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ANNEX

of the Commission Implementing Decision on «Individual Measure to Support Border Management in Türkiye in 2022 and 2023»

Action Document «Support to Türkiye’s Efforts to Strengthen Border Management at the Eastern and South Eastern Border»

MEASURE

This document constitutes the multiannual work programme in the sense of Article 110(2) of the Financial Regulation, and annual and multiannual action plans and measures in the sense of Article 9 of IPA III Regulation and Article 23 of NDICI - Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

Title	Support to Türkiye’s Efforts to Strengthen Border Management at the Eastern and South Eastern Border Individual measure to support Border Management in Türkiye in 2022 and 2023
CRIS/OPSYS	OPSYS business reference: ACT-61528 ABAC Commitment Level 1: JAD.1071047 for IPA 2022 JAD.1067423 for IPA 2023
Basic Act	Financed under the Instrument for Pre-accession Assistance (IPA III)
Team Europe Initiative	No
Zone benefiting from the action	The action shall be carried out in the Republic of Türkiye
Programming document	N/A
PRIORITY AREAS AND SECTOR INFORMATION	
Window and thematic priority	N/A
Sustainable Development Goals (SDGs)	Main SDG (1 only): Goal 10.7: Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well managed migration policies” Other significant SDGs (up to 9) and where appropriate, targets: N/A
DAC code(s)	15190 - Facilitation of orderly, safe, regular and responsible migration and mobility
Main Delivery Channel	Multilateral Organisations - 40000

Markers (from DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Internal markers	Policy objectives	Not targeted	Significant objective	Principal objective
	Connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Digitalisation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Migration	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
Amounts concerned	<p>Budget line: 15.020101.03</p> <p>Total estimated cost: EUR 220 000 000</p> <p>Total amount of EU budget contribution EUR 220 000 000</p> <p>The contribution is for an amount of EUR 50 000 000 from the general budget of the European Union for 2022 and for an amount of EUR 170 000 000 from the general budget of the European Union for 2023, subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget, or as provided for in the system of provisional twelfths.</p>			
MANAGEMENT AND IMPLEMENTATION				

Implementation modalities (type of financing and management mode)	Project Modality Indirect Management with Entrusted Entity (IMEE): International Centre for Migration Policy Development (ICMPD)
Final date for concluding contribution agreements, procurement and grant contracts	At the latest by 31 December 2023 for year 2022 At the latest by 31 December 2024 for year 2023
Indicative operational implementation period	72 months following the adoption of the Financing Decision

1.2. Summary of the Action

Support to Türkiye's Efforts to Strengthen Border Management at the Eastern and South Eastern Border

This action aims to support the Directorate General for Provincial Administrations of the Ministry of Interior in the management of Türkiye's land border. Other stakeholders of the action will be Presidency of Migration Management, General Directorate of Security, and the Gendarmerie General Command (all services of the Ministry of Interior) and the Land Forces Command of the Ministry of National Defence (as end beneficiary). It complements similar activities funded under previous IPA budget years (2014-2016 and 2019). It provides for the further enhancement of the capacity of Türkiye's border management system. This measure is expected to (i) reduce the number of casualties among migrants, during the winter period in particular, (ii) reduce irregular migration and cross-border crime levels, and (iii) help the country switch from a staff-intensive and landmine-based to a modern system of border management, which is based on high-technology equipment.

This intervention encompasses four activities: the procurement of (1) a lighting system consisting of a set of road lanterns (or other similar solutions), (2) a stationary surveillance system (= communication and surveillance masts, including command control shelters, compatible with those that have been funded under IPA 2014-2016¹ and 2019 at the Greek-Bulgarian and Armenian-Iranian border, and power supply) (3) mobile electro-optical cameras (compatible with those funded under IPA 2016² at the Syrian border) and (4) training of staff of the Ministry of Interior and other relevant ministries in charge of patrolling the country's Eastern and South Eastern land border in matters such as the use of border management technologies, migration law, humanitarian border management, fundamental rights, and responding to large-scale mixed migration flows.

2. RATIONALE

2.1. Context

Significant migratory pressure at the borders during recent years felt by Türkiye continues to be a major source of concern. According to official data, the number of apprehended irregular migrants peaked in 2019. Due to

¹ Technical Specifications available under:

<https://webgate.ec.europa.eu/europeaid/online-services/index.cfm?do=publi.welcome&nbPubliList=15&orderby=upd&orderbyad=Desc&searchtype=RS&aofr=136183>

² Technical Specifications available under:

<https://webgate.ec.europa.eu/europeaid/online-services/index.cfm?do=publi.welcome&nbPubliList=15&orderby=upd&orderbyad=Desc&searchtype=RS&aofr=139679>

the pandemic and related measures, figures significantly dropped in 2020 (in line with global trends that year), but went up again in 2021 (see also table in section 2.2 below). In order to better manage migration movements, the Turkish authorities have intensified measures at the “green” (land) border and at border crossing points, in particular in the country’s East. Also, coordination mechanisms between institutions were strengthened. In the framework of the IPA and IcSP³ programmes, the EU has supported border surveillance and security measures at Türkiye’s borders to prevent irregular migration flows and cross-border crime activities, including drug smuggling and human trafficking. The majority of irregular migrants crossing into Türkiye are citizens of Middle Eastern and Asian countries, in particular from Afghanistan and Pakistan. Migrants pass geographically difficult terrain when entering Turkish territory to avoid detection. Due to the extent of the problem, further advancement of surveillance capacity at the eastern and south eastern borders has become an essential priority for Türkiye. Taking into consideration Türkiye’s current measures at the Iranian and Syrian border, future migration movements are expected to divert to the Iraqi border where border surveillance and security measures are comparatively low. Overall, this project which aims to significantly increase border management capacities at Türkiye’s external borders should contribute to Turkish efforts to further decrease irregular migration flows, in line with the EU-Turkey statement.

The procurement as described in section 1.2 above will complement past, current and planned investments made by the Government of Türkiye (GoT) and the EU at the Iranian border (total length: 560 km) and by the GoT at the Iraqi frontier (total length: 384 km), which, depending on the terrain, currently consists of modular wall elements, security wire fence, patrol roads, surveillance vehicles⁴, surveillance system (= masts)⁵, lighting system (including cameras), mobile electro-optical cameras⁶, drones, and fibre-optic acoustic sensors.

While work aimed at securing the Iranian border has started in 2015, measures taken at the Iraqi border are in an early stage. However, Türkiye has recently begun to attach more importance to the latter, since it can be expected that migration flows might divert to that border as soon as security works are finished at the Iranian border. Therefore, embankment works and the erection of a high security panel fence are scheduled to kick off in 2022. They will geographically start at the border stretch where the frontiers of Syria, Iraq and Türkiye intersect (Şırnak Province).

National policy- and legal documents

The 11th National Development Plan (2019-2023) aims at managing migration flows in a safe, systematic, controllable, and evidence-based manner which is respectful of human rights and human dignity. In particular, the Plan’s objective number 773 stipulates that “border security will be increased in land and sea areas through developing the technological and physical infrastructure in the sense of integrated border management based on cooperation between institutions”.

The Strategic Plan of the Ministry of Interior (2019-2023) ensures “an environment of trust and peace by effectively carrying out the coordination of internal security, migration, border management, disaster and emergency services within the framework of universal human rights”. One of its objectives includes the development of technology-supported integrated border management. To this end, strengthening the control and surveillance capacity at sea and land borders (including border crossing points) is a priority for the Ministry of Interior.

³ Instrument Contributing to Stability and Peace

⁴ Partially EU-funded

⁵ Partially EU-funded

⁶ Partially EU funded

The National Action Plan on Integrated Border Management Strategy (IBM)⁷ stipulates that technological investments for carrying out surveillance and controls at the state border in line with EU standards should be given priority.

The Regulation on Inter-institutional Cooperation for Border Management of 2016 is currently the main document for integrated border management-related issues. It aims to ensure coordination among public border management entities to enhance security and the coordination of the work of civil administrators assigned to civilian airports, ports and border crossing points.

Related EU policy documents

Continuous irregular migration pressure continues being a major challenge for both the EU and Türkiye. In this respect, the EU-Turkey Statement of 2016⁸ has been producing results, including significantly reducing numbers of irregular arrivals compared to the flows of 2015-2016.

In this context, the Instrument for Pre-accession Assistance (IPA III) Programming Framework for the period 2021-2027⁹, setting the general frame of EU support to Turkey, states that "... more needs to be done to better equip the beneficiaries to manage migration, fight migrant smuggling, as well as to better manage borders/boundaries and irregular migration, while respecting the fundamental rights of the individuals, as enshrined by the Charter of Fundamental Rights".

According to the Schengen Catalogue, border surveillance should be assessed using two key parameters which are situational awareness and reaction capability. Situational awareness measures the level at which border services can detect ongoing or already accomplished irregular border crossings (or smuggling activities) throughout the relevant planning period. It sets the requirements at tactical level (monitoring times and areas, detection rates, identification methods and profiling of targets). Also, the number and direction of patrols along green borders is relevant.

The EU will continue supporting beneficiaries in developing capacities that are necessary to manage migration in all its aspects. When it comes to this Action, support is aimed to align with the European integrated border management (IBM) concept.

The Commission's 2022 Türkiye Report reiterates the "adopting and implementing [*of*] a strategy and action plan on border management with the aim to enhance coordination between border services at the national and international levels" as a recommendation. In addition, it states that "in order to bring the country's border management system in line with the EU *acquis*, Turkey should further enhance inter-service and international cooperation ...". This Action will facilitate the work on the future IBM strategy and action plan by enhancing intra- and inter-service cooperation at land borders.

In Turkey's National Action Plan for EU Accession (2021-2023), one of the measures envisaged regarding border management is "updating the Action Plan on Integrated Border Management" with the objective of implementing the application of integrated border management understanding based on inter-institutional cooperation.

According to the "2021 Communication on EU Enlargement Policy¹⁰", "Turkish authorities are also increasing resources in preventing and combatting migrant smuggling, but there is a need for greater international law enforcement cooperation on the whole migration route, from countries of origin to Turkey,

⁷ This Action Plan of 2006 will be updated in the scope of another EU funded, currently ongoing project (IPA 2019).

⁸ <https://www.consilium.europa.eu/en/press/press-releases/2016/03/18/eu-turkey-statement/>

⁹ Commission Implementing Decision of 10.12.2021 adopting the Instrument for Pre-Accession Assistance (IPA III) Programming Framework for the period 2021-2027, C(2021)8914 final

¹⁰ COM (2021)644 final

the Western Balkans and the EU, to combat smuggling networks. Continued close cooperation in the field of border management and fighting migrant smuggling remains a key priority.”

This Action is also in line with the priorities introduced in the new Pact on Migration and Asylum¹¹, in particular on the aspect of robust and fair management of borders.

One of Türkiye’s Visa Liberalisation Road Map benchmark criteria includes:

- Carrying out border checks and border surveillance along all the borders of the country, particularly those with EU Member States, reducing the number of illegal border crossings.

The EU-Turkey statement of 18 March 2016, as the main framework for cooperation on migration stipulates Türkiye’s commitments in regard to prevention of irregular migration to the EU: “3) Turkey will take any necessary measures to prevent new sea or land routes for illegal migration opening from Turkey to the EU, and will cooperate with neighbouring states as well as the EU to this effect.”

EU assistance

The EU has provided significant assistance to Türkiye regarding border management. Since international migration flows have kept up the pressure at the *land border*, the main focus of past IPA support in the area of border management was on increasing surveillance capacity at land borders. The EU supported Türkiye’s efforts through several projects such as “Socioeconomic Development through Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey Phase 1 and 2” (IPA 2011 and 2012)”, “Increasing Border Surveillance Capacity at borders between Turkey-EU Borders Phase 1 and 2” (IPA 2013 and 2014)”, “Increasing Border Surveillance Capacity at Turkey's Eastern and Western Borders Phase I” (IPA 2015)”, and “Increasing Border Surveillance Capacity at Turkey's Eastern Borders Phase II” (IPA 2016), “Increasing Border Surveillance Capacity at Turkey's South Eastern Borders” (IPA 2016) and Increasing Border Surveillance Capacity at Turkey's Eastern and Western Borders Phase III” (IPA 2019).

The EU has also provided considerable support to Türkiye's mine clearance activities on the eastern border, which is carried out to help the country meet its commitment towards the Ottawa Convention. Mine clearance along the state border within the scope of three-phase IPA project “Demining and Increasing Border Surveillance Capacity at the Eastern Borders of Turkey” has an important role in reducing the risk that both people living in the region and migrants face when crossing the frontier. In addition, the activities to be carried out within the scope of this Action will help confine security concerns in some parts of the society that might otherwise ensue after the completion of the demining of land at the border.

The EU has also funded activities for strengthening the *sea border*. The project “Strengthening the operational capacities of the Turkish Coast Guard in managing migration flows in the Mediterranean Sea – Phase 1 and 2” was funded under the Instrument Contributing to Stability and Peace (ICSP). Additionally, the EU has contributed the supply of Small Fast Response Boats and Mobile Radars for Turkish Coast Guard Command (IPA 2015) along with activities for improving customs enforcement capacity.

As “*soft*” *measures*, the EU provided assistance for the following activities: “Establishment of a National Coordination & Joint Risk Analysis Centre (NACORAC) and an Integrated Border Management Integrated Database” (IPA 2014), “Technical Assistance for Improving Administrative Capacity of Border Management at Local Level (IPA 2013), the “Regional Cooperation on Border Management among Turkey, Greece and Bulgaria Phase 1 and 2” (IPA 2010 and 2013). The NACORAC project mentioned above has been supplemented by significant EU investments in NACORAC’s furnishing (IPA 2014) and upcoming institutional reform project (IPA 2020). Moreover, the EU is currently funding the elaboration of Türkiye’s first Integrated Border Management Strategy, which will form the theoretical framework in this sector after its adoption (IPA 2019).

¹¹ COM (2020)609 final

Other donors' assistance

The following projects are funded by the *UK*: “Improvement of Infrastructure, Security and Operational Capacities at Cilvegözü / Bab Al-Hawa Border Crossing Point at Turkish – Syrian Border”, “Assessment of Integrated Border Management (IBM) application in Turkey” (2017-2018), “Fighting Irregular Migration through Increasing Capacity and Cooperation on Detection of Forged Documents” (2014-2016), “Strengthening Capacity and International Cooperation in Detecting Forged Travel Documents” (2016-2017), “Enhancing the Operational Capacity of Turkish Coast Guard through Provision of Rescue Equipment” (2016-2017).

The *United States of America* funded the following project: “Assessment and improvement of security and operational capacities of the Cilvegözü / Bab al-Hawa and other border crossing points in South-Eastern Turkey” (2017-2018).

Türkiye cooperates also with other countries such as *Japan* and *Denmark* in the supply of small-scale equipment (e.g. health equipment) that irregular migrants may need and passport reading devices.

2.2. Problem Analysis

This action aims to support the Directorate General for Provincial Administrations to enhance the country's border surveillance capacity at the Eastern and South Eastern borders.

“Green” (land) border surveillance and protection

Various institutions are responsible for combating irregular migration flows at the land border in Türkiye. The Land Forces Command is responsible for the protection of the “green” border (land border between border crossing points). It is also in charge of transfers of irregular migrants and smugglers apprehended in its area of responsibility to law enforcement units (i.e. either to the police or the gendarmerie). Afterwards, health and migration services come into play to carry out the necessary procedures. Therefore, improving the surveillance capacity at the border will also contribute to the enhancement of inter-agency cooperation. Additionally, since this action will have activities in regions where border crossing points (BCPs) are located, it will help increase security levels at BCPs.

Irregular migration to Türkiye

Apart from the mass migration caused by the civil war in Syria, irregular migration movements, especially from Afghanistan and Pakistan, make up the majority of irregular migrants heading to Türkiye and Europe. This situation is underlined by the fact that Afghan migrants rank first in the number of irregular migrants apprehended by the authorities after 2018.

Number of irregular migrants apprehended in Türkiye

Year	Afghans	Pakistanis	Syrians	Iraqis	Total no. of migrants
2016	31 360	19 317	69 755	30 947	174 466
2017	45 259	30 337	50 217	18 488	175 752
2018	100 841	50 438	34 053	17 629	268 003
2019	201 437	71 465	55 236	12 097	454 662
2020	50 161	13 487	17 562	3 836	122 302
2021	70 252	16 133	23 469	4 408	162 996
2022 ¹²	27 185	2 339	9 498	797	55 627

¹² Situation until 14 April 2022

In addition, irregular migrants from countries such as Myanmar, Bangladesh, Turkmenistan, Uzbekistan and Iran are trying to enter Türkiye illegally at the eastern border.

Situation at the Iraqi border

As a consequence of the measures currently taken by Türkiye both at the Iranian and the Syrian state border segments (see below), there is a possibility that irregular migration flows will divert to the Iraqi border in the near future. Moreover, the Iran-Iraq frontier is about 1 500 km long, and there is no adequate surveillance system in place at that border. These factors together have the potential to facilitate movements of irregular migrants trying to cross into Türkiye from Iraqi soil.

The Syria-Iraq border has an approximate length of 600 km. The civil war in Syria, which has not ended yet, the existence of regions under the dominance of different terrorist organisations, and the measures taken by Türkiye on the Syrian border increase the possibility of migrant movements from Syria to Türkiye through Iraq.

Measures taken by Türkiye

Iranian border

In 2015, Türkiye started taking first measures at those sections of the 560-km-long Iranian border which were being considered the most risky ones in terms of irregular migration movements, smuggling and cross-border crime activities. These actions are ongoing and consist of the following physical security measures and technological surveillance systems: a 191-km-long (as of April 2022) modular security wall with a patrol road next to the wall, high-security wire fence installed on the top of the wall and 250 EU-funded communication and surveillance masts. For the remaining part of the Iranian border, Türkiye aims to complete the construction of the wall by 2026 (year is indicative). Additionally, camera and sensor systems are in use at 79 km of the borderline. A lighting system has been installed along a 109-km-long stretch at the northern segment of that border. Moreover, Türkiye has deployed special operations police units, recruited additional security guards and set up Coast Guard Command units at Lake Van. Vast segments of the state border with Iran are mined. In this context it is important to mention that the EU finances demining action at that border since 2016 under three IPA programme years.

Iraqi border

Currently, the irregular migration flows at the 384-km-long Iraqi border are relatively low, if compared with the situation at the border with Iran and Syria, and there is no comprehensive surveillance and communication system in place. Nevertheless, Türkiye has embarked on launching first measures also at that border segment in anticipation of increased migration levels as soon as the works at the Iranian border are completed. Work on the construction of a 33-km-long embankment and a high-security panel fence is scheduled to start in 2022 at that border segment where the frontiers of Syria, Iraq and Türkiye intersect. So far, 42 km of the lighting system has been completed funded under the national budget. Also the state border with Iraq is mined.

Equipment to be financed under this action

Türkiye's eastern border, and some parts of its south eastern border, is marked by partly rough terrain which is difficult to access and cause fatalities among irregular migrants during the winter period in particular. Establishing a *stationary surveillance system* (= communication and surveillance masts) at these borders, where also harsh climatic conditions are observed, will contribute to better combating irregular migration flows and the saving of migrants' lives. Through its communication features, this system will also strengthen coordination between border units. Another goal of this investment is to reduce the number of soldiers deployed to the border in the future. While this action will only "fill the gaps" at the Iranian border (as stated above, most segments have already been covered under previous IPA years), it is planned to extend the surveillance system also to the Iraqi border where no such investment, neither nationally nor through EU funds, has been made available until now.

Irregular migrants and smugglers prefer night hours to cross the state border. For this reason, there is also a need for a *lighting system* (specific type of road lanterns) as an additional measure along the borderline where modular security walls or other elements are located. Lighting is both a deterrent for irregular migrants and

smugglers and facilitates the intervention of the relevant border units. A lighting system is already installed at certain stretches of the Syrian and Iranian borders. It will be extended to the entire Iran and Iraq border as a supporting element for other measures taken.

In addition, Türkiye plans to use *mobile electro-optical cameras* for monitoring movements at the borders more effectively. These cameras complement the surveillance system (stationary masts) as described above. It is noteworthy that the EU has funded similar equipment for the Syrian border under IPA 2016.

As an important complementary element to the procurement, tailor made training programmes and technical assistance will be provided. This programme will focus on topics such as migration law, humanitarian border management, theoretical knowledge on border management technologies and responses to large-scale mixed migration flows.

Outlook

In a mid- to long-term perspective, Türkiye has the intention to amend the list of existing tools it uses with components such as unmanned aerial vehicles and fibre optic acoustic sensor systems.

With these investments, Türkiye will have established a comprehensive surveillance, communication and barrier system on its border with Syria, Iraq and Iran which are being considered the country's most risky land border segments in terms of irregular migration flows, smuggling activities and other cross-border crime.

3. DESCRIPTION OF THE ACTION

3.1. Intervention Logic

The underlying intervention logic for this action is as follows:

At *Overall Objective* (Impact) level, this Action aims to further enhance Türkiye's migration and border management capacity and to continue aligning with recommendations made in Chapter 24 (Justice, freedom and security) on both migration and border management;

At *Specific Objective* (Outcome) level, this Action aims to reduce levels of irregular migration with the help of modern border management equipment and in line with international human rights standards;

At *Output* level this Action encompasses four activities: the procurement of a lighting system¹³ (Output 1), a stationary surveillance system (Output 2), mobile electro-optical cameras (Output 3) and a training programme for staff of the Ministry of Interior as well as other ministries in charge of patrolling the country's Eastern land border (Output 4). The training will be on matters such as the use of border management technologies, migration law, humanitarian border management and responding to large-scale mixed migration flows. All hardware items and units will be installed at the Eastern and South Eastern borders.

3.2. Indicative Activities

Activities related to Output 1: The action will finance a lighting system (specific type of road lanterns) at the frontier: 400 km along the Iranian border and 280 km along the Iraqi frontier (all figures mentioned are indicative). This procurement aims to cover about 80% of the lighting system planned to be installed at these border stretches. Care will be taken to ensure that the lighting system is powered by environmentally friendly solar energy to the extent that climate and geographical conditions allow. The lanterns will help detect movements of irregular migrants and smugglers and are expected to have also a deterrent effect. They will be installed mostly at those border stretches where modular security walls are erected.

Activities related to Output 2: Under this action, a surveillance system (= communication and surveillance masts including command control shelters) will be installed along a 45 km stretch of the Iranian border and 145 km of the Iraqi border. The system will consist of approximately 45 masts at the Iranian and about 125 at

¹³ The lanterns are planned to be powered by solar energy in regions where conditions are suitable.

the Iraqi frontier (all figures mentioned are indicative). These masts will be compatible with those procured under previous IPA years (2014-2016, 2019). As a lesson-learned from preceding IPA phases, this investment will also provide for energy transmission lines to ensure uninterrupted power supply in mountainous and seasonally snowy terrain. This procurement will complement (Iraqi border) and finalise (Iranian border) the investments already made in stationary surveillance systems.

Activities related to Output 3: About 330 mobile electro-optical cameras will be procured for the Iranian and Iraqi border (all figures mentioned are indicative). The cameras will be compatible with those procured under a previous EU assistance programme (IPA 2016) and will be mostly used as mobile surveillance tools. However, some of the cameras will be designed for the installation on suitable stationary platforms attached to masts at certain border stretches to increase the field of view and range.

Activities related to Output 4: The training and technical assistance component will cover areas such as legal, engineering and topography issues, technical trainings on the use of the equipment provision of expertise to the relevant Governorates, general assessments on the gaps between the existing and newly-established systems to ensure compatibility, monitoring to ensure uninterrupted data-exchange among the relevant agencies through existing and newly established surveillance systems, quality assurance of the supplied systems and evaluation of the effective usage of border-related data obtained with the supplied systems in risk analysis processes in cooperation with NACORAC and other coordination mechanisms. Moreover, some trainings will thematically be focussed on border management technologies, migration law, fundamental rights and responding to large-scale mixed migration flows.

3.3. Mainstreaming

Environmental Protection, Climate Change and Biodiversity

The lighting system procured under this action will be partly¹⁴ supplied by solar energy – aiming for a minimum of 50% of the lighting system to work on solar energy.

In addition, stakeholders will carefully assess their carbon footprint when conducting trips, organising them jointly whenever possible.

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G0. Nevertheless, training sessions will be organised in line with equal participation of women and men to the degree possible¹⁵.

Human Rights

The action will aim to raise awareness and improve capacities of the staff of the beneficiary institutions working at the Eastern and South Eastern borders on human rights of migrants and refugees via its training and technical assistance component.

Other considerations

This action, *inter alia*, aims to reduce the number of landmine victims among farmers, soldiers and migrants, since the equipment to be procured will replace a border protection system based on anti-personnel landmines in a mid-term perspective.

3.4. Risks and Lessons Learned

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures

¹⁴ Depending on the geographic location.

¹⁵ It must be noted, though, that the number of female personnel in the Land Forces is rather low.

Planning, processes and systems	Risk 1 – Delays in imports and procurement schedule	M	M	Planning done in such a way that the production and procurement schedule will not be interrupted
External environment	Risk 2 – Inappropriateness of solar powered lightings for borders in unfavourable conditions	M	L	Electricity- (non-solar) powered lightings to be installed at borders in unfavourable conditions for solar power
Planning, processes and systems	Risk 3 – Excessive work time to establish the stationary surveillance system, possibly creating delays	M	M	Well-organised planning based on experience made during the implementation of ongoing contracts on stationary surveillance systems
Planning, processes and systems	Risk 4 - Incompatibility issues between the procured equipment and the already existing equipment	M	H	The implementing partner will be in close contact with the beneficiaries from the earliest stages, conduct joint site visits and needs assessment and feasibility study, and involve technical experts in order to mitigate relevant risks

Lessons Learned

Some of the equipment and systems procured such as surveillance vehicles, mobile electro-optical cameras and stationary surveillance systems already in use. User feedbacks reveal that the projects have significantly strengthened the surveillance and intervention capacities of border units. However, experience shows that planning should be done more carefully in particular in complex projects as the one on the procurement of 341 masts under IPA 2014-2016, including the question of energy supply and coordination of work between the Ministry of Interior and other Ministries.

3.5. Indicative Logical Framework Matrix

Results	Results chain: Main expected results	Indicators	Baselines 2021	Target 2027	Sources of data	Assumptions
Impact	To further enhance Türkiye's migration and border management To continue aligning with recommendations made in Chapter 24 on both migration and border management	Qualitative improvement of Türkiye's performance in the area of border management in the Annual Country Report	Report of 2021	Report of 2027	Commission Report on Türkiye	<i>Not applicable</i>
Outcome	Irregular migration levels with the help of modern border management equipment and in line with international human rights standards have been reduced	1.1 Irregular migrants apprehended (Iraqi and Iranian border) 1.2 Number of fatalities among irregular migrants crossing the border	1.1: 94,373 1.2: 37	1.1: Reduction of 50% 1.2: Reduction of 30%	1.1: Statistics of public institutions 1.2: Statistics of public institutions	The Turkish Government remains committed to addressing border management issues
Output 1 related to Outcome	Procurement of a lighting system along a 400 km stretch of the Iranian border and 280 km of the Iraqi frontier has been implemented (figures are indicative)	1.1.1 Length of border area covered by lightings	1.1.1: 100 km	1.1.1: 780 km	1.1.1: Final Acceptance Certificates	The Turkish Government remains committed to addressing border management issues
Output 2 related to Outcome	Procurement of a stationary surveillance system along a 45 km stretch of the Iranian border and 145 km of the Iraqi border has been implemented (figures are indicative)	1.2.1 Length of border area covered by the stationary surveillance system	1.2.1: 500 km	1.2.1: 730 km	1.2.1: Final Acceptance Certificates	The Turkish Government remains committed to addressing border management issues
Output 3 related to Outcome	Procurement of about 330 mobile electro-optical cameras has been implemented	1.3.1 Number of mobile electro-optical cameras	1.3.1: 20	1.3.1: 350	1.3.1: Final Acceptance Certificates	The Turkish Government remains committed to addressing border management issues
Output 4 related to Outcome	Increase in knowledge by trainees and stakeholders	1.4.1 Training programme developed 1.4.2 Number of trainees	1.4.1: 0 1.4.2: 0	1.4.1: 1 1.4.2: 200	1.4.1: Training programme 1.4.2: list of participants, participants' feedback sheets	The Turkish Government remains committed to addressing border management issues

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the Republic of Türkiye.

4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3. Methods of implementation

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹⁶.

4.3.1. Indirect Management with an international organisation

This action may be implemented in indirect management with the International Centre for Migration Policy Development (ICMPD).

This implementation entails the management of all steps of the activities described in section 3 above until the full delivery of the trainings and the goods to be procured.

The envisaged entity has been selected using the following criteria:

- Significant experience in providing assistance projects in Türkiye in the area of border management, but also on topics such as legal migration, irregular migration, national assisted voluntary return, asylum & international protection, trafficking in human beings, migration and development, the socio-economic integration of migrants and refugees;
- Previous experience in providing assistance projects to the Ministry of Interior of the Republic of Türkiye and the Ministry of National Defence of the Republic of Türkiye;
- Physical presence in Türkiye;
- Experience in the procurement of large-scale supplies and their delivery to project beneficiaries in conflict areas (e.g. personal protective equipment and night vision goggles for Ukraine)¹⁷;
- Enjoying the Ministry of Interior's trust to implement this action in a highly sensitive area of assistance;
- Having significant experience in handling EU-funded grants in the area of migration and border management.

¹⁶ See www.sanctionsmap.eu

¹⁷ ENI/2019/412-381

In case the envisaged entity would need to be replaced, the Commission's services may select another entity that has undergone the pillar assessment under indirect management using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

If negotiations with the envisaged entity and its replacement fail, that part of this action may be implemented in direct management by the Commission.

4.3.2. Changes from indirect to direct management (and vice versa) mode due to exceptional circumstances (one alternative second option)

A part of or the whole action may be carried out in direct management by the Commission via the Delegation of the European Union to Türkiye (EUD), in case that negotiations with pillar assessed entities as per point 4.3.1 fail. The action will be implemented via procurement procedures, including supplies and services, with the EUD acting as the Contracting authority as to contribute to output 1, 2, 3 and 4.

4.4. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation)

4.5. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR) 2022	EU contribution (amount in EUR) 2023	EU contribution (Amount in EUR) 2022 and 2023
Methods of implementation – cf section 4.3			
Outcome , composed of:	50 000 000	170 000 000	220 000 000
Indirect management with an international organisation – Contribution Agreement - cf. section 4.3.1	50 000 000	170 000 000	220 000 000
Evaluation – cf. section 5.2 Audit – cf. section 5.3	Will be covered by another Decision		
Communication and visibility – cf. section 6	Will be covered by another Decision		
Total	50 000 000	170 000 000	220 000 000

4.6. Organisational Set-up and Responsibilities

The Ministry of Interior (MoI), will be responsible for overall coordination, monitoring & evaluation at action level.

The action's main beneficiary is the Ministry of Interior's Directorate General for Provincial Administrations (DGPA). The activities' implementation will be coordinated by the Border Management, Foreign Relations and Project Department of the DGPA. The DGPA will dedicate a team of permanent staff to carry out the general coordination work.

The Activities will be implemented by an International Organisation under IMEE in close cooperation with Land Forces Command, representing the end user of the equipment, and the Governorates of the border regions with Iran and Iraq (provinces of Iğdır, Ağrı, Van, Hakkari and/or Şırnak).

The activities will also indirectly support stakeholders such as Turkish National Police, the Ministry of Interior's PMM (Presidency of Migration Management), and the Gendarmerie General Command.

Steering committee meetings will be organised on a six-monthly basis involving all project stakeholders.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the log frame matrix. The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

The **implementing partner's and beneficiary country's monitoring** (the latter under the coordination of NIPAC Office) will aim at collecting and analysing data to inform on progress towards planned achievement of results to feed decision-making processes at the action's management level and to report on the use of resources. To this end, implementing partners and the beneficiaries shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress monitoring and final reports, in line with respective contractual provisions.

The implementing partners will be the primary actors responsible for data collection, analysis, monitoring and reporting. Beside reporting on their specific components' log frame matrix as per General Conditions and contractual documents, the Implementing Partners will be collecting and submitting data to the Commission on a quarterly basis, on relevant indicators of the overall Results Framework that has been developed in the context of the Facility for Refugees in Turkey (and it is applicable to the continued EU refugee support to Türkiye implemented under this action).

Monitoring by the EU will complement the implementing partner's and beneficiary country's monitoring. It will also ensure a sound follow-up on external monitoring recommendations and inform the EU management. This monitoring can take different forms (meetings with implementing partners, steering committees meetings, on-the-spot checks) based on specific needs and resources at hand.

Internal monitoring by the Commission will be also carried out, with the support of an external contractor, and will consist of activities such as:

- Analysis and feedback on actions' reporting documents and data;
- Assessment of the quality of actions' internal monitoring systems and where required, plans/provides support to improve them (e.g. provision for periodical “data cleaning”; check for mistakes and look for duplications, systematic misunderstanding, or missing data; support data users in understanding them: how they are collected, what they mean)
- Attendance to actions' Steering Committee meetings and other meetings, information sharing and discussion;

Missions/visits to premises/actions' sites where activities are taking place and on-the-spot checks.

External monitoring (ROM): The European Commission and / or NIPAC may undertake additional project monitoring in line with the European Commission's rules and procedures through independent consultants recruited directly by the European Commission and / or NIPAC for independent monitoring reviews.

Apart from ROM reviews, the European Commission and / or NIPAC may undertake **action results data collection** through independent consultants recruited directly by the European Commission and / or NIPAC.

The overall progress may also be subject to **joint monitoring** by the European Commission (DG NEAR) and the Beneficiaries.

The compliance, coherence, effectiveness, efficiency and coordination in implementation of financial assistance will be regularly monitored in **Sectoral Monitoring Committee (SMC) meetings**.

5.2. Evaluation

Having regard to the importance and nature of the action, a mid-term evaluation will be carried out for this action via independent consultants. It will be carried out for problem solving and learning purposes, in particular with respect to questions related to the power supply of the masts and coordination of work between project stakeholders.

The Commission shall inform the implementing partner at least 1 months in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and *inter alia* provide them with all necessary information and documentation, as well as access to the project premises and activities. The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination.¹⁸ The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of (the) evaluation(s) shall be covered by another measure constituting a Financing Decision.

5.3. Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

¹⁸ See best [practice of evaluation dissemination](#)

6. COMMUNICATION AND VISIBILITY

Visibility of EU funding and communication about objectives and impact of Actions are a legal obligation for all Actions funded by the EU, as set out in the EU communication and visibility requirements in force.

In particular, the recipients of EU funding shall acknowledge the origin of the EU funding and ensure its proper visibility by:

- Providing a statement highlighting the support received from the EU in a visible manner on all documents and communication material relating to the implementation of the funds, including on an official website and social media accounts, where these exist; and
- Promoting the actions and their results by providing coherent, effective and proportionate targeted information to multiple audiences, including the media.

Visibility and communication measures shall be implemented, as relevant, by the national administrations (for instance, concerning the reforms linked to EU budget support), entrusted entities, contractors and grant beneficiaries. Appropriate contractual obligations shall be included in the Contribution Agreement to be signed with the implementing partner.

The measures shall be based on a specific Communication and Visibility Plan, established and implemented in line with the EU communication and visibility requirements in force. The plan shall include, inter alia, a communication narrative and master messages for the Action, customised for the various target audiences (stakeholders, civil society, general public, etc.)

Visibility and communication measures specific to this Action shall be complementary to the broader communication activities implemented directly by the European Commission services and / or the EU Delegations and Offices. The European Commission and the EU Delegations and Offices should be fully informed of the planning and implementation of the specific visibility and communication activities, notably with respect to the communication narrative and master messages.

The financing of the communication and visibility activities for the overall programme concerning the further support to refugees and host communities financed by the European Commission will be covered by another Commission decision.

7. SUSTAINABILITY

Through the training and the procurement of equipment, the capacity of the beneficiary institutions will be significantly enhanced, and the fight against irregular migration, human trafficking, and other cross-border crimes will be carried out in a modernised and more effective manner. All equipment, material procured and know-how accumulated within these activities will be complementary to existing border surveillance systems and equipment.

The beneficiary institutions will ensure the functioning and maintenance of the supplied equipment and cover the costs of its operation and maintenance. The beneficiary institutions should recover the supplied equipment to its initial condition in case of its damage or replace it with equipment of minimum equal quality and functionality in case of its destruction.