Standard Summary Project Fiche

Project number: TR 06 01 02

Twinning number: TR 06 IB JH 02

1 Basic Information

1.1 CRIS Number:
1.2 Title: Civilian Oversight of Internal Security Sector
1.3 Sector: Justice, Freedom and Security (with reference to the Political Criteria, see below)
1.4 Location: Turkey
1.5 Duration: 24 Months

2 Objectives

2.1 Overall Objective
Expanded enjoyment of civil rights by Turkish citizens and democratic control of internal security are structurally embedded in the regulatory system and public administration practice of Turkey.

2.2 Project Purpose
The purpose of the project is to establish framework conditions for Governors, District Governors and Ministry of Interior staff to make transition from narrowly conceived, bureaucratically and legalistically managed oversight of policing to a system of security sector governance based on human centred understanding of security and public safety and transparency in partnership the civil society.

2.3 Accession Partnership and NPAA priority
The project is in conformity with the priorities of the Accession Partnership and EU/Commission policies by supporting the ongoing work of the Government of Turkey in:

1- Alignment of democratic control of the security sector with practice in EU member states, ensuring that the civilian authorities including the public administrators, fully exercise their supervisory functions in particular as regards the formulation of security policies and their implementation

2- Taking steps towards bringing greater accountability and transparency in the conduct of security affairs.

3- Promoting human rights with the active support of an independent, adequately resources national human rights institution in accordance with the relevant UN principles.

The Regular Report on Progress 2005 states that “Turkey should integrate better the reform process into the work of all public authorities.” The project, by building capacity of the Ministry of Interior and provincial administrators for effective oversight of the security
sector will allow the country to further integrate the legislative and other reform processes into its administrative structure through capacity building for reform at central, provincial and sub provincial levels.

The Regular Report on Progress 2005 further states that “The control of the Ministry of Interior, of governors and district governors over the Gendarmerie should be strengthened in order to allow full civilian oversight on internal security policy.” The project does not exclusively focus on the Gendarmerie but on all policing functions that are carried out by the national police force, the specialized law enforcement bodies (forest guards, customs and coast guards) and the Gendarmerie. The project, by building capacity of the Ministry of Interior and provincial administrators for effective oversight of the security sector will allow the country to further align practices to European norms.

Finally the Regular Report on Progress 2005 is very much confined to civil-military relations as regards parliamentary functions in supporting transparency of internal security arrangements and enhancing the administrative and regulatory systems’ capacity for oversight. However transparency of internal security arrangements is essential to promotion of human rights of citizens. In its 2 June 2005 dated report on Democratic oversight of the security sector in member states, the Parliamentary Assembly of the Council of Europe has highlighted the linkage between parliamentary functions in internal security as key elements for supporting regulatory and administrative systems’ ability to oversee internal security. Budget control of the security sector is also mentioned explicitly in the OSCE Code of Conduct as a key-element in this regard. Previous reports of the Council of Europe Parliamentary Assembly have qualified parliamentary budget control of internal security services as a minimum requirement.

2.4. National Development Plan

The Preliminary National Development Plan (pNDP) for years 2004-2006 is formulated by the State Planning Organization on behalf of the Government of Turkey. The pNDP Strategy is derived from medium term objectives and priorities of Turkey. Four main developmental axes, three of which are sectoral, form the basis of the pNDP. They are (1) Enterprise (SME) competitiveness; (2) Human Resources and Labour Market development; (3) Infrastructural improvement and environmental protection; and (4) Regional and rural development. At present, there is only limited reference to the principles of good governance (partnership and participation) in Turkey’s provincial government structure for improving the GoT’s capacity to implement the political reforms at local level and to build appropriate systems for effective civilian oversight of the security sector.

The medium term plan for development (OVP, 2007-2009) also prepared by the State Planning Organization identifies multiple axis for national development. Of most relevant to the project at hand, are the national development objectives in the field of “Good Governance in the Public Sector.” In this context, the developmental objective is to enhance the effectiveness, efficiency, citizen servicing capacity of the public sector and increasing its transparency and accountability. The security sector is limited to the functions of the police in the Medium Term Plan. Nevertheless, the goal of increasing the openness to oversight of the police is highlighted in Article 12 of Section E. This reference to openness is directly relevant to the objectives of the project at hand.
2.5. Cross Border Impact

None

3. Description

3.1. Background and Justification

The Regular Report on Progress 2005 states that “Turkey should integrate better the reform process into the work of all public authorities.” This statement reflects a need identified for Turkey to more effectively translate the legislative reforms in the human rights and political criteria areas of 2004 into the day to day work of its public administration and implementation of projects and programs to reflect the reform process in the real lives of citizens.

With specific reference to human rights promotion and protection through enhanced civilian oversight of policing, the same Regular Report on Progress 2005 further states that “The control of the Ministry of Interior, of governors and district governors over the Gendarmerie should be strengthened in order to allow full civilian oversight on internal security policy.”

In anticipation of this Regular Report finding regarding the need for enhanced governor and district governor control of policing, the Ministry of Interior has conducted through 2005 an independent assessment of the present system of bureaucratic oversight of the security sector with support from the policy and programmatic interventions of the United Nations Development Programme (UNDP).

This independent analysis is done from the perspective of (1) capacity of MoI staff and provincial- sub provincial administrators to exercise oversight of policing; (2) the coherence of oversight arrangements that govern the interaction between the civilian administrators at provincial levels, sub provincial levels and the police and the gendarmerie; and, finally (3) the consequences of present oversight systems in terms of expansion of rights and freedoms enjoyed by citizens. The main findings of this assessment provide the situational background of civilian oversight, identifying current problem areas and thereby providing a justification for the proposed program. The main findings of this MoI-UNDP joint assessment are provided below:

- Civilian oversight of policing and law enforcement in Turkey is shaped by a narrow and traditional understanding of public administration.

- Civilian oversight also tends to get construed in terms of a narrow and increasingly outmoded understanding of ‘security’

- The existing system of civilian oversight of policing and law enforcement by provincial administrators is premised upon acceptance of the principle of formal oversight by civilian authorities of the Turkish National Police and the Gendarmerie; however, the principle is more fully and clearly operationalized with respect to the Police than it is with respect to the Gendarmerie.
• Civilian oversight in Turkey is schematic and formalistic. The absence of a clear notion of how to go about civilian oversight, especially on citizen safety as opposed to state security matters, results in a focus upon more technical, inspection-type matters (completeness of custody records, approval of leave applications, etc.)

• Practice of oversight is inconsistent and limited. There are different reasons for this: poor legislative foundation (some of it is very old, not clear and is in piecemeal and dispersed fashion), role uncertainty, limited resources and capacity within the MoI, inadequate complaint procedures, etc.

• The patchwork of powers provided to the civilian authority by the various pieces of key legislation does not provide a particularly coherent or transparent concept of what civilian oversight in the Turkish context should entail. In turn, the conceptual shortcomings are further exacerbated by a lack of adequate material and technical resources and tools to undertake oversight in anything other than an erratic, ad hoc and largely symbolic fashion.

• The legal framework of civilian oversight over the Police is much more clear and definite as opposed to over the Gendarmerie.

• The implications of exercising oversight of policing and law enforcement are not well-understood by Turkish civilian authorities, including the Ministry of Interior.

• Civilian authorities, though cloaked with formal authority in various aspects of oversight, lack the requisite knowledge and capacity to undertake a comprehensive or effective role in oversight. These knowledge and technical capacity deficits are particularly evident at the district (kaymakam) level.

• Current oversight arrangements have not yet been re-examined or re-formulated in light of changes in public administration in Turkey, Europe and elsewhere, developing understandings of security and safety, and what is known about ways of improving police effectiveness and democratic accountability.

• Civil society and media are potentially important actors who can contribute to monitoring of the security sector. However it is equally important that they have the appropriate capacity to effectively engage in the security sector.

• The Grand National Assembly (the parliament) is also a potentially important actor whose functions are critical for ensuring the legitimacy and the transparency of internal policing services. Currently, the scrutiny by the parliament of internal security arrangements is limited to the formalistic mechanisms of budgetary approvals and hearings of formal audits conducted by competent state audit bodies.

Although this project aims to build capacity of the Ministry of Interior for effective oversight of policing, its starting point is to support the Turkish government in its efforts to expand enjoyment of rights by citizens and its zero tolerance policy against torture and ill-treatment.

The Government of Turkey has legislated a set of measures of reform character in the field of expanding human rights and has declared a zero tolerance policy against torture and ill-
treatment since 2002. The Government has also legislated a set of measures aiming at public administration reform.

Finally, the Government of Turkey has initiated smaller scale initiatives with the EC, United Nations and bilateral partners to lay the groundwork for a transition from a narrowly conceived, bureaucratically and legalistically managed oversight of policing to a system of security sector governance based on a human centred understanding of security and public safety with partnership with civil society. Some interesting examples of such initiatives are found at sub provincial levels of Istanbul and in some provinces such as Aksaray.

The project will tackle the overarching problem of lack of framework conditions for effective civilian oversight of policing, at three levels: (1) legislative; (2) institutional capacity and (3) broader civil society levels. This three tiered approach is derived from global experience and the literature on the subject which makes clear that civilian oversight can be, and is increasingly being, defined to include both civilian authorities (elected and appointed, administrative, legislative and judicial) and representation or participation from civil society. In other words, ‘civilian’ refers to both non-military government personnel (elected and appointed) and to members of civil society (‘civilians’).

By tackling the problem at three levels, the MoI through its provincial administration system will contribute to Turkey’s ability to further integrate the legislative and other reform processes into its administrative structure and align its practice to international and particularly EU norms for democratic governance.

This three tiered approach will be complemented by a fourth project component (TWINNING LIGHT) focusing on the transparency aspect of internal security arrangements through a dedicated set of activities that will build a working framework of cooperation between the MoI and the relevant commissions of the parliament. The strengthening of working arrangements between the MoI and the parliamentary bodies can be conceptualized in two mutually enforcing fields: (1) engaging the parliament in supporting the human rights promotion and protection content of internal security arrangements by the MoI actively keeping the parliament informed of human rights related developments and bottlenecks; (2) through strengthening the content of parliamentary debates of budgetary allocations for internal security arrangements. Counterpart ministries of the MoI in EU member states posses valuable experience and expertise in this area.

The project does not exclusively focus on the Gendarmerie but on all policing functions that are carried out by the national police force, the specialized law enforcement bodies (forest guards, customs and coast guards) and the Gendarmerie.

As referred above, the MoI is the beneficiary of the project. The MoI has committed itself institutionally to take a lead in further integrating the human rights legislative and other reform processes into the public administration system of Turkey which is essentially overseen by governors and district governors at local levels. The General Directorate of Provincial Administration has been identified by the senior management of this Ministry as the most appropriate unit within the ministry to manage the project and to ensure that project inputs have the maximum impact within the public administration system of Turkey.

The MoI’s institutional commitment is manifested in its cooperation with the UNDP in doing the preparatory work necessary for the conduct of the project at hand and with other bilateral
partners in related areas. In this connection, the UNDP has an exclusive partnership with the MoI through which it provides training and capacity building assistance to the MoI. UNDP-Turkey provides policy advisory and program implementation services for the Ministry of Interior of Turkey in the field of human rights (Reference Section Linked Projects below) with focus on civilian oversight.

**Consultation with Civil Society**

In preparing the project fiche, the Ministry of Interior consulted with the civil society in several critical instances. The first consultations with the civil society were undertaken during the assessment of civilian oversight capacities of the MoI and the governors. These consultations involved the human rights community as represented in Ankara and think tank organizations (such as the Economic and Social Studies Foundation, TESEV) based in Istanbul in order to obtain a balanced view of shortcomings of oversight. These consultations were conducted through meetings in Ankara and Istanbul in May 2005.

Follow up consultations with the academe and the civil society took place in September 2005 in Ankara and Mardin where meetings were held with the City Council of the City of Mardin as well as with citizens’ groups and other stakeholders in Aksaray and Sakarya (the latter two provinces were limited consultations). Also consultations were held with members of the academe in Turkey through structured seminar events (September, 2005 Bilkent University).

Consequently, the project benefits from extensive consultation with the civil society.

### 3.2. Sector rationale

N/A

### 3.3 Results

A. Legislative framework developed to enable the Ministry of Interior and the public administrators (governors and sub governors) to exercise effective civilian oversight over law enforcement bodies.

B. Ministry of Interior and the public administrators (governors and sub governors) have access to the conceptual and institutional and resources tools to oversee policing effectively.

C. Civil society and the media have the conceptual and institutional tools to engage with policing oversight.

D. Ministry of Interior and the Grand National Assembly establish working framework for ensuring transparency of internal policing services through the standing committees on Internal Affairs and Planning Budget Commissions of the parliament.

### 3.4 Activities

A. Legislative Framework

Legislative framework developed to enable Ministry of Interior and the public administrators (governors and sub governors) to exercise civilian oversight over law enforcement bodies
• Review of the existing legislative framework and obstacles to exercise effective oversight functions over the law enforcement bodies, including the laws on the Police, Gendarmerie and secondary legislation such as regulations. (Start at 1st quarter and end 3rd quarter of 1st year)
• Support to preparation of secondary Legislation within the context of Public Administration Law in order to clarify operationalization of security sector oversight (Start at 3rd quarter of 1st year and end 1st quarter 2nd year)
• Legislative framework (body of secondary legislations) proposals fully developed and proposed to ensure an effective, full civilian oversight. (Start and end 1st quarter of 2nd year)

Approximately 20 m/m of key technical expertise (Key Expert 4) time and approximately 80 days of local short terms experts and 80 days of international short term experts will be dedicated to the realization of these activities. In addition, Key Expert 1 will provide overall guidance to these activities by dedicating ¼ of his/her time to these activities.

B. Ministry of Interior and the public administrators (governors and sub governors) have access to the conceptual and institutional tools and resources to oversee policing effectively.

Specific sub-objectives regarding this component are to strengthen the capacity of the Ministry of Interior for formulation of a strategy for improved oversight of the security sector and support to the process of drafting guidelines and secondary legislation by drawing on good practice in the EU.

B.1. Institutional Capacity Building
• Expanding knowledge of security sector governance through preparation and publication of guidelines for security sector oversight based on best practices in EU member and candidate countries (2nd quarter 1st year)
• Review of the institutional capacity of the MoI at central and local level (governorates) to exercise effective civilian oversight and identification of problematic areas (Chief Technical Advisor, assisted by short term experts start at 2nd quarter 1st year and end 3rd quarter 1st year)
• Development of policies and plans to overcome the identified problems (Chief Technical Advisor assisted by short term experts, 2nd quarter of 2nd year)
• Establishment guidelines and protocols as well as practical tools, including minimum tasks to undertake, for the conduct of civilian oversight of the Police and Gendarmerie on a regular basis. (Chief Technical Advisor assisted by Short Term Experts, 2nd quarter of 2nd year)
• Assessment of the appropriate institutional set up for a Safety and Security Secretariat within the MoI. (Chief Technical Advisor assisted by Short Term Experts, 1st quarter of 2nd year)
• Establishment of a Safety and Security Secretariat within the MoI, scoped with responsibilities of undertaking policy development related to issues of internal security, monitoring of policy, undertaking research on safety and security matters, including oversight and accountability and providing education, training and support to governors, sub-governors, Police and Gendarmerie. (Ministry of Interior, 4th quarter of 2nd year)
• A communication strategy with benchmarks for monitoring reform of the civilian oversight of security established (Short term Expert, 2nd quarter, 1st year)

B.2 Strengthening of human resources
• Training of governors and sub governors on governance of the security sector and oversight of policing (2 sets of trainings, 1 in 3rd quarter of 1st year, the other one in 3rd quarter of 2nd year, international and local short term experts)
• Review of the pre-service and in-service training of governors and sub-governors to expand to reflect the areas of oversight (local short term experts, 3rd quarter of 1st year)
• MoI Inspectors/Legal Professionals as well as relevant human resources in the governorates are trained for backstopping governors’ and sub-governors’ oversight functions (2 sets of training, aligned to governors’ training)
• Training of members of the Police and Gendarmerie on the basic principles of civilian oversight and key principles of democratic policy, in a way to complement the training for governors and sub governors (one dissemination seminar, end of 4th quarter of 1st year)
• Building knowledge networks among provincial administrators and civil society on human security to expand notions of security (continuous)
• Install a best practices showcase system within the MoI for the MoI to learn from/monitor oversight capacity/weaknesses (Chief Technical Advisor assisted by Short Term Experts, 1st quarter of 2nd year)

The Chief Technical Advisor (Key Expert 1) will dedicate at least half of his/her working time to the realization of activities under B1 and B2 (12 m/m). The rest of the CTA’s time will be in terms of backstopping the other components and overall project management. In addition, 150 days of international short term experts and 150 days of national short term experts will be dedicated to these two sub components to undertake the trainings and the reviews.

B.3 Improvement of procedures and performance of civilian oversight in selected pilot administrations
• Selection of four pilot provinces based on varying security issues through multi stakeholder meetings.
• Draft a model for strengthened cooperation between the offices of the governor and district governor and the civil society in security sector oversight
• Implement the models in four pilot provinces through the office of the governors, district governors and the General Provincial Assembly.
• Preparation and publication of a Turkish language practice note on provincial government and civilian oversight based on the experience of the pilot implementations

18 m/m of key expertise time will be dedicated to the activities at pilot administration level (Key Expert 3) assisted by international short term experts (20 days) local short term experts (15 days) for the publication preparations and other junior experts for local needs (50 days)

C. Civil society and the media have the conceptual and institutional tools to engage with policing oversight
• Identification of security governance topics for further research and analysis
• Expanding national knowledge pool on security sector through utilization of Short Term Experts to conduct independent research and analysis in the selected security governance fields and publication of such analysis in cooperation with the civil society
• Establish regular consultation mechanisms for the MoI at central and local level (governorates) with the civil society on safety and security concerns of citizens and expectations from policing
• Organization of study tours to EU member and candidate states’ civil society networks on how to effectively engage in security sector and safety of citizens
• Organization of two provincial level and one national level security sector governance conferences with focus on the oversight of internal security (2nd Quarter, 2nd Year)
• Roundtables with journalists, columnists and civil society on concepts and definitions such as state security, public safety, human security etc.

20 m/m of key expertise time will be dedicated to the activities with the civil society and (Key Expert 2) assisted by local short term experts (100 days) and international short term experts (50 days). Also junior short term experts will be used for facilitating the consultative processes and organizing media events (50 days)

D. Ministry of Interior and the Grand National Assembly establish working framework for ensuring transparency of internal policing services through the standing and investigatory committees of the TBMM such as those on Internal Affairs, Planning Budget and/or the Human Rights Committees. (TWINNING LIGHT COMPONENT)

• Preparation of a Component Inception Report (Months 1 and 2)
• Identification of transparency bottlenecks between the Ministry of Interior and the relevant commissions of the parliament. (Month 3)
• Sharing of best practices of working relations between parliamentary commissions and Ministry of Interior and/or policing services in an EU Member State (Month 4)
• Advisory policy paper to the Ministry of Interior of Turkey on most effective ways to engage parliamentary oversight of budgetary arrangements for internal security (Month 5)
• Advisory policy paper for the Ministry of Interior of Turkey on EU member state applications on parliamentary relations for enhancing human rights content of internal security arrangements. (Month 5)
• Organization of roundtable forums with members of Grand National Assembly (TBMM) and MoI benefiting from EU member state experience (at least 1 smaller introductory meeting and one final forum, with at least 5 members of parliament participating from the Member State, and targeting at least 50 Turkish members of parliament.) (Months 4 to 6)

This TWINNING LIGHT Component of the project is intended to be completed within 6 month. It is expected to “introduce” the conceptual and the operational tools for the Ministry of Interior to have an open working relationship with the Grand National Assembly (the parliament). As in the other components of the project the beneficiary is the MoI, although members of parliament in Turkey will also be secondary beneficiaries who will be exposed to the tools of the Member State regarding parliamentary engagement in internal security policy, budgets and oversight. The component foresees at least 50 days of short to medium
term experts, the travel and participation in forums in Ankara of officials from the Member State’s counterpart Ministry to the Turkish MoI.

3.5. Linked Activities

There are a set of projects and activities supported by the EC and other bilateral donors on related fields:

**An Independent Police Complaints Commission & Complaints system for the Turkish National Police and Gendarmerie** will lay the groundwork for adoption of the necessary legislative frameworks that will lead to the establishment of an independent policy complaints (IPC) mechanism. The present proposal “Capacity Building for Reform of Security Sector Oversight” complements specifically the IPC initiative of the government and the EC by building capacity within the MoI in order for the MoI to be able to effectively respond to IPC decisions and to deal with majority of complaints and human rights issues that would under normal circumstances not escalate to IPC mechanism level through appropriate action at MoI or at provincial governor, sub governor level.

**Strengthening the accountability, efficiency and effectiveness of the Turkish national police** (political criteria) will develop and implement a plan for the reorganization of the Turkish national police.

**Enhancing the Professionalism of the Gendarmerie** will develop, like the above Police project, a plan for the reorganisation of the law enforcement service of the Gendarmerie, modern training and personnel management in line with current EU practices in the area of professional policing and enhanced criminal investigative capacity. The overall objective of this particular project is to enhance the accountability, efficiency and effectiveness of the Turkish Gendarmerie in its law enforcement activities, in accordance with European Union (EU) policing standards, procedures and best practices.

**Improving cooperation between the NGOs and the public sector and strengthening the NGO democratic participation level** (political criteria) supports an Action Plan on the “public sector-civil society cooperation”.

NGOs are also critical forces in civilian oversight of the security sector as well as in building good governance mechanisms for oversight. Therefore, strengthening cooperation between the public sector and NGOs will be important inputs to the project at hand.

**Implementation of human rights reforms in Turkey** (political criteria) aims full compliance of human rights actually enjoyed by citizens and civil society.

**Improvement of public service and quality standards towards civil society organizations** (political criteria) aims to strengthen capacity of the government in the civil society sector.

**Human Rights Training of the Inspector Board of the Ministry of Interior** aims to strengthen the capacity of the board of inspectors to incorporate human rights concerns in otherwise legalistic inspections of provincial administration including the functions of policing. The project is managed by the UNDP and utilizes the technical expertise of the Danish Institute of Human Rights. Budget is 150,000$ for 2006.
The UNDP is presently working with the Ministry of Interior in a project entitled A **Sector Approach for Implementation of Fundamental Rights Legislation**, 170.000$, 2005-2006. This UNDP funded project has supported the MoI’s independent assessment of the capacity, coherence and consequences of the MoI’s oversight of policing.

### 3.6. Lessons Learned

Most of the projects referenced above are still at very early stages of implementation. Therefore, the scope for learning of lessons is quite limited. Nevertheless, the Ministry of Interior considers the following as important lessons that actually account for the rationale of the proposed project:

The public administration, state bureaucracy, majority of the police and gendarmerie know very little about civilian oversight of policing and are apprehensive about its consequences in terms of operational capacity.

The area of security is highly sensitive in any state. In addition to the built in sensitivities of law enforcement in all countries around issues of security, is the context specific security issues in Turkey that derive from its geographical proximity to global terrorism hot spots. It is therefore important for the Ministry of Interior to steer changes in security sector oversight with utmost caution and sensitivity to local realities.

In line with the above, it is imperative therefore for the highest level of MoI leadership in guiding project activities. Therefore, the Institutional Framework (Section 4 below) requires that the Under-secretary of the MoI lead the project advisory body.

Also in line with the points made above, it is imperative the project is delivered through a technical assistance team which enjoys the full trust and cooperation of the Ministry of Interior. Therefore, as beneficiary of the Project, the Ministry of Interior recommends a direct grant contract to UNDP – an impartial and independent knowledge based organization which has at the request of MoI developed an exclusive partnership with the MoI in the field of civilian oversight (Section 6 below).

In order for stakeholder institutions to interact effectively with an Independent Police Complaints mechanism, there is widely felt need for building institutional capacity starting with the Ministry of Interior, the governors and district governors on the more elemental and preliminary concepts such as security sector oversight, partnerships with civil society in oversight, consequences of oversight in terms of effectiveness, efficiency and legitimacy of policing and consequently of state authority.

### 4. Institutional Framework

The beneficiary will be the **Ministry of Interior (MoI)**.

Turkey’s Ministry of Interior (MoI) has the formal mandate to guarantee “in practice” the full enjoyment of rights at provincial and district levels through powers and authority it vests in governors and district governors. In praxis, the full enjoyment of rights often concerns the relationship between the actors of the security sector, notably the inter-relationship between civilian authorities and security forces (e.g. the policy, gendarmerie and village guards).

Under the Turkish administration system, governors and sub-governors are the provincial and district representatives of government and state. They are the highest-ranking executive body
at provincial level. In their areas of jurisdiction, governors and sub governors are mandated to supervise and oversee the law enforcement bodies, including the police force, the gendarmerie and the village guards.

Governors and district governors are held responsible for defining security policy, management of the security sector including monitoring of the implementation of security policy and taking corrective action. Nevertheless, their capacity to perform these functions of security sector oversight is bound by institutional capacity shortcomings which will be addressed by the project at hand.

Governors are affiliated with the Ministry of Interior as civil servants in exceptional status while district and deputy governors are MoI staff. The General Directorate of Public Administration supports all the provincial functions of the Governors and district/deputy governors. The general directorate of security is also within the Ministry of Interior. However, the systems of rendering account and oversight are not well built within the relevant units of the Ministry.

The MoI will be responsible for the overall project execution; The MoI and the ECD will have to approve the project reports and work plans and will provide guidance as appropriate.

The project will be co-ordinated by a **Programme Director** appointed by the MoI. The Program Director will act in co-operation with the UNDP Chief Technical Advisor (Team Leader).

The **Program Director** is the **General Director of Provincial Administration**. The Program Director will also task relevant staff from the General Directorate of Public Administration to backstop the work of the Chief Technical Adviser and the UNDP Technical Assistance Team.

Consequently, the institutional framework within which the project operates is the broader rubric of public administration and the more specific context of the roles and responsibilities of the Governors and district governors.

**Contact Details of Program Director**
Mr Ahmet Altiparmak  
General Director of Provincial Administration  
Ministry of Interior  
Tel: +90 312 418 92 00  
Fax: +90 312 418 21 26  
e-mail: ahmet.altiparmak@icisleri.gov.tr

The project foresees both legislative and institutional changes that will shape the overall institutional framework.

The legislative changes foreseen in the project concern mainly the production of a body of secondary legislation that clarify the roles and responsibilities of governors and district governors in overseeing of policing. As such this legislative initiatives will not have “transformative” effect in changing the institutional set up of the public administration vis a vis policing bodies. It will instead consolidate and clarify in clear operational terms the
bureaucratic oversight mechanisms that the current primary legislation suggests should be in place.

The Ministry of Justice will also contribute to the activities that will be carried out under this component.

Contact Details of MoJ
Mr Ali Bilen, Judge – Head of Department
General Directorate for Eu Affairs
Tel : +90 312 4195733
Fax : +90 312 4191163
e-mail : abilen@adalet.gov.tr
Address : Milli Müdafaa Cad. No: 22 Kat: 9 Bakanlklar/Ank

The institutional change foreseen is laying the ground work for the establishment of a Safety and Security Secretariat within the MoI. At this stage of project preparedness, it is foreseen that such a Secretariat would be within the institutional confines of the Public Administration General Directorate. However, during inception phase further confirmation is necessary.

The media and civil society related third component will not necessarily lead to changes in administrative or regulatory systems. Nevertheless, the Program Director will engage the highest level of MoI leadership in milestone activities under this component in order to lend the political weight to building partnerships with the media and civil society.

As mentioned above under Section 3.6 Lessons Learned, highest level of institutional leadership is required for achievement of project objectives and for building partnerships with law enforcement bodies to overcome possible risks in implementation. Therefore, a project advisory committee will be established under the auspices of the Under Secretary of the Ministry of Interior. The Under Secretary will lead and chair the standing and the ad hoc consultative advisory committee meetings with representatives of both internal MoI unit heads and external partners as necessary. The project advisory committee will comprise senior representatives of the Ministry of Interior, Ministry of Justice, other relevant government bodies, relevant NGO’s, the European Commission and the technical assistance team. 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

The Advisory Committee chaired by the Under Secretary will monitor project activities from the perspective of whether they are contributing to the broader objective of integrating Turkey’s reform agenda in public administration. The Advisory Committee will convene on a quarterly basis.
5. Detailed Budget (M €)

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6. Implementation Arrangements

6.1. Contracting Authority

The Central Finance and Contracts Unit (CFCU) will be the Implementing Agency responsible for all the procedural aspects of contracting matters and financial management (including payments) of the project activities.

The CFCU will sign the applicable agreement with UNDP as per the Financing Memorandum between the European Commission and the Government of Turkey.

Direct agreement with UNDP has been agreed upon (for Components A, B, C) in accordance with the ‘Practical Guide to contract procedures financed from the General Budget of the European Communities in the Context of External Actions’ stipulating awarding of a Grant to an international organisation for the implementation of a specific action which is in keeping with that organisation's mandate.

For the fourth project component (Component D) focusing on the transparency aspect of internal security arrangements through a dedicated set of, counterpart ministries of the MoI in EU member states possesses valuable experience and expertise. Therefore, a TWINNING LIGHT modality will be used for this component.

Contact details in the CFCU:

Mr. Muhsin ALTUN
Programme Authorizing Officer
Address: Ehlibeyt Mahallesi 6. Sokak No:18/8 Ekşioğlu İş Merkezi 06520 Balgat
Ankara/TURKEY
Tel: +90 312 472 37 00
6.2. Twinning

Twinning has not been considered by the Ministry of Interior, for the Components A, B, C, based on the independent report of a Study Tour to France to investigate the evolution of security sector governance in that country. France Security Sector Governance Study Tour Report, by Prof. Sebastian Roche, Grenoble University. Furthermore, technical assistance has been seen as a more appropriate means to obtain multiple country perspectives on civilian oversight for which there is no single EU norm. Full report can be obtained from http://www.undp.org.tr/undp/CivilianOversight.asp

However, for the fourth project component (Component D) focusing on the transparency aspect of internal security arrangements through a dedicated set of activities, the counterpart ministries of the MoI in EU member states possess valuable experience and expertise. Therefore, a TWINNING LIGHT modality will be used for this component.

Twinning ‘light’ consists of the provision by the Member State of a package of services, generally involving short missions (e.g. one or two weeks at a time) by selected officials, and/or, less frequently, civil servant experts staying for lengthier, intermediate periods. For the project at hand this will include missions of members of parliament from the member state as well as key officials of the counterpart ministry dealing with internal security.

A Project Steering Committee (PSC) will be set up comprising of senior representatives of the Ministry of Interior, Ministry of Justice, other relevant government bodies, relevant NGO’s, 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 Project Steering Committee will convene on a quarterly basis.

6.2.1. Beneficiary

Ministry of Interior.

MoI Contact
Mr. Ercan Aslantas EU Affairs and International Relations
Telephone: + 90 312 417 2741
Email: ercan.aslantas@icisleri.gov.tr

6.2.2. Member State Inputs

PL (Project Leader)
The PL should be a high ranking official with broad knowledge of all processes in the area of policing, police complaints and investigations 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 of policing and police organisations, in particular in the relevant areas the project is dealing with;
Familiarity with police complaint mechanisms and monitoring;
High-ranking official, commensurate with an operational dialogue at vice-ministerial level;
Overall appreciation of the problems and solutions in the sector;
Capable of unblocking any problems at the 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- and medium term experts;
Executing administrative issues (i.e. signing reports, administrative orders etc.).

Short and medium term experts
a) Experts’ qualifications
Minimum of 3 years professional experience in areas related to the project activity they have to cover.
Advanced relevant university or other school degree;
Previous experience of working in other cultures and countries will be an advantage;
Good written and oral command of English;
Proven contractual relation to public administration or mandated body;
Capacity to integrate into a large expert team;
Willingness to work in a different cultural environment.

b) Experts’ tasks
To contribute to the project with his/her specialist knowledge;
To provide specialist support and advice services;
To prepare training course modules;
Delivery of selected training modules;
Advice and backstopping from a national EU administration.

The duration of the assignment of the long-term advisor will be 24 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.

6.2.3. 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/Task Forces 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/Task Forces.

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

6.3. Non-standard aspects

**Direct Grant Contract**

Direct agreement with UNDP has been agreed upon in accordance with the ‘Practical Guide to contract procedures financed from the General Budget of the European Communities in the Context of External Actions’ stipulating awarding of a Grant to an international organisation for the implementation of a specific action which is in keeping with that organisation's mandate.

**UNDP Contact:**

Ms. Sarah Poole  Deputy Resident Representative  
Telephone + 90 312 454 1161  
Email:  sarah.poole@undp.org

6.4. Contracts

6.4.1. Direct Grant Contract

The UNDP will manage the project components A, B, C under a single grant contract. The UNDP is the United Nation’s global development network. As an international development agency, the UNDP works with the Government of Turkey to support Turkey’s development. Further justification for UNDP as sole source for implementation of the project is provided in Annex.

General Conditions applicable to European Community contribution agreements with international organisations applies to contracting with the UNDP. The Financial and Administrative Framework Agreement between the European Community represented by the Commission of European Communities and the United Nations (FAFA) will govern the contract.
6.4.2. Twinning Contract

The fourth project component (Component D) focusing on the transparency aspect of internal security arrangements through a dedicated set of activities, will be implemented through a twinning light contract.

7. Implementation Schedule

Please refer to Annex II.

Execution period will not exceed the execution deadline foreseen in the applicable Financing Memorandum.

8. Equal Opportunity

Equal opportunity principles and practices in ensuring equitable gender participation in the project will be guaranteed. Male and female participation in the project will be based on EU standards and assured by official announcements published to recruit the necessary staff for the project. The main criteria for recruitment will be qualifications and experience in similar projects, not sex or age. Both men and women will have equal opportunities and salaries.

9. Environment

N/A

10. Rates of Return

N/A

11. Investment Criteria

N/A

12. Conditionalities

There is no pre-condition for the start of the project. However, during project implementation the Turkish Ministry of Interior commits itself to institutional change and to adopt new strategies and standards developed during the programme and disseminate them through further training and awareness-raising activities.

The Ministry of Interior will also publish the newly developed guidelines, standards and strategies 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.

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 area of law enforcement, fight against crime and police co-operation and thus prepare grounds for Turkey’s full integration into the EU.

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 TO PROJECT FICHE**

Annex I, Logframe
Annex II, Detailed Implementation Chart
Annex III, Contracting and disbursement schedules (Quarterly in Euro)
Annex IV, Provisional outline equipment list
Annex V, Preparatory Work
Annex VI, Reference List of Laws
Annex VII: Key Experts
Annex VIII: Justification for UNDP for Direct Contract for Delivery of the Project
## LOGFRAME PLANNING MATRIX FOR

### Component Number

<table>
<thead>
<tr>
<th>Total Budget: 3 MEURO</th>
<th>EC contribution: 3 MEURO</th>
</tr>
</thead>
</table>

### Overall Objective

Expanded enjoyment of civil rights by Turkish citizens and democratic control of internal security are structurally embedded in the regulatory system and public administration practice of Turkey.

### Project Purpose of each Component

- **To establish framework conditions for Governors, district governors and MoI staff to make transition from narrowly conceived, bureaucratically and legally managed**

  - Program Advisory Committee in place and is headed by the Under-secretary of the MoI to
  - Minuted Advisory Committee Meetings, National Program Director (MoI) reporting with assistance from the Technical assistance team (end of 1st quarter of implementation)

### Assumptions

- Continued commitment of the GoT to the EU accession process and to the political reform agenda.
- **Risks:** Turnover of committed MoI staff; shortcomings in managing potential tensions between the Gendarmerie, the GD of Security and...
oversight of policing to a system of security sector governance based on human centred understanding of security and public safety and transparency with partnership with the civil society.

- Monitor transition
  - Partnership between Program Advisory Committee and the Interior Affairs Committee of the Grand National Assembly established.
  - Number of provincial security plans reflecting transition and partnership (Target 4)

- Minuted Advisory Committee Meetings with the Grand National Assembly Interior Affairs Committee.
- Review of provincial security plans by National Program Director’s (MoI) reporting of minute meetings with Governorates and provincial law enforcement units, assisted by Technical Assistance Team (2nd quarter of second year)
- EC regular reports on progress (Political Criteria), November 2007, November 2008 (no project inputs)
- Human rights organizations’ Reports (HRW/IHD/IHV), annual (no project inputs)

the MoI’s responsible units. The project will seek to overcome these risks by continued mainstreaming of the fundamental rights agenda within the MoI and continuous dialogue within the lead GDs of this Ministry led by the Program Advisory Committee.

<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Legislative framework developed to enable the MoI and the public administrators (governors)</td>
<td>Program Advisory Committee reviews</td>
<td>2nd quarter of 2nd year, reported by the National Program Director (MoI) based on</td>
<td>Assumption: Continued political commitment at the level of the Minister and leadership of the under-</td>
</tr>
</tbody>
</table>
| and sub governors) to exercise effective civilian oversight over law enforcement bodies | legislative proposal and endorses its dissemination  
- Directive to public administrators clarifying oversight functions (1 formal directive, including secondary legislation package) | minute Advisory Committee meeting.  
- Minister of Interior or the Under-secretary disseminates directive by end of 2nd quarter of the second year of the project, reported by the National Program Director (MoI) with assistance from the Technical Assistance Team. | secretariat of the MoI of program activities. Risks: Potential misunderstanding of legislative initiative by key stakeholders of law enforcement. The project will overcome this by engaging law enforcement agencies in the training components of the project. |
|---|---|---|---|
| 2. Ministry of Interior and the public administrators (governors and sub governors) have access to the conceptual and institutional tools to oversee policing effectively | Institutional (Secretariat) proposal reviewed by the Program Advisory Committee and endorsed through budgetary allocations  
- Number of governors having participated in training is an indication of the level of project’s absorption by | 2nd quarter of 2nd year, reported by the National Program Director (MoI) based on minute Advisory Committee meeting.  
- Training reports prepared by the Technical Assistance Team (annual) | Assumptions: Cooperative governors and district governors will be engaged in project by MoI provincial directorates of security will be encouraged by MoI top management to participate in project activities. Risks: Over-empowerment of governorates’ and district governorates’ offices at province and district levels. The project will overcome risks by carefully disseminating the sectoral approach to building appropriate accountability and management standards in the security field. |
<table>
<thead>
<tr>
<th>Civilian Oversight of Internal Security Sector</th>
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<tbody>
<tr>
<td><strong>2. Public Administration</strong> (Target 20)</td>
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<tr>
<td>• Number of public administrators participating in a human security knowledge network (Target 50)</td>
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<tr>
<td>• Number of provinces participating in the pilots (Target 4)</td>
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<tr>
<td><strong>3. Civil society and media have the conceptual and institutional tools to engage with policing oversight</strong></td>
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<tr>
<td>• Number of civil society organization led forums and meetings on security sector governance, (Target 4 with over 200 civil society participants)</td>
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<tr>
<td>• Short Term Expert reports on NGO use of commissioned research and analysis and participation lists of such forums and meetings submitted by the Short Term Experts. (at least 2 at end 4th quarter of first year and 2 more and end 3rd quarter second year)</td>
<td></td>
</tr>
<tr>
<td>Assumptions: Full support from the MoI to independent civil society and research actors in terms of providing information, cooperation etc. Risks: Lack of independent civil society and research actors who wish to engage in internal security debate The project will overcome risks by carefully disseminating the sector approach to internal security and advocacy of democratic oversight.</td>
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<tr>
<td><strong>4. Ministry of Interior and Grand National Assembly establish working framework for ensuring transparency of internal policing services</strong></td>
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<tr>
<td>• Number of parliamentary forums with an EU member state parliamentary body on internal</td>
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<tr>
<td>• Twinning Light with an EU member state agreement.</td>
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<tr>
<td>Assumption: Cooperation of the Grand National Assembly with the Ministry of Interior.</td>
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</table>
through the standing committees on Internal Affairs and Planning Budget Commissions of the parliament.

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Source of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>A.1.1 Review of the existing legislative framework and obstacles to exercise effective oversight functions over the law enforcement bodies (including the laws on the Police, Gendarmerie and secondary legislation such as regulations)</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Project reports</td>
<td>Risks: Body of existing law is confusing and overlapping. This creates risks in its review by “external actors”. The project will overcome this risk by building on the body of work already undertaken by the MoI with international experts and organizations.</td>
</tr>
<tr>
<td>A.1.2 Support to preparation of secondary Legislation within the context of Public Administration Law in order to clarify operationalization of security sector oversight</td>
<td>MoI Project Coordinator with Technical Assistance Team and Short Term Experts</td>
<td>Project reports – EC Progress Reports</td>
<td>Risks: Lack of effectiveness in engaging the law enforcement bodies collective perspectives.</td>
</tr>
<tr>
<td>A.1.3 Development of legislative framework (body of secondary legislations) proposals to ensure an effective, full civilian oversight</td>
<td>MoI Project Coordinator with Technical Assistance Team and Short Term Experts</td>
<td>Project reports – MoI Dissemination</td>
<td></td>
</tr>
<tr>
<td>B.1.1. Expanding knowledge of security sector governance through preparation and publication of guidelines for security sector oversight based on best practices in EU member and candidate countries</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Printed Reports available</td>
<td>Assumption: the MoI will ensure dissemination of such knowledge reports.</td>
</tr>
<tr>
<td>B.1.2. Review of the institutional capacity of the MoI at central and local level (governorates) to exercise effective civilian oversight and identification of problematic areas</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Project reports</td>
<td>Risks: Current institutional set up is formalistic. This creates risks in its review by “external actors”. The project will overcome this risk by building this review on the body of work already undertaken by the MoI with international experts and organizations.</td>
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<tr>
<td>B.1.3. Development of policies and plans to overcome the identified problems</td>
<td>MoI Project Coordinator assisted by the Technical Assistance Team and Short Term Experts</td>
<td>Project reports</td>
<td></td>
</tr>
<tr>
<td>B.1.4. Establishment guidelines and protocols as well as practical tools, including minimum tasks to undertake, for the conduct of civilian oversight of the Police and Gendarmerie on a regular basis.</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Guidelines available, Project reports</td>
<td></td>
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<tr>
<td>B.1.5 Assessment of the appropriate institutional set up for a Safety and Security Secretariat within the MoI.</td>
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<tr>
<td>B.1.6. Establishment of a Safety and Security Secretariat within the MoI, scoped with responsibilities of undertaking policy development related to issues of internal security, monitoring of policy, undertaking research on safety and security matters, including oversight and accountability and providing education, training and support to governors, sub-governors, Police and Gendarmerie.</td>
<td>MoI Project Coordinator assisted by the Technical Assistance Team and Short Term Experts</td>
<td>Secretariat functional within the MoI, Project reports</td>
<td>Risks: The MoI’s current internal organization structure is also undergoing change. The TAT will advise the MoI on the best departmental host or departmental restructuring for a Safety and Security Secretariat.</td>
</tr>
<tr>
<td>B.1.7.</td>
<td>A communication strategy with benchmarks for monitoring reform of the civilian oversight of security established</td>
<td>Short term Expert</td>
<td>Strategy Report</td>
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<tr>
<td>B.2.1.</td>
<td>Training of governors and sub governors on governance of the security sector and oversight of policing (2 sets of trainings, targeting at least 120 high ranking governors and sub governors)</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Project reports</td>
</tr>
<tr>
<td>B.2.2.</td>
<td>Review of the pre-service and in-service training of governors and sub-governors to expand to reflect the areas of oversight</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Project reports</td>
</tr>
<tr>
<td>B.2.3.</td>
<td>MoI Inspectors/Legal Professionals as well as relevant human resources in the governorates are trained for backstopping governors’ and sub governors’ oversight functions (at least 100 Inspectors and Legal Professionals)</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Project reports</td>
</tr>
<tr>
<td>B.2.4.</td>
<td>Training of members of the Police and Gendarmerie on the basic principles of civilian oversight and key principles of democratic policy, in a way to complement the training for governors and sub governors (Selected 20 participants)</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Project reports</td>
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<tr>
<td>Assumption: The MoI leads the necessary dialogue with law enforcement bodies.</td>
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<tr>
<td>B.2.5</td>
<td>Building knowledge networks among provincial administrators and civil society on human security to expand notions of security</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Project reports</td>
</tr>
<tr>
<td>B.2.6.</td>
<td>Install a best practices showcase system within the MoI for the MoI to learn from/ monitor oversight capacity/weaknesses</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Project reports</td>
</tr>
<tr>
<td>B.3.1.</td>
<td>Selection of four pilot provinces based on varying security issues through multi stakeholder meetings.</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Project reports</td>
</tr>
<tr>
<td>B.3.2. Draft a model for strengthened cooperation between the offices of the governor and district governor and the civil society in security sector oversight</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Project reports</td>
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<tr>
<td>B.3.3. Implement the models in four pilot provinces through the office of the governors, district governors and the General Provincial Assembly.</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Project reports</td>
<td></td>
</tr>
<tr>
<td>B.3.4. Preparation and publication of a Turkish language practice note on provincial government and civilian oversight based on the experience of the pilot implementations</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Practice Note Publication, Project reports</td>
<td></td>
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<tr>
<td>C.1.1. Identification of security governance topics for further research and analysis</td>
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<tr>
<td>C.1.2 Expanding national knowledge pool on security sector through utilization of Short Term Experts to conduct independent research and analysis in the selected security governance fields and publication of such analysis in cooperation with the civil society</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Commissioned Reports</td>
<td></td>
</tr>
<tr>
<td>C.1.3. Establish regular consultation mechanisms for the MoI at central and local level (governorates) with the civil society on safety and security concerns of citizens and expectations from policing</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Meeting minutes, project Reports</td>
<td></td>
</tr>
<tr>
<td>C.1.4. Organization of study tours to EU member and candidate states’ civil society networks on how to effectively engage in security sector and safety of citizens</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Study Tour Reports</td>
<td></td>
</tr>
<tr>
<td>C.1.5. Organization of two provincial level and one national level security sector governance conferences with focus on the oversight of internal security (2nd Quarter, 2nd Year)</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Conference Concept Note and Report</td>
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<tr>
<td>C.1.6. Roundtables with journalists, columnists and civil society on concepts and definitions such as state security, public safety, human security etc.</td>
<td>Technical Assistance Team and Short Term Experts</td>
<td>Project reports, Media Coverage</td>
<td></td>
</tr>
<tr>
<td>D.1. Identification of transparency bottlenecks between the Ministry of Interior and the relevant commissions of the parliament.</td>
<td>Twinning Light Coordinator</td>
<td>Meeting minutes, Twinning Reports</td>
<td></td>
</tr>
<tr>
<td>D.2. Sharing of best practices of working relations between parliamentary commissions and Ministry of Interior and/ or policing services in an EU member state</td>
<td>Twinning Light Coordinator</td>
<td>Meeting minutes, Twinning Reports</td>
<td></td>
</tr>
<tr>
<td>D.3. Advisory policy paper to the Ministry of Interior of Turkey on most effective ways to engage parliamentary oversight of budgetary arrangements for internal security</td>
<td>Short Term Experts from the Twinning</td>
<td>Expert Report</td>
<td></td>
</tr>
<tr>
<td>D.4. Advisory policy paper for the Ministry of Interior of Turkey on EU member state applications on parliamentary relations for enhancing human rights content of internal security arrangements</td>
<td>Short Term Experts from the Twinning</td>
<td>Expert Report</td>
<td></td>
</tr>
<tr>
<td>D.5. Organization of roundtable forums with members of Grand National Assembly (TBMM) and MoI benefiting from EU member state experience (at least 2 forums, with at least 5 members of parliament participating from the member state, and targeting at least 50 Turkish members of parliament.)</td>
<td>Twinning Light Coordinator and MoI Project Coordinator</td>
<td>Conference Concept Note and Report</td>
<td></td>
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</tbody>
</table>
## Annex II – Detailed Implementation Chart

<table>
<thead>
<tr>
<th>ANNEX – II</th>
<th>IMPLEMENTATION CHART</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
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</thead>
<tbody>
<tr>
<td>I. TWINNING LIGHT</td>
<td>CC CCC C I I I I I</td>
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<tr>
<td>II. TECHNICAL ASSISTANCE (Direct Contract)</td>
<td>CC CCC C I I I I I</td>
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### Annex III – Contracting and disbursement schedules (Quarterly in Euro)

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<tbody>
<tr>
<td>Twinning Light</td>
<td>250,000</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
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<td>0</td>
<td>0</td>
<td>0</td>
<td>250,000</td>
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<tr>
<td>TA - Direct Contract</td>
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<td>0</td>
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<td>2,750,000</td>
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<td><strong>Cumulated</strong></td>
<td>3,000,000</td>
<td>3,000,000</td>
<td>3,000,000</td>
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<tbody>
<tr>
<td>Twinning Light</td>
<td>200,000</td>
<td>12,500</td>
<td>37,500</td>
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<td>250,000</td>
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<tr>
<td>TA - Direct Contract</td>
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<td>206,250</td>
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<td>0</td>
<td>206,250</td>
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<td>481,250</td>
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<td>2,750,000</td>
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<tr>
<td><strong>Cumulated</strong></td>
<td>1,850,000</td>
<td>1,862,500</td>
<td>2,106,250</td>
<td>2,106,250</td>
<td>2,312,500</td>
<td>2,312,500</td>
<td>2,518,750</td>
<td>2,518,750</td>
<td>3,000,000</td>
<td>3,000,000</td>
<td>3,000,000</td>
<td>3,000,000</td>
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Annex IV Provisional outline equipment list

<table>
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<tr>
<th>Computers and office equipment</th>
<th>7 Computers</th>
<th>3,500 €</th>
<th>24,500 €</th>
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<tr>
<td>Wiring and connections</td>
<td></td>
<td></td>
<td>12,000 €</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td></td>
<td></td>
<td><strong>36,500 €</strong></td>
</tr>
</tbody>
</table>

The Technical Assistance Team will require minimum automation facilities for the successful conduct of the project. The Ministry of Interior will require that the technical assistance team’s automation needs are met from project budget. At the end of the project duration the computers procured will be transferred to Ministry of Interior ownership and will be used by the Safety and Security Secretariat established through Component B1 of the project at hand (described above).

Annex V: Preparatory Work
- Ministry of Interior and UNDP: Security and Justice Sector Reform, Civilian Oversight of Policing Assessment, Prof. Andrew Goldsmith. This Assessment was conducted by the MoI in order to provide the problem analysis for the project at hand.


- UNDP and the MoI have identified short term experts for immediate mobilization upon project contract signature.

Annex VI: Reference List of Laws

- Law 5442 “Public Administration Law”
- Law 3152 “The Structure and Mandate of the Ministry of Interior”
- Law 2559 “The Responsibilities and Authority of the Police Force”
- Law 2803 “The Responsibilities and Authority of the Gendarmerie”

Annex VII: Key Experts

Key Expert 1 (Chief Technical Advisor)

The Chief Technical Advisor (CTA) is a resident Expert provided for the full time during the project (24 months). The CTA shall be the Leader of the Project Assistance Team. He/she shall be responsible for the overall management of the programme and for all reporting and documentation.

**Qualification and skills:**
He/she shall be University graduate, preferably with an advanced degree in the field of Political Sciences and/or Public Administration. He/she should have a minimum of fifteen (10) years professional international experience relevant to the scope of work to be undertaken. Full proficiency in English and computer literacy are required. Knowledge of another EU member state language and Turkish would be an asset.

**General professional experience**
The expert should have leadership skills, high professional standing, good communication skills and experience in working with senior government personnel.

**Specific professional experience**
S/he shall be a senior expert in public administration and security sector linkages, including security sector reform subjects. Additionally, s/he will have knowledge of Turkey’s security sector, its public administration context. The CTA is expected to be well versed with international norms in human rights promotion and protection. Specific knowledge of the evolution of security sector governance in EU member states is required. The CTA is expected to have experience of working with international organizations (10 years).

**Key Expert 2 (Civil Society and Media)**
Key Expert is a resident Expert provided for 20 months of the project duration. The Key Expert 2 is responsible for **Component C** of the project.

Qualifications and skills:
He/she shall be a university graduate in public administration, police academies or security studies, preferably with an advanced degree in communications. He/she should have a minimum of fifteen (10) years professional international experience relevant to the scope of work to be undertaken. Full proficiency in English and computer literacy are required. Knowledge of Turkish would be an asset.

**General professional experience**
The expert should have leadership skills, high professional standing, good communication skills and experience in working with civil society and media.

**Specific professional experience**
S/he shall be a senior expert in civil society development. S/he will have in depth knowledge of Turkey’s human rights community and its involvement with security sector issues. The Key Expert 2 is expected to be well versed with international norms in human rights promotion and protection. The CTA is expected to have experience of working with international organizations (10 years).

**Key Expert 3 (Pilot Projects)**
Key Expert is a resident Expert provided for 18 months of the project duration. The Key Expert 2 is responsible for **Component B.3** of the project.

Qualifications and skills:
He/she shall be a university graduate in public administration, police academies or security studies, preferably with an advanced degree in communications. He/she should have a minimum of fifteen (10) years professional experience in public administration and participatory planning. Full proficiency in English and computer literacy are required. Knowledge of Turkish would be an asset.

**General professional experience**
The expert should have leadership skills, high professional standing, good communication skills and experience in working with civil society and local governments. Knowledge of Turkey’s general security matters and civil society participation issues is an asset.

**Specific professional experience**
S/he shall be a senior expert in participatory processes. S/he will have in depth knowledge of Turkey’s public administration reform and human rights issues. The Key Expert 3 is expected to be well versed with international norms in human rights promotion and protection. The Expert is expected to have experience of working with international organizations (10 years).

**Key Expert 4 (Legislative)**

Key Expert is a resident Expert provided for 2 months of the project duration. The Key Expert 2 is responsible for **Component A** of the project.

Qualifications and skills:
He/she shall be a university graduate in public administration or law. He/she should have a minimum of ten (10) years professional experience in public administration and legislative processes. Full proficiency in English and computer literacy are required. Knowledge of Turkish and Turkish public administration law would be an asset.

**General professional experience**
The expert should have leadership skills, high professional standing, good communication skills and experience in working with legislative processes. Knowledge of Turkey’s general security matters and legislative processes is an asset.

**Specific professional experience**
S/he shall be a senior expert public administration law. S/he will have in depth knowledge of Turkey’s public administration reform and human rights issues. The Key Expert 4 is expected to be well versed with international norms in human rights promotion and protection. The Expert is expected to have experience of working with international organizations (10 years).
Annex VIII: Justification for UNDP for Direct Contract for Delivery of the Project

The UNDP will manage the project under a single grant contract. The UNDP is the United Nation’s global development network. As an international development agency, the UNDP works with the Government of Turkey to support Turkey’s development.

The Ministry of Interior is institutionally committed to cooperation with the international community for expanding the enjoyment of civil rights by Turkish citizens and enhancing democratic control of internal security in the regulatory system and public administration practice of Turkey. This commitment rests on cooperation with the UNDP dating back to end 2004 and the preparatory work necessary for the conduct of the project at hand for which the Ministry of Interior relied on UNDP technical assistance and support. In this connection, the UNDP has an exclusive partnership with the Ministry of Interior through which it provides training and capacity building assistance to this Ministry. UNDP-Turkey provides policy advisory and program implementation services for the Ministry of Interior of Turkey in the field of human rights (Reference Section Linked Projects below) with focus on civilian oversight.

Also in line with the points made above in the Section entitled “Lessons Learned” concerning the highly sensitive and highly political nature of the project at hand, it is imperative the project is delivered through a technical assistance team which enjoys the full trust and cooperation of the Ministry of Interior. Therefore, as beneficiary of the Project, the Ministry of Interior recommends a direct grant contract to UNDP – an impartial and independent knowledge based organization which has at the request of MoI developed an exclusive partnership with the MoI in the field of civilian oversight.

Furthermore, technical assistance has been seen as a more appropriate means compared to twinning by the Ministry of Interior for this Ministry to obtain multiple country perspectives on civilian oversight for which there is no single EU norm. Finally, the UNDP as a multilateral development agency can deliver technical assistance spanning a variety of EU member state experience as well as experiences from candidate countries and other developing countries in other regions.