

ANNEX C1

TWINNING LIGHT PROJECT FICHE

1. Basic Information

1.1 Programme: 2014 Action Programme

1.2 Twinning Number: TR 14 IB JH 04 TWL

1.3 Title: Establishment of a National Coordination & Joint Risk Analysis Center (NACORAC) and an Integrated Border Management Integrated Database

1.4 Sector: Rule of Law and Fundamental Rights / Home Affairs

1.5 Beneficiary country: Republic of Turkey

2. Objectives

2.1 Overall Objective(s):

Developing and strengthening Turkey's legal, institutional and technical capacity for alignment with EU's integrated border management (IBM) policy.

2.2 Project purpose:

The purpose of this project is to provide the personnel, assigned at National Coordination and Joint Risk Analysis Centre (NACORAC), with proper risk and information management models, introduce the IBM concept to the assigned personnel and integrate this concept into their working methods in order to better facilitate legal movement of persons and goods while at the same time countering irregular migration and cross-border criminality through improved coordination, co-operation and collaboration in line with EU's IBM policies and strategies.

2.3 Contribution to National Development Plan/Cooperation agreement/Association Agreement/Action Plan

Integrated Border Management Coordination Board- Procedures and Principles On Inter-Institutional Cooperation

The Board was formed in 2010 with decree no 2010/15 of the Prime Ministry of Turkey. Procedures and Principles on Cooperation have been adopted unanimously within this Board by the participatory institutions in 2011.

In line with the adopted principles mentioned above, relevant institutions have to realize cooperation on data exchange and risk analysis.

Moreover following article is included in the Procedures and Principles document.

Article 6- (1) Institutions which are responsible for border control and surveillance, and other institutions and organizations involved in border management shall establish cooperation on the subjects below;)

- a) Providing mutual information exchange on necessary subjects through safe electronic network or other methods, to update and improving information exchange process,)*
- b) Establishing Integrated Border Management National Coordination Centre and Joint Risk Analysis Centre by the decision made by Integrated Border Management Coordination Board regarding organizational structure, authority and responsibilities with the aim of establishing and improving 'National Borders Situation Picture and Situational Awareness' and providing coordination between activities of all relevant institutions in this regard,)*
- c) Collecting background information about illegal or legal border crossings of persons and belongings on a joint database by institutions to perform joint risk analysis and enabling this database to use of relevant institutions,)*

On the other hand, in the national documents, EU progress reports and Visa Liberalization Roadmap Document (prepared after the signature of Readmission Agreement between Turkey and EU on 16.12.2013) parts related to coordination and cooperation on border management are summarized as follows;

National Action Plan Towards The Implementation Of Turkey's Integrated Border Management Strategy

According to EU Acquis Communautaire, topics of border control, surveillance and ensuring the border security fall into Justice and Home Affairs sector. As a best practise, EU proposes the coordination of border related activities under the leadership of a Professional and civilian border enforcement authority.

Coordination and cooperation among the Institutions

The political authority will decide the structure level, functioning and composition of the new organizational structure to be constituted within Ministry of Interior. Considering that the transfer of duties and powers would be completed in the long term and the existing institutions continue to perform duties until the completion of that process, the need for a strong cooperation among such institutions is apparent. Therefore, a coordination centre should be set up within the Ministry of Interior, with the participation of the related Commands and Institutions and the necessary legal arrangements should be considered to ensure cooperation and coordination among the mentioned institutions.

Progress Reports:

2010 Progress Report

Inter-agency cooperation remains a key issue to be developed pending the reform process. For instance, efficient and coordinated use of databases and risk analysis at the borders are missing elements for integrated border management.

2011 Progress Report

*Both the development of inter-agency cooperation and coordination and the establishment of a Border Security Agency are key factors for efficient border management....
.....Risk analysis needs to be implemented at national, regional and local level.*

2012 Progress Report

Overall, the lack of risk analyses, including joint analyses among relevant authorities in charge of border management, has led to inefficient border control and less-than-optimal use of resources.

2013 Progress Report

The Ministry of Interior and the Ministry of Customs and Trade need to cooperate more effectively to combat smuggling.

2014 Progress Report

Currently, none of the existing instruments and coordinating mechanisms for integrated border management function in practice and tangible progress is required towards an integrated border management system. To this end, effective coordination and cooperation mechanisms among all border authorities, the gendarmerie and the GDMM are vital. It is also necessary to develop joint working tools such as statistics, risk analysis and local strategies leading to a shared identification of risks and counter measures. Exchange of information is crucial to achieving this.

Visa Liberalisation Roadmap

Turkey should;

-Enhance cooperation and information exchange between the staff and bodies in charge of border management, the custom service and the other law enforcement agencies, in

view of enhancing the capacity to collect intelligence, to use human and technical resources efficiently, and to act in a coordinated manner;

-Implement in an effective manner the Memorandum of Understanding signed with FRONTEX, including by developing joint cooperation initiatives and exchanging data and risks analysis

Visa Liberalisation Roadmap Expert Reports (12.10.2015):

-A proper risk analysis should be carried out for the entire border, particularly those areas most exposed to irregular migration pressure...

.....it is recommended to carry out appropriate inter-agency cooperation as regards risk analysis...

3. Description

3.1 Background and justification:

As organised crime activities, drug trafficking, illegal migration, human and goods trafficking, terrorist activities, arms smuggling and other cross-border crimes become more global and sophisticated, the establishment of a network of Central National Coordination and Joint Risk Analysis Centres, should be seen as a priority. Whilst agencies work in isolation and mistrust, the only winners are the criminals and the losers are the legal traders, rightful passengers and the law abiding Turkish citizens. In addition, the image of Turkey abroad will be tarnished if it is seen a country with little internal coordination in Integrated Border Management.

An integrated approach requires coordination and co-operation under a single umbrella, and the necessary supporting procedural, physical and technical environment; namely inter-agency joint risk management, a national IBM information management model based on EU and international best practices, a common integrated database for data/information sharing and new knowledge production, and inter-agency data exchange and management framework. These are the founding blocks for the National Coordination and Joint Risk Analysis Centre (NACORAC) operational environment. It is essential to develop a central data/information fusion model for Border information management network under centralised supervision, as suggested by the Schengen Catalogue, in order to support integrated and information driven operations.

There are many institutions in charge of border management activities in Turkey. The existing of such many institutions makes difficult to determine integrative policies, ensure coordination, information exchange and implement risk analysis activities in the field of border management. Land Forces Command is responsible for surveillance and protection of land borders. The Coast Guard Command is responsible for surveillance and protection of sea borders. At the border crossing points, Ministry of Customs and Trade is responsible for transition of goods and vehicles. Besides, Turkish National Police is responsible for transition

of people at the border crossing points in Turkey. Ministry of Health and Ministry of Food, Agriculture and Livestock are also conducting checks at the border crossing points in their respective areas of responsibility. On the other hand, Directorate General of Migration Management (DGMM) has border-related duties. Gendarmerie and Police are involved in the handing over of the irregular migrants apprehended by the Coast Guard and the Land Forces to the DGMM.

As clear, Inter-agency coordination and cooperation is of vital importance within the scope of EU Integrated Border Management model. Above mentioned status makes coordination and cooperation difficult for authorities. For this reason, in order to put this institutional complexity in order, it was included in IPA 2014 Programme to establish a National Coordination and Joint Risk Analysis Centre (NACORAC). This Project consists of two supply and a twinning light components.

The activity of this project aims at providing exchange of information and interagency collaboration via establishment of a NACORAC under the Ministry of Interior. Thus, capacity of Turkey to fight against cross-border crimes and illegal activities in line with EU standards will be enhanced.

Establishment of the NACORAC will enable inter-agency cooperation involving staff from different agencies; it will pave the way for sharing data, combining derived data in a common database and return of collected data to the institutions after a joint risk analysis process. However in order to reach these goals, experience of member states is needed via twinning light component.

Consequently, an efficient statistical infrastructure will be developed, saving of resources will be achieved, joint working culture will be formed and planning for joint operations will be allowed.

3.2 Linked activities (other international and national initiatives):

The only coordination mechanism in the field of border management in Turkey is Integrated Border Management (IBM) Coordination Board. The Board was formed in 2010 with decree no 2010/15 and 26.05.2010 dated “Integrated Border Management” themed circular by Prime Ministry. The purposes of the mentioned board are;

- 1- To develop strategy and policy in order to fulfil the objectives which are in the national and international documents on Integrated Border Management.
- 2- To monitor and evaluate the implementation of tasks which are needed to be realized by state institutions and organizations
- 3- To ensure coordination and cooperation at high-level

Under the chairmanship of Undersecretary of Ministry of Interior/Deputy Undersecretary, the Board consists of below-stated senior officials who have decision-making authority and participate on behalf of their institutions.

- a) Turkish General Staff
- b) Ministry of European Union
- c) Ministry of Foreign Affairs
- d) Ministry of Food, Agriculture and Livestock
- e) Ministry of Customs and Trade
- f) Ministry of Health
- g) Ministry of Transportation
- h) Land Forces Command
- i) Gendarmerie General Command
- j) Undersecretariat of Maritime Affairs
- k) Turkish National Police
- l) Coast Guard Command
- m) General Directorate of Provincial Administration

Previously completed and ongoing projects aim at enhancement of capacity in the field of border management. These include;

-“Action Plan on Integrated Border Management-Phase 1” was included in 2007 Programme. Purpose of this project was to support the Turkish Government in transforming the current border management to an integrated one by detailing the Action Plan in the form of a Roadmap defined in the Action Plan and ensure further development of high level border management and border surveillance architecture and standards in line with EU’s IBM policies and strategies.

-“Action Plan on Integrated Border Management-Phase 2” was included in 2008 Programme. Purpose of this project was to support the Turkish Government in transforming the current border management to an integrated border management and enlarging the prototype green and blue border surveillance and check points and ensure further development and implementation of high level border management architecture and standards in line with EU’s IBM policies and strategies.

-“Integrated Border Management in the Western Balkans and Turkey” is aiming at enhancing the development of functional, effective and integrated systems of border management in line with EU standards in the Western Balkans and Turkey through the enhancement of inter-agency, bilateral and regional cooperation and coordination.

- “Socioeconomic Development through Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey” was included in 2011 Programme. Purpose of this project was to contribute to the prevention of illegal migration and all types of cross-border crimes at Turkey’s Eastern borders in line with EU’s IBM policies and strategies via de-mining the area and providing effective and humanitarian border surveillance tools for a technologically supported modern border surveillance system.

-“Increasing Border Surveillance Capacity of Borders Between Turkey-EU Phase 1-2” Projects which were proposed under IPA 2013 and 2014 Programmes aim at enhancement of border surveillance capacity of Turkish border guards in order to fight against illegal migration and all cross-border crimes. -“Regional Cooperation on Border Management Among Turkey-Greece and Bulgaria Phase 1-2” projects aim at enhancing the development of functional, effective and integrated systems in border management between Greece, Bulgaria and Turkey, which is in line with EU standards, through trust building among the staff in charge of border management at all levels, awareness raising on benefits of cooperation in managing the borders, daily cooperation for border management related tasks, structured border coordination mechanisms among the three countries and preparation of legal and regulatory framework.

3.3 Results:

The expected results are as follows;

- 1- Know-how and experience regarding interagency coordination, data sharing, data protection and risk analysis provided
- 2- Joint risk analysis/management model developed.
- 3- A guideline document which consists of coordination principles, working methodology and utilization of joint risk analysis/management model prepared.
- 4- IBM concept adopted and successfully applied, intra-service coordination improved.

3.4 Activities:

Duration of the project execution period will be 6 months

The activities listed hereunder represent the minimum activities to be implemented in the course of the Twinning project.

Activity 1: Training activities

Activity 2: 2 Study visits

(These visits will be made to the EU member states which have similar practices towards IBM concepts.)

Activity 3- Developing a joint risk analysis/management model specific to Turkey

Activity 4- Preparation of a guideline document which consists of coordination principles, working methodology and utilisation of joint risk analysis/management model for later use of NACORAC personnel

3.5 Means/ Input from the MS Partner Administration:

3.5.1 Profile and tasks of the Expert 1 (Project Leader)

Project leader will be responsible for the realization of all three activities. S/He should be an expert with experience of legislation, technology, procedures and trends in the area of border management

Qualifications and skills

- Education at least Bachelor's Degree in economics political and administrative sciences, law, engineering law enforcement schools (police academies, border agency academies etc.)
- Good command of written and spoken English.

General professional experience

- Minimum 5 years of professional working experience related to public administration and/or home affairs.

Specific professional experience

- Minimum 3 years of professional operational experience on border management,
- Minimum 2 years of experience in Coordination Centres.
- Minimum 2 years of experience in risk management/analysis.

3.5.2 Profile and tasks of the RTA

N/A

3.5.3 Profile and tasks of the short term experts

Short Term Experts (STEs) will assist Project Leader for realization of all activities.

These experts are required to have expertise on following topics: EU Border Management, IBM model, Schengen Agreement, Border Security Agencies in EU, Coordination and data exchange mechanisms, FRONTEX, EU Databases, Data collection Mechanisms, Data protection legislation and implementations, irregular migration, migration management and profiling of migrants, cross-border crimes

STEs should devote all of his/her time to conceive, supervise and coordinate the overall thrust of the Project.

Qualifications and skills

- Education at least Bachelor's Degree in economics political and administrative sciences, law, engineering law enforcement schools (police academies, border agency academies etc.)
- Good command of written and spoken English.

General professional experience

- Minimum 4 years of professional working experience related to public administration and/or home affairs.

Specific professional experience

- Minimum 2 years of professional experience in the sectors related to border/migration management,
- Minimum 2 years of experience in at least one of the following topics:
 - EU Border Management,
 - IBM model, procedures, methodology, principles and best practises in EU Countries,
 - Coordination and data exchange mechanisms between border related institutions in EU member states,
 - FRONTEX
 - Coordination and Risk Analysis Centers, duties and implementations
 - Risk analysis and risk management, risk analysis models conducted in member states and FRONTEX
 - EU Databases such as Schengen Information System (SIS II), Visa Information System (VIS)
 - Data collection Mechanisms such as Advanced Passenger Information (API) and Passenger Name Records (PNR)
 - Data protection
 - Irregular migration, migration management and profiling of migrants
 - Cross border crimes

4. Institutional Framework

Lead Institution

EU Affairs and Foreign Relations Department of Ministry of Interior is the Lead Institution for Home Affair Sub-sector. The Lead Institution will be responsible for monitoring and evaluation of the annual action and each activity under the programme via quarterly progress and monitoring reports submitted by End Beneficiaries, on the spot checks, etc. The Lead Institution will also be responsible for organizing Sectoral Monitoring Committees and preparation of monitoring reports for the annual action programme.

Beneficiary

Ministry of Interior DG Provincial Administration (Department for Border Management) is responsible from the execution of the project. This unit is responsible for carrying out studies for legislative and administrative structure of Integrated Border Management (IBM), preparing of assessment and needs analysis on IBM, carrying out EU funded and national funded IBM projects, working on the establishment of a new border security unit.

Co beneficiaries of this project will be border related institutions in Turkey. These will include, Turkish Land Forces Command, Turkish National Police, DG Migration Management, Coast Guard Command, Ministry of Customs and Trade, Gendarmerie General Command, Ministry of Health and Ministry of Food, Agriculture and Livestock.

5. Budget

Indicative Budget is 250.000 EUR

6. Implementation Arrangements

6.1 Implementing Agency responsible for tendering, contracting and accounting

Contracting Authority: The Central Financing Contracting Unit (CFCU) will be the Implementing Agency and will be responsible for all procedural aspects of the contracting matters and financial management (including payments) of the project activities, in accordance with the Decentralized Implementation System (DIS) Manual. CFCU will involve in the Steering Committee meeting as an observer.

Contact Details:

Ms. Emine Döger- Acting PAO and CFCU Director

Central Finance and Contract Unit

Tel: +90 312 295 49 00

Fax: +90 312 286 70 72

6.2 Main counterpart in the BC

Hüseyin ÇAKIRTAŞ (Head of Unit)

Ministry of Interior-Border Management Department

Tel: +9 0312 422 42 06

e-mail: huseyin.cakirtas@icisleri.gov.tr

6.3 Contracts

A twinning light contract is foreseen for this activity.

7. Implementation Schedule (indicative)

It is foreseen that this project will be initiated in fourth quarter of 2016.

7.1 Launching of the call for proposals (Date)

7.2 Start of project activities (Date)

Fourth quarter of 2016 (Indicatively)

7.3 Project completion (Date)

Second quarter of 2017 (Indicatively)

7.4 Duration of the execution period (number of months)

9 months (6 months+ 3 months)

8. Sustainability

After this twinning light project completed, this center will be ready to operate in a more effective and orderly way through the information and experience obtained. Such an improvement will enable Turkey to gain effectiveness and increase its capacity in combating against transnational crimes.

Moreover the guideline document prepared will shed light to the future training activities within NACORAC center.

9. Crosscutting issues (*equal opportunity, environment, etc...*)

Equal Opportunities and non-discrimination

Based on the fundamental principles of promoting equality and combating discrimination, participation in the project will be guaranteed on the basis of equal access regardless of profession, sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation.

Environment and climate change

The equipment will not have any negative influence on the environment

Minorities and vulnerable groups

According to the Turkish Constitutional System, the word minority encompasses only groups of persons defined and recognized as such on the basis of multilateral or bilateral instruments to which Turkey is a party. This project has no negative impact on minority and vulnerable groups.

Civil Society/Stakeholder involvement

The related officers that participate in the unit will jointly develop all models, standards and methodologies.

10. Conditionality and sequencing

The sequence of the activities are as follows;

1. Training Activities
2. Study visits
3. Preparation of joint risk analysis/management model
4. Preparation of guideline documents.

ANNEXES TO PROJECT FICHE

1. Logical framework matrix in standard format (compulsory)
2. Detailed Workplan

LOGFRAME PLANNING MATRIX FOR Project Fiche		Project title and number IPA 2014	
		Contracting period expires 2 years following the date of conclusion of the Financing Agreement	Execution period expires 3 years following the end date for contracting
		Total budget	
		IPA budget:	
Overall objective	Objectively verifiable indicators (OVI)	Sources of Verification	
Developing and strengthening Turkey's legal, institutional and technical capacity for alignment with EU's integrated border management (IBM) policy.	-Turkish institutions can carry out IBM policy consistent with EU practices and procedures.	<ul style="list-style-type: none"> • Monitoring by Delegation • Eu Progress Reports • TURKSTAT • Reports on government expenditures 	
Project Purpose	Objectively verifiable indicators (OVI)	Sources of Verification	Assumptions
To provide the personnel, assigned at National Coordination and Risk Analysis Center (NACORAC), with proper risk analysis and information management models in order to better facilitate legal trade and counter cross-border	<ul style="list-style-type: none"> - 15 personnel from beneficiary institutions trained - 2 Study visits realized - Joint risk 	<ul style="list-style-type: none"> • Monitoring by European Delegation to Turkey, CFCU and Ministry of EU Affairs • Project Implementation reports • Reports/Documents of project related expenditures. 	<ul style="list-style-type: none"> • Continued Government and EU commitment towards Turkey's accession • EU agrees to provide financial assistance towards the implementation of IBM policy in Turkey. • Necessary resources are available in order to carry out the Project

criminality, through improved coordination, co-operation and collaboration.	analysis/management model prepared - Guidelines prepared		
Results	Objectively verifiable indicators (OVI)	Sources of Verification	Assumptions
<p>R.1: -Know-how and experience regarding interagency coordination, data sharing and risk analysis transferred</p> <p>R.2: - Joint risk analysis/management method developed.</p> <p>R.3: - A guideline document which consists of coordination principles, working methodology and joint risk analysis/management model prepared.</p>	<ul style="list-style-type: none"> • Prepared Guideline document • Developed Risk analysis/management model • 15 personnel from beneficiary institutions trained • 2 Study visits realized 	<ul style="list-style-type: none"> • Interim and Final Reports of the project • Monitoring by Delegation and CFCU • Project implementation reports 	<ul style="list-style-type: none"> • Active support is available from all institutions involved • Necessary resources are made available internally to carry out the project
Activities to achieve results	Means / contracts	Costs	Assumptions

<p>1- The twinning team will provide in-depth practical knowledge on EU Acquis, procedures, methodology, principles and best practises in EU Countries' Coordination Centers through trainings.</p> <p>2- Study visits, will be conducted to member EU States' Coordination Centers</p> <p>3- A joint risk analysis/management model developed</p> <p>4- A guideline document which consists of coordination principles, working methodology and utilisation of joint risk analysis/management model will be prepared for the later use of NACORAC personnel</p>	<p>-Twinning Light contract</p>	<p>250.000 EUR</p>	<ul style="list-style-type: none"> • Financial resources available to carry out the project • Existence of high-qualified and experienced experts from EU member states
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ANNEX II – DETAILED WORKPLAN

Duration of the project execution period will be 6 months

Activity 1: Training activities

Activity 2: 2 Study visits

Activity 3: A joint risk analysis/management model developed

Activity 4: Preparation of the guideline document

An interpreter is expected to be present for activities 1 and 2.

To mention the details of the activities;

Activity 1- The twinning team will provide in-depth training on:

- EU Acquis on Border Management,
- IBM model, procedures, methodology, principles and best practises in EU Countries,
- Schengen Agreement and implementations
- Organization, activities of Border Security Agencies in EU,
- Coordination and data exchange mechanisms between border related institutions in EU member states,
- Organization, duties, joint operations and other activities of FRONTEX
- Coordination and Risk Analysis Centers, duties and implementations
- Risk analysis and risk management, risk analysis models conducted in member states and FRONTEX
- EU Databases such as Schengen Information System (SIS II), Visa Information System (VIS)
- Data collection Mechanisms such as Advanced Passenger Information (API) and Passenger Name Records (PNR)
- Data protection legislation and implementations
- Irregular migration, migration management and profiling of migrants
- Modus operandi in cross border crimes

Activity 2- 2 Study visits, will be conducted to member EU States' Coordination Centers. Coordination principles, best practices, working methodologies will be analysed. The member states will be determined by Ministry of Interior Department of Border Management and the twinning light partner.

Activity 3- A joint risk analysis/management model specific to Turkey will be developed

Activity 4-

a) A guideline document which consists of coordination principles, working methodology and utilisation of joint risk analysis/management model will be prepared for the later use of NACORAC personnel

b) Above-mentioned Guideline will be translated to Turkish by Twinning Team.