1. Basic Information

1.3 Title : Development of a Training System for Border Police

1.4 Sector : Justice and Home Affairs

1.5 Location : Ministry of Interior, Turkey

2. Objectives

2.1 Overall Objectives

Implementation of the Turkish strategy for alignment with the EU acquis in the area of integrated border management.

2.2 Project Purpose

Prepare a training strategy, programme and curriculum in EU standards for the new border police to be established.

2.3 Accession Partnership and NPAA priority

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

Accession Partnership medium-term priorities:

- Continuation of strengthening of border management and prepare for full implementation of the Schengen Convention.

- Completion of public administration modernisation reform to ensure efficient management of EC policies, including strengthening of border management and preparation for full implementation of the Schengen Convention.

The revised Accession Partnership identifies the following priority areas that are of relevance for this programme:
• Strengthening efforts to develop sustainable training programmes on the acquis and its implementation in the field of JHA also with a view to increasing administrative capacity and improving inter-agency co-operation.

Also the NPAA identifies a number of key issues that need to be addressed or considered in the development of institutions and the assimilation of European Legislation into Turkish legislation in the course of the pre-accession process:

The NPAA generally states that work on administrative reform in the field of justice and home affairs will be accelerated and work will be undertaken to harmonise the legislation and practices with the EU acquis.

Specifically, the following priorities are provided in the field of border management:

• Cooperation and coordination between the competent Ministries and other public institutions will be strengthened.

• Border management will be reinforced and preparations will be made to fully implement the Schengen Convention.

• Work will be undertaken for the alignment of Turkish visa legislation and practices with the EU acquis.

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

2.4. Contribution to National Development Plan

N.A.

2.5. Cross Border Impact

N.A.

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 actively following a National Programme for the Adoption of the Acquis. However the objective of the process of law approximation is to not only implement the relevant amendments to existing legislation but as importantly, to strengthen those institutions responsible for the enforcement or implementation of the new procedures. This process of ‘Institution building and Reform’ in order to enhance administrative capacity, is seen as crucial in ensuring that Turkey is successful in the transition to the standards, norms, expectations and obligations of similar EU Member State administrations.
In the current situation regarding the management of external borders, the protection of land borders is the duty of Commandership of Land Forces. But the Iraqi border and part of the borders to Iran are under the responsibility of Gendarmerie that is under the Ministry of Interior as far as law enforcement tasks are concerned. Protection of sea borders and also security of persons and goods in the sea are the duty of Coast Guards under the Ministry of Interior. General Directorate of Security (Police) is responsible for passport controls and entry-exit checks at all border gates (land, sea and air). The entry-exit of goods at border gates is the responsibility of Customs Undersecretary.

Although the cooperation between the above authorities responsible for border management works well in general and the authorities carry out their work very professionally, harmonisation with the EU legislation, rules and best practices require another approach and necessitate a re-structuring in Turkey.

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 European Commission provided expert assistance to the working groups in the formulation of their strategy, through an existing “unallocated institution building” project: Administrative Cooperation and study visits were organised for Turkish officials to Germany and Finland as best practice Member States with the assistance of the European Commission.

The Task Force completed its work and a strategy paper was produced and submitted to the European Commission in April 2003. The strategy paper refers to the establishment of a civilian, professional, single authority responsible for border management, namely the “General Directorate of Border Security” under the Ministry of Interior and its infrastructural, technical and personnel requirements including staff assignment (see attached report in Annex). 

In order to implement the strategy concerning border management, 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. With this aim in mind, a twinning project for the development of the Action Plan was included in the programming of 2002 EU assistance and is planned to start in spring 2004. This project will deliver the future project fiches and technical specifications of any infrastructural investment and equipment necessary to align with the EU to be supported partly by EU funds.

As the Turkish strategy paper envisages the establishment of a specialised border police in the medium term – according to the 2003 revised NPAA, for the establishment of a non-military, professional border police organisation, its legislative, organisational, administrative and infrastructural needs should be met by the end of 2005 - and the gradual transfer of all border management duties to this new authority in the long term, the establishment of a training school is believed to be one of the first steps that will have to be taken to start training a considerable number of staff for the new authority. This project aims to develop the training strategy and curricula and to design professional training structures for the new authority.
In the meantime, other accompanying measures will also have to be taken to ensure an efficient management of Turkey’s external borders in the transition period such as:

- Recasting the Common Manual of Checks at the External Borders by introducing certain "best practices" that may be taken from the Schengen Catalogue of Best Practices. This document, adopted by the Council on 28 February 2002 and published by the Secretariat of the Council of the European Union, brings together recommendations and best practices regarding controls and surveillance at external borders, expulsion and re-admission;

- Producing a practical handbook usable by staff currently responsible for border management and available for consultation at all times.

A well-developed and comprehensive education and training system, which provides a focus on human and citizenship rights, is an essential part of a border security organisation. However, there is a need to clarify the respective roles of training and education. Questions include the differences between education and training, and whether or not border security organisations should aim to educate, or whether that should remain a national matter. With regard to training, it must be decided whether the aim is to transfer only technical knowledge, or to also provide border guards with the capacity to react creatively in given situations. Such issues raise broader questions about the differences between military and police training, and the role of pedagogy in border security training programs.

According to the Schengen Catalogue of recommendations and best practices regarding external borders control, operational staff working at borders should have successfully complete a training course covering their future tasks, which should include:

- knowledge of relevant Schengen and EC/EU provisions,

- basic rules and procedures,

- document checks (valid, falsified documents)

- rules for entry, stay and exit,

- coordination and cooperation with other agencies,

- special cooperation between Schengen States in the internal border zone (Dublin, readmission, etc.),

- police cooperation,

- Schengen Information System,

- judicial cooperation.

The Catalogue also states that the border organisation should provide programmes and facilities at central and local level to accompany officers during their career by offering them education and training on issues which are relevant to their work.
This project is designed to identify the above and help the Turkish authorities make the appropriate choices regarding the training of the new border police. At the same time it is important that staff currently working at borders are trained in line with EU best practices in the transition period to a new border authority.

3.2. Sectoral rationale

The government strategy (Task Force strategy paper published in April 2003) states that “the appropriate action would be to institute a new organization within the Ministry of Interior for all border protection services including coast guards to be carried out by non-military specially trained professional police forces”.

It also envisages that the Ministry of Interior starts working on the establishment of the organisation and staff, training and infrastructure.

Obviously the setting up of a new border police organisation involves strategic planning and a deep institutional change. It also means a significant material burden. Thus, the strategy paper talks about a gradual change to a border police system in parallel with the developments in Turkey’s pre-accession process and the scope of financial assistance from the EU.

To be able to set up a new border police organization, it is necessary to train the human resources first. Although it is planned that staff of the existing organisations responsible for border police functions such as police, gendarmerie, coast guard will be recruited by the new organisation, such staff will have to go through a specialised training before they can take up their duty as border police. Furthermore, the new organization will have to recruit new staff and has to have a consolidated training system in place.

At the same time, it is expected that the twinning project “Support for the development of an Action Plan to implement Turkey’s Integrated Border Management Strategy” will produce a roadmap and other project proposals for the implementation of the government strategy towards the establishment of a specialised, professional, civilian border police.

3.3. Mandatory Results

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

- Strategy for the establishment of the new border police training system in line with the current EU practices endorsed.
- Programme for pre-service, in-service and management of human resources development and training including curriculum and methodology for the border police agreed and initiated.
- Proposals for the establishment of new training structures and facilities adopted and initiated.
- Detailed project proposals and technical specifications elaborated for the above.
• Operational standards for border police endorsed and a practical “Common Manual of Checks at the External Borders” developed for personnel currently working at borders.

3.4. Activities

3.4.1. Support for the preparation of a border police training strategy

This module aims to provide the Turkish Ministry of Interior with particular expertise, advice and training to enable it to determine the best style and structure for training of border police to be established in the short to medium term. The module will explore the professional development needs of border police and provide a high-level strategic command course. It will also provide the crucial management training to those Turkish staff selected to take the process of institution-building and institutional change forward. Thus, among others this module aims to prepare the decision makers and implementing actors for change management.

The module will provide specific training in analysis and research skills as well as for the important task of determining a training strategy for the border police for future implementation.

The module will also provide opportunities for a number of study visits to Member States, in order to assist with the proper selection of appropriate training strategies and structures in the Turkish case.

The inputs to the module are designed to lead to the formulation of a Strategy for the training of border police for the Turkish Ministry of Interior, to be implemented in the short to medium term.

- Organisation of study visits and participation in training courses/traineeships in Member States to study training institutions and programmes for border police,
- Provision of Change Management Training to the senior command team as well as the institution-building team. The Ministry of Interior will set up both a senior command team and an institution-building team in cooperation with the other relevant institutions,
- Identification of the professional development needs of border police,
- Assistance and advice in the detailed preparation of the Training Strategy for border police and to draft a detailed concept of border police training for all levels,
- Advice and assistance to the ministries of finance, justice, state planning organization and any other agency closely involved in the institution building process,
- Definition of training conditions regarding space, personnel, equipment, etc. for the basic and in-service training,
- Identification and prioritisation of both infrastructure and equipment necessary to implement the Training Strategy,
- Identification of national co-financing for the above,
- Assistance in the elaboration of implementing directives, instructions and operating manuals for the border police training institutions. These directives, instructions and manuals will be based on the EU standards and Member State best practices.

### 3.4.2. Development of Border Police Training Programmes in line with current EU Practices

This is an ambitious module and is intended to provide some external Member State support for the Turkish Ministry of Interior to design and develop training curriculum and methodology for the border police.

At the same time the project seeks to identify the needs for practical training. To this end, the project will develop a series of training models for practical training.

The module will have a developmental phase for senior managers, which should take place in the Member State although the training of the majority of the trainers will be completed in Turkey.

Finally, this module should identify the needs for training facilities for the border police and develop project proposals for future EU support. In specific, the project will include:

- Evaluation and assessment of the current basic, in-service and management training programmes operated in institutions currently responsible for border management,
- Study visits to Member States to see training facilities and training programmes for border police,
- Design and development of the curriculum of basic, in-service, management training and continuous professional development for border police on the basis of the training strategy developed in component I,
- Design of practical training models,
- Identification of specific training needs for people involved in the management of training and training delivery,
- Development of specific training materials and equipments in accordance with the identified training needs,
- Development of evaluation criteria for training and assessment of performance of trainees,
- Implementation of a “train the trainers” system by recruiting and training of instructors and lecturers to carry out the above stated programmes and delivery of specific training in accordance with the identified training needs,
- Needs identification and development of a conceptual design for training facilities.

Furthermore, this module will include the following through technical assistance outside of the twinning, but shall be closely coordinated with the twinning:

- Design of training facilities on the basis of the needs analysis and conceptual design above,
- Elaboration of detailed project proposals and technical specifications for equipment and (if necessary) the construction/restructuring of training facilities.

3.4.3. Development of Operational Standards and Best Practices for Border Police

This module is intended to be a standard setting exercise to determine current ‘best practice’ within the EU, in respect of the border policing. This is important in determining the training strategy and assigning the necessary tasks to the new border police as well as to train staff of institutions responsible for border management in the transition to a new border authority. This will be accomplished by study visits to the MS as well as the use of short-term experts as consultants and the following activities:

- Elaboration of an integrated solution regarding efficient performance of border police duties (legal framework and international acts, technical and equipment needs, cross-border police co-operation, working conditions, personnel system, workforce and finances, etc.),

- Production of recommendations for the operational standards for border police on the basis of above,

- Performing a training needs analysis for the achievement of operational standards,

- Development of the relevant training material, including the preparation of a Common Manual of Checks at the External Borders” developed for personnel currently working at borders,

- Delivery of training for staff currently responsible for border management at borders (police, gendarmerie, coast guard and customs) on the basis of training material in the following areas:
  
  - Common Manual of Checks at the External Borders (following the preparation of the above),
  
  - illegal migration, trafficking in human beings,
  
  - smuggling of goods and the proliferation of nuclear materials,
  
  - cross-border organised crime, terrorism,
  
  - international cooperation,
  
  - use of intelligence
  
  - risk analysis, etc. including training or trainers on how to handle high and low risk situations, development of decision making capacity in case of unexpected situations and implementation of trainings on effective use of simulated border police situations with specific feedback frames in order to evaluate skills in psychomotor and effective domains.
3.5. Linked Activities

A TAIEX seminar was held on October 2003 in Antalya on EU acquis on integrated border management and practical aspects of border management with the participation of EU experts and experts from candidate countries for Turkish officials coming from the authorities currently responsible for border management.

With a view to assist the Turkish authorities in the development of a strategy on border management in line with the EU acquis, the European Union provided expert assistance to the working groups in 2002 and 2003 in the formulation of their strategy as mentioned above. Study-visits were organised to Member States in November 2002 to see best practices.

The related projects in the 2002 and 2003 EU Financial Cooperation Packages are the similarly structured twinning projects on “Support for the development of an Action Plan to implement Turkey’s integrated border management strategy” (TR02-JH-02), “Support to the development of an Action Plan to implement Turkey’s asylum and migration strategy” (TR02-JH-03), “Strengthening the Institutions in the Fight against Trafficking in Human Beings” (TR03-JH-03) and “Visa Policy and Practice” (TR03-JH-05).

This project will have to be coordinated with the above twinning projects, in particular with the “Support for the development of an Action Plan to implement Turkey’s integrated border management strategy” project and have to take the Action Plan, as far as it is developed, into account.

3.6. Lessons learned

The design of this project has been greatly assisted by a Member State expert involved in training matters for the police. 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 border management strategy in the medium and long term.

As the previous EU programme from 2002 in the area of border management has not started implementation yet, no Turkey-specific lessons can therefore be drawn from previous annual programmes. However, 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.

Further information 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 makes the following recommendation: “Due to EU-standards it is necessary to create a non military professional body specifically responsible for the control of borders including the control between two official checking points (for example green and blue borders).” It also states that “starting a dialogue between EU and Turkish police forces seems to be the most promising way
to achieve a closed relationship and to develop a mutual understanding of border matters”. It also calls for “sending of advisers and specialists to major border gates” and as a follow-up the formulation of “detailed proposals for technical assistance” to “ensure that the necessary and appropriate assistance can be given”.\(^1\) The same report also draws attention to the need for improvement of manpower, organisation and equipment at borders.\(^2\) The lessons learned from TAIEX seminar related to this sector held in October 2003 will also be addressed during programme implementation.

4. Institutional Framework

The project will be implemented mainly through the twinning mechanism in close co-operation with the Turkish Ministry of the Interior. The nature of the geography of Turkey and the need to implement reform and modernisation throughout the whole country, mean that it is essential to arrange a number of training courses and perform some of the developmental work outside of Ankara.

A Project Steering Committee (PSC) will be set up comprising of senior representatives of the Ministry of Interior, other relevant government institutions (police, gendarmerie, coast guard, customs, etc.), the European Commission and the Member State(s) providing the technical assistance foreseen in the institution-building package. The PSC will monitor, supervise and co-ordinate the overall progress and implementation of the project. The PSC will provide guidance for the different components of the project, will define priorities, approve and monitor budgets and approve the results. The PSC, will be chaired by the Senior Programme Officer (SPO), who will have the overall responsibility for all issues concerning the management and monitoring of the project. The PSC will meet every three months. The secretariat will be provided by the MoI.

For the sound and solid implementation of this programme, Ministry of the Interior shall also create a Project Implementation Unit (PIU) for the day-to-day management of the project. The role of the PIU will be to manage and solve, according to the Practical Guide for External EC Assistance or other additional EC guidelines on twinning, all issues concerning the management of the project, including planning and identification of tasks, reporting, preparation of twinning agreements, participation in tendering, monitoring and evaluation of activities. The PIU will report to the Programme Steering Committee and the Contracting Authority (CFCU).

For each of the objectives “Working Groups” will be established. The chair and members of the individual Working Groups shall be identified during the drafting of the contract for this twinning project.

As the project is an institution building project for the setting up a training system for border police, this will necessitate that a change in the institutional framework as described in the background and lead to the establishment of a training school for border police.

5. Detailed Budget

\(^1\) Mission Report on the Situation in the Field of Justice and Home Affairs in Turkey, General JHA Expert Mission to Turkey, 18-29 September 2000, p. 33-34

\(^2\) ibid., p. 38.
<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>IFI</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Twinning</td>
<td></td>
<td></td>
<td>1.540.000</td>
<td></td>
<td></td>
<td>1.540.000</td>
</tr>
<tr>
<td>Technical Assistance</td>
<td></td>
<td></td>
<td>300.000</td>
<td></td>
<td></td>
<td>300.000</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1.840.000</td>
<td>1.840.000</td>
<td></td>
<td></td>
<td></td>
<td>1.840.000</td>
</tr>
</tbody>
</table>

Turkey’s contribution to the project to fulfil the Twinning co-financing requirements and institution building component not indicated here will cover provision of office equipment and space for the Resident Twinning Advisor RTA and short and medium term experts from Member State(s), organisational costs of trainings, seminars and workshops (rental fees for training and seminar venues, interpretation equipment, accommodation, catering as well as local and international travel of trainees in the framework of study visits and traineeships) and other costs non-eligible for pre-accession funding, as specified in the “Reference Manual on Twinning Projects”.

**Indicative Budget Breakdown**

(in Euro)

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>MS Project Leader Costs</td>
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</tr>
<tr>
<td>PAA Costs</td>
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</tr>
<tr>
<td>RTA assistant</td>
<td>40.000</td>
</tr>
<tr>
<td>Component I (Activities related with Result I)</td>
<td>300.000</td>
</tr>
<tr>
<td>Component II (Activities related with Result II)</td>
<td>600.000</td>
</tr>
<tr>
<td>Component III (Activities related with Result III)</td>
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</tr>
<tr>
<td>Technical assistance</td>
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</tr>
<tr>
<td>Contingency</td>
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<tr>
<td><strong>Total – (maximum budget)</strong></td>
<td><strong>1.840.000</strong></td>
</tr>
</tbody>
</table>
6. Implementing Arrangements

6.1. Implementing Agency

The Central Finance and Contracts Unit (CFCU) is the implementing Agency responsible for tendering, contracting and accounting. The PAO is Ercan Tortop of the CFCU.

**Contracting Authority:**
Central Finance and Contracts Unit
Mr. Ercan Tortop
Tel: (+90 312) 472 37 00
Fax: (+90 312) 472 37 44
Ehlibeyt Mahallesi 6, Sokak No:18/8  Ekşioğlu İş Merkezi 06520 Balgat/Ankara, TURKEY

6.2. Twinning

The project will be implemented in the form of a Twinning contract between Turkey and a Member State/Member States.

The Twinning partner(s) will provide a Resident Twinning Advisor (RTA) and also secure a pool of short-term experts, who will be called upon whenever necessary to contribute to the achievement of the mandatory results and especially for the purpose of advisory services and training according to the work plan that will be prepared as part of the corresponding contract.

The EU Twinning advisors will work together with the staff of the beneficiary institution under the overall direction of the beneficiary institution and the Project Steering Committee. 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 EU Twinning partner will be a Member State institution directly involved in border police training. Member States may also form a consortium which could result in a wide range of qualified senior experts gathered from public administrations or mandated bodies from up to two Member State, provided that national approaches can be harmonised within this consortium.

All the above components with the exception of provision of services for design of training facilities will be implemented through twinning arrangements.

The key Inputs to be provided through twinning phase of the project include:

- A 18-month Resident Twinning Adviser, to be hosted within the Turkish Ministry of the Interior,
- A series of short-term experts for each of the specific components outlined above,
- A proven track record and practical experience in delivery of similar projects.

6.2.1. Beneficiary

The beneficiary is the Turkish Ministry of Interior.

On the Turkish side project leader is:
Emin ARSLAN
6.2.2. Member State inputs

6.2.2.1. PL (Project Leader)

The PL should be a high ranking official with broad knowledge of all processes in the area of Justice and Home Affairs that the project deals with, who will continue to work at his/her Member State (MS) administration but devote some of his/her time to conceive, supervise and co-ordinate the overall thrust of the Twinning project.

The PL will allocate a minimum of 3 days per month including one visit every 3 months (more for complex projects) to Turkey as long the project lasts.

a) Qualifications:

- Broad long-term knowledge of all processes in the area of acquis that the project is dealing with,
- High-ranking official,
- Overall appreciation of the problems and solutions in the sector;
- Capable of unblocking any problems at highest level,
- Good leadership skills.

b) Tasks:

- Overall project co-ordination,
- Co-chairing, with the Turkish PL, the regular project implementation Steering Committee meetings;
- Providing necessary support to implement activities,
- Mobilising short term experts,
- Executing administrative issues (i.e. signing reports, administrative order etc.).
6.2.2.1. Resident Twinning Adviser (RTA)

a) Qualifications

- Good knowledge of policing organisations in a Border Policing environment with extensive training, border policing or similar managerial experience,

- Be familiar with border police organisations and developments in the EU Member States,

- Have access to specialist personnel who are able to provide the detailed and relevant information or other skills required,

- Sound communication skills and previous experience of working in a multi-disciplinary and multi-national team,

- Knowledge of relevant EU/Schengen legislative, institutional requirements and best practices established in the area of integrated border management,

- A background in drafting and implementing strategies, policies and processes,

- Good managerial skills,

- Good knowledge of English,

b) Tasks

- Play the key role in the management of the twinning project,

- Advise on management and organisation of the new training system for border police,

- Monitor the project implementation and propose corrective management actions,

- Monitor the disbursement of funds of the project,

- Support and consultancy on training programmes, technical infrastructure and current trends,

- To plan and coordinate outputs,

- Together with the Project Leader to nominate and mobilise the short term experts,

- To supervise the short term experts,

- To coordinate and organize study visits, training activities, workshops and public awareness activities,

- To ensure proper quality of outputs,

- To provide detailed reports on the impact of the project,
• Assist in the preparation of all strategic project documents [inception study, sector strategy/policy/plan, quarterly monitoring reports, final project report, training manuals etc.]

The duration of the assignment of the long-term advisor will be 18 calendar months.

The RTA is expected to ensure, together with the host administration, the achievement of the objectives listed in 3.3. In order to meet these objectives the expert may propose alternative and/or complementary project activities and/or outputs to those identified in the sections 3.4., if regarded as necessary and justified.

6.2.2.3. Tasks of short-term and medium-term experts

Each expert in his/her scope of expertise should build on outcomes and results derived from the 2002 Twinning project where possible. The experts will work in close co-operation with the RTA and the PIU staff in order to meet specific objectives as set out above.

a) Qualifications

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

The experts should have the following knowledge and experience:

• Sound background in drafting and implementing concepts and programmes for border police training and determining training conditions,

• Implementing train the trainers system and creating “multiplicators”,

• EU/Schengen acquis on border checks and surveillance,

• Modern methods for adult education/training and didactics for adults,

• “Consultancy” experience in an international context,

• Skills in policy development,

• Skills in financial planning and management,

• Strong communication skills,

• Good command of English.

b) Tasks
Each expert in his/her scope of expertise should make an analysis of the current situation and develop a concept together with the experts of Turkey as to further implement an efficient border management system.

- To contribute to the project with specialist knowledge in the area of border police training;
- To provide specialist support and advice services;
- To prepare training course modules;
- Delivery of selected training modules to the Turkish staff.

6.3 **Required contributions of responsible institutions**

The implementation of the programme requires the full commitment and participation of the senior management of the Ministry of Interior. They must be fully involved in the development and implementation of the policies and institutional changes required to deliver the project results. The senior management must ensure the creation of *Working Groups* for the different objectives of the project to facilitate the implementation of the respective activities of the twinning project.

The Turkey twinning partner shall ensure that appropriate staff is made available to work alongside the EU MS twinning partner. It must appoint chairmen and participants for the Working Groups.

The Turkey twinning partner will ensure adequate support and basic equipment for the work of experts. This includes administrative support, office space, phone, fax and e-mail, translation (when necessary), and provision of other necessary conditions. The contribution should also include logistical support for the various training activities, including selection of trainees (in consultation with the EU experts), as well as providing the EU experts with legislation and any other documents necessary for the implementation of the project.

The Turkish Ministry of Interior will be responsible for the provision of the necessary resources to enable the RTA (Resident Twinning Advisor) to function properly. The beneficiary will support the implementation of the proposed project by assuring the necessary organisational environment, making available the necessary personnel and covering the related running and administrative costs. The Ministry of Interior will also arrange the nomination of module co-ordinators.

The Turkey twinning partner shall also provide all possible assistance to solve unforeseen problems that the EU MS twinning partner(s) may face.

6.4. **Non-standard aspects**

N/A

6.5. **Contracts**

This project will be implemented through:
a) Twinning Covenant

b) Services

The twinning covenant is in the focus of the project (estimated value is Euro 1,540,000).

One service contract is envisaged which covers the design of training facilities on the basis of the needs analysis conducted and conceptual design developed within the twinning and the preparation of technical specifications for equipment and (if necessary) infrastructure of the training facilities (estimated value is Euro 300,000).

7. Implementing Schedule

The Twinning project is scheduled for 18 months duration.

- Start of twinning selection: 4 Quarter / 04
- Start of twinning activity: 2 Quarter / 05
- Tendering of services: 2 Quarter / 05
- Contracting of services: 4 Quarter / 05
- Project completion: 3 Quarter / 07

8. Equal Opportunity

The Government of Turkey is an equal opportunity employer. But the share of female staff remains low, especially in police services, although the trend is rising. Thus whilst considering the share of women to men employed in the police service, the beneficiary will pay special attention to assure the highest possible participation of women in the project. 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.

9. Environment

N.A.

10. Rates of return

N.A.

11. Investment criteria

N.A.
12. Conditionality and sequencing

There is no pre-condition for the start of the project. However, during project implementation, the institutions benefiting from the project will commit itself to adopt new curriculum, training methods and standards developed during the programme and disseminate them through further training and awareness-raising activities, especially through the use of trainers trained in the programme.

This project adopts a logical approach in design and implementation, starting from the drafting of an overall strategy as the first result, and the subsequent development and implementation of more detailed programmes and action plans. It is important though that the individual sectors are allowed to progress at their own speed and sectors where progress is rapid should not be restricted by less rapid ones.

At the end of the twinning project, the administrative and institutional capacity of the Ministry of Interior will be enhanced through the creation of a basis for the establishment of a training school for border police.

With the support of the twinning project also a sound basis for a more efficient border control with the purpose of better, faster and safer flow of people and goods across the border shall be enhanced, including better trained border police officials. The twinning project shall enhance border management by employing better trained border police officials.

The twinning project will have to seek for durable solutions and approaches which shall ensure adoption of the EU standards and best practices in the border police procedures and thus prepare grounds for Turkey’s full integration into the EU.

The relevant institutions will commit it to adopt new curriculum, training methods and standards developed during the programme and disseminate them through further training and awareness-raising activities, especially through the use of trainers trained in the programme.

The Ministry of Interior will also publish the newly developed strategies and programmes and communicate them to the public.

Projects to be implemented through twinning require the full commitment and participation of the senior management of the beneficiary institution. In addition to providing the twinning partner with adequate staff and other resources to operate effectively, the senior management must be involved in the development and implementation of policies and institutional change required to deliver the project results.

During project implementation close cooperation with the European Commission and twinning partners will ensure best results by contributing to the preparation of activities and monitoring implementation of the working groups’ findings and products.
ANNEXES

1. Logical Framework Matrix in standard format
2. Implementation Chart in standard format
3. Contracting and Disbursement Schedule by quarter for full duration of programme
4. Reference list of feasibility/pre-feasibility studies
5. Reference list of relevant laws and regulations
6. Reference list of strategic plans and studies
ANNEX I: Logical Framework Matrix

## DEVELOPMENT OF A TRAINING SYSTEM
### FOR BORDER POLICE

<table>
<thead>
<tr>
<th>Overall Objective</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
</tr>
</thead>
</table>
| Implementation of the Turkish strategy for alignment with the EU acquis in the area of integrated border management. | • Achievement of compatibility with the EU acquis  
• Implementation of a specific training system for border police staff  
• Participation of Turkish instruments in EU Border management related instruments and policies | European Commission’s Opinion on the Status of Preparation of Turkey for Accession |

### Project Purpose
Prepare a training strategy, programme and curriculum in EU standards for the new border police to be established.

<table>
<thead>
<tr>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
</table>
| • Training strategy, programmes and curriculum adopted and implemented by end 2007.  
• Administrative and information support from agencies to the project experts for full participation to the activities of the integrated border management system including relevant legislation, institutional framework, training structures, existing infrastructure and facilities | Regular Reports to the Commission  
EC Representation monitoring reports.  
Action Plan developed to implement Turkey’s integrated border management strategy | • Willingness to fully harmonise and implement national legislation.  
• Willingness to change existing training structures and establish a new one  
• Lack of financial resources to cover all needs  
• Major logistical and geographical difficulties |

### Results
1- Strategy for the establishment of the new border police training system in line with the current EU practices

<table>
<thead>
<tr>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Key personnel trained on Change Management Training by the end of 2005</td>
<td>Regular reviews by representatives of the European Commission</td>
<td>• Twinning assistance from an appropriate agency/ies in EU Member State/s and in line with EU acquis</td>
</tr>
</tbody>
</table>
2- Programme for pre-service, in-service and management human resources development and training - including curriculum and methodology - for the border police agreed and initiated.

3- Proposals for the establishment of new training structures and facilities adopted and initiated.

4- Detailed project proposals and technical specifications elaborated for the above.

5- Operational standards for border police endorsed and a practical “Common Manual of Checks at the External Borders” developed for personnel currently working at borders.

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Costs (€)</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1. Organisation of study visits and participation in training courses/traineeships in Member States to study training institutions and programmes for border police,</td>
<td>Twinning assistance from agency/ies in EU Member State/s</td>
<td>Total 1.840.000</td>
<td>• Full commitment of the involved authorities</td>
</tr>
<tr>
<td></td>
<td>Study visits</td>
<td></td>
<td>• Twinning assistance from short term experts of EU Member State/s</td>
</tr>
<tr>
<td></td>
<td>Trainings</td>
<td></td>
<td>• Effective monitoring of project implementation ( PSC – PIU )</td>
</tr>
<tr>
<td></td>
<td>Inputs of the MS experts</td>
<td></td>
<td>• Timely availability of adequate</td>
</tr>
</tbody>
</table>

Drafted legislation and bylaws for the training school for border police in line with the EU requirements
Train the trainers system in place by end 2007
Training modules and curriculum for officials used 2007 onwards
Number of staff trained on the basis of above

The inclusion in the National Programme 2006 onwards of a significant component on investment for training facilities
Drafted legislation and bylaws for the training school for border police in line with the EU requirements
Project proposals and technical specifications used in future programming of EU financial assistance 2006 onwards
Best practices implemented by border staff 2007 onwards

Statistical data
Regular reports by the Pre-Accession Advisor
EC Delegation information
Twinning report
Self-assessment surveys by border management agencies

• Full commitment of the Government institutions with responsibilities in carrying out their roles set out in the strategy and project fiche
• Effective co-ordination between the various components of the project
| 1.3. | Identification of the professional development needs of border police, |
| 1.4. | Assistance and advice in the detailed preparation of the Training Strategy for border police and to draft a detailed concept of border police training for all levels, |
| 1.5. | Advice and assistance to the ministries of finance, justice, state planning organization and any other agency closely involved in the institution building process, |
| 1.6. | Definition of training conditions regarding space, personnel, equipment, etc. for the basic and in-service training, |
| 1.7. | Identification and prioritisation of both infrastructure and equipment necessary to implement the Training Strategy, |
| 1.8. | Identification of national co-financing for the above, |
| 1.9. | Assistance in the elaboration of implementing directives, instructions and operating manuals for the border police training institutions. |

| Technical assistance for design of training facilities |
| Beneficiary’s own resources allocated for training |

| 1. Full commitment of all staff involved |
| 2. Staff will be released for training |
| 3. Staff will be able to absorb the training |

| Beneficiary’s own resources allocated for training |

| Technical assistance for design of training facilities |

| 1. Full commitment of all staff involved |
| 2. Staff will be released for training |
| 3. Staff will be able to absorb the training |

| 1. Technical assistance for design of training facilities |
| 2. Beneficiary’s own resources allocated for training |

| 1. Full commitment of all staff involved |
| 2. Staff will be released for training |
| 3. Staff will be able to absorb the training |

| 1. Technical assistance for design of training facilities |
| Beneficiary’s own resources allocated for training |

| 1. Full commitment of all staff involved |
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| 1. Technical assistance for design of training facilities |
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| 2. Staff will be released for training |
| 3. Staff will be able to absorb the training |

| 1. Technical assistance for design of training facilities |
| Beneficiary’s own resources allocated for training |

| 1. Full commitment of all staff involved |
| 2. Staff will be released for training |
| 3. Staff will be able to absorb the training |
2.1. Evaluation and assessment of the current basic, in-service and management training programmes operated in institutions currently responsible for border management,

2.2. Study visits to Member States to see training facilities and training programmes for border police,

2.3. Design and development of the curriculum of basic, in-service, management training and continuous professional development for border police on the basis of the training strategy developed in component I,

2.4. Design of practical training models,

2.5. Identification of specific training needs for people involved in the management of training and training delivery,

2.6. Development of specific training materials and equipments in accordance with the identified training needs,

2.7. Development of evaluation criteria for training and assessment of performance of trainees,
<table>
<thead>
<tr>
<th>Section</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.8</td>
<td>Implementation of a “train the trainers” system by recruiting and training of instructors and lecturers to carry out the above stated programmes and delivery of specific training in accordance with the identified training needs,</td>
</tr>
<tr>
<td>2.9</td>
<td>Needs identification and development of a conceptual design for training facilities,</td>
</tr>
<tr>
<td>2.10</td>
<td>Design of training facilities on the basis of the needs analysis and conceptual design above,</td>
</tr>
<tr>
<td>2.11</td>
<td>Elaboration of detailed project proposals and technical specifications for equipment and (if necessary) the construction/restructuring of training facilities,</td>
</tr>
<tr>
<td>3.1</td>
<td>Elaboration of an integrated solution regarding efficient performance of border police duties (legal framework and international acts, technical and equipment needs, cross-border police co-operation, working conditions, personnel system, workforce and finances, etc.),</td>
</tr>
<tr>
<td>3.2</td>
<td>Production of recommendations for the operational standards for border police on the basis of above,</td>
</tr>
</tbody>
</table>
3.3. Performing a training needs analysis for the achievement of operational standards,

3.4. Development of the relevant training material, including the preparation of a Common Manual of Checks at the External Borders” developed for personnel currently working at borders,

3.5. Delivery of training for staff currently responsible for border management at borders on the basis of training materials.

ANNEX II: Implementation Chart in standard format

<table>
<thead>
<tr>
<th>IMPLEMENTATION CHART</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
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<tr>
<td>I-Twinning</td>
<td>C</td>
<td>C</td>
<td>C</td>
<td>C</td>
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<td>II- Services</td>
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Design

Tendering and contracting

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ANNEX III: Contracting and Disbursement Schedule (quarterly - in Euro)

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<tr>
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<td>1.540.000</td>
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<tr>
<td>Disbursed</td>
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</tr>
<tr>
<td>Twinning</td>
<td>822.000</td>
<td>240.000</td>
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<td>1.540.000</td>
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<tr>
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<td>300.000</td>
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<tr>
<td>Cumulated</td>
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<td>822.000</td>
<td>1.242.000</td>
<td>1.242.000</td>
<td>1.602.000</td>
<td>1.602.000</td>
<td>1.840.000</td>
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<td>1.840.000</td>
<td>1.840.000</td>
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</tbody>
</table>
Annex IV: Reference list of feasibility/pre-feasibility studies

- Study visit of expert Mr. Patrice Baud, Director of National Police School of Chatel-Guyon, France, between 9-13 March 2004 to Turkey.
Annex V: Reference list of relevant laws and regulations

- Passport Law,
- Law on Travelling and Residence of Foreigners in Turkey,
- Law on the Protection and Security of Green Borders,
- Coast Guard Command Law,
- Regulations on Administrative and Judicial Duties of Coast Guard Command,
- Inspection Guide for Coast Guard,
- Law on Police Competence and Professional Standards (No. 2559),
- Law for the National Police Organisation (NPO) (No. 3201),
- Customs legislation on smuggling surveillance (No. 1918),
- Code for Government Officials (No. 657),
- Other relevant legislation for border controls.
Annex VI: Reference list of strategic plans and studies

- Turkey’s Integrated Border Management Strategy Paper (April 2003),