively.

All projects related to asylum, including IPA-funded projects, are being coordinated by DGMM's International Protection Department. The, risk of overlapping of activities were monitored and prevented by same department, but pro-active coordination efforts by respective international partners can further strengthen synergies between the various cooperation initiatives. The lessons learned from the results of the projects discussed above have been valuable and contributed to DGMM. Nevertheless, asylum is a dynamic phenomenon, especially in the Turkish context. Conditions change rapidly and there is a constant need for reports and analysis. Newly recruited DGMM staff and the internal rotation system contributes to the need for continuous training activities.

In the field of integrated border management

The “Joint Risk Analysis / Management Model” and the “Guideline Document” of the Twinning Light Project (IPA 2014) underline the importance of training, for example on data collection, analysis techniques and risk analysis products. Such training would improve the knowledge of NACORAC staff on the use of custom-made software compatible with CIRAM 2.0 and the hardware procured under the “Supply of Equipment for Establishment of a National Coordination and Joint Risk Analysis Centre (NACORAC)” project (IPA 2014), which is currently being rolled out.

Moreover, during implementation of the Twinning Light Project, interviews were conducted with staff from different institutions, such as the Land Forces Command, the Ministry of Trade (customs), and the Directorate-General for Migration Management. The interviews showed that these institutions use different techniques and systems for their current work. As NACORAC will be a new system for all institutions, there is a need to further improve cooperation among the various systems in place.

The project on “Drafting of a National IBM Strategy and Updating of the 'National Action Plan to Implement Turkey’s IBM Strategy” (IPA 2019), which will also be implemented by ICMPD, will complement this activity.

Other EU -funded assistance to border management institutions delivered in the recent past

The provision of effective border surveillance tools for a modern border surveillance system aims to ensure that the border is properly managed; this is in the interest of the safety and security of refugees, the local population and ultimately all Turkish and European citizens. To support this goal, a variety of border management projects have been funded in previous IPA I and IPA II programming years, and are briefly described below:

- 82 surveillance vehicles were delivered to the Land Forces Command’s (LFC) eastern border units (IPA 2011 and 2012), and another 57 surveillance vehicles are to be delivered to the LFC’s western border units (IPA 2013 and 2014) by summer 2020.
- During the course of 2021, 278 thermal cameras will be procured and delivered to the south-eastern border (IPA 2016).
- 211 communication and observation masts (70 at the Western border, 141 at the Iranian/Armenian/Azeri border), including 129 command shelters (43 at the Western border, 86 at the Iranian/Armenian/Azeri border) will be erected (IPA 2014, 2015 and 2016).
- 3649 passport exit-entry stamps were procured and are being used at all border gates by Turkish National Police (IPA 2014).
- As mentioned earlier, hardware and software equipment for the NACORAC were procured (IPA 2014) and are now being installed.
- 4 patrol boats (IPA 2013), 70 vehicles, 50 sniffer dogs, 6 x-ray baggage scanners (IPA 2014) and 5 backscatter vans (vans with special x-ray scanners) were procured for the Ministry of Trade (DG Customs Enforcement).
- Twinning projects to improve the maritime surveillance capacity (IPA 2013) and detection capacity (IPA 2015) of the Ministry of Trade were successfully concluded with Spain-France and Italy-Spain customs administrations.
- Staff from related institutions have been trained on topics such as integrated border management models, dealing with cross-border crimes, risk analysis and risk management, document fraud and human rights.

**2. INTERVENTION LOGIC
LOGICAL FRAMEWORK MATRIX**

	OBJECTIVELY VERIFIABLE INDICATORS				SOURCES & MEANS OF VERIFICATION	
	OVERALL OBJECTIVE(S) / (IMPACT(S))	INDICATOR'S NAME	BASELINES (INCL. VALUE & REFERENCE YEAR)	MILESTONES (INCL. VALUE & REFERENCE YEAR)		
To make progress on alignment with EU <i>acquis</i> and improve Turkey's institutional capacity as regards Chapter 24	Progress made towards meeting accession criteria	n/a	n/a	n/a	DG NEAR – Turkey Report Administrative reports of public institutions in Turkey	
SPECIFIC OBJECTIVE(S) / OUTCOME(S)	OBJECTIVELY VERIFIABLE INDICATORS (*)				SOURCES OF VERIFICATION	ASSUMPTIONS
Specific objective 1: To reinforce effectiveness of national asylum procedures in compliance with international principles and national legislation.	Refugee status determination procedures are aligned with EU and international standards for RSD, with a view to reinforcing efficiency, ensuring effective access to procedures and harmonised implementation across the country.	80% (2019)	83% (2022)	86% (2024)	DGMM Statistics and Project Reports UN agencies reports and statistics	Institutions remain dedicated to the harmonisation of legislation with EU and international standards.
Specific objective 2: To improve inter-service cooperation in integrated border management (IBM)	Annual report prepared by NACORAC staff	0 (2019)	0 (2022)	1 (2024)	Administrative Reports of the Ministry of Interior Cross-border agency sources could also help verify the level of inter-service cooperation	

Specific objective 3: To strengthen the customs control capacity in the areas of nuclear security and smuggling via parcel carriers	Alarm response (decision to detain or release specific cargo) rate of customs staff	0 (2019)	0 (2022)	5% (2024)	Administrative Reports of Ministry of Trade	
	Increase of contraband cases detected in Mail Processing Centres	0 (2019)	0 (2022)	5% (2024)		
OUTPUTS	OBJECTIVELY VERIFIABLE INDICATORS (*)				SOURCES OF VERIFICATION	ASSUMPTIONS
Output 1 (influencing specific objective 1) Efficient asylum procedures are established	1.1 Number of international protection cases processed and concluded	53.950 (2019)	120.000 (2022)	150.000 (2024)	UNHCR and DGMM reports Assessment of QA tools	
	1.2 Number of cases reviewed by the Quality Assurance Board	0 (2019)	150 (2022)	250 (2024)	Training/workshop/visit reports	
	1.3 Number of staff members informed about reporting mechanisms on misconduct, including fraud	0 (2019)	100 (2022)	200 (2024)	Decision Review Reports Participant lists	
	1.4 Number of asylum seekers informed on prevention of misconduct, including fraud and respective complaints mechanisms	0 (2019)	750.000 (2022)	1.500.000 (2024)	Training/workshop/visit reports Review of decisions	
	1.5 Number of cases reviewed in order to initiate resettlement process	150.000 (2019)	170.000 (2022)	190.000 (2024)	SOPs and other reference materials developed	
Output 2 (influencing specific objective 2) The operability of the NACORAC is improved	Gaps & needs analysis report	0 (2019)	0 (2022)	1 (2024)	Project reports	
	Number of staff NACORAC and other border management institutions trained	0 (2019)	0 (2022)	50 (2024)	Institutional reports of DG of Provincial Administrations	
Output 3 (influencing Specific Objective 3) Radiation control capacity is improved	Radiation Control Plan for DG Customs Enforcement	0 (2019)	0 (2022)	1 (2024)	Administrative reports of the Ministry of Trade	
	Number of staff trained on the use of radioactive material detection devices	40 (2019)	40 (2022)	100 (2024)	Project reports	

Mail and fast cargo control capacity is improved	Gaps and needs analysis and recommendation reports for mail and cargo control procedures	0 (2019)	0 (2022)	2 (2024)		
	A risk profiles portfolio for mail/cargo transhipments	0 (2019)	0 (2022)	1 (2024)		
	Number of training sessions on mail examination and express couriers	0 (2019)	0 (2022)	3 (2024)		
	Pilot open-source intelligence team	0 (2019)	0 (2022)	1 (2024)		

DESCRIPTION OF ACTIVITIES

Activity 1: Reinforce effectiveness of national asylum procedures in compliance with international standards and national legislation

An efficient asylum system that includes timely access to registration procedures has been among the criteria set out by the EU during its bilateral negotiations with Turkey on visa liberalisation. As mentioned in the 2019 Progress Report, in order to fulfil the requirements of the Visa Liberalisation Roadmap, DGMM still has to process a huge backlog of pending cases. Work under Activity 1 aims to support DGMM during the registration and RSD stages, by increasing its operational and technical capacity and supporting it with the tools that enable compliance with international principles and national legislation. The proposed intervention will improve the quality of asylum procedures in Turkey.

Substantial support will be provided to maintain and strengthen the efficiency of RSD procedures. This includes human resources, as well as technical and procedural guidance. Support will focus on improving efficiency in reducing the registration and RSD backlog, while ensuring consistency and quality in terms of the application of relevant criteria and standards and safeguarding integrity.

Activity 1 will focus on the following (the list below is **indicative** and will be finally defined in the contract):

Component 1.1 Efficiency of Refugee Status Determination (RSD) procedures strengthened and maintained:

- Providing support to case adjudication at Decision Centres and PDMMs by providing human resources for Mobile Teams (such as interpreters for Decision Centres and Mobile Decision Units to help migration experts conduct interviews and draft assessments, which will help eliminate the accumulated backlog).
- Organising capacity-development activities for DGMM/PDMM staff, including the development of guidance materials, support for case adjudication, support for scheduling systems, COI support, training, and workshops. The goal is to increase the efficiency and quality of international protection status determination and to support the implementation of DGMM strategic objectives while prioritising applicant needs.
- Developing a roadmap for the creation of a quality Country-Of-Origin information (COI) system, by sharing UNHCR technical expertise in meetings, training sessions, workshops and Training of Trainers (ToTs) and supporting the development of operating procedures, guidelines and templates, translating, printing and disseminating materials, and deploying additional staff. Activities supporting COI and Decision Centres will aim to build on and coordinate with assistance provided by EASO.
- Providing support for the development of a performance appraisal system, as well as improving and maintaining DGMM's e-learning platform with the support of consultants.
- Providing support to DGMM/PDMM staff on well-being, dealing with secondary trauma and burnout, through meetings and training sessions, and with the support of academics and in close coordination with ongoing EASO-DGMM efforts to address this need.

Component 1.2 Quality assurance for an effective and sustainable system in RSD procedures according to relevant principles and standards developed:

- Providing support for strengthening and implementing the quality assurance tools and standards jointly developed by UNHCR and DGMM as part of previous EU-funded projects. UNHCR and DGMM will develop ways to monitor the quality of interviews conducted and decisions drafted by DGMM/PDMM caseworkers, to ensure the efficiency and quality of the adjudication process for international protection applications and measure the impact of the actions and tools in place. Capacity building support for quality assurance will be provided, to build on and coordinate with assistance provided by EASO.
- Supporting the effective functioning of the Quality Assurance Board to ensure the efficiency, quality and standardisation of RSD processing by conducting joint missions to PDMMs, organising meetings, training sessions, workshops, ToTs and on-the-job coaching, as well as inviting experts from other countries and conducting study visits to countries with relevant experience in close coordination with EASO.

Component 1.3 Measures to minimise vulnerability to misconduct, including fraud established:

- Providing support for the development of standard operating procedures on addressing and preventing fraud and strengthening the effectiveness of mechanisms that handle complaints related to RSD procedures. This support will be provided in cooperation with relevant stakeholders, including law enforcement agencies and the judiciary, by organising meetings, training sessions, ToTs and workshops, as well as making use of media tools and providing support for creating, printing and disseminating guidance materials.
- Improving the accessibility of DGMM complaint mechanisms by ensuring that complaint boxes are available and that the Communication Centre for Foreigners (YIMER) has staff who speak the relevant languages and who can assist applicants in lodging complaints. Applicants should receive all necessary information on the scope of complaints they can make (internal/external). UNHCR will provide support to DGMM for the establishment of a confidential and accessible complaint mechanism and operational guidelines on following up complaints.

Component 1.4 Efficiency of resettlement procedures strengthened and maintained:

This concerns the provision of support to improve the identification of individuals eligible for resettlement and to understand the specific requirements of the resettlement country for integration support. Study visits to European countries will make it possible to better understand national resettlement procedures and each government's approach to selecting and integrating refugees into society. This, in turn, will allow the correct identification of vulnerable refugees that should receive services upon resettlement. It will also improve communication links between identification, assessment and settlement agencies so that they can ensure continuity in service delivery. Lastly, it will enable DGMM to improve counselling services for refugees. This component includes:

- Providing support for the identification, interviewing and referral of people with specific needs by organising meetings, training sessions and workshops, with the participation of international experts.
- Providing support for the development of guidance materials, with the assistance of relevant counterparts in European resettlement countries.
- Providing staff with appropriate language skills (e.g. interpreters) to support DGMM in communicating with refugees, to identify the refugees who meet global resettlement submission requirements.

Activities carried out under this component will be in coordination with EASO's work in the area of resettlement.

Activity 2: Supporting the institutional capacity of DGPA's National Coordination and Joint Risk Analysis Centre (NACORAC)

This project is expected to support the development of NACORAC's operational capacity, including by sharing best EU practices, in particular with the European Border and Coast Guards Agency (EBCGA) Common Integrated Risk Analysis Model (CIRAM). This will enable better cooperation and coordination between EBCGA risk analysis networks and NACORAC in the future. EBCGA would provide expertise to support this activity. The activity will help Turkey set up an effective risk analysis centre so that it obtains the EU know-how and experience it needs as a candidate country.

Activity 2 will focus on the following (the list below is **indicative and will be finalised in the contract**):

Component 1: Preparation of a gaps-and-needs analysis report

- Conduct a survey on the interoperability of institutions/assigned staff, with a focus on technical and legal aspects. The survey should also aim to review basic laws to see whether the legal framework supports the effective exchange of data among institutions.
- Conduct study visits to see EU best practices first hand.
- Prepare a detailed gaps-and-needs analysis report that reflects all technical and regulatory aspects of compliance. This report should provide recommendations and solutions.

Component 2: Implementation of capacity-building activities

- Delivery of advanced training for staff assigned to NACORAC. The training sessions should take into account the recommendations of the Twinning Light project presented in the “Joint Risk Analysis/Management Model” and the “Guideline Document”, as well as coordination principles, working methodology and use of joint risk analysis/management.
- Delivery of seminars and workshops in stakeholder institutions.

Activity 3: Improving the control capacity of DG Customs Enforcement (Ministry of Trade)

This activity aims to increase the control capacity of the Ministry of Trade's Directorate-General for Customs Enforcement. It will build on previous support provided through twinning activities in this sector.

Activity 3 focuses on the following (the list below is **indicative and will be finally defined in the contract**):

Component 1: Improving the radiation control capacity

1. Strategy and structure
 - 1.1. Gaps-and-needs analysis
 - 1.1.1. Meeting at headquarters, visit to Command and Control Centre
 - 1.1.2. Field visit to a BCP
2. Training sessions (*train the trainers*)
 - 2.1. Theoretical and practical trainings at headquarters
 - 2.2. Theoretical and practical training in the field

3. Study visits
 - 3.1. Study visit to Member State(s) or other best-practice countries
4. Radioactive materials control plan
 - 4.1. Preparation of the radioactive materials control plan

Component 2: Improving the mail and fast cargo control capacity

1. Strategy and structure
 - 1.1. Gaps-and-needs analysis
 - 1.1.1. Field visit to Mail Processing Centre
 - 1.1.2. Field visit to fast cargo companies
 - 1.1.3. Meeting at headquarters to examine risk analysis methods
 - 1.1.4. Examining the role of illegal online shopping in smuggling via mail and fast cargo
2. Training
 - 2.1. Theoretical and practical training at headquarters.
 - 2.2. Theoretical and practical training in the field (visits to Mail and Fast Cargo Processing Centres)
3. Study visits
 - 3.1. Study visit to Member State(s) or other best-practice countries.
4. Risk analysis methods
 - 4.1. Revising risk analysis methods used at headquarters
 - 4.2. Revising risk analysis methods used at mail processing centres
 - 4.3. Revising risk analysis methods used at fast cargo processing centres
 - 4.4. Setting up a pilot open-source intelligence team
5. Preparing a recommendations report on combating smuggling via mail and cargo

RISKS

For *Activity 1*, the risks are discussed below:

- i) The recruitment of interpreters for rare languages and difficulties in issuing work permits for them.

In order to mitigate this risk, the Ministry of Interior will liaise with other relevant ministries and authorities to enable the recruitment of service providers such as interpreters.

- ii) DGMM/PDMM staff rotation poses a challenge to the gradual build-up of technical expertise among staff.

To mitigate this risk, DGMM will endeavour to limit the rotation of staff members who received continuous capacity building support on refugee status determination and quality assurance procedures. For such staff members, rotation within the international protection department or to similar posts will be prioritised.

- iii) European countries' interest and availability to host study visits can be low.

In order to mitigate this risk, the project will limit the number of study visits to a minimum. It will also liaise with EUD, EASO and UNHCR offices in Europe sufficiently in advance to establish effective contact with Member States that would be good candidates for study visits. Alternative Member States will be identified, in case the originally planned country is not available.

- iv) Significant fluctuations in exchange rates for currencies used by UNHCR (including Turkish lira, US dollar and euro). This may pose challenges to budget administration throughout the project's duration.

For *Activity 2 (NACORAC)*, the risks are discussed below:

- i) the ongoing roll-out of supply contracts funded under IPA 2014 may delay the implementation of this activity;

ii) high staff turnover in the Ministry of Interior may delay training sessions or not ensure sufficient continuity in the position for those attending the trainings.

To mitigate this challenge, given that the start of NACORAC's operations could be delayed due to the COVID 19 pandemic, a component of the 'Training for Trainers' programme will be introduced into training curricula.

Activity 3 (improving the mail and fast cargo control capacity) requires close cooperation with internal and external stakeholders. Internal stakeholders are the staff of DG Customs and DG Risk Management and Control, while external stakeholders are staff of the Turkish Atomic Energy Authority, Turkish Post and fast cargo companies. Their willingness to share information and enthusiasm for participating in activities is crucial for the project's success. The possibility that these units/institutions may refrain from close cooperation poses a risk. However, this risk can be overcome by informing them well in advance of their role in the project and the possible advantages that the project will bring to their daily work.

CONDITIONS FOR IMPLEMENTATION

For *Activity 2 (NACORAC)*, the operationalisation of and the assignment of staff to NACORAC should be completed before the start of this project.

The continuing good operational cooperation and dialogue on migration between the EU and Turkey remains necessary to ensure that this action can deliver its planned results.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

Activity 1: Reinforce effectiveness of national asylum procedures in compliance with international standards and national legislation

Main beneficiary: MoI-DGMM

Activity 2: Supporting the institutional capacity of DG PA's National Coordination and Joint Risk Analysis Centre (NACORAC)

Main beneficiary: MoI's Directorate-General for Provincial Administration (Department of Border Management, Foreign Affairs and Project)

Stakeholders: Ministry of Agriculture and Forestry, Ministry of Trade, Ministry of Health, Land Forces Command, DG of Migration Management, Turkish Coast Guard Command, Turkish National Police, Gendarmerie General Command.

Activity 3: Improving the control capacity of DG Customs Enforcement (Ministry of Trade)

Main beneficiary: Ministry of Trade (DG Customs Enforcement)

Stakeholders: Turkish Atomic Energy Authority, Turkish Post, cargo firms and other law enforcement units in Turkey.

METHOD(S) OF IMPLEMENTATION AND TYPE(S) OF FINANCING (SEE ANNEX IMPLEMENTATION – BUDGET)

Activity 1 will be implemented via indirect management with an entrusted entity, namely with the United Nations High Commissioner for Refugees (UNHCR), with expertise sought from EASO (Contribution Agreement directly awarded). The Contracting Authority will be the European Commission through the EU Delegation to Turkey.

Activity 2 will be implemented via indirect management with an entrusted entity, namely with the International Centre for Migration Policy Development (ICMPD), with expertise provided by EBCGA (Contribution Agreement directly awarded). The Contracting Authority will be the European Commission through the EU Delegation to Turkey.

Activity 3 will be implemented via indirect management with an entrusted entity, namely with the International Organisation for Migration (IOM), with expertise provided by the World Customs Organisation⁴ (Contribution Agreement directly awarded). The Contracting Authority will be the European Commission through the EU Delegation to Turkey.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING AND EVALUATION

The overall implementation of IPA assistance in Turkey is subject to monitoring in accordance with Article 18(1) of the IPA II IR. This implies setting up specific monitoring committees whose mandates must be formally defined and agreed with the Commission. In addition, lead institutions are responsible for establishing sector level monitoring by policy area or by programme six months after the Financing Agreement enters into force.

Monitoring committees will convene twice a year and be co-chaired by the NIPAC and Commission representatives. Each monitoring committee will be composed of representatives from the Ministry of Foreign Affairs Directorate of the EU, the NAO, the European Commission, the lead institution of the sector/sub-sector involved and representatives of beneficiary institutions, donor institutions and NGOs. Participation of other stakeholders will be ensured where deemed necessary.

For the Home Affairs sub-sector, monitoring meetings will be organised by the MoI. They will include strategy discussions and will be the link between implementation and further programming phases.

Project Steering Committees (PSCs) will be set up for activity-level monitoring, and will meet at least quarterly, more frequently where relevant as per request of the members. Their role will be to monitor the project's implementation and the achievement of results against indicators specified in the action document, and to agree on corrective action as appropriate. The conclusions of PSC meetings will be agreed by all participants in the meeting minutes.

The PSCs will be composed of representatives of project beneficiaries, the lead institution of the relevant sub-sector, the Ministry of Foreign Affairs Directorate for EU Affairs, the EU Delegation to Turkey, and civil society. Participation of other stakeholders will be ensured where deemed necessary.

Evaluation arrangements

Having regard to the importance/nature of the action, a mid-term, final or *ex-post* evaluation will be carried out for the action or its components. This will be done by independent consultants, through a joint mission or an implementing partner.

The evaluations will be carried out based on DG NEAR guidelines on linking planning/programming, monitoring and evaluation. A Reference Group comprising the action's key stakeholders will be set up

⁴ IOM's partnership with WCO will be confirmed by 1 April 2020 at the latest

for every evaluation, to steer the evaluation process and ensure the required quality level of results, as well as the correct follow up of the evaluation's recommendations.

Evaluations will be carried out at various levels, for problem solving, accountability and learning purposes.

The evaluation reports will be shared with the IPA II beneficiary and other key stakeholders. The implementing partner and the Commission will analyse the evaluation conclusions and recommendations and, where appropriate and in agreement with the IPA II beneficiary, jointly decide on follow-up action to be taken and any adjustments necessary, including, if indicated, reorientation of the project.

In addition, the action might be subject to external monitoring in line with the Commission's rules and procedures set in the Financing Agreement.

5. SECTOR APPROACH ASSESSMENT

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

Turkey's Strategy Document and National Action Plan on Irregular Migration includes the following priorities: (i) preventing irregular migration and strengthening measures to fight against organised crime related to migration; (ii) reducing irregular labour migration through comprehensive policies; (iii) strengthening the return (removal) system for irregular migrants within the framework of human rights standards; (iv) systematically collecting, analysing and sharing data, as well as conducting evidence-based research to contribute to policies on irregular migration; (v) respecting the human rights of irregular migrants, taking measures to protect vulnerable irregular migrants and strengthening development-focused regional and international cooperation to contribute to preventing irregular migration.

The National Action Plan on the Implementation of the Readmission Agreement between Turkey and the EU is focused on strengthening legal, administrative and technical capacities. It is aligned with the **Visa Liberalisation Roadmap**, which identifies the areas where Turkey plans to undertake legislative and administrative reforms to create a secure environment for visa-free travel, including to implement the Readmission Agreement.

The regulation on Inter-Institutional Cooperation and Coordination for Border Management came into force on March 17 2016 and was amended in line with the new Presidential system on February 14, 2019. Article 16 of this Regulation envisaged the establishment of a National Coordination and Joint Risk Analysis Centre within the DG for Provincial Administration under the Ministry of Interior (MoI).

The MoI, with its affiliated bodies and central institutions, is the sub-sector's lead institution and is responsible for the overall coordination, programming and monitoring-evaluation of activities carried out in the sub-sector through the Department of EU Affairs and Foreign Relations. Programming activities are coordinated by the IPA unit and technical level working groups were organised to prepare the Annual Action Programmes. In addition, the Central Finance and Contracts Unit (CFCU) serves as the Contracting Authority in fulfilling the duties arising from project tendering, contract management and financial management.

Monitoring is conducted at various levels. A monitoring committee that convenes once a year and is co-chaired by the NIPAC and Commission representatives will be in place.

As concerns sub-action level monitoring, taking due note of the need for coherence between existing structures, the Sector Monitoring Sub-Committees (SMSCs) will be responsible for monitoring the implementation of national sector /sub-sector strategies in the home affairs sub-sector. Sector monitoring meetings will be held twice a year, with the participation of the Ministry of Interior, the Ministry of Foreign Affairs' Directorate for EU Affairs, the Ministry of Justice and other relevant key institutions, as well as the Central Finance and Contracting Unit and the EU Delegation. These meetings should 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. This law requires the annual preparation of a Medium-Term Programme (MTP), based on which the Presidency of Strategy and Budget prepares Medium-Term Fiscal Plans (MTFP), in coordination with the Ministry of Treasury and Finance. The law aims to ensure that public institutions develop their own strategic plans, and budget based on their performance programs prepared in line with the national plans. These documents also take into account EU accession requirements.

6. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

The equal participation of women and men is taken into consideration and secured in the design of this home affairs action. Based on fundamental principles of promoting equality and combating discrimination, equal access to participation in activities is guaranteed.

Activity 1 will contribute to gender mainstreaming in the context of strengthening asylum procedures, through initiatives aiming at, *inter alia*: providing capacity building on gender-sensitive interview techniques, especially when identifying/dealing with potentially vulnerable IP and TP applicants at the time of registration and in processing at Protection Desks; at RSD or resettlement interviews, and candidates; ensuring collection, maintenance and analysis of sex-disaggregated data on all IP and resettlement interviews conducted and cases processed (with final results).

EQUAL OPPORTUNITIES

The home affairs sub-sector aims to ensure the meaningful participation of all individuals, both men and women, in the design, implementation, monitoring and evaluation of all operations and programmes. To meet 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 are guaranteed. Male and female participation in activities will be based on EU standards; official recruitment announcements will include this commitment. The main criteria for recruitment will be qualifications and experience, with no distinction based on sex, age, race or religion. 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

The activities supported under this action will be implemented without any discrimination, in line with Article 14 of the European Convention on Human Rights.

By strengthening DGMM's capacity to process IP applications more effectively, Activity 1 will further support and promote the protection response targeting people in need of international protection and more efficient access to services of applicants with specific needs. Projects will aim to create a quality national asylum mechanism that is equipped with necessary expertise and tools to process asylum applications at all stages. They will strengthen mitigation of risk of fraud so that the protection response is more efficient and harmonised.

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

Some of the activities included under the 2020 Home Affairs action include the participation of civil society organisations (CSOs).

It is envisaged that civil society involvement will be ensured by engaging key groups in dialogue opportunities and other initiatives under Activity 1, e.g. information provision on anti-fraud measures (reference to Component 1.3), as a potential way of working with non-governmental actors. In addition, mechanisms for consulting selected experts/CSO representatives in the course of developing SOPs and guidance material on IP case handling will be introduced in the framework of the Quality Assurance Board (reference to Component 1.2).

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

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

7. SUSTAINABILITY

Activity 1 aims to be sustainable by building on national plans and seeking synergies with these plans and among national actors. By bringing together different sets of structures, skills and knowledge, the project aims to achieve greater synergies between them, thus contributing to its sustainability. Moreover, *Activity 1* has a strong capacity-building element and actively engages policy makers, civil society, and national and local institutions in its implementation. The project beneficiaries will be provided with the technical knowledge they need to deliver on their responsibilities (through training, study tours, etc.) and, where needed, will receive the right staffing and equipment. Such capacity building will provide DGMM with the necessary tools, frameworks and skillsets to tackle future development challenges.

When DGMM was set up in 2013, it was with the support of temporary staff from other institutions; it had 1,744 permanent staff members by the end of 2019. In line with developments in the migration and asylum area, the diversity of the staff has been changing. DGMM will continue to recruit the necessary staff, supported by funding from the national budget or other donors.

As regards *Activity 2*, NACORAC was officially established by the Regulation on inter-institutional cooperation for border management (published on 17 March 2016). This Regulation also set the foundation for the Integrated Border Management Coordination Board and Border Management Implementation Board. The Border Management Implementation Board will closely follow the work of NACORAC.

Activity 3 envisages the establishment of mechanisms that will be effective in the long run. Both of its components will have a control plan and recommendations report that will set out the principles of

conducting radiation controls and fighting against smuggling at mail processing centres. Cooperation with stakeholders is also perceived as an opportunity rather than a risk in terms of raising awareness at all levels. Furthermore, staff will be trained as trainers, and a pilot analysis team will be set up to disseminate information across the organisation. Moreover, risk profiles will be determined, and training sessions will cover how to revise them in alignment with emerging trends. Thus, DGCE will be able to build on project results and make revisions based on identified possible future challenges.

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. Communication and visibility activities shall be implemented in accordance with the EU communication and visibility requirements in force. All stakeholders and implementing partners shall ensure the visibility of EU financial assistance provided through IPA II throughout all phases of the programme cycle.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process, as well as the benefits of the action for the general public. 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.

Visibility and communication aspects shall be complementary to the activities implemented by DG NEAR and the EU Delegations in the field. The European Commission and the EU Delegations should be fully informed of the planning and implementation of the specific visibility and communication activities. Doing so is the responsibility of each project beneficiary.

The beneficiary must also report on its visibility and communication activities in the report submitted to the IPA monitoring committee and the sectorial monitoring committee.

All projects run and contracts implemented under this programme must comply with the **Visibility Guidelines for European Commission Projects in Turkey** published by the EU Delegation to Turkey, at <https://www.avrupa.info.tr/en/learn-about-eu-visibility-guidelines-16>

All communication and visibility activities should be carried out in close cooperation with the EU Delegation to Ankara. The EU Delegation is the main authority in charge of reviewing and approving visibility-related materials and activities.

The EU-Turkey cooperation logo should always 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 flags should each enjoy at least double prominence in terms of size and placement in relation to other displayed logos. They 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 implementing agency should be clearly separated from the EU-Turkey partnership logo and be maximum half the size of each flag. The logos may not be accompanied by any text. The implementing agency logo and beneficiary logo should be placed in the lower left-hand corner and lower right-hand corner of any materials, respectively.

Any materials published by the Supplier, in whatever form and by whatever medium, including the internet, must 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 all publications made 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”.