1. Basic Information

1.2. Project title: Visa policy and practice
1.3. Sector: Justice and Home Affairs
1.4. Location: Turkey

2. Objectives

2.1. Overall objective

To achieve compliance with the visa policy and practice as laid down in Titles IV TEC and VI TEU and with Schengen standards, stated in Protocol to the Amsterdam Treaty.

2.2. Immediate objectives

Turkish Ministry of Foreign Affairs in charge of:

- developing the legislative framework on visa issues in accordance with EU acquis,
- developing and implementing visa practices in accordance with the EU acquis,
- implementing document security in cooperation with the Turkish Ministry of Interior.

2.3 AP and NPAA

This project proposal addresses the areas defined in the revised Accession Partnership (AP) and the National Programme for the Adoption of the Acquis (NPAA) as short/medium-term for Turkey’s accession to the EU, as follows:

**Accession Partnership short-term priorities:**

- Improve the capacity of public administration to develop an effective border control management in line with the acquis and best practices with a view to prevent illegal migration.

**Accession Partnership medium-term priorities:**

- Pursue alignment of visa legislation and practice with the acquis.
- Adopt and implement the acquis and best practices on migration (admission, readmission, expulsion) with a view to preventing illegal immigration.
- Continue alignment with the acquis and best practices concerning border management so as to prepare for full implementation of the Schengen acquis.

**NPAA:**

- Border management will be reinforced and preparations will be made to fully implement the Schengen Convention.
- Work will be undertaken for the alignment of Turkish visa legislation and practices with the EU acquis.
3. Project description

3.1. Background and justification

Visa Policy and Visa Legislation in Turkey

The visa policy of Turkey is laid down by the Ministry of Foreign Affairs in consultation with the line Ministries. According to the Passport Law, the authorities responsible for visa procedures are:

Ministry of Foreign Affairs (MFA)
- Visa Department
- Diplomatic and Consular Representations

Ministry of Interior (MoI)
- Governor’s Offices

According to Turkish legislation, the competent authorities for issuing visas are the consular officers of the diplomatic and consular representations. The legislation permits issuing of visas at the border for the nationals of a limited number of countries, as well as certain individuals who come from a country where there is no Turkish diplomatic representation (this is possible only under certain circumstances). The visa applicant is always checked in the blacklist before a visa is issued at the border. Inside the country, it is the provincial governors (or with their permission, provincial police directorates and town governors) who can prolong the stay granted by a visa for regular passports, which then become residence permits. According to Article 8, paragraph 7 of the Passport Law, the police authorities at the entry have the right to refuse entry to aliens and may require them to present any documentation related especially to their purpose of entry, including means of subsistence while in Turkey and if necessary deny entry/ensure their departure from Turkey.

Turkey’s current legislation governing visa practice consists of two separate Acts, namely the Passport Act No. 5682 and Act No. 5683 on Residence and Travel of Foreigners in Turkey. From the initial review of these two at different occasions, it has been concluded that both Acts need to be amended for alignment with the EU acquis. In addition, the visa practice in large part is determined and shaped by administrative decisions in Turkey. Therefore, there seems to be a need for a consolidated “Ministry of Foreign Affairs Regulation” or a “Council of Minister’s Decree” to transpose the basic principles and provisions of the Common Consular Instructions of the EU, especially as regards visa applications, consultation, decision and issuing of visas. Turkey’s visa sticker is also regulated by an administrative decision and this may also have to come under a possible Decree or Regulation.

During the year 2001, around 495,000 visas were granted by the diplomatic and consular representations abroad. The rejection rate differs between almost 0% (e.g. South American countries) to 40% (for certain countries in the Middle East). During 2001, a total of 3,372,919 visas were granted at the border gates. At present, Turkey grants a total number of 34 countries visas at the border, including some Member States of the EU.

Recent Developments regarding Visa Policy

Within the framework of an initial legislative scrutiny carried out jointly by the European Commission and Turkey during Subcommittee meeting no. 8 “Customs, Tax, Drugs and Money Laundering” held in Brussels on 20-21 March 2002, the Turkish delegation indicated that it had adopted a gradual approach for the process of alignment with the EU common visa lists. It also referred to its current work on introduction of new visa stickers in view of its harmonisation with EU standards, as well as on the renovation of passports in order to include stricter security features. The Turkish delegation took note of
the fact that a number of its practices, namely on granting of border visas and on transit visas at airports, were not in line with the “acquis”. It expressed its willingness to complete the alignment of the Schengen “acquis” by the end of 2004 as stated in the Turkish NPAA.

Since then Turkey has continued with the gradual alignment of the negative visa list. In September 2002, Turkey introduced visa requirements for six countries. Recently in April 2003 Turkey lifted visa exemptions for the citizens of another 13 countries. Consequently, the Ministry of Foreign Affairs reports that this brings the discrepancy between the EU visa obligations list and that of Turkey to 7 countries.

Administrative Capacity and Visa Practice

In terms of administrative capacity, Turkey has a national visa register unit functioning under the Directorate General for Security at the Ministry of Interior and a functioning on-line link between this central authority and border gates. On the other hand, the consular services abroad have an on-line link with the Ministry of Foreign Affairs. However, a visa-on-line system between the Ministries of Foreign Affairs and Interior does not exist, which means that the consular services issuing visas abroad do not have direct access to the national visa register and consultation with the Ministry of Interior is carried out via telex.

The consul at the diplomatic or consular representation decides whether a visa is being granted except for consultation cases. The consular post has to consult with the relevant authorities (Ministry of Interior) in cases of those nationals coming from countries for which consultation is required.

As a general rule, all applicants must appear in person before a visa can be issued, in particular when the visa application is made for the first time. An interview of the visa applicant is always carried out. In case of need for consultation, the applicant has to fill in a questionnaire, which includes questions mainly on identity and purpose of travel. Again as a general rule, all the applicants must present an invitation from someone who will sponsor the visa applicant during his/her stay in Turkey. In general, applicants are asked to present the proof of sufficient financial means as well as a health insurance.

Visa applications are processed within 35 days at the most in cases of consultation. In case there is no need for consultation, a visa may be issued within a few days.

Turkey has around 200 consular offices abroad. Currently, there are no specialized personnel and equipment at consulates against forgery and falsified documents and the need to have the required equipment and personnel appears to grow especially when taking the risk of illegal migration into account. At present, a comprehensive Consular Manual is provided to consular staff, which contains information on procedures to apply when issuing visas.

Existing gaps as regards visa regime, legislation and practice

As also concluded in the report “Status quo, gaps and agreed recommendations for further harmonization with the EU Acquis in the fields of Visa Policy, Visa Legislation, Visa Practice, Education and Training and Visa Information Technology” of 7 January 2003 prepared within the framework of TAIEX Expert Mobilisation 6273, there are a number of gaps between the visa regime, legislation and procedures of Turkey and those of the EU. These are in short:

- Need for harmonization of the Turkish visa regime,
- Lack of Airport Transit Visa in Turkey,
- Necessity to gradually end the practice of issuing visas at the border,
- Necessity to gradually harmonize the types of visa,
- Alignment of visa instructions and practices with those of the EU,
• Upgrading the standards of document security by developing a new visa sticker,
• Ensuring a higher level control of document forgery by equipping Turkey’s representations with the standard set of equipment as foreseen in the EU,
• Establishing a visa-on-line system between the Ministries of Foreign Affairs and Interior (the IT systems of the two ministries are similar to a great extent, therefore during the design phase of this project the IT experts of both ministries have concluded that two workstations for the MFA and four workstations for the MoI will be sufficient for the establishment of an on-line system between the two ministries which will include circulation of visa information),
• Lack of training with regard to EU legislation and practices on visas (there is basically no such training at present) for the concerned personnel within the MFA and MoI.

In view of the above, it is clear that Turkey’s transposition of the Acquis would necessitate detailed and careful study of the EU legislation and would involve technical know-how, training and upgrading of infrastructure.

This project will be complementary to the comparatively small-scale actions of TAIEX and ODYSSEUS in 2002, in the sense that a certain awareness has been created among the responsible Turkish officials on EU visa issues.

The project aims to contribute to the programme of work required to harmonize the management of Turkish visa policy and practice and related infrastructure with those of EU, as required for European Union alignment. According to the Council Recommendations of April 1999, the visa issuing should be provided with the equipment for detection of false and falsified documents. Turkey would need to review its measures, including training and anti-forgery equipment, in connection with its classification of low to high-risk areas for its diplomatic and consular representations.

According to the EC Regulation on the format of the visa sticker 334/2002, new features of document security shall be reached. It is a condition to fulfil tasks relating to visa issuance, gathering and processing of necessary information on foreigners, including statistical data, in accordance with Schengen requirements. Also introduction of visa obligation for nationals of countries listed in the EC Council Regulation 574/99 may demand a personnel strengthening of a number of consular offices. Facing the above, continuation of suitable further training is indispensable to allow fulfilling of enlarged tasks at different levels.

These issues, which will be largely dealt with within the framework of the planned project, are also in line with the recommendations of the TAIEX report regarding visas mentioned above, which can be summarised as follows:1

• Alignment of the Turkish visa policy with the EU acquis,
• Development of a new visa sticker using EU security features as an example,
• Legislative alignment with the acquis, including definition and types of visas,
• Elaboration of a Turkish visa instruction in accordance with the Common Consular Instructions,
• Strengthening measures for detection of false or falsified documents,
• Active participation in consular co-operation with Member States of the EU in third countries, and
• Training of consular personnel, especially regarding the application of the CCI and other respective regulations as well as use of technical equipment for document security.

3.2. Linked activities

In order to comply with the EU legislation and practice in the area of border management, 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 has completed its work in the first quarter of 2003. At present, work is underway to secure the commitment of the political decision making-authority for the strategies and to include them in the revised NPAA, on which the Turkish government is currently working.

With a view to assist the Turkish authorities in the development of a strategy on border management and migration/asylum in line with the EU acquis, the European Union has provided expert assistance to the working groups in the formulation of their strategy, through an existing “unallocated institution building” project: Administrative Cooperation between September 2002 and February 2003.

In order to implement this strategy, it will be necessary to develop an operational action plan. The action plan should set out specific needs in the fields of legislative approximation, training of personnel, institutional reform and the purchase of physical infrastructure and equipment. Accordingly, two related projects have been developed within the 2002 Financing Proposal to develop the action plans on border management and asylum/migration and will be delivered through twinning. The twinning selections have already been completed and following the drafting of the covenant, the projects are expected to start in the 3rd quarter of 2003.

3.3. Results

- Turkish legislative framework for visa issues in alignment with EU visa legislation drafted
- Turkish visa practices in alignment with EU practices drafted
- Training material for visa officers developed
- Turkish visa instruction developed in accordance with CCI
- Consular staff trained on new visa instruction and the application of CCI
- On-line link between MFA and MoI established
- Consular staff trained in the detection of false and falsified documents and use of equipment for document security
- New visa sticker developed with higher security features

3.4. Activities/Inputs

In order to meet the project purpose and to produce the results indicated in section 3.3, the project activities will address three main areas. These are: 1) assistance in the harmonization of Turkish visa legislation and practice with the EU visa legislation and practice as well as assistance in the development of the new Turkish legislative framework on visa issues, 2) strengthening measures for document security through training and equipping Turkey’s diplomatic and consular missions against anti-forgery, and 3) assistance in the development of the new Turkish visa sticker, together with the selection of the required equipment and training for the relevant personnel.
3.4.1. Alignment with the EU Acquis (Visa Legislation and Visa Practices)

The EU Acquis on visas has largely developed within the Schengen system and with the Amsterdam Agreement it has been taken over by the Community. The visa Acquis, in effect, can be said to consist of basically the Common Consular Instructions (CCI) (SCH/COM/ex (99) 13) in its entirety and with all its annexes. The main body of CCI defines the types of visas, the responsible missions and issuing procedures, sets out the application procedure and examination of the applications, decisions and the mode of filling in visa stickers. Finally, it prescribes administrative and management structures. CCI has 15 annexes which in themselves are subject to various legal procedures and in constant process of improvement and amendment.

Thus, this module is designed to assess current Turkish legislation, practice and procedures and to make recommendations and adaptations for alignment with the EU acquis and practices, covering also education and training and visa information technology. It will include the following:

- Assessment of the existing visa legislation and other legislation governing visa practices
- Identification of key deficits and areas of intervention and improvement
- Assistance in the development of Turkish legislative framework on visa issues and alignment with EU visa legislation
- Assessment of the current visa practices and identification of key deficits and areas of intervention
- Assistance in drafting proposals for alignment of visa practices with those of the EU
- Development of a Turkish Visa Instruction on the basis of the “Bucharest CCI”
- Development of (EU acquis related) training material for visa officers
- Advice on establishing a national VIS office and its working procedures
- Recommendations regarding the establishment of a Central Visa Authority (Art. 17 para. 2 of the 1990 Schengen Convention)
- Training of visa officers on the new Turkish Visa Instruction and on CCI (for ca. 300 consular staff)
- Training on co-operation with EU consular posts in third countries
- Study visits to EU consular posts in third countries
- Training in operating IT systems (introductory IT training for consular staff)
- Identification of recommendations and procedures on the exchange of information on the issuing of visas between the relevant authorities (MFA & MoI)
- Provision of equipment for the on-line link between MFA and MoI
- Use of visa-IT and visa database–training for IT personnel of MFA & MoI
- Assessment of the existing documentation system for visa applications and recommendations for Schengen applications

**Investment Component**

Investment component of this module will cover the provision of the following equipment for the on-line link between the MFA and MoI:

6 workstations (2 for MFA & 4 for MoI) x 1,500 = **9,000 Euro**
3.4.2. Document security

Turkey has 200 consular missions abroad. It is important that staff working in diplomatic and consular representations abroad are trained not only on visa matters in general, but on document security to identify false or falsified documents. Just as important is to equip diplomatic and consular representations, which do not have sufficient or any equipment, for the detection of false or falsified documents at least with the equipment laid down for low risk areas in this Council Recommendation of 29 April 1999 (1999/c 140/01). Thus, this module will provide:

- Training in false document detection and use of new software and procedures – for consular staff and visa officers (This may consist of one or two-week training programmes covering approximately 300 consular staff),
- Review of measures taken in connection with category of the risk level of the Turkish missions abroad,
- Expertise and recommendations on the development of the future technical infrastructures (mainly related to security features of documents and detection of false or falsified documents)
- Training of trainer-trainers within the MFA on visa matters and document security (anti-forgery) for ca. 30 trainers
- Procurement of anti-forgery equipment and other hardware and software

Investment Component

Investment component of this module will cover the provision of the following equipment as standard set of EU equipment for the detection of document forgery (# 1,2,3) for 200 representations and necessary hardware and related software, two for each representation, when using the new visa sticker:

- magnifier with integrated light (#1): 100 Euro x 200 = 20,000 Euro
- UV-lamp (#2): 80 Euro x 200 = 16,000 Euro
- Retroviewer (#3): 50 Euro x 200 = 10,000 Euro
- Inkjet printer (#4): 300 Euro x 400 = 120,000 Euro
- scanner and related software (#5): 1000 Euro x 400 = 400,000 Euro

TOTAL = 566,000 Euro

3.4.3. Development of the new visa sticker

This module aims at providing assistance to develop the new visa sticker for Turkey with higher security features. Security features of both Turkish visa stickers issued at consular representations abroad and at border gates do not correspond to those described in the Council Regulation of 29 May 1995. It is important that Turkey benefits from the financial and technical resources of the EU as regards researching, deciding and procuring the visa sticker, which prior to membership would conform as much as possible to that of the EU. Thus, this module will provide:

- Assessment of the visa stickers currently in use and identification of key issues with regard to security features,
- Assistance in the development of the new visa sticker in accordance with EU standards and new security features,
Turkey - Twinning for visa policy and visa practice

- Assistance in selecting and procurement (identification and description of technical specifications related to publishing) of the new Turkish visa stickers together with the complementing software and hardware as well as training of personnel,
- Assistance in determining the procedure for the introduction of the new visa sticker.

The Project’s three components will be delivered through the following arrangements:

- A Twinning Project (Institution Building activities)
- A limited investment package including equipment relating to the components listed above.

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 Foreign Affairs
- Short term experts for assistance in legislative alignment, visa practices, document security, development of the visa sticker, IT training and identification of future projects, including identification and description of technical specifications
- Study-visits and short-term training

The PAA should have:

- Good knowledge of the EU visa regime and practice,
- Extensive experience in developing and implementing policies with regard to visas,
- Have access to specialist officers who are able to provide the detailed and relevant information required,
- Experience with international co-operation and practice with bodies of EU,
- Experience in project management and necessary managerial skills,
- Good training and advisory capabilities,
- Knowledge of EU procurement rules,
- Good knowledge of English.

The short-term experts will be qualified in the particular fields in which they are being deployed, either through formal qualifications or through practical experience.

3.5. Lessons learned

The design of this project has been greatly assisted by a Member State expert, who has worked in EU programmes in other candidate countries. The lessons learned in tackling visa issues, in particular through institution building based on twinning, and other JHA issues in other candidate countries under the Phare programme, have been incorporated into the design of this project. These lessons underline the importance of providing support to Turkey in its efforts to further harmonise with the EU Acquis in the fields of Visa Policy and Visa Practice, specifically relating to the issues of legislation, administrative structure, legal procedures, personal resources, technical equipment and their practical implementation.

This is the first time such activity has been financed by the EC in Turkey and no Turkey-specific lessons can therefore be drawn from previous annual programmes.

In 2001 and 2002, the Visa Module of the PHARE Horizontal Programme Migration, Visa and Border Control Management (PHARE Service Contract No. 00-0314.00) was implemented with the then Central and Eastern European Candidate Countries Bulgaria, Estonia, Latvia, Lithuania, Poland, Romania, Slovak Republic, Slovenia, Czech Republic and Hungary.
As a result of 67 missions carried out in the framework of the Visa Module, 193 country specific recommendations in total were compiled for all ten participating States, focusing on the required harmonisation of the EU acquis in the fields of visa policy, visa legislation, visa practice, document security, education and training of consular personnel and visa information technology. Thereby a differentiation was made between necessary adoption requirements for EU accession and for Schengen operative membership. Specific seminars on document security, education and training of consular personnel, visa information technology and visa practice (Common Consular Instructions) have been implemented for all 10 States.

In addition, visa issues have been dealt with in even greater detail in a number of Twinning projects (e.g. SL98/IB/JHA/02, SR99/IB/JH/01, PL2001/IB/JH/01b).

Specific to Turkey, the conclusions of 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, which took place in September 2000, has been taken into account in the preparation of this project. This report makes the following statements: “the present visa regime operating in Turkey does not comply with the acquis. It appears that Turkey’s visa policy is at present largely influenced by tourism considerations. Visas can be obtained directly at the point of entry into Turkey. This was equally true of border crossings at road and railway points. Each visa office was staffed 24 hours a day. Each location also had access to cash machines to aid the traveller….It was subsequently explained that visas ranged from 15 days up to three months validity. …. Although not in line with the EU, the current system does appear to function well within the limited parameters.”

Similarly, the Regular Report 2002 states the following:

“Regarding visa policy, Turkey has made progress on harmonisation with the EU visa regime…. A number of practices, such as the granting of visas at borders and transit visas at airports, are not in line with the acquis. Turkey is continuing its preparations for the introduction of new visa stickers with a view to harmonising with EU standards.”

The TAIEX expert mission of December 2002 recommends the following:

1- Terminate the remaining visa free agreements according to the EU negative list in 2003, as planned,
2- Further explore the possibilities for the introduction of a visa free regime for EU Member States and other Candidate Countries,
3- Explore possibilities for EU technical assistance and financial support when preparing the new visa sticker,
4- Ensure that the technical equipment for printing the new visa sticker is available at all relevant authorities and that the personnel has received the necessary training for printing the new visa sticker,
5- Take into account as appropriate Annex 2 of the Common Consular Instructions and also monitor future developments of this Annex, when negotiating agreements on exceptions from the visa requirements for diplomatic and service passport holders,
6- In long-term perspective, when legal changes to the Turkish legislation are being discussed, take further into account the EU/Schengen definitions and provisions, as appropriate,

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7- Follow the developments on the EU level with regard to seamen in transit, as the question on seamen in transit presently is under discussion in the Visa Group of the Council of the European Union.
8- Elaborate a consolidated consular instruction which follows the CCI and the Bucharest Consular Instructions,
9- Provide consular and diplomatic representations with equipment for the detection of false or falsified documents,
10- Introduce training in the use of such equipment at all visa issuing authorities,
11- Actively participate in local consular co-operation,
12-Provide common training for all staff involved in visa matters for a solid knowledge basis on migration issues and Schengen Convention.

Thus, the project takes into account the majority of the above findings and recommendations, which are reflected in the different modules.

4. Institutional framework

The Twinning Project will be implemented by the Turkish Ministry of Foreign Affairs, in co-operation with Ministry of Interior where relevant.

A Project Steering Committee (PSC) will be established consisting of the members of the Ministry of Foreign Affairs, Ministry of Interior, Ministry of Justice, the European Commission and the EU partner(s) of this programme. It will monitor, supervise and coordinate the overall progress and implementation of the project. The PSC will also provide guidance for the different components of the project, approve the results, define priorities, approve and will monitor budgets.

Main institutions involved in the project are: Ministry of Foreign Affairs (Consular Department (Visa Section), IT Department), Ministry of Interior (IT Department and Foreigners’ Department - unit responsible for issuing residence permits and the national visa register - of the General Directorate of Security), Ministry of Justice (to be involved in the process of legislative harmonization with a view to providing expertise on Turkish legislation) and the relevant government agency which will be responsible for printing the new visa stickers.

The PAA will work directly with the Ministry of Foreign Affairs. The Ministry of Foreign Affairs will be responsible for the provision of the necessary resources to enable the PAA to function properly. The Ministry will also arrange with all of the other Agencies for the nomination of module co-ordinators.

Equipment purchased by the project will ultimately be owned by the Ministry of Foreign Affairs.

5. Detailed Budget

<table>
<thead>
<tr>
<th>Project Components</th>
<th>Investment</th>
<th>Institution</th>
<th>Total EU financing (I+IB)</th>
<th>National financing</th>
<th>co-</th>
<th>IFI</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Twinning</td>
<td>1,344,000</td>
<td>1,344,000</td>
<td>1,344,000</td>
<td></td>
<td></td>
<td></td>
<td>1,344,000</td>
</tr>
<tr>
<td>Supply contract for equipment</td>
<td>431,000</td>
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<td>431,000</td>
<td>143,667</td>
<td></td>
<td></td>
<td>574,667</td>
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<tr>
<td>TOTAL</td>
<td>431,000</td>
<td>1,344,000</td>
<td>1,775,000</td>
<td>143,750</td>
<td></td>
<td></td>
<td>1,918,667</td>
</tr>
</tbody>
</table>
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. Implementation arrangements

6.1. Implementing Agency

The CFCU is the Implementing Agency responsible for tendering, contracting and accounting. The PAO is Erkan Tortop of the CFCU.

6.2. Twinning

The beneficiary is the Turkish Ministry of Foreign Affairs through its Consular Department.

6.2.1 Twinning contact person

On the Turkish side project leader is:
Mr. Umur Apaydin
Ambassador
Ministry of Foreign Affairs
General Director for Consular Affairs
Address: Anıt Caddesi, No.12 Tandogan-ANKARA
Tel: +90 312 292 20 83-84, Fax: +90 312 213 80 37

The counterpart of the PAA is:

Ms. Sibel Muderrisoglu
First Secretary
Ministry of Foreign Affairs, Consular Department (Visa Section)
Address: Anıt Caddesi, No.12 Tandogan-ANKARA
Tel: +90 312 292 2059, Fax: +90 312 212 89 66
e-mail: smuderrisoglu@mfa.gov.tr

6.3. Non-standard aspects

Provisions of the Twining Manual will be followed.

6.4 Contracts

The twinning covenant is in the focus of the project (estimated value is Euro 1,344,000).

One supply contract is envisaged which covers the equipment inputs (estimated value is Euro 574,667).

7. Implementation schedule

The Twinning project is scheduled for one year duration.

Start of twinning selection 4 Quarter/03
Start of twinning activity 3 Quarter/04
Tendering of equipment 3 Quarter/04
Contracting of equipment 4 Quarter/04
Project completion 3 Quarter/05

8. Equal opportunity

The beneficiary is an equal opportunity employer. Appropriate professional qualifications and experience will be the main factors of personnel recruitment and evaluation. Both women and men have identical prospects. Nevertheless, all periodical progress review reports and other interim reports will include a specific explanation on measures and policies taken with respect to participation of women and equal opportunity for women and men and will provide measurements of achievement of this goal.


11. Investment criteria: n.a.

12. Conditionality and sequencing

There is no pre-condition for the start of the project.

During project implementation, the Turkish Ministry of Foreign Affairs will be disseminating the necessary curriculum and training methods developed during the programme through further training and awareness-raising activities, especially through the use of trainers trained in the programme.

In addition to providing the twinning partner with adequate staff and other resources to operate effectively, the senior management of the beneficiary institution is expected to be involved in the development and implementation of policies and institutional change required to deliver the project results.

The projects will be co-financed from the budgets of beneficiaries for the years 2004 and 2005.

ANNEXES

1. Indicative budget breakdown
2. Logical framework matrix in standard format
3. Implementation chart in standard format
4. Contracting and Disbursement Schedule by quarter for full duration of programme
Annex I: Indicative Budget Breakdown

<table>
<thead>
<tr>
<th>Category</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>MS - Project Leader Costs</td>
<td>20,000</td>
</tr>
<tr>
<td>PAA – Costs</td>
<td>200,000</td>
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<tr>
<td>Linguistic Assistant</td>
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</tr>
<tr>
<td>Module (1) – Legislative alignment</td>
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<tr>
<td>Module (2) – Document security</td>
<td>400,000</td>
</tr>
<tr>
<td>Module (2) – Investment</td>
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<tr>
<td>Module (3) – Visa sticker</td>
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<tr>
<td>Contingency</td>
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</tr>
<tr>
<td><strong>Total – (maximum budget)</strong></td>
<td><strong>1,918,667</strong></td>
</tr>
</tbody>
</table>
### Annex II: Logframe matrix for VISA POLICY AND PRACTICE

#### Overall objective
To achieve compliance with the visa policy and practice as laid down in Titles IV TEC and VI TEU and with Schengen standards, stated in Protocol to the Amsterdam Treaty.

<table>
<thead>
<tr>
<th>Objective verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Achievement of compatibility with the EU acquis</td>
<td>Evaluation of the EU Regular Report on Turkey’s progress towards accession Evaluation of the progress in the implementation of the Turkish National Programme for the adoption of the Acquis</td>
<td>Lack of financial resources to cover all needs.</td>
</tr>
</tbody>
</table>

#### Project purpose
Turkish Ministry of Foreign Affairs in charge of:
- developing the legislative framework on visa issues in accordance with EU acquis,
- developing and implementing visa practices in accordance with the EU acquis,
- implementing document security in cooperation with the Turkish Ministry of Interior.

<table>
<thead>
<tr>
<th>Objective verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Proposals for necessary amendments on two major laws and other related legislation by project end - A new consolidated guideline prepared by mid 2005 - Increase by 20% in the amount of forged documents captured/identified in 2005 - Rise by 20% in the number of identified forgery of the Turkish visa sticker in 2005</td>
<td>Reports of the EU experts; beneficiary’s reports; specific analysis; statistical data.</td>
<td>Proper strategy of staff training; professional preparation of services involved in the project.</td>
</tr>
</tbody>
</table>

#### Results

<table>
<thead>
<tr>
<th>Objective verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Draft proposals for legislation and practices by project end - Training material as of mid 2005 - New Visa Instruction as of mid 2005 - 300 staff trained by 2nd quarter 2005 - On-line link functioning as of mid 2005 - 300 staff trained by 2nd quarter 2005</td>
<td>Evaluation of relevant reports - On-going evaluation of the Project - Twinning report</td>
<td>Financial, logistical and human resource commitment of beneficiaries of the project; efficient co-operation between MS experts and national officials and experts; precise TORs and specifications; no delays.</td>
</tr>
</tbody>
</table>
### Turkey - Twinning for visa policy and visa practice

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Costs</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>8. New visa sticker developed with higher security features</td>
<td>- New visa sticker as of project end</td>
<td></td>
<td></td>
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</tbody>
</table>
| 1.1. Assessment of the existing visa legislation and other legislation governing visa practices | * Twinning Contract*  
* Supply Contract*  
* Beneficiary’s own resources allocated for training and other activities* | Technical assistance  
Training and study visits  
Equipment | - Full commitment of the involved authorities |
<p>| 1.2. Identification of key deficits and areas of intervention and improvement |                                        |                                |                        |
| 1.3. Assistance in the development of Turkish legislative framework on visa issues and alignment with EU visa legislation |                                        |                                |                        |
| 2.1. Assessment of the current visa practices and identification of key deficits and areas of intervention |                                        |                                |                        |
| 2.2. Assistance in drafting proposals for alignment of visa practices with those of the EU |                                        |                                |                        |
| 2.3. Assessment of the existing documentation system for visa applications and recommendations for Schengen applications |                                        |                                |                        |
| 3.1. Development of (EU acquis related) training material for visa officers |                                        |                                |                        |
| 4.1. Development of a Turkish Visa Instruction on the basis of the “Bucharest CCI” |                                        |                                |                        |
| 4.2. Advice on establishing a national VIS office and its working procedures |                                        |                                |                        |
| 4.3. Recommendations regarding the establishment of a Central Visa Authority |                                        |                                |                        |
| 5.1. Training of visa officers on the new Turkish Visa Instruction and on CCI (for ca. 300 consular staff) |                                        |                                |                        |
| 5.2. Training on co-operation with EU consular posts in third countries |                                        |                                |                        |
| 5.3. Study visits to EU consular posts in third countries |                                        |                                |                        |
| 5.4. Training in operating IT systems (introductory IT training for consular staff) |                                        |                                |                        |
| 6.1. Identification of recommendations and procedures on the exchange of information on the issuing of visas between the relevant authorities (MFA &amp; MoI) |                                        |                                |                        |
| 6.2. Provision of equipment for the on-line link between MFA and MoI |                                        |                                |                        |
| 6.3. Use of visa-IT and visa database – training for IT personnel of MFA &amp; MoI |                                        |                                |                        |
| 7.1. Training in false document detection and use of new software and procedures – for consular staff and visa officers |                                        |                                |                        |
| 7.2. Review of measures taken in connection with the                       |                                        |                                |                        |
| Organisation and delivery of at least 8 training activities, including at least 2 study visits |                                        |                                |                        |
| Organisation and delivery of training, equipment provided                  |                                        |                                |                        |
| Organisation and delivery of training, equipment provided                  |                                        |                                |                        |</p>
<table>
<thead>
<tr>
<th>Category of the risk level of the Turkish missions</th>
<th>7.3. Expertise and recommendations on the development of the future technical infrastructures</th>
</tr>
</thead>
<tbody>
<tr>
<td>7.4. Training of trainer-trainers within the MFA on visa matters and document security (anti-forgery) for ca. 30 trainers</td>
<td>7.5. Procurement of anti-forgery equipment and other hardware and software</td>
</tr>
<tr>
<td>8.1. Assessment of the visa stickers currently in use and identification of key issues with regard to security features,</td>
<td>8.2. Assistance in the development of the new visa sticker in accordance with EU standards and new security features,</td>
</tr>
<tr>
<td>8.3. Assistance in selecting and procurement (identification and description of technical specifications related to publishing) of the new Turkish visa stickers together with the complementing software and hardware as well as training of personnel,</td>
<td>8.4. Assistance in determining the procedure for the introduction of the new visa sticker.</td>
</tr>
</tbody>
</table>

<p>| Organisation and delivery of training for trainers | | |</p>
<table>
<thead>
<tr>
<th>ANNEX III IMPLEMENTATION CHART</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
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<tr>
<td>I-Twinning</td>
<td>C</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>II-Supplies</td>
<td>D</td>
<td>D</td>
<td>D</td>
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</tbody>
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Design: D  
Tendering and contracting: C  
Implementation and Payments: I
Annex IV: Contracting and Disbursement Schedule (in Euros)

<table>
<thead>
<tr>
<th>Contracted</th>
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</thead>
<tbody>
<tr>
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<tr>
<td>Supply</td>
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<tr>
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<td>1.918.667</td>
<td>1.918.667</td>
<td>1.918.667</td>
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<table>
<thead>
<tr>
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<tbody>
<tr>
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<td>163.268</td>
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<tr>
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<tr>
<td>Cumulated</td>
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<td>867.268</td>
<td>1.405.203</td>
<td>1.568.471</td>
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