1. Basic Information

1.1 Desiree Number

1.2 Title
Support for the development of an Action Plan to implement Turkey’s asylum and migration strategy

1.4 Sector
AD

1.5 Location
Ministry of the Interior

2. Objectives

2.1 Overall Objective

• To align Turkey’s asylum and migration strategy with the acquis.

2.2 Project Purpose

• Prepare an action plan, to be supported in part through the provision of EU funds, to implement Turkey’s asylum and migration strategy with a view to aligning its asylum and migration policies with the EU legislation and to improving the operational capacity (coordination, human resources, equipment) of the agencies responsible for asylum and migration management.

2.3 Accession Partnership and Turkish National Programme for the Adoption of the Acquis

This project proposal addresses the areas defined in the Accession Partnership (AP) and the National Programme for the Adoption of the Acquis (NPAA), as follows:

Accession Partnership:

Short-term priorities

• Develop information and awareness programmes on the legislation and practices in the EU in the field of JHA

Medium-term priorities

• Adopt and implement the EU acquis and practices on migration (admission, readmission, expulsion) so as to prevent illegal migrations
• Lift the geographical reservation to the 1951 Geneva Convention in the field of asylum and develop accommodation facilities and social support for refugees

The NPAA:
Medium-term
• Existing accommodation facilities and social support mechanisms for refugees will be further developed.
• In order to control and prevent illegal immigration, the EU acquis and practices on migration (admission, readmission, expulsion), including prospective common asylum and migration procedures will be adopted and implemented.
• Lifting the geographical reservation on the 1951 United Nations Convention Relating to the Status of Refugees will be considered in a manner that would not encourage large scale refugee inflows to Turkey from the East, when the necessary legislative and infrastructural measures are undertaken, and in the light of the attitudes of the EU Member States on the issue of burden-sharing.

3. Description

3.1 Background/Justification

The Turkish Government in the course of progress towards accession to the European Union and in response to the obligations of the acquis of the EU and its Member States, is pursuing a National Programme for the Adoption of the Acquis.

In order to comply with the EU legislation in the area of asylum and migration, Turkey has 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 Undersecretariat of Customs and established three working groups (borders, asylum and migration) to develop an overall strategy in these areas. The Task Force is expected to complete its work by the end of 2002. It is envisaged that the European Union will provide expert assistance to the working groups in the formulation of their strategy, through an existing “unallocated institution building” project: Administrative Cooperation.

In order to implement this strategy in the field of asylum and migration it will be necessary to develop an operational action plan. The action plan will set out specific needs in the fields of legislative approximation, training of personnel, institutional reform and the purchase of physical infrastructure and equipment.

Due to the considerable scale of investment required to align with the EU in this area, a comprehensive and detailed assessment of Turkey’s needs will also be required.

3.2 Linked Activities

“Developing an asylum system in Turkey” is an ongoing project implemented by the UNHCR funded under the EU Action Plan on Iraq, B7-667 in the area of asylum and migration in Turkey.

A further project “Support to Turkish migration authorities on asylum”, to be implemented by the German Federal Office for the Recognition of Refugees (BAFI) and funded also under the above EU Action Plan on Iraq, shall be put into implementation by the end of 2002.
With a view to assist the Turkish authorities in the development of a strategy on asylum and migration in line with the EU acquis, the European Union will provide expert assistance to the working groups in the formulation of their strategy, through an existing “unallocated institution building” project: Administrative Cooperation between September and December 2002.

A related project in the 2002 Financing Proposal is the similarly structured twinning project related to border management which will also assist the implementation of Turkey’s overall integrated border management policy under the aegis of the Task Force mentioned above.

3.3 Results/Outputs

The outputs to be delivered and the guaranteed results achieved by this project include:

(1) A completed action plan which sets out the legislative alignment, institutional reforms, training and physical infrastructure and equipment necessary to implement the asylum and migration strategy. In particular the action plan should set out priorities for the most immediate investments required, which will form the basis for programming further EC financial assistance in 2003 and beyond.

(2) Detailed project proposals and technical specifications elaborated for the above.

(3) Increased understanding of the EU acquis among Turkish officials.

(4) Dissemination of the strategy to all the agencies involved in its implementation.

3.4 Activities/Inputs

The project will be delivered through a twinning mechanism.

The key inputs to be provided through the Twinning Project include:

- A 1 year Pre-Accession Adviser, to be hosted within the Turkish Ministry of the Interior
- Short term experts for the identification of future projects, including technical specifications
- Study-visits and short-term training

The PAA should have experience at senior level of developing asylum and migration strategy and operational experience in these areas.

3.4.1 Support to draw up an Action Plan

The PAA will assist the Task Force to draft an action plan which will set out:

1) The necessary legislative changes to align with the acquis, in the context of a specified timetable,

2) A programme of support for the development of institutions whose roles are set out in the strategy
3) Identifying training needs and developing a training programme for personnel involved in asylum and migration

4) Identification and prioritization of both infrastructure and equipment necessary to implement the strategy

5) Identification of national co-financing for the above

3.4.2 Drawing up technical specifications and developments of project proposals

With the support of short-term experts the PAA will prepare a detailed implementation schedule for priority projects as set out in 3.4.1. for implementation in 2004 and thereafter.

3.4.3 Organisation of study-visits and training

Study-tours may be organised for key personnel to familiarise them with the application of the acquis in Member States.

Training for both administrative and operational staff will be organized where necessary on the adopted strategy and the EU acquis and its implementation.

3.4.4 Dissemination of strategy through seminars and workshops through practitioners concerned

Seminars and workshops will be organised both for headquarters and operational staff to spread awareness of the new strategy.

3.5 Lessons learned

The design of this project has been greatly assisted by the direct support of the Commission’s Directorate General for Justice and Home Affairs, during a programming mission in Ankara and based on the experience gained with other candidate countries in recent years. Lesson learned in institution building activity under the Phare programme have been incorporated into the design of this project, which clearly indicates that legislative alignment, institutional reforms, improvement of training as well as physical infrastructure and equipment are necessary to implement the asylum and migration management strategy in the medium and long term.

This is the first time such a twinning activity has been financed by the EC in Turkey and no Turkey-specific lessons can therefore be drawn from previous annual programmes. However, it is reported that the UNHCR project funded under the EU’s Action Plan on Iraq mentioned under Section 3.2. Linked Activities has allowed the expansion of UNHCR’s co-operation with the Turkish government on asylum strengthening. The related activities of the project have included joint training programmes and research and study tours aimed at familiarising Turkish officials with the asylum policies and practices of the EU Member States. The project has also provided for support to the government’s asylum system in the form of interpreters and office equipment. The UNHCR reports that the backlog in pending asylum applications has been reduced significantly, while further efforts are necessary to equip the Turkish
authorities with the refugee status determination function, establish country of origin information systems and improve the refugee protection system.¹

Further to that, the project builds on discussions in the sub-committees of the EC-Turkey Association Committee on this sector and in particular an ad hoc sub-committee to address the issues of border management, asylum and migration in Ankara 18-19 July 2002, in which Turkey and the European Union agreed to co-operate on the preparation of a joint Action Programme to combat illegal immigration. The agreed aim is for the Action Programme to be approved by the next EC-Turkey Association Committee (in January or February 2003).

Further information, which has been taken into account in the design of the project, is also available in the mission report on the situation in the field of Justice and Home Affairs in Turkey drafted by the General JHA Expert Mission to Turkey in September 2000. This report refers to the lack of a special authority dealing with refugees, of information on the countries of origin and adequately trained manpower to cope with refugee issues and but states that “it seems possible to reorganise and extend the Turkish refugee system in the long-term to make it come up to the common EU standard”.² It also calls for, as far as migration is concerned, a strategy and time-scale for the effective control and management of all Turkish borders, legislation in the filed of migration that is fully aligned with the relevant EU acquis, a comprehensive training of personnel of all ranks and a comprehensive strategy for the upgrading of technical equipment.³

The lessons learned from TAIEX activities related to this sector planned for October/November will also be addressed during programme implementation.

4. Institutional Framework

The Ministry of the Interior and relevant agencies are the project beneficiaries. The PAA will work directly with the Ministry of the Interior.

If deemed necessary, the development of an overall Border Management Strategy and this action plan may lead to institutional reorganisation.

5. Budget

<table>
<thead>
<tr>
<th>Project Components</th>
<th>Investment</th>
<th>Institution Building</th>
<th>Total EU financing (I+IB)</th>
<th>National co-financing</th>
<th>IIF</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Twinning</td>
<td></td>
<td>807.000 €</td>
<td>807.000 €</td>
<td></td>
<td></td>
<td>807.000 €</td>
</tr>
<tr>
<td>Supply contract</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>807.000 €</td>
<td>807.000 €</td>
<td></td>
<td></td>
<td>807.000 €</td>
</tr>
</tbody>
</table>

Budget Breakdown:

¹ UNHCR Grant Applications 2001 and 2002 to the EC Programme on Preparatory Actions: Cooperation with Third Countries in the Area of Migration.
³ ibid., p. 29.
MS - Project Leader Costs 20,000

PAA – Costs 200,000

Linguistic Assistant 12,000

Short-term experts 250,000

Study-visits and training 250,000

Dissemination of strategy 50,000

Contingency 25,000

Total 807,000

Turkey’s contribution to the project, not indicated here, will cover provision of office equipment and space for the PAA, organisational costs of trainings (rental fees, accommodation, catering as well as local and international travel of trainees) and other costs non-eligible for pre-accession funding, as specified in the “Reference Manual on Twinning Projects”.

6. Implementing Arrangements

6.1 Implementing Agency

The CFCU is the Implementing Agency responsible for tendering, contracting and accounting.

6.2 Beneficiary

The beneficiary is the Turkish Ministry of the Interior though its National Police Organisation.

6.2.1 Twinning contact person

On the Turkish side project leader is:

Mr. Ramazan ER
Deputy General Director-General Directorate of Turkish National Police
Ministry of Interior
Phone: +90-312-412 22 05
Fax: +90-312-466 90 11
Address: Emniyet Genel Müdürlüğü, Dikmen-Ankara

The counterpart of the PAA is:

Mr. Mehmet TERZIOGLU
Head of Department-Department for Foreigners Borders Asylum
6.3 Non-standard aspects

N/A

6.4 Contracts

The twinning covenant is in the focus of the project (estimated value is Euro 807,000).

7. Implementing Schedule

The Twinning project is scheduled for one year.

Start of twinning selection 4 Quarter / 02
Start of twinning activity 2 Quarter / 03
Project completion 1 Quarter / 04

8. Equal Opportunity

Equal opportunity principles and practices in ensuring equitable gender participation in the Project will be guaranteed.

9. Conditionality and sequencing

Adoption as planned of an asylum and migration strategy in the framework of the national Task Force by the end of 2002.

Projects to be implemented through twinning require the full commitment and participation of the senior management of the beneficiary institutions.

ANNEXES

1. Logical framework matrix in standard format
2. Detailed implementation chart
3. Contract and disbursement schedule by quarter
**LOGFRAME PLANNING MATRIX FOR**

**PROJECT:**
SUPPORT FOR THE DEVELOPMENT OF AN ACTION PLAN TO IMPLEMENT TURKEY’S ASYLUM AND MIGRATION STRATEGY

<table>
<thead>
<tr>
<th>Contracting period expires:</th>
<th>Disbursement period expires:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Total Budget: 0.807 M EURO EU Budget: 0.807 M EURO

<table>
<thead>
<tr>
<th>Overall Objective</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| To align Turkey’s asylum and migration system with the acquis | • Extent of alignment with the asylum and migration acquis  
• Extent of Turkey’s participation in EU asylum and migration related instruments and policies | European Commission’s Opinion on the Status of Preparation of Turkey for Accession  
EC-Turkey Association Committee sub-committees |  |

<table>
<thead>
<tr>
<th>Project Purpose</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| Prepare an action plan, to be supported in part through the provision of EU funds, to implement Turkey’s asylum and migration strategy with a view to aligning its asylum and migration policies with the EU legislation and to improving the operational capacity (coordination, human resources, equipment) of the agencies responsible for asylum and migration management | • Administrative and information support from agencies to the project experts for full participation to the activities of asylum and migration strategy including relevant legislation, institutional framework, training structures, existing infrastructure and facilities  
• Disseminated action plan | Regular Reports to the Commission  
Asylum and Migration Strategy adopted by the Turkish Government | Willingness to fully harmonised and implement national legislation. |

<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| A. Completed action plan which sets out the institutional reforms, legislative alignment, training and physical infrastructure needs.  
B. Detailed project proposals and technical specifications elaborated.  
C. Increased understanding of the EU acquis among Turkish officials  
D. Dissemination of strategy to all agencies | • Action Plan adopted at the end of 2004  
• The inclusion of, at the latest in the 2005 National Programme, a significant investment component  
• 50 key personnel trained on EU acquis by end of 2004 | Draft documents  
Regular reviews by representatives of the European Commission  
Regular reports by the Pre-Accession Advisor  
Twinning project reports  
EC Delegation information | Twinning assistance from an appropriate agency/ies in EU Member State/s and in line with EU acquis on asylum and migration  
Full commitment of the Government institutions with |
- 250 staff (headquarters and operational staff) trained on the new strategy by end of 2004
- 5 training courses on the dissemination of strategy provided by the twinning project by mid 2004.

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Costs (€)</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>A one-year pre-accession adviser to be hosted within the Ministry of Interior</td>
<td>Twinning assistance from agency/ies in EU Member State/s</td>
<td>Total 807,000</td>
<td>Full commitment of the involved authorities Twinning assistance from an appropriate agency/ies in EU Member State/s Effective monitoring of project implementation Timely availability of adequate resources</td>
</tr>
<tr>
<td>A.1. Definition of the necessary legislative changes for alignment with the EU acquis</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A.2. Programme of support for the development of institutions whose roles set out in the strategy</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A.3. Identifying training needs for staff related with issues of asylum and migration</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A.4. Identification and prioritisation both infrastructure and equipment to implement the strategy</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A.5. Identification of national co-financing</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>B.1. Drawing up technical specifications and development of project proposals</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>B.2. Short-term experts for future projects including technical specifications</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.1. Organisation of study-visits and training</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>D.1. Organisation of seminars and workshops for practitioners concerned for the dissemination of strategy</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Twinning report responsibilities in carrying out their roles set out in the strategy Effective co-ordination between the various components of the project.

Preconditions
- Full commitment of all involved authorities
- European Union Budget available
- Adoption as planned of an asylum and migration strategy by the end of 2002
<table>
<thead>
<tr>
<th>ANNEX II</th>
<th>IMPLEMENTATION CHART</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>I-Twinning</td>
<td>OND</td>
<td>JFMAM</td>
<td>JASOND</td>
</tr>
<tr>
<td>Support to draw up an Action Plan</td>
<td>D D D C C C I I I I I I I I I I I I I I I I</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Drawing up technical specifications and developments of project proposals</td>
<td>D D D C C C I I I I I I I I I I I I I I I I</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Organisation of study-visits and training</td>
<td>D D D C C C I I I I I I I I I I I I I I I I</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dissemination of strategy through seminars and workshops through practitioners concerned</td>
<td>D D D C C C I I I I I I I I I I I I I I I I</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Design: D
Tendering and contracting: C
Implementation and Payments: I
ANNEX –III Commitment and Disbursement Schedule (in Euros)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Twinning</td>
<td>807.000</td>
<td>807.000</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>807.000</td>
</tr>
<tr>
<td>Annual</td>
<td>807.000</td>
<td>807.000</td>
<td>807.000</td>
<td>807.000</td>
<td>807.000</td>
<td>807.000</td>
<td>807.000</td>
</tr>
<tr>
<td>Cumulated</td>
<td>807.000</td>
<td>807.000</td>
<td>807.000</td>
<td>807.000</td>
<td>807.000</td>
<td>807.000</td>
<td>807.000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Twinning</td>
<td>303.000</td>
<td>114.330</td>
<td>114.330</td>
<td>114.340</td>
<td>161.000</td>
<td>807.000</td>
<td>807.000</td>
</tr>
<tr>
<td>Annual</td>
<td>303.000</td>
<td>114.330</td>
<td>114.330</td>
<td>114.340</td>
<td>161.000</td>
<td>807.000</td>
<td>807.000</td>
</tr>
<tr>
<td>Cumulated</td>
<td>303.000</td>
<td>417.330</td>
<td>531.660</td>
<td>646.000</td>
<td>807.000</td>
<td>807.000</td>
<td>807.000</td>
</tr>
</tbody>
</table>