Technical Assistance for the Evaluation of 2014, 2015 and 2016 **Turkey** Annual Programmes

THEME REPORT
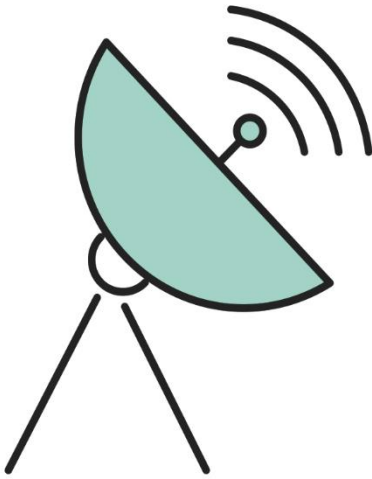
Agriculture

Energy

EU-Turkey Dialogue

Civil Society

Fundamental Rights

Border Surveillance

Removal Centers

Judiciary System

Penitentiary System

Type of report:	**Final report**
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PROJECT SYNOPSIS

Project title	Technical Assistance for the Evaluation of 2014, 2015 and 2016 Turkey Annual Programmes EuropeAid/140793/IH/SER/TR
Beneficiary Country	Turkey
Location	Base of operation will be Ankara. The geographical area to be covered is the whole territory of Turkey since the evaluation activities will be organised to the cities where projects are implemented.
Contracting Authority	Central Finance and Contracts Unit (CFCU), Ankara, Turkey.
Responsible Body	The Central Finance and Contracts Unit (CFCU) is the contracting authority of the project. The beneficiary of the project is Directorate for EU Affairs (Department of Monitoring and Evaluation).
Target groups	- NIPAC Office; - The EC/EUD; - OSs and LIs of the projects involved at central and local level; - Decision and policy-makers in the ministries involved; - Project beneficiaries, end beneficiaries, grant beneficiaries and their co-applicants; - The Final Beneficiaries of the activities implemented; - Members of the Evaluation Reference Groups (ERG) including CFCU members; - Other social partners and CSO representatives.
Commencement date	9 August 2021
Duration	14 months

ABBREVIATIONS

AD	Action Document
APMBC	Anti-Personnel Mine Ban Convention
BMIB	Border Management Implementation Board
CBA	Cost-Benefit Analysis
CFCU	The Central Finance and Contracts Unit of the Ministry of Treasury and Finance of Turkey
CIRAM	Common Integrated Risk Assessment Methodology
DEUA	Directorate of EU Affairs of the Ministry of Foreign Affairs
DG NEAR	Directorate General European Neighbourhood and Enlargement Negotiations
DGCRC	Directorate-General for Civil Registration and Citizenship
DGPA	Directorate General for Provincial Administrations
EC	European Commission
EDOK	Education and Doctrine Command
ERG	Evaluation Reference Group
EU	European Union
EUD	European Union Delegation to Turkey
FRONTEX	European Border Coast Guard Agency
GDP	Gross Domestic Product
GDPR	General Data Protection Regulation
GICHD	Geneva International Centre for Humanitarian Demining
GoT	Government of Turkey
IBM	Integrated Border Management
ICMPD	International Centre for Migration Policy Development
IL	Intervention Logic
IMAS	International Mine Action Standards
IPA	Instrument for Pre-accession Assistance
IRM	Implementation Review Meetings
LFC	Land Forces Command
LNCC	Lithuanian National Coordination Centre
MDDs	Machines and Mine Detection Dogs
METU	Middle East Technical University
MoFA	Ministry of Foreign Affairs
MoI	Ministry of Interior
NACORAC	National Coordination and Joint Risk Analysis Centre
NDP	National Development Plan
NIPAC	National IPA Co-ordinator

NTS	Non-Technical Survey
ROM	Results-Oriented Monitoring
SBGS	State Border Guard Service under the Ministry of Interior
SDG	Sustainable Development Goals
SIDA	Swedish Agency for International Development
SMC	Sectoral Monitoring Committee
TA	Technical Assistance
ToR	Terms of Reference
TURCG	Turkish Coast Guard Command
TURMAC	Turkish Mine Action Centre
UNDP	United Nations Development Programme
UZEM	Distance Learning Unit

EXECUTIVE SUMMARY

This Evaluation Report covers Theme 6 Increasing Border Surveillance Capacity in Turkey, the Instrument for Pre-Accession Assistance (IPA) II actions for Home Affairs. The purpose of this evaluation is to "improve the strategic link between the planning, programming, monitoring and evaluation activities of National IPA Coordinator (NIPAC) office". The evaluation of Theme 6 consists of the 7 activities and 13 projects/interventions.

The methodological approach comprised initial desk review of available documentation to gather secondary data from the provided documents and other available sources. Further data collection methods were mainly semi-structured interviews collecting primary data from the relevant stakeholders – representatives of the Lead Institution/Ministry of Interior, contractors, NIPAC, CFCU, and EUD; focus groups with the final beneficiaries about the gained benefits and effects of the interventions. Field visits were conducted to see the progress of interventions and supplement information to obtain a wider picture. Triangulation of sources or data was applied to ensure data validity and reliability.

Theme 6 and its projects have all been relevant from the design throughout the entire period of implementation, appropriately addressing the development priorities and needs of Turkey and its citizens. The responsiveness of the activities to the needs of the Government, while linking them to the EU accession priorities also contributed to the relevance of provided support. On the other hand, the intervention logics and logical frameworks for majority of activities were found weak, due to the broadly formulated outcomes and inadequate indicators that only partially serve to measure the actual progress under outcomes and even less to capture the contribution to the overall progress.

The EU IPA II Theme 6 initiatives represent critical and most important assistance to Home Affairs and integrated border management priorities. These interventions are generally coherent with other national and international activities and EU assistance. The main implementing actors (Ministry of Interior and its departments, TURMAC, NACORAC, UNDP, and twinning partners) are working jointly to ensure coordination. However, the absence of a comprehensive national policy framework and a sound action plan prevented these initiatives to be explicitly connected to the national agenda and IBM priorities and EU accession milestones. Theme 6 activities have been in general responsive, flexible, and adaptive, capable to establishing partnerships. One of the main partners of the GoT in Theme 6 has been UNDP.

The evaluation finds that programming and contracting processes under Theme 6 have followed IPA rules and regulations. However, all initiatives have been facing implementation challenges, and majority of them requested and received no-cost extensions.

The evaluation finds that the costs of the evaluated activities are generally proportionate to their benefits and all results are generally cost-effective and results have been achieved within the approved budget. In addition, Theme 6 was using various modalities under the IPA II framework, including supply contracts (ASELSAN and several local/international private firms), twinning light (with Lithuania), technical assistance (service) contract to a private firm, direct contribution agreement (UNDP) and direct grant (UNDP). These modalities have been appropriate for the delivery of results, the exception being the twinning light modality. Namely, the NACORAC twinning light component was engaged too early in the process.

Theme 6 has been generally effective in delivering results. Some of the most important results could be strengthening capacities of TURMAC and facilitating collaboration among mine action related agencies: land forces, special mine searching units, gendarmerie and commercial firms have all been working together in demining. The TURMAC teams have been capacitated to manage the clearance, quality assurance/quality

control and certification components and to conduct a post-clearance review. Theme 6 addressed the institutional capacity needs of the Land Forces Command (LFC) and the LFC Training and Doctrine Command (EDOK). Finally, Theme 6 activities included capacity development for communities, through engagement of competent civil society organisations to conduct Explosive Ordinance Risk Education (mine risk education/awareness).

The equipment provided through supply contracts has been essential to safeguard the effective management of Turkish borders, in line with EU standards and humanitarian principles. In addition, the equipment for second generation of biometric passports compatible with EU standards has been delivered and printing of the passports has started, and distributed to the Turkish citizens. The new passports contributed to ensuring greater security in line with EU standards.

The National Coordination and Joint Risk Analysis Centre (NACORAC) under the responsibility of the Ministry of Interior is envisaged as a unique organisation, critical for collecting, analysing and disseminating information and assessing (security) risks through cooperation and communication with stakeholders. In the context of supporting NACORAC, Theme 6 included one twinning-light contract in addition to several supply components. The evaluation finds major challenges concerning the "twinning light" support, despite some outputs delivered, relevant to the IBM context in Turkey. This is mostly related to the fact that the Lithuanian National Coordination Centre (LNCC), the twinning partner, did not have adequate experience, adaptable to the Turkish context. The selection of the LNCC as the twinning partner followed the decision of the first-choice Austrian partner to withdraw from the twinning activities. The timing of the implementation of the twinning contract has also been inadequate, and started too early for the NACORAC staff.

The EU assistance through Theme 6 introduced a new concept of border surveillance for Land forces Command, providing tools and new enhancing technological capacity. Theme 6 initiatives reported that 75% Western Borders in Turkey (Edirne and Kırklareli Provinces) and 65% of Eastern borders will be covered with the new modernised equipment.

Overall, Implementation of priority interventions and achievements of various projects through both technical assistance and supply contracts significantly contributed to the progress that Turkey recorded in the area of IBM. However, there seems to be insufficient considerations of sustainability aspects for Theme 6 initiatives: these initiatives provided some vague and general statements about "nationalisation" of the results and processes. Still, more specific sustainability plans for these initiatives have not been in place.

The evaluation finds that certain external factors and challenges including the COVID 19 pandemic posed risks on the achievement of results. The staff turnover within government institutions, together with the military staff rotation, represent serious risks for the institutions to preserve the established human capacities and acquired skills. In this respect, these institutions (especially MoI, EDOK, UZEM) will need to make concerted further efforts to retain the capacity developed under this IPA support. In addition, MoI, EDOK/UZEM would need to enhance its efforts to become more active in development of capacities of the IBM institutions and their employees. Furthermore, the country is facing challenges with the visa liberalisation process, although all border-management related priorities have been addressed.

Theme 6 initiatives have already progressed to (their respective) overall objectives, also contributing to achieving benchmarks under the visa liberalisation for Turkey (fulfilling 66 out of 72 criteria). However, the full achievement (of visa liberalisation) will materialise in the future and would require broader reform efforts. The stated commitments of the Ministry of Interior and other national institutions and the commitment of the Government of Turkey to these objectives could facilitate this process. At the same time, political challenges and slow governance reforms, together with the frequent turnover of employees

(including staff rotation in the military institutions) and weak institutional capacities could affect these processes and the impact.

The results and effects of Theme 6 initiatives will likely last (beyond the EU IPA assistance), supported by the national strategic priorities and institutional commitment. The evaluation team finds that the sense of national ownership over the achievements under Theme 6 has been created through effective partnerships and active involvement, both in design and implementation stages of interventions. Sustainability of these achievements is likely to be high, particularly at the institutional and individual levels. To bring the country's border management system in line with the EU acquis, Turkey needs to continue with inter-service and international cooperation, proceed with the adoption of policy and strategic documents and agree on actions and activities that will accelerate accession process. In addition, there is a need for continues development of capacities of the IBM professionals from the national institutions.

To resolve the issues and avoid difficulties in the future IPA administration there are a few measures recommended:

- There is a need for continuing efforts to strengthen the IBM related institutional capacities. It will be important to ensure the further organisational strengthening of NACORAC upon its formal establishment and improve cooperation with the European Border and Coast Guard Agency (Frontex);

- There is a need to strengthen coordination in the core areas related to IBM in Turkey the evaluation recommends that the MoI/NACORAC organise yearly seminar for the coordination of institutions in IBM sector within the framework of existing coordination bodies and mechanisms;

- The evaluation recommends that EDOK and MOI prepare clear and practical capacity development programmes for the main target groups within the IBM system;

- The evaluation recommends that Theme 6 and its projects should include clear exit approaches and practical sustainability strategies formulated for all main outcomes;

- The MoI as the leading institution, NIPAC and the EU Delegation for the IPA III programming to prepare a sound (sector level) theory of change (or use another credible problem analysis tool). This approach will strengthen the intervention logic and frameworks for the new initiatives.

1 INTRODUCTION

1.1 Objectives and scope of the evaluation

This Evaluation Report covers Theme 6 Increasing Border Surveillance Capacity in Turkey, the Instrument for Pre-Accession Assistance (IPA) II actions for Home Affairs. It is submitted in accordance with the Terms of Reference (ToR) as one of the main outputs of the Technical Assistance for the Evaluation of 2014, 2015 and 2016 Turkey Annual Programmes.

The overall evaluation, consisting in nine thematic evaluations, is designed to "improve the strategic link between the planning, programming, monitoring and evaluation activities of National IPA Coordinator (NIPAC) office". This purpose is approached as a key contribution to the overall objective "improved overall management of IPA assistance in Turkey."

This thematic evaluation is focused on a selection of IPA activities, more exactly, activities funded by IPA 2014, 2015 and 2016 activities including fourteen contracts.

Note on terminology used. The IPA Action Annual Programmes use the term "activity" for the support provided, each activity consisting in one or more contracts. We will use for activities also the more generic term "intervention" which is largely used in the evaluation practice not only in IPA but in all EU funding programmes provided in the TOR. For the contracts we will refer also with the term project.

Table 1 Basic data on the evaluated interventions[1] (30.04.2022)

Code	No. of contracts	Sector/ Theme/ Intervention	Start date	End date	Allocated (EUR)	Contracted (EUR)	Disbursed (EUR)
Sector	23	Home affairs					
		THEME 6 INCREASING BORDER SURVEILLANCE CAPACITY IN TURKEY					
A6.1	3	2014 Activity 7 Border Surveillance Capacity between Turkey and the EU- Phase 2			**29,270,000.00**	**27,032,074.00**	**27,447,361.40**
A6.1.1		Supply of mobile vehicles	29/05/2017	03/06/2019	28,150,000.00	27,032,074.00	26,367,841.40
A6.1.2		Supply of (electronic) masts	21/12/2018	21/12/2022 (Extension 2 years)			
A6.1.3		Direct grant- UNDP	21/12/2018	21/12/2020	1.120.000,00	990.000 EUD 110.000 GoT	1.079.520,00
A6.2	3	2015 Activity 3 Increasing Border Surveillance Capacity at Turkey's eastern and Western Borders, Phase I			57,286,240.00	57,286,240.00	56,162,695.00
Contract A6.2.1.		Service- Technical Assistance			1,897,670.00	1,900,000.00	15,824,993.80
Contract A6.2.2.		Supply of masts- western border	14/02/2019	31/12/2022	55,388,570.00	55,386,240.00	40,337,701.20
Contract A6.2.3.		Supply of masts- eastern border					

[1] the cut-off date of the data used in this evaluation report, agreed in the inception phase was 31.12.2022. When more up-to-date was collected to indicate recent progress, the corresponding date is mentioned.

A6.3	13	2014 Activity 2. Establishment of a National Coordination & Joint Risk Analysis Center and Integrated Border Management Database (NACORAC)			13,250,000.00	13,250,000.00	13,250,000.00
A6.3.1		Supply (11 lots- NACORAC IT equipment, software and furniture)	21/12/2018	On-going (extended 48 months)	10,131,00.00	10,611,980.56	
A6.3.2.		Supply of entry/ exit passport stamps printing device for border police	01/04/2017	01.10.2019	2,869,000.00	2,869,000.00	2,869,000.00
A6.3.3.		Twinning light component for NACORAC	04/07/2018	03/03/2019 (3 months extension)	250,000.00	250,000.00	230,350.00
A6.4	2	2015 Activity 2 Second Generation Turkish e-passports			23.345.900,00	23.345.900,00	23.345.900,00
A6.4.1.		Supply			17,765,000.00	17,762,351.55	17,762,351.55
A6.4.2.		Supply			5,489,900.00	5,489,900.00	5,489,900.00
A6.5	1	2016 Activity 5: Increasing Border Surveillance Capacity at Turkey's Eastern Border- Phase II			37,494,640.00	37,494,640.00	37,494,640.00
A6.5.1		Supply contract- electro optic masts system for Eastern borders	14/02/2019	Extended to 31/12/2022			
A6.6.	1	2016 Activity 4: Increasing Border Surveillance Capacity at Southeastern Borders			27,410,400.00	27,410,400.00	27,410,400.00
A6.6.1		Supply contract- procurement of more than 280 thermal cameras for Syrian border	08/10/2020	01/03/2022	27,723,840.00	27,710,400.00	27,710,400.00
A6.7.	1	2016 Activity 5: Demining and Increasing Border Surveillance Capacity at Turkey's Eastern Border- Phase III			18.550.000	18,550,000	18,550,000
A6.7.1		Direct contract with UNDP	01/01/2021	31/12/2022	20,671,000	20,671,000	11,091,095

1.2 Structure of the report

Besides the introductory description of the objectives and scope of interventions under the evaluation in Chapter 2, a short summary of methodology and description of tool and instruments applied during the evaluation is given in Chapter 3. Chapter 4 includes the main findings structured along the originally proposed evaluation questions. The final Chapter 5 summarises conclusions and respective recommendations resulting from overall findings. All details concerning intervention logic, methodology, implementation of individual interventions – activities and outputs, data collected from surveys and other sources are presented in the Annexes to the report.

1.3 Evaluation questions approaches and methods

The list of evaluation questions was originally determined in the Terms of Reference (ToR) and specific judgment criteria for each question were adopted according to the needs and type of the interventions. Therefore, the initial evaluability assessment took place during the inception phase of the assignment. Its purpose was to ensure that the methodology is suitable for the listed interventions. The suggested methods and tools were based on the reconstructed intervention logic. The purpose of this exercise was

to reduce the original scope of the IPA II support and its intervention logic to the activities selected for the evaluation.

The intervention logic at the level of theme, comprising all the interventions included in the evaluation, was primarily analysed based on the information from the programming documents. Provision of additional information and data enabled the preparation of the reconstructed intervention logic and this was subsequently discussed with the members of the Evaluation Reference Group (ERG) for further adjustment. The model includes inputs, activities, outputs, outcomes and impacts, together with the contextual factors, and assumptions (see Annex 1).

The evaluability assessment followed the originally determined evaluation questions (all descriptive) and was complemented by the more specific judgement criteria (JC) to reflect the theme specific issues. The appropriate indicators, tools and/or methods were selected depending on their feasibility, available resources and data and assumptions concerning the accessibility of relevant stakeholders. Triangulation of sources or methods was considered to ensure data validity. The proposed evaluation approach in the matrix considered the risks and limitations identified from the documents, which were provided at the inception stage. The evaluation matrix provides summary of proposed tools based on the available data, information and details, and identifies relevant stakeholders for the application of selected tools (see Annex 2). Within the main findings of this report (chapter 5), references to the relevant JCs are made throughout the analysis. This allows the reader to see how the matrix has been used to construct the evaluation and also ensures that no evidence gaps emerge.

1.4. Description of the evaluation activities

As for the methodology, the initial desk review of available documentation gathered secondary data from the provided documents and other available sources. Further data collection methods dealt mainly with the primary data, which were gathered through semi-structured interviews. The interviews were conducted with all relevant stakeholders starting with the Lead Institution MoI, contractors, NIPAC staff responsible for the theme, CFCU, and EUD. Some of the end beneficiaries were interviewed during the field visits and a focus groups was conducted.

The analytical methods were based on the theory of change and included analyses of stakeholders as well as inputs, outputs, identified indicators, internal/external factors, and compared planned vs achieved milestones, targets, and deadlines. The original theory of change was adapted and its revised version was agreed with the Evaluation Reference Group (ERG) to better correspond with the interventions selected for the evaluation. The availability of the data at the national level enabled to identify some trends for outcome indicators. Both, qualitative and quantitative data were thus utilised.

2 PROBLEMS ENCOUNTERED SOLUTIONS AND LIMITATIONS

The evaluation team encountered some problems that did not significantly impact the overall evaluation. The Inception Report highlighted that relevant documentation and reports on the selected Activities were not readily available at the outset of the evaluation. This problem affected and delayed the data collection efforts, and the overall inception phase required an extension. In addition, the desk review of the available documentation and reports showed that indicators-based monitoring mainly corresponded to the level of outputs. As a result, more systematic and comprehensive monitoring of outcomes has not been established. The stakeholders were generally aware of this issue, explaining it with the time constraints and limited resources for more comprehensive data collection approaches. However, the evaluation team has included many key informants, mitigating this issue.

3 PRESENTATION OF THE THEMATIC EVALUATION CONTEXT

Turkey is working steadily on visa liberalisation and meeting legal and administrative requirements in the EU accession process. Still, the country has to meet the requirements specified at Visa Liberalisation Roadmap section "Block-1: Document Security". It is indicated that Turkey has to comply with ICAO and EU Standards and implement appropriate administrative measures ensuring the integrity and security of the personalisation and distribution and validation process for international passports and other breeder documents. The new generation of e-passports and new passport stamp devices, compatible with EU standards, have been proposed, to meet these standards. The priority has also been to prevent irregular migration and all types of cross-border crimes at Turkey's 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.

In this context, the long-term change that Theme 6 initiatives are striving is to advance implementation of visa liberalisation road map by improving Turkey's Progress towards meeting accession legal and administrative framework in Home Affairs in line with the EU acquis criteria and EU standards. The IPA II support planned to improve overall integrated border management in Turkey, focusing on operational and administrative frameworks in Home Affairs, modernising border surveillance systems and strengthening inter-institutional cooperation.

The evaluated initiatives included the following activities:

- Improving organisational capacities of the key institutions (operational and administrative frameworks), and establishing coordination mechanisms and communication channels.

- Supporting capacity development (through trainings, on-the job trainings and mentoring, exchange of experience) for integrated border control and surveillance

- Demining of the eastern bordering region in Turkey including the quality assurance/quality control and post-clearance certification and further development of a regulatory framework for the National Mine Action Centre (TURMAC)

- Procurement and instalment of critical equipment, for example, surveillance equipment and e-passports manufacturing machines, complemented these activities.

The key institution for this evaluation is the Ministry of Interior as the lead institution of the sub-sector with its affiliated bodies and central institutions: the Presidency of Migration Management (MoI), Border Management Department of MoI, Turkish National Police (TNP), TNP-TUBIM, Gendarmerie General Command (GGC), Turkish Coast Guard (TUCG), General Directorate of Civil Registration and Nationality (MoI).

4 FINDINGS OF THE EVALUATION BY THE EVALUATION QUESTION

4.1 Relevance

EQ1 To what extent are the components/activities implemented relevant for achieving the specific objectives of the Activity/Theme?

The evaluated initiatives under Theme 6 broadly comprise two inter-linked areas. The first area includes activities for enhancing institutional capacities under the border management framework, including support to TURMAC, NACORAC and other institutions. The second area focuses on modernisation of equipment in the context of Visa Liberalisation criteria- e.g., installing border surveillance equipment, introducing a new generation of electronic passports, among others.

JC1.1. Alignment of selected Activities with TR policy framework

Theme 6 "Increasing Border Surveillance Capacity in Turkey" under the "Home Affairs" sector is aligned with and supports the achievement of results outlined in the main strategic documents of the Government of Turkey (GoT).

Data collected via primary and secondary sources indicate the alignment of Theme 6 with Turkey's critical strategic documents underpinning national development priorities. This statement primarily refers to the 10th National Development Plan (NDP)[2] as the overall development framework for Turkey that was operational at the time of the interventions' programming. Theme 6 supported the priorities within the Security sector, particularly focusing on "the need to strengthen border security in land and seas by developing the technological and physical infrastructure in integrated border management based on cooperation between institutions"[3]. Theme 6 activities are addressing the challenges for system modernisation (e.g., the second generation of e-passports enable the storing of biometric data, fulfilling EU requirements and standards) and improved border surveillance (e.g., increasing border security and surveillance on Turkey's eastern and western borders with a modernised border surveillance system) to ensure increased security in the bordering regions and to prevent irregular migration and trafficking. The focus on demining (the humanitarian clearance of the landmines) remains in line with international standards, including the development of Turkish Mine Action Centre's (TURMAC) capacity, which remains highly on the agenda, also contributing to IBM related priorities[4]. Thus, the GoT, with support from Theme 6 initiatives, is improving its institutional capacity and operational know-how concerning IBM, also harmonising Turkey's procedures with international standards and best practices. Specifically, EU's support to the removal of land mines helps Turkey meet its commitments under the Ottawa Convention, to which Turkey is a party since 2004, and which bans the use of anti-personnel land mines.

The relevance of Theme 6 and its activities remained high. The key national-strategic documents, such as Turkey's Eleventh Development Plan 2019-2023 recognised the need for "strengthening security by taking into consideration all aspects within the framework of the rule of law and its supremacy, under the principles of civilian oversight, transparency, accountability and comprehensiveness". In addition, this

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[2] The Tenth Development Plan 2014-2018, The Government of Turkey - Ministry of Development, https://sbb.gov.tr/wp-content/uploads/2018/11/The_Tenth_Development_Plan_2014-2018.pdf

[3] Ibidem, The Tenth Development Plan, page 37.

[4] The key informants stated that demining is a pre-requisite for the improvement of security standards in the bordering regions.

document showed the GoT's commitment to increase border security in land and seas through developing the technological and physical infrastructure in the sense of IBM, based on cooperation between institutions. Furthermore, the priority remains to proceed with reforms and re-organisation of duties, authorities and responsibilities within the border security institutions and increase their capabilities for technological surveillance, determination and identification. In addition, the demining efforts need to continue, which proved relevance of the support. On 28 March 2013, Turkey submitted a request to the Convention to extend its mine clearance deadline. The request was granted at the Thirteenth Meeting of the States Parties and a new deadline was set for 1 March 2022[5]. However, as this is a long-term process requiring substantive time and efforts, Turkey submitted a second request to extend its mine clearance deadline (On 26 March 2021), at the same time confirming its readiness to implement all commitments under the Ottawa convention[6].

JC1.2. Alignment of selected Activities with EU accession policy framework

The evaluation finds that Theme 6 contributes to Turkey's EU accession process, as its activities align with the Indicative Strategy Paper for Turkey (2014-2020). This document emphasises the priority of country's efforts on IBM[7]. Specifically, evaluated projects are working on developing institutional, and technical capacity in line with the EU requirements, "allowing Turkey to move to a civilian-led border agency under the Ministry of Interior (MoI)". The main example could be technical and operational support to the authorities in Turkey for establishing the National Coordination and Joint Risk Analysis Centre (NACORAC). Positioned under the responsibility of the MoI, the NACORAC is being established to enable cooperation, data saving and sharing for joint risk analysis by the relevant border management related institutions[8].

Theme 6 is aligned with Turkey's New European Union Strategy[9] and its focus to establish a balance between freedom and security[10]. Practically, Theme 6 activities prioritised the improvement of border management systems (ensuring greater security, fight against terrorism and organised crime) through institution-building and sector-wide reforms including implementation of legal arrangements. These efforts have contributed to implementation of the actions under the Chapter 24 Justice, Freedom and Security of the Rule of Law and Fundamental Rights. In addition, Theme 6 addressed the Visa Liberalisation Dialogue[11] priorities and the Roadmap milestones towards a visa-free regime with Turkey. These documents set out the requirements that Turkey needs to meet to allow its citizens hold a biometric passport in line with EU standards to travel for short stays in the Schengen area without a visa. In this context, the EU assisted the authorities in Turkey to meet the Roadmap's thematic block on document

[5] https://new.apminebanconvention.org/en/membership/Turkey/

[6] Statement by Turkey Nineteenth Meeting of State Parties to the Anti-Personnel Mine Ban Convention, 18 November 2021, https://new.apminebanconvention.org/fileadmin/_APMBC-DOCUMENTS/Meetings/2021/19MSP-10b-Art5-Turkey.pdf

[7] https://ec.europa.eu/neighbourhood-enlargement/system/files/2018-12/20180817-revised-indicative-strategy-paper-2014-2020-for-Turkey.pdf

[8] These institutions include Turkish Land Forces Command, General Command of Gendarmerie, Command of Coast Guard, Turkish National Police, Ministry of Interior Directorate General of Migration Management, Ministry of Health, Ministry of Food, Agriculture and Livestock, Ministry of Customs and Trade, Ministry of Transportation and Communication.

[9] Turkey's New European Union Strategy- Determination in the Political Reform Process, Continuity in Socio-Economic Transformation Effectiveness in Communication, Ministry of Foreign Affairs, Directorate for EU Affairs of Turkey, https://www.ab.gov.tr/files/pub/Turkeys_new_eu_strategy.pdf

[10] Ibidem, https://www.ab.gov.tr/files/pub/Turkeys_new_eu_strategy.pdf

[11] Visa Liberalization Dialogue, "VLD", was signed between the EU and Turkey on 16 December 2013, in parallel with the signature of the EU-Turkey Readmission Agreement; http://europa.eu/rapid/press-release_IP-13-1259_en.htm

security[12], through the second generation of e-passports. These new e-passports enabled security features compatible with the EU requirements and standards.

The 2021 EU Progress Report on Turkey recognised the GoT's efforts to advance in IBM. However, this document also highlighted that Turkey's efforts on IBM need to continue, to establish open and secure borders by developing and strengthening Turkey's legal, institutional and technical capacity and bringing this in line with EU's IBM policy, taking into account the current and expected migration flows.

<u>JC1.3. Alignment of selected Activities with needs of lead beneficiary & JC1.4. Alignment of selected Activities with needs of other stakeholders/final beneficiaries</u>

The evaluation team finds that Theme 6 and its activities addressed the needs and priorities of lead beneficiaries and other stakeholders, improving Turkey's institutional and administrative capacities for integrated border management in line with the EU acquis and EU standards.

Following the establishment of the Turkish Mine Action Centre (TURMAC) in 2015, mine clearance operations and the other mine action activities have intensified, and clearance output has increased significantly- these efforts have contributed to the country's commitments under the Ottawa convention[13]. Building on these results, the EU support responded to the TURMAC's needs to manage mine action functions and responsibilities, mainly contributing to enhancing its operations further and introducing quality management in the mine action sector. The Project designed a tailor-made training package for TURMAC staff focusing on priority topics, such as the mechanical demining operations and the use and accreditation of machines and mine detection dogs (MDDs) in demining and survey procedures. The Project also addressed capacity needs for technical survey operations, supporting data collection and analysis. These activities respond to the TUMRAC's priority to use appropriate technical interventions to determine the type, distribution and surrounding environment of explosive ordinance contamination and the use of land release prioritisation and decision-making process through evidence. Additionally, the Project responded to the challenge that TURMAC faces, namely, the "natural turnover of military personnel within the organisation", helping to institutionalise and regularly update the training package. This approach addressed the need for the newly arriving military staff to receive the training required to fulfil their roles within the TURMAC.

In addition, Theme 6 activity responded to the need of the National Coordination and Joint Risk Analysis Centre (NACORAC) and its staff to introduce proper risk and information management models within the broader IBM concept. The Activity helped the NACORAC assigned personnel with the immediate capacity development needs in integrating the IBM concept into their working methods. For example, the Project addressed the need for coordination and data exchange for NACORAC activity, supporting establishment of data protection mechanisms.

Theme 6 responded to the needs of the Ministry of Interior and its departments. For example, the Activity supported the immediate needs of the Ministry of Interior in addressing requirements from the visa liberalisation process through the introduction of the second generation of e-passports. Delivery of

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[12] COM(2014) 646 final report from the Commission to the European Parliament and the Council on progress by Turkey in fulfilling the requirements of its visa liberalisation roadmap http://europa.eu/rapid/press-release_IP-14-1173_en.htm

[13] The total remaining challenge to be addressed in the context of Article 5 obligations in Turkey has been reduced over the period of 2014–2021 from 172 million square meters to 145 million square meters. The remaining challenge as of 31 March 2021 includes 3.834 confirmed hazardous areas measuring 145.733.105 square meters. The Convention on the Prohibition of the uses, stockpiling, production and transfer of anti-personnel mines and on their destruction – Request for an extension of the deadline, 31/03/2021, Republic of Turkey.

equipment followed a training programme for the MoI employees to use this new equipment. Another example could be that the Activity responded to the capacity needs of the MoI staff for use of modernised border surveillance. Also, the Activities responded to the needs of the Education and Doctrine Command (EDOK) to improve its on-line delivery approaches and enhance portfolio of services.

By strengthening safety and preventing illegal migration and transnational crime, Theme 6 addressed the prerequisites for the social and economic development of the bordering areas and the wellbeing of the population living in these regions (as the final beneficiaries). It provides a safe space to undertake development and reconstruction activities and lay the foundations of sustainable growth.

Turkish counterparts highlighted the need for the continuation of this support under theme-6, especially considering the current TR-EU affairs, the war in Ukraine, the ongoing and tragic situation in Afghanistan, and the situation on Turkey's Syrian and Iranian borders.

<u>JC1.5. The extent of flexibility of selected Activities to respond to changing needs/COVID-19 pandemic</u>

The effects of COVID-19 on the selected activities have been significant, affecting plans and causing delays in implementation, while some activities have been cancelled. Still, the evaluation team finds that Theme 6 Activities responded to the changing needs, adjusting its approaches and showing flexibility during the implementation.

The unprecedented situation that COVID-19 created had adverse effects on Theme 6 activities. The tasks and responsibilities of the beneficiary, the Directorate General for Provincial Administrations (DGPA), have shifted dramatically with the pandemic, disrupting the project-related coordination and activities. These challenges have been particularly evident in the first months of the COVID pandemic (with the closure of borders and high workload for the MoI staff). Thus, the beneficiaries did not prioritise project-related activities, responding to the requests only when possible. This situation has caused the planned training programs and workshops to be put on hold, and the study visits were delayed.

In addition, the initially planned duration of some contracts required additional time for implementation: the COVID-19 has particularly limited the supply contractors' ability to deliver the equipment within the proscribed time. Furthermore, the challenges in the NACORAC project, such as the procurement of sophisticated equipment, required technological materials, and electronic chips and cards were exceptionally problematic to supply during the pandemic. Therefore, the supply contracts resulted in several extensions e.g., procurement of masts and thermal cameras. The delays in procurement implementation consequently affected associated activities- the set-up of equipment and follow-up training for personnel's use of the procured equipment. COVID-19 affected the project "De-mining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey - Phase III", preventing the timely import of trained mine detection dogs or the arrival of the technical experts and contractors (external deminers) as the support in the de-mining process. In addition, the Project could not complete the planned baseline survey. Due to COVID measures and security issues, the competent local consultants could not travel to the field and complete the study. As a result, the Project work plans required significant adjustments[14]. Still, the analysis indicated that the de-mining Project will require an extension despite the whole remaining year for its implementation.

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[14] De-mining teams need to be on the ground by mid-March 2022 when de-mining starts again, but the de-mining season is relatively short and ends by October or November.

4.2 Coherence

EQ2 To what extent is the EU assistance coherent with interventions by other international actors and with other EU interventions in related fields?

The EU IPA II Theme 6 initiatives represent critical and most important assistance to Home Affairs and integrated border management priorities. These interventions are generally coherent with other international and EU assistance.

JC2.1. Alignment of the objectives/outcomes of the selected Activities with those of other relevant EU policies and funding programmes

The evaluation finds that the IPA-II EU assistance under Theme-6 is highly coherent as the interventions evaluated have strong internal links, enhancing each other's results and increasing the larger impact opportunities, being based on the Home Affairs Action Documents[15]. In some cases, Theme 6 activities are contributing to the achievement prospects of one another. For example, the activities on de-mining and non-technical survey (NTS) to be carried out by UNDP and TURMAC are expected to constitute the necessary basis for the achievement of other IBM related activities. The land mines laid along the borders remain humanitarian concern, but they also limit the operational capacity of Turkey in the border areas and prevent the establishment of sound functioning border surveillance systems. These issues lead to a decrease in the efficiency in the fight against illegal movements, cross-border crimes and smuggling. Thus, demining is evaluated as an indispensable part of the border management reforms. Thus, the EU support started in 2015[16] and continued with the second[17] (from 2016 until 2020) and the third phase (planned until the end of 2022). Furthermore, Theme 6 activities included preparing the Non-Technical Survey (NTS)[18], serving for identifying areas that still need to be cleared of land mines. These deliverables, demined areas and the NTS results, served for planning and implementing next steps in achieving the targets set out by the European Union IBM framework.

The strong continuity and links between the previous phases of Theme-6 projects funded under IPA-I also lead to a strong coherence between the activities and ensure a strong institutional memory and ownership with the key stakeholders, particularly the Land Forces Command, TURMAC and UNDP. The interventions are built on the results of previous phases with carefully assessed needs identified with the active involvement of key actors. For example, the equipment supply (masts, thermal cameras and mobile surveillance vehicles) that present an essential portion of IPA-II funding in Theme-6 have been procured

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[15] The Common Implementing Regulation for External Action (CIR) provides that Financing Decisions adopted by the European Commission are to be in the form of Action Programmes. These translate the priorities and objectives identified in the Country Strategy Papers or the Multi-Country Strategy Paper into specific interventions, i.e. how these objectives are going to be achieved via Actions. The CIR also provides a description of the main elements to be provided in each Action Programme: Action Programmes shall specify for each action the objectives pursued, the expected results and main activities, methods of implementation, budget and indicative timetable, any associated support measures and performance monitoring arrangements (as per the proposal of the Commission on the CIR).

[16] UNDP implemented project Clearance of Landmines in the Eastern Border Regions of Turkey Phase-I, under the EU IPA 2011-2015 programming framework.

[17] UNDP implemented project Socioeconomic Development through Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey - Phase II.

[18] Non-technical survey is typically the starting point for the assessment of land, its categorisation as a suspected or confirmed hazardous area (SHA/CHA), and the associated processes of cancelling, reducing or clearing land for productive use. It involves a thorough investigation of new information about possible Explosive Ordnance (EO) contamination, or a previously recorded hazardous area, generally without the use of mine action assets inside the suspected area.

to complement the equipment that was provided under IPA-I, taking into account the ongoing needs and current technology. Moreover, operationalisation of NACORAC is highly likely to further increase the coherence and synergies between the actions of different border management actors in Turkey.

<u>JC2.2. Alignment of the objectives/outcomes of the selected Activities with those of other relevant international interventions (e.g., GIZ, UNDP, USAID, SDC, SIDA interventions)</u>

Theme 6 sectoral interventions have been harmonised via inter-agency cooperation activities.

EU support through IPA funds, remains the most significant to this sector, while activities of other development partners in Theme 6 core areas remained limited. For example, UNDP has been implementing activities in partnership with the EU and national authorities; some development partners are active in the areas of migrations (GIZ) is addressing forced displacement and migration as part of the response to the Syrian Crisis) or broader human security (UN Agencies and SIDA).

The MoI as the sector lead institution is in charge of the overall home affairs cluster; still, cooperation and coordination among the institutions with mandates in border management requires improvements.

4.3 Effectiveness

EQ3. To what extent are the specific objectives and expected results of the Activity/Theme achieved?

Theme 6 interventions have generally made good progress in strengthening the human capacities of key institutional beneficiaries including Turkish Border Police under the integrated border management (IBM) system.

<u>JC3.1. The extent to which the progress under the selected Activities has been achieved and targets met/outputs produced</u>

Key output – Strengthened human capacities within key institutions, including TURMAC, EDOK and NACORAC

Theme 6 has been generally effective in strengthening capacities of TURMAC and facilitating collaboration among mine action related agencies. land forces, special mine searching units, gendarmerie and commercial firms have all been working together in demining. These de-mining actions are preconditions for border management modernisation. Demined areas are required for the IBM, and continues with building walls (as an effective support to border security), and installing new equipment (security masts, thermal cameras, optic cables).

The TURMAC teams have been capacitated to manage the clearance, quality assurance/quality control and certification components and to conduct a post-clearance review. The EU supported activities addressed immediate capacity needs to ensure implementation of demining activities and clearance operations, and reinforce decision-making processes. The TURMAC staff benefited from training programs on non-technical survey (NTS) as critical starting point for assessing land, its categorisation as a suspected or confirmed hazardous area, and the associated processes of cancelling, reducing or clearing land for productive use. The training programme focused on all non-technical means, including desk assessments, analysis of historical records and a wide range of other information gathering and analysis functions, and physical visits to field locations. Also, TURMAC staff received training support on various management topics, such as quality management, budgeting and organisation information systems.

The evaluation finds strong national involvement and ownership in this area: national commitment to clearing the border minefields under the Anti-Personnel Mine Ban Convention (APMBC) has enabled

strategic partnerships and international cooperation (e.g., the Geneva International Centre for Humanitarian Demining). Furthermore, this assistance has enhanced national capacities to continue implementing its demining plans.

Theme 6 support addressed the institutional capacity needs of the Land Forces Command (LFC) and the LFC Training and Doctrine Command (EDOK). Through Theme 6 projects, for example more than one thousand Land Forces personnel were trained. These activities have been effective in building EDOK's and Land Forces Command's capabilities and institutional capacities. This support enabled systematic links to academia through its extensive collaboration with Middle East Technical University (METU) for the distance learning activities. This collaboration enabled a methodological shift from face-to-face training by adopting a hybrid/user-friendly training model better suited to the needs of the Land Forces personnel operating under a Green Border operational concept. Training topics included migration management, fundamental/human rights of migrants and IBM related subjects. EDOK already had a distance learning unit (UZEM); however, it was not very effectively used. This unit has been strengthened through the project. EDOK also gained a capacity to prepare content from scratch, editing, video footage etc. depending on the needs concerning the borders and priorities.

The NACORAC benefited from ten training programmes under the twinning light support. The topics included, among others, programs on information management, refugee/migrant protection, human rights, and gender sensitivity concerning migrations. In addition, the study tours were organised and enabled participants to understand the IBM, Schengen system, migrant smuggling issues.

Theme 6 activities included capacity development for communities, through engagement of competent civil society organisations. to conduct Explosive Ordinance Risk Education (mine risk education/awareness) for communities. These activities involved fourteen communities.

Key outputs – technical capacity of IBM institutions and NACORAC strengthened, industrial passport manufacturing machines and the blank passports procured.

Theme 6 included implementation of various procurement lots for the equipment (mobile vehicles, masts and thermal cameras) under four initiatives. For example, the projects Border Surveillance Capacity between Turkey and the EU - Phase 2[19], and the project Increasing Border Surveillance Capacity at Turkey's Eastern and Western Borders Phase I[20], had lots for masts, that are still under implementation. Likewise, the project Increasing Border Surveillance Capacity at Turkey's Eastern Borders – Phase II included one supply contract for electro-optic masts systems for Eastern borders[21] extended until end of 2022. The Project Increasing Border Surveillance Capacity at South Eastern Borders included one supply contract for more than 280 thermal cameras for the Syrian border.

The equipment provided through supply contracts has been essential to safeguard the effective management of Turkish borders. Thus, this equipment (masts, cameras and video equipment, and vehicles) will undoubtedly contribute to the security of Turkey, and the more effective protection of the borders, in line with EU standards and humanitarian principles. For most of the supply components, the

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[19] Supply A6.1.1 – TR2014/RL/08/A7-01/001 Mobile vehicles contract: 29/05/2017 – 03/06/2019 and Supply A6.1.2 TR2014/RL/08/A7-01/002 – Masts contract: 21/12/2018 - 21/12/2022 extended version.
[20] Both supply contracts: 14/02/2019 - 31/12/2022(Supply A6.2.2 – masts (western borders) TR2015/RL/05/A4-02/001 (lot2) and Supply A6.2.3 – masts (eastern borders) TR2015/RL/05/A4-02/002 (lot3).
[21] TR2016/RL/06/A4-01/001, planned until 31 December 2022.

Contractor has been ASELSAN. This company has a long-standing cooperation record with the Turkish Government, and is considered as a reliable partner providing quality/high technology supplies.

The NACORAC project included eleven supply lots (initially, twelve procurement lots were planned but one was cancelled): this process has been generally completed, but various challenges and issues affected it (more details under the efficiency part of this report)[22]. The most critical lot under the Supply contract is Lot 3, the provision of NACORAC Custom Software. This tool is planned to provide infrastructure for coordination among border-related institutions by establishing a database allowing collection and distribution of data and flow of information among institutions. Also, LOT 10 for Integrated Border Management (IBM) Database consists of basic ICT equipment for printing large-scale outputs such as large maps, projections and other on-the-spot outputs. The activities under Lot 12 aim to establish a backup system for the software created for NACORAC. This means that a mobile data centre has been in place with the ability for quick deployment and opportunities to operate at locations requiring mobile computing services, thus contributing to the sustainability of the exchange of information between NACORAC and the stakeholder institutions.

Procurement of the equipment for second generation of biometric passports compatible with EU standards has been completed.[23] MoI's Directorate-General for Civil Registration and Citizenship[24] (DGCRC) started issuing second-generation biometric passports for Turkish citizens in April 2018, as a result of the EU project's support. In this framework, the EU assisted the relevant authorities in Turkey to improve the security features and production of electronic passports, introducing passport booklets with polycarbonate technology[25] enabling use of electronic chips. This process included two supply contracts, one for the new technology passport booklets (4,25 mil polycarbonate e-passports booklets) and the second for the procurement of industrial passport printing devices (personalisation device) that use the latest laser technology to encode the personal information on the polycarbonate pages, ensuring high-level document security[26]. Furthermore, other relevant national institutions have been actively involved in the process: Scientific and Technological Research Council of Turkey (TÜBİTAK) developed the tailor-made software to retrieve data stored on these chips and to control the printing process. The Central Bank was in charge of the design of the passports, and the design file has been delivered to the MoI at the end of the project.

Key output: NACORAC established and its technical, human capacities under development

The National Coordination and Joint Risk Analysis Centre (NACORAC) under the responsibility of the Ministry of Interior is a unique organisation that would bring together representatives of eight institutions in Turkey, each with a different mandate in the border management field, to ensure cooperation and data

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[22] Most of them are concerned with the procurement of *equipment* (Lot1: Main Data Centre Equipment), *ICT equipment- hardware and software* (Lot 3: NACORAC Customs Software, Lot 4:E-Learning System, Lot 5: VOIP and Video Conference System; Lot 6: Video Wall, Lot 10: Office Basic ICT Equipment, Lot11: Antivirus Software and Lot 12: Mobile Data Centre), *office furniture and other equipment* (Lot 7: Office Structural Equipment, Lot 8: Office Furniture, Lightning and Ventilation Equipment, Lot 9: Office Security Equipment).

[23] EU Progress Reports 2018, https://ec.europa.eu/neighbourhood-enlargement/system/files/2019-05/20180417-Turkey-report.pdf

[24] The authority on passport services has been transferred to MoI's DG for Civil Registration and Citizenship Affairs from MoI's DG for Security (police), 02/04/2018.

[25] The passport booklets in the previous system were made of standard paper material, easy to damage, tear and change personal information and photographs.

[26] These devices have been delivered to the MoI DGCRC in June 2017 and the final acceptance procedure was completed in October 2018.

sharing between institutions related to border management and ensure a common risk analysis. Thus, establishing NACORAC as a coordinating body is critical for collecting, analysing and disseminating information and assessing (security) risks through cooperation and communication with stakeholders.

In the context of supporting NACORAC, Theme 6 included one twinning-light contract in addition to several supply components. The twinning light project included training programs on information management, refugee/migrant protection, human rights, and gender sensitivity concerning migration. It also encompassed training on coordination and data exchange mechanisms between border-related institutions in EU member states. The participants highlighted that this programme provided information about the European Border Surveillance System, its framework and technical architecture, information exchange mechanism analysis and inter-agency coordination between border-related institutions.

The evaluation finds major challenges concerning this "twinning light" support despite some outputs delivered relevant to the IBM context in Turkey. This is mostly related to the fact that the Lithuanian National Coordination Centre (LNCC), the twinning partner, not fully relevant experience to the Turkish context. For example, Lithuania has a very small population compared to Turkey and migration/border management issues are not similar. Only two staff are reported to be fully employed at the Lithuanian National Coordination Centre. The selection of the LNCC as the twinning partner followed the decision of the first-choice Austrian partner to withdraw from the twinning activities. The timing of the implementation of the twinning contract has also been inadequate, and started too early for the NACORAC staff. Namely, NACORAC is not established yet but the twinning component was implemented. Thus, the contribution of the twinning partner to NACORAC as an institution has inevitably remained limited to available staff (deployed from various institutions) and theoretical, not allowing for a significant know-how transfer in a practical implementation setting.

<u>JC3.2. The extent to which produced outputs contribute to the achievement of specific objectives (reconstructed Theory of Change, i.e., enhanced physical and institutional capacities)</u>

The IPA support has been largely successful in delivering planned outputs, progressing towards the Theme 6 outcome of enhancing IBM in Turkey (through modernisation of border surveillance systems, migration practices, and inter-institutional cooperation).

The status of the outcome indicators is presented in the following paragraphs.

Km of border area covered by modernised surveillance at Western/Eastern borders

Percentage of length of borders covered by modern border surveillance system

The EU assistance through Theme 6 introduced a new concept of border surveillance for Land forces Command, providing tools and new enhancing technological capacities. Theme 6 initiatives reported that 75% Western Borders in Turkey (Edirne and Kırklareli Provinces) and 65% of Eastern borders will be covered with the new modernised equipment. With the active use of 211 masts and 130 communication masts (towers), the construction of which has been completed on the eastern and western borders, 740 kilometres of the 1182-kilometre eastern border and 350 kilometres of the 472-kilometre western border will be monitored uninterruptedly and effectively. The masts in eastern and western borders also include cable-free sensors (497 sets) and cover very large areas, all these are integral parts of IBM and complement each other's functions. The sensors are buried underground and detect blind spots that cannot be detected through other cameras.

The border units have received 82 armoured reconnaissance surveillance vehicles on Turkey's eastern borders and 57 armoured reconnaissance vehicles on the western borders.

Number of surveillance cameras at South Eastern borders

Turkey has mainly completed instalment of surveillance cameras (the project sources indicated that more than 200 thermal cameras procured and installed) and lighting system works for border security. Within this framework, Turkey has completed the planned activities on lighting, energy transmission lines, and wire-fence/panel systems.

The mechanism for interagency data exchange and joint risk analysis:

With a NACORAC it is aimed to establish data sharing between institutions related to border management, to save data in a common database and to make a common risk analysis and to ensure cooperation between institutions. However, this institution is still in the process of establishment- (more details under EQ3 and EQ4).

As regards relevant assumptions from the reconstructed IL, the evaluation team finds that they are generally holding true. The commitment of national authorities to improve the situation concerning IBM and e-passports continued. Also, the Governments institutions and law enforcement bodies are participating in critical capacity development programs for integrated border management. Furthermore, the national institutions (e.g., EDOK and the MoI) have been active in codifying training programs and learning materials, ensuring availability of materials and sustainability of capacity development system.

Despite some delays with procurement and instalment, the assumption for the timely procurement and instalment and operationalisation of equipment for modernisation of IBM is generally holding true. Furthermore, the capacities within respective IBM institutions are in place to ensure use of the equipment.

JC 3.3. The extent to which the selected Activities mainstreamed gender and human rights

Theme 6 activities and the overall support to home affairs/IBM considered ensured gender participation to the extent possible in this sector.

The partners highlighted the importance of the technical support that Theme 6 initiatives provided, recognising EU efforts on gender mainstreaming. They also showed some knowledge of the links between gender equality and security governance, expressing awareness of gender-sensitive practices that were implemented. TURMAC representatives stated that national standards closely follow International Mine Action Standards (IMAS) on gender and that the issue is considered in the preparation of documents and planning activities. They reported that gender balance is considered in all mine action activities; furthermore, 45% of TURMAC "s personnel are women. The military demining units do not employ women; however, some female border personnel are dispatched to the Greek border (relatively safer and less challenging than the East). In addition, the national authorities advised civilian contractors to hire female personnel: thus, women form part of the administrative staff for mine action contractors and all the medics are women. The quality and commitment of the female medics have been praised by staff from national and international mine action entities[27]. There is a willingness among all mine action actors to train women and potentially Syrians as deminers to work on the Eastern border. The only condition is that they need to undergo security screening as they would be working in a military zone.

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[27] Republic of Turkey - The Convention on the prohibition of the use, stockpiling, production and transfer of anti-personnel mines and on their destruction - Request under Article 5(6): For an extension of the deadline for completing the destruction of Anti-personnel mines in mined areas, 31 March 2021.

Capacity-building activities have been implemented to promote gender mainstreaming and a rights-based approach. For example, under the UNDP-implemented initiative, gender-based training was delivered to a total of 24 TURMAC in 2020 and for the remaining TURMAC staff in 2021[28]. TURMAC officials stated that the national standards are closely following International Mine Action Standards on gender and that the issue is considered in their activities. Survey and community liaison teams include women to facilitate access and participation by all groups. Additionally, the distance training programmes prepared for EDOK by the technical assistance contractors include specific topics and modules on gender-sensitive border control measures and techniques (such as searching women migrants at the borders etc.).

The evaluation team finds a lack of sex-disaggregated data in the logical matrices, which is an issue for Theme 6 activities. The empowerment of women should be measured and visible.

4.4 Effectiveness - factors

EQ4. To what extent did different factors influence the achievement of the Activity/Theme specific objectives and results?

The COVID-19 pandemic and the corresponding restrictions on physical activity were the most important factors influencing the achievement of Theme 6 initiatives' objectives and results. However, the evaluation finds that other factors affected implementation and achievement of results.

JC4.1. The extent to which external and internal factors to IPA II affected (supported or constrained) the effectiveness of the selected Activities & JC4.2. The extent to which Activities adapted to external factors that affected implementation/existence of mitigation strategy

The interventions under Theme 6 generally adapted to new conditions that the COVID-19 pandemic imposed. For example, the learning process has been mainly online, and the development of distance learning materials and modules replaced in-person modalities. However, the evaluation finds that some initiatives did not adjust well to the COVID-19 imposed measures. The impact has been immense on Demining Project, resulting in significant delays and rescheduling of activities. These adjustments have shortened the limited period during the year with favourable weather conditions for demining activities. Also, additional challenges have been the closure of borders- the team in Turkey could not import the mine detection dogs; and in-country travel limitations.

The learning process has mainly been through online tools, and the development of the distance learning materials/modules replaced in-person modalities. The central theme of the action is to improve IBM by harmonising the procedures in Turkey with EU standards and enhancing the institutional capacity of border surveillance staff via comprehensive training programmes for the staff of the Land Forces Command (LFC) and the Directorate General of Provincial Administration (DGPA) under the Ministry of Interior (MoI). However, the TAT faced challenges in collaborating with MoI and EDOK to expand the online training capacity (established with UNDP under Phase I and II), as there were preferences for in-person training modalities. The need for continuous professional development for border guards via distance learning materials remains a priority for Turkey, and the partners from EDOK proposed to tailor and scale-up distance learning materials for all sectors of border management within Turkey.

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[28] According to TURMAC data, a total number of employees has been 45 as of June 2022.

The evaluation finds varying degrees of government's political commitment to support institutional development and strengthening legal and policy frameworks in line with IBM/EU Acquis.

Also, the program design did not consider the complexity of the legislative process in Turkey. As was pointed out in interviews, the legislative process in Turkey takes time. Often the creation of institutions may require multi-ministerial clearing. This has been the case with the NACORAC, a border management coordination centre. However, according to the national partners, Turkey's particular security concerns make this approach unrealistic, and the general tendency is that these functions should remain with the military forces. Nevertheless, NACORAC is expected to partly serve this purpose as a civil coordination authority, collecting data and information from several institutions to enhance cooperation and dialogue. Another challenge is high staff turnover within government institutions: they are losing capacities and knowledge, and reform processes undoubtedly slow down. The frequent rotation of military staff, which operates under a command structure based on a rotation system and time-specific service at various duty stations, affects implementation. The loss of human capacities has affected established institutional knowledge and operational basis- the concerns raised by the evaluation are widely recognised by the institutions themselves and the GoT.

On a positive side, the evaluation team finds a commitment and ownership concerning Theme 6 projects under evaluation. The governmental partners' ownership over results and interventions under Theme 6 has contributed to the continuity and stability of support. Furthermore, the national partners also made financial contributions to these activities and programmes. Across Theme 6, the evaluation found initiatives that ensured strong partnerships with respective ministries and national institutions, including the civil society actors, as in the de-mining project. Furthermore, strong partnerships - as in the case of UNDP-implemented support to TURMAC with the demining initiative - have considerably facilitated progress. In this area, as in the overall IBM support, stakeholder interviews revealed that the ownership was ensured primarily by involving various national stakeholders in all planning and implementation processes in a participatory manner. These efforts continued through the ongoing activities to prepare the national Border Management Strategy.

EQ5. To what extent are the costs of the Activity/Theme proportionate to the benefits achieved/estimated?

The evaluation finds that the costs of the evaluated activities are proportionate to their benefits.

JC5.1. The extent to which costs of the Activities proportionate to the benefits achieved/estimated

In the absence of a baseline CBA and according to common standards in programme financial analysis, this evaluation used operational ratio measurement and analysis as a basis for the CBA. Thus, the evaluation carried out the analysis based on the reported (total) disbursed amounts, financial reports and the supply contracts. The evaluation finds that the funds were utilised cost-effectively regarding operational overhead and programmatic 'funding. However, the initiatives use no-cost extensions frequently[29]. The management and transparency of actual spending have been effective and conducted with high compliance with the EU and the government contractual fiscal rules and regulations. The contracting

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[29] The evaluation team finds that "no-cost extension" is essentially an inappropriate term. The extension of an initiative means that the operational overhead will continue and absorb funds for programming, thereby increasing the operating ratio.

authority, CFCU, has long experience managing EU funding instruments, and they enjoy a high degree of confidence and trust in managing public funds.

The procurement of border surveillance equipment has been generally cost-effective. The process was through a competitive procedure, and the tendering documentation included a detailed technical specification for the surveillance equipment, including the required quantity and quality. The surveillance masts, thermal cameras, and radar systems are technically very useful as they offer a wide range of observation capacity for the border personnel. Surveillance vehicles are in place as of 2020 (along the western and eastern borders) and operational. However, due to specific conditions of remote areas, in some cases, the surveillance masts and thermal cameras are not yet fully functional, especially on the Eastern border with Iran. This region is very mountainous and at high elevation; furthermore, some electricity/connectivity problems in the eastern borders create difficulties for full utilisation of the masts installed (electricity lines are lacking). Unfortunately, there are no settlements close to these borders and electricity infrastructure requires costly new investments. The evaluation finds that the contract included training plan for the personnel for each lot; furthermore, the vendor is obliged to ensure technical support during the warranty/maintenance period. The contractor for the majority of the supply components has been ASELSAN. The national partners stated that ASELSAN is a reliable partner in terms of providing quality/high technology supplies in the most cost-effective methods.

Concerning the cost-effectiveness of de-mining activities, the EU support in Turkey has followed the fixed-effectiveness approach[30]. Namely, the evaluation finds that the Projects have been looking for the least costly, yet most conducive methods within the approved budgets. Financially, the total budget for the EU supported demining activities in Turkey has been 20,671,000 EUR (EU contributed 18,55mil and 2,121 mil was national co-financing). The official sources indicate that more than 18,000 landmines have been removed so far via project activities, reducing casualties and incidents[31]. The Phase III of demining is conducted in four provinces: Ardahan, Kars, Iğdır and Ağrı; on a broader scale, a total of 143 mine fields/2000 km has been cleared through the three phases in six years (first one started in 2016)[32]. These results have been achieved through the participation of and joint efforts of the main stakeholders (land forces, special mine searching units, gendarmerie and professional commercial companies) and more units are expected to join in 2022. Furthermore, the costs of the demining in Turkey have been influenced by various factors, such as land characteristics (periodically slope and flat surface), weather conditions (duration of winter and seasonal conditions), and mechanical procedures affected the demining efforts and costs of actions. Still, the evaluation finds that the cost of the evaluated activities is proportionate to their benefits.

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[30] The literature recognised two approaches: i) the fixed-effectiveness approach determines the least costly method of achieving a known goal—in this case, mine clearance to a level of at least 99% percent, or the fixed-effectiveness approach and ii) the fixed budget approach finds the policy alternative to provide the most considerable benefits for a given level of expenditure (approved budget).

[31] Project reports and TURMAC information.

[32] TURMAC information- 143 Mine Fields totally through the 3 phases (49 in Phase 1 and Phase 2; 94 in Phase 3).
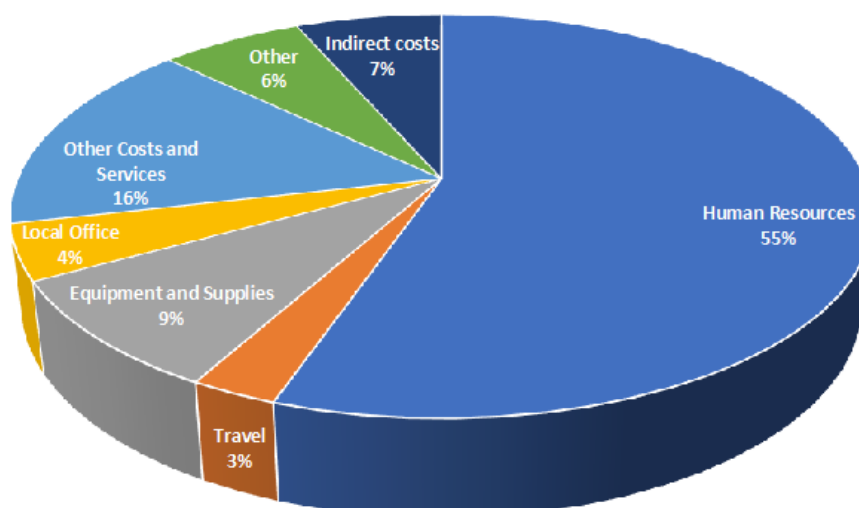
Source: UNDP Final Project Report

However, the analysis of technical assistance projects is more challenging. For example, the final financial figure for the project "Border Surveillance Capacity Between Turkey and the EU" - Phase II (June 2021) showed that human resources reached 55% of the total budget; however, other categories are not clear. The problem lies in the design and presentation of the budget. The analysis may become misleading in the absence of clear separation and explanation in the budget notes and design. For example, should translation services be considered a programmatic or operational cost, like travel? Travel and per-diem costs related to bringing in international experts should be programmatically linked. This provides an opportunity to, e.g., make comparisons using international experts versus national capacities from a programmatic and risk/assumption point of view. Considerations such as quality of translations, the need for dynamic interaction in training settings, cultural understanding and knowledge of local conditions may be weighed and considered from a CBA and risk analysis point of view.

Table 2 Detailed overview of costs for the project Border Surveillance Capacity Between Turkey and the EU" - Phase II

No.	Category	Budgeted	Delivered
1	Human Resources	613,708.00	596,906.15
2	Travel	33,275.00	30,035.16
3	Equipment and Supplies	96,724.19	96,561.40
4	Local Office	48,400.00	47,792.71
5	Other Costs and Services	183,906.78	168,548.06
6	Other	70,715.00	69,054.02
7	Subtotal direct eligible costs	1,046,728.97	1,008,897.50
8	Indirect costs	73,271.03	70,622.83
9	Total Eligible Costs (7+8)	1,120,000.00	1,079,520.33

Source: UNDP Final Project Report

The twinning-light initiative in Turkey has been designed to provide the NACORAC personnel with risk and information management models, introduce the IBM concept and integrate it into the working methods of its personnel. Even though the budget of the twinning light project reached the maximum value of a twining contract, it was relatively modest (250,000 EUR) and with the 90% use, justifies the modest scope and duration. However, this activity was completed at very early stages of NACORAC's lifetime, when this organisation was far from being functional. Furthermore, the key informants stated that the Lithuanian State Border Guard Service under the Ministry of Interior (SBGS) as the twinning partner was not relevant to meet the needs in the Turkish context.

The evidence analysed above indicated this twinning-light support to NACORAC provided limited benefits and not proportionate to the costs.

The evaluation team found a shared opinion that a larger 'full twinning' could be a more appropriate modality, providing more benefits, although with higher costs. (see also EQ6 below).

EQ6. Are there different modalities of using resources that have produced more results or have decreased the resources needed for the same level of achievements?

Theme 6 was using various and generally appropriate modalities under the IPA II framework, including supply contracts (ASELSAN and several local/international private firms, twinning light (with Lithuania), technical assistance (service) contract to a consultancy company, direct contribution agreement (UNDP) and direct grant (UNDP).

JC6.1. The extent to which the most efficient strategies of implementation can be identified

The initiatives under Theme 6 had well-established management mechanisms and implementation modalities, defined in the descriptions of the actions and/or terms of references.

The primary data analysis suggests that EU opted to a "twinning" opportunity in the past; however, in the recent years it is more inclined to use the "direct grant" modality. This direct grant modality also proves to be more useful, especially with well-established partners and initiatives: In line with the EU's tendency, the GoT is mostly opting for contracting the international organisations (such as UNDP, ICMPD etc.) as an alternative to the twinning instrument. The twinning light, as modality, was an appropriate option at the time and there were some good outputs delivered. However, the timing for the launch of the twinning component was not optimal. The NACORAC twinning light component was engaged too early in the process.

JC6.2. The extent to which alternative strategies of implementation, with expected increased efficiency, can be identified

The evaluation could not identify alternative strategies for implementation. Generally, stakeholders agreed on the appropriate implementation modalities and adequate choice of design. Furthermore, they have expressed critical views and awareness of the strengths and weaknesses of different 'instruments' for implementation.

The representatives of the participating national institutions have been clear in their preference of international development organisations (over consultancy companies). They have justified this position stating that direct contracting would ensure more demanded/relevant support and produce better quality results, especially considering the sensitive topics under border management and de-mining frameworks. As a clear sign of the national stakeholders' willingness to continue their cooperation with UNDP.

EQ7. How timely and efficient is the Activity/Theme's process of programming, contracting, implementation, reporting and monitoring?

The evaluation finds that programming and contracting processes under Theme 6 have followed IPA rules and regulations. However, all initiatives have been facing implementation challenges, and majority of them requested and received no-cost extensions

<u>JC7.1. The extent to which the selected Activities have been implemented according to their planning</u>

Theme 6 design was based on a participatory and inclusive programming approach. The partners stated they have identified problems using a bottom-up process of collaboration and involving representatives from the sector institutions. This approach to identify the challenges and priorities provided the framework for the technical assistance teams to consider the unique characteristics of participating institutions. Still, all Theme 6 initiatives faced implementation challenges and the majority of them requested extensions. The COVID-19 pandemic had severe impact on this sector. The daily tasks and responsibilities of the MoI, as the lead institution, have shifted dramatically with the pandemic. It has caused an inevitable shift in the priorities of MoI and its departments. Thus, these developments affected their availability for meetings, disrupting the project-related coordination, particularly in the first months of COVID pandemic (borders were closed, etc. – high workload). Table 2 below summarises the implementation timeframes for each intervention and contract.[33]

Table 3 Overview of Theme 6 initiatives - timeframes and extensions

Code	Sector/Theme/Intervention	Start date	End date
A6.1	**2014 Activity 7 Border Surveillance Capacity between Turkey and the EU - Phase 2**		
A6.1.1	*Supply of mobile vehicles*	*29.05.2017*	*03.06.2019*
A6.1.2	*Supply of (electronic) masts*	*21.12.2018*	***21.12.2022*** ***(Extension 2 years)***
A6.1.3	*Direct grant- UNDP*	*21.12.2018*	*21.12.2020*
A6.3	**2014 Activity 2. Establishment of a Nationalxcds Coordination & Joint Risk Analysis Center and Integrated Border Management Database (NACORAC)**		
A6.3.1	*Supply (11 lots- NACORAC IT equipment, software and furniture)*	*21.12.2018*	***On-going*** ***(extended 48 months)***
A6.3.2.	*Supply of entry/exit passport stamps printing device for border police*	*01.04.2017*	*01.10.2019*
A6.3.3.	*Twinning light component for NACORAC*	04.07.2018	***03.03.2019*** ***(3 months extension)***
A6-2	**2015 Activity 3 Increasing Border Surveillance Capacity at Turkey's eastern and Western Borders, Phase I**		
A6.2.1.	*Service- Technical Assistance*	14.03.2019 (start 10.05.2019)	***10.11.2021*** ***(extended to 09.09.2022)***
A6.2.2.	*Supply of masts- western border*	*14.02.2019*	*Extended to 31.12.2022*
A6.2.3.	*Supply of masts- eastern border*	*14.02.2019*	*Extended to 31.12.2022*
A6.3	**2015 Activity 2 Second Generation Turkish e-passports**		
A6.4.1.	Supply- booklets	01.01.2017	**01.02.2020** **(37 months- 20 months extension**
A6.4.2.	*Supply- personalization equipment*		
A6.5	**2016 Activity 5: Increasing Border Surveillance Capacity at Turkey's Eastern Border- Phase II**		
A6.5.	Supply contract- electro optic masts system for Eastern borders	14.02.2019	**Extended to 31.12.2022**
A6.6.	**2016 Activity 4: Increasing Border Surveillance Capacity at South Eastern Border**		

[33] Source: Desk materials from NIPAC/implementing partners

Code	Sector/Theme/Intervention	Start date	End date
A6.6.	Supply contract- procurement of more than 280 thermal cameras for Syrian border	08.10.2020	Extended to 01.03.2022
A6.7.	**2016 Activity 5: Demining and Increasing Border Surveillance Capacity at Turkey's Eastern Border- Phase III**		
A6.7.	Direct contract with UNDP	01.01.2021	**31.12.2022**

Initially, Theme 6 planned to complete and deliver most supply lots in 2020; however, the procurement process required several extensions that in several cases went beyond the COVID-19 pandemic. For example, electricity connection works in some border areas (both Eastern and Western), delayed the installation of the produced equipment and masts. Furthermore, the weak infrastructure in some mountainous regions prevents an easy solution to this energy problem. These issues are reported as "being resolved through interventions by MoI".

The project for NACORAC, its twinning-light and supply components have not been harmonised with the progress, timing and dynamics of establishing NACORAC[34]. The twinning light component ended more than two years ago, focusing on capacity development and striving to define platforms for NACORAC services. Also, the delays occurred with the software/supply component, occurring mainly due to the EU and CFCU's extended decisions and approval process. The evaluation finds that the procurement planning for this initiative (and the overall institutional support to NACORAC) was relatively weak, as critical factors have not been considered and addressed timely. In the case of NACORAC supply lot 8, the need to reflect this procurement in the national budget caused a 12-month delay, while the pandemic extended this process for six months. Furthermore, the uncompleted or missing parts under interlinked lots, such as Lot 1 and 2, prevented other lots from starting at the planned time. In addition, the tendering process for these two lots was very complex, involving eight different vendors.

Under the passports supply contract, the tender process took longer than one year, including ample time for the CFCU to reveal the final decision. Still, the procedure has been transparent and competitive.

The evaluation has found other issues beyond COVID-19 that contributed to the delays. For example, the decision to reduce the originally planned time for the implementation of the "Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey - Phase III". This project was originally planned as a three-year initiative. However, TURMAC's representatives requested only two years for its implementation, disregarding the fact that demining can only take place during nine months per year, because of winter and weather conditions.

The evaluation finds that the approved extensions have generally been necessary, and have been useful in providing additional and sufficient time for the delivery of results. Nevertheless, the frequency of extensions indicates that some of the implementation arrangements were not adequately planned.

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[34] There are concerns regarding significant delays in the implementation of NACORAC due to issues arising from the GoT delays and the pandemic. For example, the plans for NACORAC physical establishment envisaged completing this process it in 2019-20, yet it is still not operational. The issues of delay were also linked to the supply component of the project, where the tenders turned out to be highly complicated and lengthy.

JC7.3. Evidence of a sound and results-oriented reporting practice

Theme 6 interventions have established effective reporting systems

The reporting practice has been based on monitoring frameworks (JC7.4) and could be considered as generally adequate; this reporting practice included inception and regular (quarterly) progress reports. Still, the evaluation team finds that monitoring and reporting did not go beyond immediate activities and outputs. Practically, the reports did not provide information on the status and the level of achievement of specific objectives/outcomes (and the corresponding measurement, including definition of outcome indicators, baselines and targets). The evaluation finds that Theme 6 initiatives did not effectively use practices for collecting stakeholder feedback on draft reports (e.g., streamlining approaches to commenting, using IT/collaborative workspace platforms to comment on draft reports/circulate reports between relevant stakeholders), and this represents a missed opportunity.

JC7.4. Existence of a sound monitoring system

Theme 6 and its initiatives have generally well-established monitoring systems.

The MoI (including the Project Coordination Board) and the National IPA Coordinator (NIPAC) have generally established monitoring structures. These arrangements include reporting on progress, engagement with Results-Oriented Monitoring (ROM), and monitoring meetings. The DEAU organised biannual Implementation Review Meetings to facilitate exchanges between key stakeholders, including the Ministry of Interior, and its implementing units, the European Union Delegation and CFCU. These meetings served as an effective monitoring tool to update stakeholders on key issues, including financial performance. However, the use of outcome indicators at the meetings has been limited, preventing the stakeholders from reviewing progress.

At the operational level, Theme 6 initiatives have established (project) Steering Committees to monitor the progress and provide strategic guidance to the overall implementation. The projects reported they have organised steering committee meetings regularly. However, the evaluation team finds challenges concerning participating institutions. For example, LFC and EDOK are the end beneficiaries; still, they can't attend the steering committee meetings as it has to come through official channels, through the Ministry of Defence. Formally, as a military institution, they are not authorised beneficiaries of the project; rather, the MoI is.

Theme 6 initiatives have developed monitoring and evaluation plans (and established the corresponding monitoring structures) that include indicators at all results levels. For example, UNDP implemented initiatives 2014 Border Surveillance Capacity Between Turkey and the EU - Phase II has established a "manifold monitoring system, as a strong point of the action" (ROM report). UNDP has monitored the project's implementation on an activity and output level, supervising and measuring progress against key milestones, timeframe and resources. This data and information support project management and decision-making. The evaluation team finds a similar well-established monitoring system for 2016 Demining & Increasing the Border Surveillance at the Eastern Borders of Turkey - Phase 3 and other evaluated technical assistance initiatives.

However, the indicators (from these monitoring systems) mainly corresponded to the activities' immediate deliverables and outputs. The higher-level results (e.g., specific objectives or outcomes) did not include appropriate indicators to reflect and adequately capture the contribution of the respective activities to these (usually sector-level) changes. The Ministry of Interior carried out on the spot monitoring visits, contributing to the monitoring practices.

Concerning (external) evaluation practices, Theme 6 initiatives have prepared evaluation plans and conducted external and independent evaluations. For example, UNDP initiatives have a sound repository of all evaluation reports through the country-level dedicated space under the Evaluation Resource Centre[35]. However, the lead institution did not establish a system to capture all the evaluation reports.

<u>JC7.5. The extent to which Activity have been communicated effectively</u>

Theme 6 interventions have established communication systems and communicated results effectively.

The evaluation finds that Theme 6 initiatives, especially technical assistance, have prepared communication and visibility plans, to support systematic internal and external communication.

The evaluation team generally finds good internal communication, that benefited from the established professional relationships based on mutual trust and respect. This experience is particularly evident in the cooperation between UNDP and national partners under the surveillance projects. However, the changes of the implementing partner- from international development organisation to a profit-oriented consultancy company – reportedly – led to some challenges. These included time planning and communication difficulties between the beneficiary and the IP at times, which decreased the efficiency to some extent. It was confirmed that not-for-profit international organisations (such as UNDP) should be preferred in the future for this sector, due to challenges caused by profit/saving oriented priorities of companies, that may not serve the project objectives and implementation process well.

Steering Committee meetings also served as a communication platform. In addition, the initiatives have organised regular meetings with the relevant stakeholders. Moreover, some of the Activities used social media to ensure communication between relevant stakeholders.

Theme 6 initiatives have established effective external communication was also fully adequate, ensured via meetings with relevant stakeholders.

EQ8 How efficient and effective are the institutional mechanisms which ensure coordination among the various components and stakeholders of the Activity/Theme?

Theme 6 and its initiatives have supported Turkey's institutions in charge of border management activities to ensure more effective coordination among the various components and stakeholders. The capacity for inter-institutional cooperation among Turkey's integrated border management institutions are improving. However, Turkey needs to further enhance inter-service and international cooperation and accelerate the adoption of the strategic framework. The operationalisation of NACORAC remains an important priority.

<u>JC8.1. The extent to which the selected Activities ensured coordination with other relevant initiatives</u>

The coordination of the work of the state bodies dealing with border management matters is the responsibility of the Directorate-General of Provincial Administration under the Ministry of Interior (MoI). In the context of improved coordination, the Border Management Implementation Board (BMIB) has been established[36], bringing together the leading agencies involved in border and migration management. The BMIB should meet twice a year, met for the fourth time in October 2020 since its establishment in 2016.

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[35] For example, https://erc.undp.org/evaluation/evaluations/detail/12637

[36] "Regulation on Cooperation and Coordination among Institutions on Border Management"- this regulation was adopted on March 17, 2016, and amended in line with the new Presidential system on February 14, 2019.

Its supervising body, the Integrated Border Management Coordination Board, has not met so far[37]. In February 2021, the cadre for Heads of Civil Border Administration was established, taking over the border management responsibilities from Governors in eleven border regions. The basic aim of this reform step was to strengthen coordination of border management matters at central level under the supervision of Directorate-General of Provincial Administration[38].

Although these mechanisms are in place, feedback from stakeholders suggests that these could further improve their performance. For example, on the operational level, the NACORAC would partly address the EU recommendation that Turkey set up a civilian institution in charge of the borders. The Presidency, comprising of the participating institutions, will supervise NACORAC's activities, while its employees will represent participating institutions and report to MoI's DGPA. The formal NACORAC establishment has been prolonged, but the authorities estimate that NACORAC will be fully operational during 2022.

Concerning Theme 6- Home Affairs coordination, the Sector Monitoring Committee co-chaired by the NIPAC and representatives of the EC has the primary role. In addition, in the IPA-II period, lead institutions are responsible from establishing sector level monitoring by policy area or by program. Thus, the Ministry of Interior- EU Affairs and Foreign Relations Department- IPA Monitoring and Evaluation Unit is the "lead institution", in charge of sector coordination. MoI is involved in the planning and programming phases and monitoring the projects.

Theme 6 ensured coordination and cooperation and the level of its initiatives.

One positive example could be 2015 Activity 2 Second Generation Turkish e-passports that included various institutions and they cooperated closely in designing and producing the second generation of e-passports. The MoFA's participation was required because of its role in implementing the visa liberalisation dialogue and the roadmap. On the supply side, the TÜBİTAK was in charge of personalisation software production. In addition, two supply contractors, the Central Bank and the MoI DG, were responsible for the passports' design and their security features, respectively. The stakeholders generally coordinated well. Initially, the MoFA assumed strong leadership, as the MoI's role was complex with transferring passport duties from the DG for Security Passport Unit (police force) to the civilian authority, DG for Civil Registration and Citizenship in line with the EU practices. This institutional transition phase had some challenges (e.g., insufficient number of experienced technical personnel at the MoI to process the passport applications etc.). However, the MoFA and MoI leadership and guidance, and professionalism of all parties, contributed to overcoming these challenges.

The initiatives for increasing border surveillance capacities at Turkey's (eastern and western) borders have established steering committees, and the IPs regularly organised these steering committee meetings. Still, some delays occurred initially and during the first months of the COVID-19 pandemic outburst, but the initiatives re-established the agreed frequency. However, the evaluation team finds some challenges with the SC membership. The LFC and EDOK are end-beneficiaries, but they can't attend the SC meetings. The reason is that these institutions are operating under the auspices of the Ministry of Defence (and not the Ministry of Interior); and as military institutions, they are not official beneficiaries of the project.

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[37] EU Progress Report 2021.

[38] In addition, two departments of the MoI in charge of irregular migration matters, the Counter Trafficking of Migrants and the Border Gates Departments, were merged into one service in 2020.

The project "Demining & Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey - Phase 3" established its Steering Committee. All the main stakeholders, including the LFC, DEUA, EUD, CFCU, MoI and EDOK are, participating and the Project Team organised SC meetings regularly. However, these meetings were not taking place during the months without activities.

EQ9 Which long-term changes have the Activity/Theme contributed to regarding the sector in question?

Theme 6 initiatives have already progressed to (their respective) overall objectives, also contributing to achieving benchmarks under the visa liberalisation for Turkey (fulfilling 66 out of 72 criteria). However, the full achievement (of visa liberalisation) will materialise in the future and would require broader reform efforts (EQ11). The stated commitments of the Ministry of Interior and other national institutions and the commitment of the Government of Turkey to these objectives could facilitate this process.

JC9.1. The extent to which the selected Activities contributed to impact, integrated border management and visa liberalisation process

The EU and Turkey adopted the Roadmap toward a visa-free regime that covers the rules and requirements related to the implementation of visa liberalisation and the Turkey-EU Readmission Agreement.

Responding to one of the key topics (the security of travel documents (ID, passports, etc.), Theme 6 provided the equipment for issuing biometric passports in compliance with EU standards, ensuring a higher degree of security of these documents.

The overall impact of this initiative for Turkey has been evident as outlined in the statistics shared by the MoI (provided by the DG for Security/border police) clearly indicating a decline in the rate of "forged passports" in 2020 across all dimensions (See Figure 2). These figures would be even more favourable if the authorities had mandated the replacement of the old passports with the second generation of e-passports. Nevertheless, this is considered a good start in ensuring increased document security in the long run.

Figure 2 The forged passports statistics - key indicators
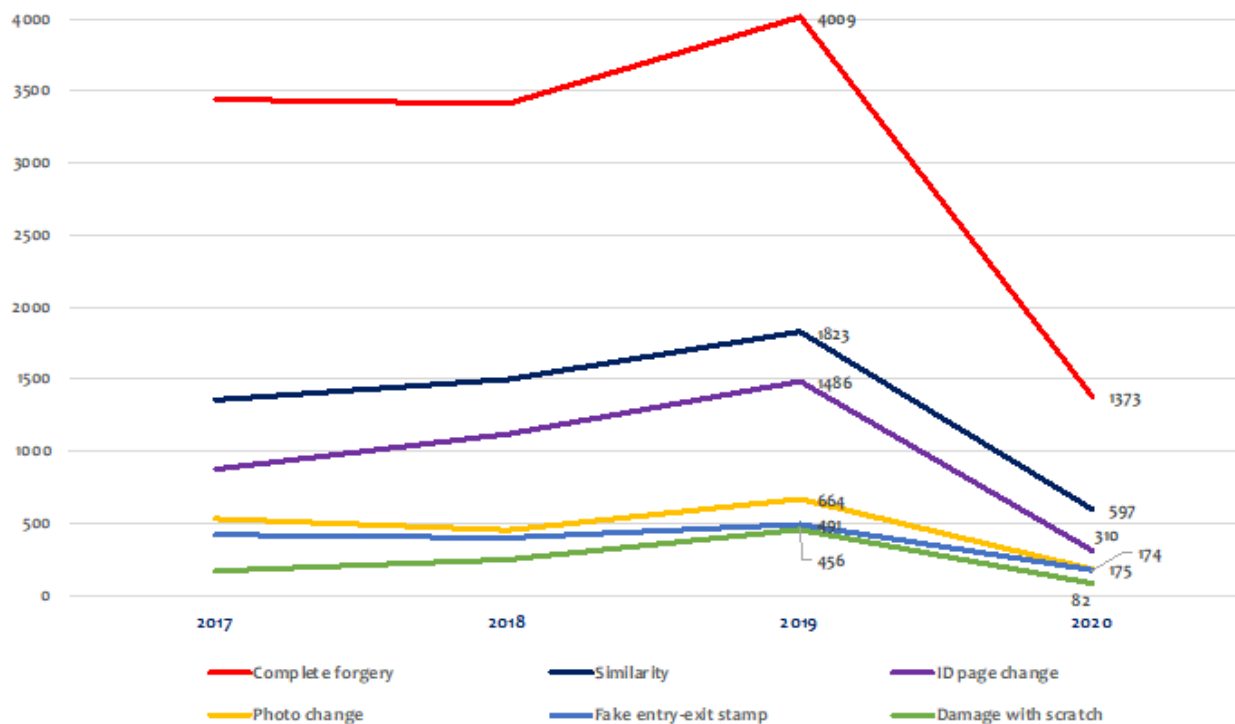
Source: Ministry of Interior

The quality of the software and devices are considered good to ensure the quality and security of the second-generation passports. One of the indicators in the action document was about "wastage rate" which used to be around 4,5 % with the old passport system, being reduced to 1,5 – 2 % with the new equipment.

Under the Integrated Border Management framework, theme 6 initiatives contributed to improvements in efficiency, transparency and accountability in the IBM related efforts. The improved mobility for border patrols and facilitation of roads, telescopic masts and fences construction. Furthermore, they reported improved abilities to fight against irregular migration, human trafficking, and other cross-border crimes using modernised and more effective tools and approaches. The evaluation observed the impact through the enhanced capacities of the border personnel to use the new equipment and complex technology, among the staff from national partner institutions (for example TURMAC, MoI, and LFC). The procurement contracts for equipment (under each lot) included a thorough training plan for personnel of these institutions. In addition, the help desk assistance was available for the users in the initial months of operations and use of the equipment.

Demining efforts pave the way for establishing secure, humanitarian and more technologically designed border systems. More than 18,000 landmines have been removed during the previous period, reducing casualties and incidents (see Figure 3). The evaluation finds that the EU activities not only undertook demining operations directly (through UNDP and its contractor) but also have considerably strengthened the national demining capacities. Initially, deminers were hired from other countries to train the new recruits and to assist to the trained Turkish deminers. These capacity development efforts have been significant ad the Turkish deminers have now largely achieved high demining standards. For example, they are working abroad during the stand-down period in Turkey; and are regarded as technically competent and as having a good work ethic. The partners recognised that "across the range of positions, staff from Turkey could competently take over, as they have received adequate training and also gained practical

experience (rather than recruiting international consultants). The partners stated that the overall EU assistance and UNDP's operational support to demining has been highly important

Figure 3 Mine and unexploded ordinance victims (2015-2021)
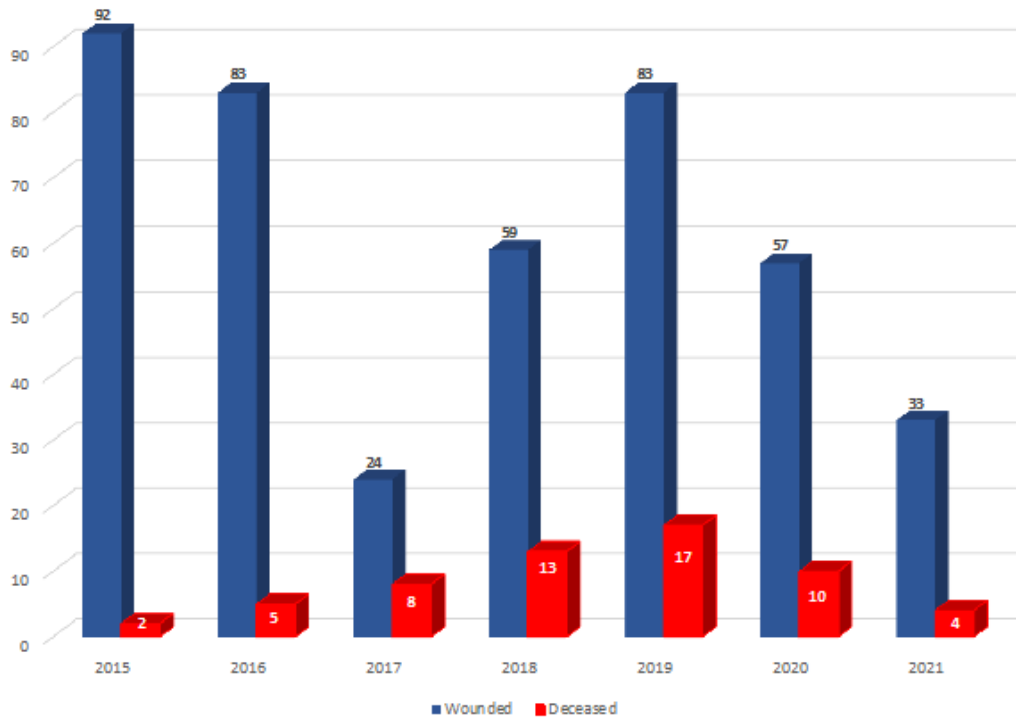
Source: TURMAC/MoI

Although quantitative evidence is not available, reportedly, there have also been broader and more qualitative effects of socio-economic benefits to the local communities living close to the areas where clearance is taking place. Some of the examples of socio-economic benefits are reported as new job opportunities for the local population (due to seasonal demining work) and locally purchased goods. Turkey's proximity to the conflict regions and heavy migrant flows it receives create certain sensitivities in the population to ensure protection of the borders.

Overall, these results are important in facilitating the EU accession process for Turkey. The IBM as a concept, together with compelling EU examples, and the commitment of the national institutions and their staff have been the main contributing factors to this progress.

JC9.2. The extent to which external factors could affect future impact

The EQ 11 provided details regarding the external factors that could affect sustainability of these future impact are the Turkey has committed to remove all anti-personnel landmines to fulfil its obligations under the Ottawa Treaty. According to the official information, only a part of the border of nearly three thousand km has been cleaned entirely. Thus, the country needs to increase substantially national investment to clean mined areas along the border with Syria, Iraq, Iran, Armenia as well as inside Turkey. Without these investments and further support to TUMRAC, demining efforts will be slowed.

EQ10 How likely the effects are to last after the intervention ends?

The results and effects of Theme 6 initiatives will likely last (beyond the EU IPA assistance), supported by the national strategic priorities and institutional commitment.

<u>JC10.1. The extent to which outputs under the Activities are likely to be maintained & JC10.2. The extent to which outcomes under the Activities are likely to be maintained (reconstructed Theory of Change, i.e., enhanced physical and institutional capacities)</u>

Turkey continued investing significant efforts and financial means to modernise border security at the land frontier. The authorities are committed to pursue plans for IBM, with the involvement of TURMAC, NACORAC and other main institutions. The new IBM Strategy and the Action Plan are expected to consolidate and further intensify work under the IBM framework[39]. In this context, EU support has been effective for progressing under the integrated border management framework, also meeting some of the visa liberalisation milestones. Theme 6 initiatives are contributing continuous development and implementation of border management practices and standards in line with the EU's IBM references. With the EU assistance, equipment such as surveillance masts (radar masts, communication masts and internal/external electro-optical masts), shelter units, field sensor systems, thermal cameras, system rooms and special mobile vehicles have been procured[40]. The national institutions will be in charge of utilising and maintaining this equipment (upon the completion of the agreed warranty period), and the specific lines in the MoI/LFC and the national budget are allocated for this purpose, which ensures the financial sustainability of the provided equipment.

The IPA II initiatives delivered a large-scale capacity development support and needs based training programs to the employees from the border related institutions and the LFC reported an increase in the detection and recognition capacity at the borders, including using new equipment. In this context, the introductory training program for the LFC personnel and new graduates deployed to the border posts that EU initiatives developed, has been codified and adopted as a mandatory three-week program (for the personnel before taking over the post). Furthermore, Theme 6 initiatives prepared needs-based training curricula to support the capacity of LFC personnel with duties at the borders[41]These results will be sustainable as EDOK/UZEM continued delivering these training programs to LFC personnel. This national institution has also ensured that all LFC staff can access the training materials online when they need. In addition, the operational centres under LFC have increased capacities to store and manage more significant data quantities linked to IBM objectives. These capacities will likely remain in place, enhancing core services of the LFC.

Also, there is strong evidence for sustainability of the second generation of e-passports system that is in place. Turkey took over the results of the project and invested in sustainability; namely, a brief analysis of the printing expenses for a new passport and the passport taxes already shows significant plus on the profit side, ensuring resources for maintenance and improvements.

The mine action sector in Turkey represents a case where solid ownership has enabled strategic partnerships, international cooperation, and assistance that have helped strengthen national capacities and allowed the country to implement its demining plans more rapidly. Concerning demining activities, TURMAC maintains its central role, directly mandated to execute actions aimed at clearing mines and unexploded ordnance for humanitarian purposes within the country's borders. This national institution,

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[39] In addition to national reports and documents, these results and commitments have been highlighted in the 2021 EU Progress Report.

[40] Desk review of the Theme 6 reports and procurement notice.

[41] The training programs included among other the following topics: Border security; IBM; Turkish legislation on borders; Migration management and risk management; First aid at the border, Mine detection and neutralisation.

with IPA support, has made efforts and showed progress in improving its organisational capacity. As a result, TURMAC has signed the first-ever Strategic Mine Action Plan for 2020-2025, which covers capacity development, survey, clearance of mined areas containing unexploded ordnance, provision of mine risk education, and assistance to mine victims. The sustainable functioning of TURMAC is ensured as this institution receives funds from the Ministry of National Defence annually through the national budget allocations. TURMAC representatives generally agree that these "financial resources are sufficient to continue the demining in the following years effectively". Furthermore, the GoT provided co-financing to match the EU support. Namely, to discover all minefields, the GoT ensured more than two mil EUR for a non-technical survey. These efforts complemented a "technical survey" as discovering minefields via dogs, detectors and machines.

The evaluation finds strong sustainability prospects for NACORAC. The current core team of 15 staff, apart from being part of the project team, will continue with NACORAC (established within the MoI's auspices) and form the institution's inner coordination body, thereby securing continuation, human resource and institutional memory as the institution continues to grow. Initially, each of the eight involved national institutions will permanently assign one person to NACORAC. However, there are still some uncertainties regarding the NACORAC structure and operational model. Still, the authorities anticipate that NACORAC will include more than a hundred permanent employees in its structure. The optimisation of the structure will depend on revenue allocation through the national budget. According to the legal provisions on NACORAC, the MoI will be in charge of its financing.

Theme 6 initiatives have been effective in producing online learning materials, which served to increase IBM related capacities for many employees. Overall, the MoI and NACORAC will ensure the effective continuation and use of these materials.

EQ11 What are the main risks to sustainability, identified at the Activity/Theme implementation stage/materialised beyond Activity/Theme implementation?

The risks to sustainability of Theme 6 results remain, and the slow progress to achieving visa liberalisation benchmarks is the most significant. Other risks included difficulties to ensuring and sustaining institutional capacities, and an effective inter-service and international cooperation.

JC11.1. The extent to which external and internal factors affected (supported or constrained) the sustainability of Activities

The challenges to ensuring institutional capacities, and an effective inter-service and international cooperation concerning IBM could be a risk for established institutional capacities and border-management related systems.

As the central coordinating body on border management matters, the Directorate-General of Provincial Administration under the Ministry of Interior (MoI) requires more substantive capacities and systems to implement these tasks. Infrequent and irregular meetings of the Border Management Implementation Board and its supervising body, the Integrated Border Management Coordination Board, affect high-level commitment and political level buy-in to ensuring effective and functional border management.

Theme 6 initiatives have addressed the capacity needs of direct beneficiaries from border management structures to implement assigned functions and deliver quality services. The national partner institutions, for example the Ministry of National Defence and TURMAC, the MoI and the Border Management Department and Turkish General Staff and the Land Forces Command have received assistance, replacing and modernising equipment, and developing technical capacities, thus enhancing their operational

efficiency. Still, despite reported performance improvements, these capacity development activities (limited to numerous trainings and study tours) responded to individual needs. These capacity development activities are generally disconnected from broader sector reform, preventing full integration of new knowledge and skills into organisational processes under the strategic framework. The absence of a broader reform agenda could affect sustainability in the longer-term perspective.

For example, TURMAC's institutional development remains a priority for the country; and particularly important remains to build civilian personnel's capacity. Still, the evaluation finds that frequent military personnel turnover and rotation (appointed elsewhere – another institution or province etc.) may decrease the sustainability prospects for the developed capacities, risking to weaken institutional technical abilities and know-how on the specific and sensitive topics. This situation could be further affected by insufficient commitment to reforms and the lack of strategic guidance (including development of human resources) at the organisational and systemic levels.

Sustainability of NACORAC is inherently linked with availability of financial resources and the funds are likely to be available. However, there are concerns about appropriately defining authority/management systems and command lines (among the organisational leadership and seconded staff from various institutions). The current core team of fifteen staff, will continue with NACORAC and form the institution's inner coordination body, thereby securing continuation, human resources, and institutional memory as the institution continues to grow. Generally, the stakeholders anticipate that NACORAC will host around one hundred permanent staff; however, the final organisational structure will depend on its budget allocation through the national budget process. Equally challenging will be to determine professional lines between NACORAC and participating institutions. For example, Theme 6 supply contracts ensured the required equipment and software (although some supply contracts are still under implementation), and information and technology capacities within NACORAC are adequate to benefit from this equipment and software. However, the sustainability of data sharing between institutions would require defining the datasets and ensuring the flow of information, considering that some institutions would require efforts to collect, analyse and share a considerable amount of data. The real test will also be establishing a co-working culture between all related institutions, considering differences in their working styles and systems. Therefore, harmonising operational approaches and suitable professional relations and trust will be crucial to ensure good working relations. These may be critical organisational issues inevitably linked to NACORAC's long term development and sustainability. The evaluation finds that the NACORAC representatives consider that the forthcoming follow-up project with the ICMPD would bring tailor-made organisational development support. The importance of NACORAC cooperation with FRONTEX remains. However, the incidents at the Greek-Turkish land border and the Aegean Sea[42] affected relations with the European Border and Coast Guard Agency (Frontex). As a result, this cooperation has been almost entirely suspended, despite a three-year Cooperation Plan covering 2020-2022. In addition, Turkey is not participating in the Joint Operations of Frontex. These cooperation challenges with FRONTEX could affect progress and achievements under the IBM framework[43].

Another challenge is that Theme 6 initiatives did not provide sound and implementable exit strategies. Project documents included relatively generic statements about hand over of responsibility and results to

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[42] For example, https://www.euronews.com/2022/04/28/investigation-claims-frontex-involved-in-aegean-sea-migrant-pushbacks

[43] On the other hand, cooperation with neighbouring Greece and Bulgaria in the framework of a trilateral Police and Customs Co-operation Centre at the Bulgarian-Turkish border crossing point Kapitan Andreevo/Kapıkule continued.

the national authorities and beneficiaries. However, these exit strategies from the original project documents have not been updated or adjusted during the implementation.

As regards external factors outside the control of the IPA programme, the slow progress on fulfilling the **remaining benchmarks of the visa liberalisation** roadmap remains the most significant challenge for Turkey, with possible negative external effect on the Theme 6 results and achievements. Challenges to establish **stronger international cooperation** could also affect results of this Theme.

4.5 Added value

EQ12. What is the added value of the Activity/Theme, compared to what could be achieved without the EU support?

Theme 6 initiatives demonstrated substantial added value by strengthening the integrated border management in Turkey and facilitating progress towards visa liberalisation. In addition, these initiatives ensured EU experience and expertise for more effective inter-institutional cooperation and modernisation of border management and surveillance practices.

JC12.1. The extent to which the progress in the development and capacity of IBM institutions and progress in visa liberalisation could be achieved without the support of EU IPA II

The EU provided added value for strengthening IBM system, including the de-mining capacities, especially ensuring know-how and technical expertise and equipment for modernised, cost-efficient and – more importantly – humane way of border protection. These efforts included highly modernised and innovative equipment for the LFC units serving at the borders. These results created additional value, as Turkey is investing efforts and financial means in the modernisation of border security at the land frontier.

The critical value of EU assistance and UNDP's support in the de-mining field has been a paradigm and awareness shift within the military institutions on the "humanitarian" aspects of de-mining. The evaluation team finds that the EU supported demining operations enabled the GoT's to cover a wide area and various functions. This is the 3rd phase of the demining project and the first two phases were also by UNDP via EU support (2011 or 2012). In addition, the EU assistance significantly helped TURMAC in the development of technical institutional capacities but also linking community development and humanitarian dimensions to the de-mining concept, which was previously only perceived as a military operation".

In addition to ensuring access to EU knowledge and practice, this support has been important in financial terms. The total amount of around 40 million EUR has been invested in the first two phases of demining, with additional. In this sense it has been highly valuable and appreciated particularly given the economic downturn in the country on-going since a few years. As GoT's reliable partner, and recognising the GoT's immense responsibilities gradually increasing since the beginning of Syrian crisis/migration flows, EU has shown its support to the GoT to alleviate the financial burden of its responsibilities. The EU is the only international donor supporting Turkey in its efforts to strengthen the border management, which makes its support even more unique and useful.

Another added-value created through EU support and Turkish partners' engagements with the international organisations such as UNDP has been on the contributions to the institutions' knowledge and awareness on de-mining. TURMAC officials clearly acknowledge the fact that while de-mining was rather perceived as a purely military concept in the past, the technical assistance served to engage in trainings that emphasised the importance of "humanitarian" dimension to it, and helped staff to broaden their knowledge and skills on its importance.

The EU support also focused on building robust institutions that will be key to ensuring the coordination in the IBM field, such as NACORAC. Furthermore, the continuous support provided for the institutional improvement

of TURMAC has started yielding results, as confirmed by the officials. This support dedicated to enhancing the institutional capacities proves EU's perspective in creating sustainable institutions that can also improve the policy and strategy dimensions, as a long-term investment for its potential future member, to share its borders with. All these factors presented solid support through Theme 6 to maximise Turkey's potential when it comes to innovation and provision of targeted and demanded support to IBM/meeting visa liberalisation targets and maintaining its assistance for Turkey's EU accession process. In addition, the availability of EU expertise, including support and know-how transfer from technical specialists and partners' institutions (in the form of twinning programs), is valued as a driver of effectiveness by the interviewed stakeholders, particularly from the point of ensuring sound response to border management issues, in line with EU standards.

<u>JC12.2. The extent to which the EU is visible as a key supporter for the IBM</u>

The **EU is recognised as an important and long-standing partner of the GoT** to respond the priorities and commitments outlined in the Visa Liberalisation Roadmap, Ottawa Treaty and other IBM obligations. The national partners recognised that the EU support to Theme 6 has been sound and demand-driven- based on evidence, participation, flexibility, and mainstreaming EU Acquis.

5 OVERALL ASSESSMENT CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

1. Theme 6 and its projects have all been relevant from the design throughout the entire period of implementation, appropriately addressing the development priorities and needs of Turkey and its citizens.

Theme 6 remained relevant during the entire period of implementation, and the EU together with national authorities have been in general effective in conceptualising the assistance, in an aligned manner with the real needs. The responsiveness of the activities to the needs of the Government, while linking them to the EU accession priorities also contributed to the relevance of provided support. On the other hand, the intervention logics and logical frameworks for majority of activities were found weak, due to the broadly formulated outcomes and inadequate indicators that only partially serve to measure the actual progress under outcomes and even less to capture the contribution to the overall progress. (EQ1, 2)

2. Theme 6 and its projects/activities are well-established, ensuring internal and external coherence. The actions effectively followed the EU accession priorities and international commitments of Turkey.

All activities have internal coherence, with a generally explicit links to Theme-6 stated objective to ensure progress towards the visa liberalisation for Turkey. However, the absence of a comprehensive national policy framework and a sound action plan prevented these initiatives to be explicitly connected to the national agenda and IBM priorities and EU accession milestones.

Theme 6 activities have been in general responsive, flexible, and adaptive, capable to establishing partnerships. In this context, the national IBM institutions recognised advantages and benefits from cooperating with international development organisations. One of the major partners of the GoT in Theme 6 has been UNDP: it's long-term presence in Turkey and technical capacities of its teams have been contributed to results. (EQ1 and EQ2)

3. Theme 6, through support to NACORAC, has provided a basis for establishing and strengthening cooperation and coordination between partners and stakeholders in the area of IBM.

NACORAC's core areas of work will require a coordinated approach to collating and collecting information from several institutions (ministries and relevant bodies covering areas of customs, health, agriculture, trade, security), analysis and risk assessments linked to IBM. Thus, the mandate of NACORAC only partially met EU's recommendation to have a civilian institution in charge of borders, such as the European Border and Coast Guard Agency – FRONTEX. From the stakeholders' perspective, as Turkey has very specific security concerns and border challenges, and the role of land forces remains critical (regarding "green border", land border between two land border crossing points).). Nevertheless, NACORAC, as a civil coordination authority will partly serve this purpose, collecting data and information from both military and civil border-related institutions, under the overall coordination of the MoI, as a non-military body. In this sense, it can be considered a first step or a mid-solution to the long-term dimension of transferring some border functions to a civil authority. NACORAC is expected to enhance cooperation and dialogue among these actors, while strengthening Turkey's overall border management capacity. (EQ3 and EQ4)

4. Activities under Theme 6 could benefit from genuinely integrated sector approach, thus, more effective interactions between activities and their implementing agencies (development partners and consultancy companies) during planning and implementation. The interactions among Theme 6 activities remained confined mainly to information sharing through various formal or less formal channels or eventually resolving issues. Day-to-day communication among the different partners has been more on the operational side. Strengthened border management sectoral coordination is within the EU accession

framework; and it could enhance synergies between the projects, enable strategic positioning and provide guidance to the Government of Turkey and development partners on priorities for the future involvement. (EQ2, EQ8 and EQ7)

5. Implementation of priority interventions and achievements of various results through technical assistance and supply contracts significantly contributed to the progress that Turkey recorded in the area of IBM. Support of the Theme 6 interventions to the authorities and stakeholders in Turkey was valuable, bringing concrete, visible results at individual, institutional and systemic levels and ensuring progress towards IBM and the EU accession targets.

Turkey has made progress in strengthening its surveillance and protection capacity at the land borders, and Theme 6 contributed to this progress. EU support to demining has been one of notable successes. The demining of land along the border is contributing to modern border management practices, also creating strong national involvement and ownership. Theme 6 activities further supported TURMAC's capacity and facilitated collaboration and coordination among the mine action related agencies in Turkey.

Additionally, Theme 6 has supported the institutionalisation of NACORAC as a coordinating body for modern and improved border management; which will be a unique organisation that would bring together the representatives of eight key institutions in Turkey.

Introduction of second generation of biometric passports compatible with EU standards has been another critical milestone in the context of EU accession and visa liberalisation process. The Directorate-General for Civil Registration and Citizenship started issuing second-generation biometric passports for Turkish citizens in April 2018.

The Theme 6 activities generally considered gender equality, mainstreaming gender balance and gender participation in all activities. However, there seems to be insufficient considerations of sustainability aspects for Theme 6 initiatives: these initiatives provided some vague and general statements about "nationalisation" of the results and processes. Still, more specific sustainability plans for these initiatives have not been in place.

Specific aspects of the future IPA III support (as well as national funding) will likely depend on substantive problem analysis and priority setting, as the continuation of assistance will require aligning national IBM with the EU requirements and meeting (remaining) targets under the visa liberalisation roadmap. (EQ3 and EQ4)

6. The technical expertise available through the EU assistance, twinned with the national ownership and commitment contributed to the achievement of results. At the levels of individuals, capacity development support has been well-established, based on understanding the target groups' current knowledge, gaps, previous education and likely learning styles. Despite this progress, the capacities of the IBM institutions and their employees remained limited, and would require continued and well-planned (capacity development) support.

However, some external factors affected delivery of results, including the impact of the COVID-19 that was immense, especially on demining. Also, political developments in the country caused changes in the governance system in the country, affecting roles of many institutions (some departments and units have been abolished) while the engagement with the EU relevant bodies has been declining. Also, staff turnover within government institutions, together with the military staff rotation, represent serious risks for the institutions to preserve the established human capacities and acquired skills. In this respect, these institutions (especially MoI, EDOK, UZEM) will need to make concerted further efforts to retain the capacity

developed under this IPA support. In addition, MoI, EDOK/UZEM would need to enhance its efforts to become more active in development of capacities of the IBM institutions and their employees.

The country is facing challenges with the visa liberalisation process and in this regard, Turkey needs to redouble its efforts to meet unfulfilled roadmap benchmarks. (EQ4, EQ9 and EQ10)

7. The sense of national ownership over the achievements under Theme 6 has been created through effective partnerships and active involvement, both in design and implementation stages of interventions. Sustainability of these achievements is likely to be high, particularly at the institutional and individual levels. Theme 6 has been implemented through different projects, designed and implemented through active/high cooperation of the national authorities and key stakeholders. Their involvement in the planning processes and specific steering and management arrangements during implementation of these initiatives ("output level") have been satisfactory. Cooperation with international development organisations (as opposed to private companies) has remained as the preferred implementation (technical assistance) modality for the national stakeholders; considering their proven accountability for results and long-term partnerships created, based on mutual trust and respect in the centre of teamwork, this is justified. (EQ5, EQ6, EQ7 and EQ8)

8. Turkey is consistently improving its IBM practices; however, there are still challenges and issues that could affect progress in this field. An immediate result created by the Theme 6 activities has been enhanced mobility for border patrols and facilitation of roads, telescopic masts/towers and fences construction. The IBM as a concept endorsed by the EU projects and the commitment of the national institutions have been the main contributing factors to this success.

Theme 6 contributed to further strengthening the national capacity in securing the borders, resulting in improvements of efficiency, transparency and accountability in the IBM related efforts. Responding to one of the key topics, the security of travel documents (ID, passports, etc.), Theme 6 funding enabled the provision of equipment for issuing biometric passports in compliance with EU standards. The Demining efforts are contributing to establish secure, humanitarian and more technologically designed border systems.

On the other hand, to bring the country's border management system in line with the EU acquis, Turkey needs to continue with inter-service and international cooperation, proceed with the adoption of policy and strategic documents and agree on actions and activities that will accelerate accession process. There is a need for continues development of capacities of the IBM professionals from the national institutions. (EQ9, EQ10, EQ11 and also, EQ3 and EQ4)

9. Home Affairs sector could benefit from a sound system to report and communicate results to the national stakeholders and public at large, presenting also accumulated effects and contribution to broader IBM framework and the EU accession process.

Theme 6 included a Results Framework (RF), as a basis to reflect on the engagement of EU and other partners and measure performance under specific outcomes. Although the RF included a set of indicators, these indicators only moderately captured EU contribution to progress under outcomes. The sector coordination efforts are currently sub-optimal and could be improved. Similarly, reporting practice requires improvements: although reports have followed agreed frequency, the results-oriented focus and clearer references to progress under outcomes require strengthening. (EQ7, also EQ6 and EQ8)

5.2 Recommendations

Recommendation	Addressee	Timeline for implementation
Recommendation 1: The evaluation recommends the MoI as the leading institution, NIPAC and the EU Delegation for the IPA III programming to prepare a sound (sector level) theory of change (or use another credible problem analysis tool). This approach will strengthen the intervention logic and frameworks for the new initiatives (funded under IPA III or other funds) and ensure stronger links within intervention logic, and especially between outputs and outcomes. In addition, the formulation of a sound intervention logic and chain of results (based on problem analysis) will facilitate to formulate of set adequate indicators that could adequately measure the actual progress under outcomes and capture the contribution of various interventions to the overall progress under the IBM framework. It is recommended to provide a well-balanced combination of qualitative and quantitative indicators to capture changes and results in the specific areas of intervention. The IPA II Performance Framework and, in future, the IPA III Monitoring & Evaluation Framework should be used as the primary sources of these indicators. Current DG NEAR guidance should be deployed regarding use of sex-disaggregated indicators in the log-frames and gender-sensitive practices in data collection and reporting. (Conclusion 1) The EU's support (IPA 2019) through the International Center for Migration Policy Development (ICMPD) is working to prepare and adopt the IBM strategy and update the National Action Plan; these efforts will ensure a comprehensive strategic framework for the IBM. It is expected that the results will be available in the next year or two. Therefore, the evaluation recommends explicitly linking to these strategic priorities all new initiatives that the Government of Turkey and the EU plan under the IPA III or other funding opportunities. Also, the evaluation suggests that the planning and programming processes consider more in-depth the critical issues and challenges for achieving Chapter 24 targets and visa liberalisation benchmarks, especially when defining assumptions that underpin the interventions in this area.	Ministry of Interior NIPAC EU Delegation to Turkey	IPA III Programming timeframe; Ongoing and continuous
Recommendation 2: The evaluation recommends continuing efforts to strengthen the IBM related institutional capacities. It will be important to ensure the further organisational strengthening of NACORAC upon its formal establishment. This support should include capacity development for the leadership and technical staff in the core areas of NACORAC's work; the first step should be to carry out a capacity development needs assessment and define priority areas for professional improvements. In addition, the evaluation recommends supporting NACORAC with preparing critical management and operational policies and provide technical support for ensuring implementation. NACORAC would need assistance with the	Ministry of Interior- and its departments NACORAC TURMAC	Ongoing and continuous

HR policy, preparing job descriptions, and ensuring division of functions and lines of communications, and establishing inter-institutional and cooperation procedures. (Conclusions 3, 4 and 5)

In the context of supporting IBM and strengthening NACORAC, the evaluation recommends exploring opportunities to advance cooperation with the European Border and Coast Guard Agency (Frontex). The authorities in Turkey and Frontex should re-establish joint work and analyse and update the Cooperation Plan (2020-2022). For other IBM-related institutions, such as TURMAC and LFC, the evaluation team recommends prioritising on-the-job training and horizontal knowledge sharing through direct interaction with similar EU institutions. Possible options could be to ensure support through EU twinning support or the Technical Assistance and Information Exchange instrument of the European Commission (TAIEX). Also, the national funds could be considered for cooperation with EU institutions.

The training delivery capacities of EDOK/UZEM should also be strengthened. (Conclusion 6 and Conclusion 8)

	LFC and other units	
Recommendation 3: The evaluation recommends to strengthen coordination in the core areas related to IBM in Turkey The evaluation recommends that the MoI/NACORAC organise yearly seminar/workshop for the coordination of institutions in IBM sector within the framework of existing coordination bodies and mechanisms. This could include representatives of the IBM Coordination Board and the Border Management Implementation Board. The evaluation recommends to consider options to involve the LFC and EDOK in the coordination mechanisms. The evaluation recommends considering consistency in membership, preparing the Terms of Reference for the members, and clear tasks/targets to ensure sectoral coordination. It is recommended that MoI and NACORAC act as organisational committee of these coordination and cooperation meetings: from planning meetings, setting agenda, preparing materials and preparing minutes with follow up activities. (Conclusions 3, 8)	MoI NACORAC Members of the IBM Coordination Board and the Border Management Implementation Board.	Continues
Recommendation 4: The evaluation recommends that EDOK and MOI prepare clear and practical capacity development programmes for the main target groups within the IBM system (e.g., LFC, border control staff, demining specialists, civilians in the IBM system) EDOK should continue implementing the systemic approach to capacity development, based on needs assessment and prioritisation that Theme 6 initiatives tested. The experience of EDOK-UNDP partnership and support to on-line learning opportunities provided a mode for longer-term and sustainable capacity development assistance. The evaluation	MOI EDOK Gendarmerie and Coast Guard Academy (GCGA) MoD/LFC	Continuous

recommends focusing on the national institutions, such as EDOK or the Gendarmerie and Coast Guard Academy (GCGA) to become recognised higher education institutions that educate highly competent and skilled professions.

The evaluation recommends that the ongoing Theme 6 initiatives (WeGlobal and UNDP implemented) together with EDOK ensure updates and availability of the training materials.

The evaluation recommends that EU initiative propose possible opportunities to prevent staff turn-over in the national institutions. For example, the evaluation recommends that the EU initiatives organises a workshop to discuss options with the MoI, MoD/LFC to plan the staff rotation in the way to ensure that critical part of skilled professionals remain in the respective units. At the same time, the effects of staff turn-over could be counterbalanced through mandatory entry-level and other training programmes for the new staff during the initial years of professional engagement.

The evaluation recommends that for on-going EU Theme 6 capacity development design and test a comprehensive training evaluation approach based on the Kirkpatrick model, assessing four levels of learning: 1) Participant's satisfaction with the training; 2) Immediate change in individual knowledge and skills; 3) Change in individual performance back in the workplace; and 4) Change in the overall performance of the institution.

It is also recommended to prepare guidance to the national institutions, primarily EDOK, to continue implementing this learning evaluation approach.

	Other IBM institutions	
Recommendation 5: The evaluation recommends that Theme 6 and its projects should include clear exit approaches and practical sustainability strategies formulated for all main outcomes (Conclusion 5)	Ministry of Interior NIPAC EU Delegation to Turkey	IPA III Programming timeframe; continues