

SUPPORTING THE IMPLEMENTATION AND FURTHER STRENGTHENING OF TURKEY'S NATIONAL ASSISTED VOLUNTARY RETURN AND REINTEGRATION SYSTEM (N-AVRR) - PILLAR 2

Applicant	International Centre for Migration Policy Development (ICMPD)
Title	Supporting the implementation and further strengthening of Turkey's National Assisted Voluntary Return and Reintegration mechanism (N-AVRR) – PILLAR 2
Location	Turkey & Main countries of origin (primarily Pakistan, followed by additional priority countries)
Total duration	36 months, planned start date 1 September 2021
Est. budget	EUR 4.600.000 (34.270.000 DKK) Denmark: 3.000.000 EUR (22.350.000 DKK) Netherlands: 1.100.000 EUR (8.195.000 DKK) Norway: 500.000 EUR (3.725.000 DKK) - initial financial support until end of June 2022. Further support in 2022/2023 is subject to availability of funding.
Objectives	<p>The overall objective is to contribute to voluntary, dignified and sustainable return of irregular migrants from Turkey to main countries of origin, through support for the operationalization and further strengthening of the newly established national assisted voluntary return mechanism in Turkey.</p> <p>The specific objectives of the project are:</p> <ol style="list-style-type: none"> 1. To contribute to further development and operationalization of Turkey's N-AVRR mechanism, and overall AVRR policies and strategies, 2. To strengthen return and reintegration capacities of the N-AVRR stakeholders (institutions that have a direct role in operationalization of N-AVRR) to uphold international standards in the pre-return and post-arrival phases, 3. To develop operational capacities of the N-AVRR stakeholders for enabling an increase in voluntary return and sustainable reintegration of irregular migrants from Turkey, 4. To support outreach to prospective returnees and communication of the N-AVRR, 5. To facilitate and enhance bilateral cooperation between Turkey and targeted countries of origin.
Target group(s)	<ul style="list-style-type: none"> • Presidency of Migration Management (PPMM) – headquarters; • Provincial Directorates of Migration Management (PDMM) - provincial offices; • Turkish Red Crescent (TRC); • Turkish Coordination and Cooperation Agency (TIKA); • Turkish Ministry of Foreign Affairs (MFA); • Turkish CSOs
Final beneficiaries	<ul style="list-style-type: none"> • Migrants in Turkey with no legal status, • Migrants in Turkey with a removal decision, • Migrants in Turkey whose applications for asylum have been rejected or who decided to withdraw their applications,

	<ul style="list-style-type: none"> Identified victims of trafficking in Turkey.
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Acronyms

PPMM	Presidency of Migration Management
EU	European Union
HQ	Headquarters
ICMPD	International Centre for Migration Policy Development
PDMM	Provincial Directorate of Migration Management
LFIP	Turkish Law on Foreigners and International Protection
TIKA	Turkish Cooperation and Coordination Agency
N-AVR	National Assisted Voluntary Return
N-AVRR	National Assisted Voluntary Return and Reintegration
TRC	Turkish Red Crescent
MFA	Ministry of Foreign Affairs
M&E	Monitoring and Evaluation
UAMs	Unaccompanied Minors
PM	Project Manager
PO	Project Officer
PSC	Project Steering Committee
QMS	Quality Management System
RC	Regional Coordinator
STA	Short-term technical assistance
SuTP	Syrians under Temporary Protection
TCG	Turkish Coast Guard
TAF	Turkish Armed Forces

1. Introduction¹

Turkey, due to its geographical location, has traditionally been a major transit route for irregular migrants aiming to cross to Europe and has more recently become a major destination country with the conflict in Syria, and deterioration of the security and economic situation in other countries in its extended neighbourhood. It is therefore a country that is significantly affected by mixed migration flows. Turkey has been hosting the largest number of refugees (mainly Syrians) since 2014. At the same time, while before 2015, the number of irregular migrants intercepted in Turkey stood at around 50.000 per annum, the flow and apprehension of irregular migrants rapidly increased to 268.003 in 2018 to 454.662 in 2019. In 2020, the number decreased to 122.302 due to the COVID-19 pandemic and accompanying restrictions to mobility. For 2021, the total of apprehensions stands currently at 53,173². The trend however illustrates the magnitude of the problem and reaffirms the need to step up efforts to address irregular migration. These mixed migration flows altogether push Turkey's capacities to its limits. Overall, Turkey is facing mounting challenges in addressing the large scale of irregular migration flows in its region, while ensuring protection to those in need. These weaknesses are compounded by the relative lack of experience of Turkey in managing migration in general and the unprecedented levels of irregular migration flows to the country in the past decade.

Facilitation of dignified and voluntary return of irregular migrants, as opposed to forced return, is increasingly becoming an important cornerstone of migration management in Turkey, with the recent establishment of a National Assisted Voluntary Return and Reintegration (N-AVRR) mechanism. However, the current return rates (including both forced and voluntary returns) remain minimal in comparison to the actual number of apprehended irregular migrants.

This project will respond to the needs of Turkey in the area of return through the provision of technical assistance and capacity building support, as well as support for financial and logistical coverage of returns.

The establishment of a fully operational N-AVRR system, along with the promotion of an increased number of AVR operations is a high priority for Turkey, in addressing the major increase in irregular migration to Turkey in recent years. In this regard, AVR operations led by the Turkish authorities in full autonomy and complemented by reintegration-support in countries of origin are considered essential for a sustainable return policy. This, however, does not mean the cessation of IOM-led AVR operations, which will also continue subject to availability of funding as complementary to the AVR operations led by the national authorities. Turkey needs financial assistance and technical assistance to increase the capacity of its voluntary returns program. Targeted investment in Turkey's returns program reduces irregular migration flows to Europe. The majority of irregular migrants currently residing in Turkey intend to transit to EU member states. Therefore, investing in Turkey's returns program has a direct impact on reducing irregular migration flows to the EU. Hence, it is also of crucial importance for the final destination countries to cooperate with Turkey and help secure funding for the design and implementation of a comprehensive AVRR program (incl. pre-departure, departure and post-arrival phases) in Turkey.

The main target groups of this project are national institutions with a role/responsibility in the implementation of the newly established N-AVRR program in Turkey, while the final beneficiaries are irregular migrants in Turkey. While the PPMM disposes of a certain level of technical and institutional capacity in this area, there is need for further capacity building of the PMM and the other National

¹ https://www.icmpd.org/fileadmin/user_upload/1. Turkey Policy Brief -Irregular Migration Jan 29.docx.pdf

² By 16.06.2021; <https://en.goc.gov.tr/irregular-migration>

Stakeholder, notably the TRC and TIKA, to ensure the conduct of AVR operations in compliance with international standards. This project will respond to the particular needs, i.e. the need for developing basic and specialised knowledge on return policies and practices, and secondly the skills on specific pre-departure, departure and post-arrival assistance and methods for being able to deliver the service to the potential returnees with sufficient capacity

2. Background to N-AVRR in Turkey

Since its establishment as Turkey's central migration management authority in 2014, the prevention of irregular migration to Turkey is a priority area of responsibility of the PMM. The PMM, has been facilitating voluntary returns from Turkey through the support provided by IOM. Since 2016, IOM assisted with the following number of voluntary returnees: 483 (2016), 1.254 (2017), 1.468 (2018) and 1.864 (2019). The number of these returns remains minimal³ in light of the major increase in the flow of irregular migrants to Turkey in recent years, which have led to a strategic policy decision by Turkey to invest in the establishment of a National Assisted Voluntary Return and Reintegration (N-AVRR) mechanism to increase the number of voluntary returns from Turkey to main countries of origin.

Since its establishment ICMPD has been supported the PPMM in strengthening migration management in Turkey and has played a particularly active role in supporting efforts for the establishment of N-AVRR in Turkey. The idea of establishment of the N-AVRR in Turkey was born within the framework of a project implemented by the ICMPD in 2015, and follow-up projects also implemented by the ICMPD led to the development of a *Roadmap on the Establishment of a National AVR System in Turkey* (2016), and the *Strategy Paper on Development of a National Assisted Voluntary Return System* (2017-2018). ICMPD's SUPREME project⁴ (implemented between April 2019 to March 2021) continued building upon the outcomes of previous projects, and the following milestones were reached towards the operationalization of the N-AVRR:

- The PPMM⁵ and the National Stakeholders (institutions with a direct responsibility in the N-AVRR, namely Turkish Red Crescent, TIKA and MFA) reached an agreement on the establishment and implementation of the N-AVRR and a *Letter of Intent* was signed among the parties on 18 June 2019;
- On 24 December 2019, the legal basis for AVR was introduced through amendments to the Turkish Law on Foreigners and International Protection (LFIP), and a national regulation (by-law) was subsequently drafted (pending final adoption by the Presidency- expected in September 2021);
- In March 2020, an AVR Traineeship Programme was conducted to France and Belgium, to observe AVR operations and administrative procedures, participated by the staff of three national stakeholders (PPMM, TIKA and Turkish Red Crescent);

³ According to the Turkish national authorities, the main reason why the number of returnees assisted by IOM remains low is that the IOM AVR programme brings forth high operational costs. The difference to IOM's programme is that within the proposed project the assistance to be provided to returnees will be executed through national institutions/stakeholders that are part of Turkey's own N-AVR programme. The operational costs are estimated to be much lower in Turkey's national programme and thus a higher number of returnees could be assisted in the 2-year period. According to PMM, they have the capacity to return up to 10,000 returnees on a yearly basis, though lack the financial means to do so. Within the framework of this project, up to 2500 assisted returns are envisaged.

⁴ See section "Complementarity with other actions"

⁵ In October 2021, the former Directorate General of Migration Management of Turkey (DGMM) was restructured to a "Presidency" status with a Presidential Decree and was named as the "Presidency of Migration Management (PMM)".

- A Cooperation Protocol was signed on 2 September 2020 among the four National Stakeholders setting out the general framework, and division of responsibilities for the operationalisation of the N-AVRR;
- A Website (gonullugridonus.org.tr) was developed to promote the N-AVRR and facilitate its implementation. The website provides information in 6 languages (English, Turkish, Farsi, Pashto, Arabic and Russian) for potential returnees, and is planned to enable online pre-applications for benefitting from N-AVRR. In addition, social media accounts (on Facebook, Instagram, Twitter and Youtube (@gonulludonus)) were launched to further contribute to outreach and dissemination of information;
- An AVR Cost Analysis was undertaken: The analysis verified the cost-effectiveness of assisted voluntary returns, in comparison to forced return. All visible, non-visible, physical and non-physical costs that the stay of an irregular migrant in Turkey entails was calculated. The analysis aimed at determination of the assistance to be provided to voluntary returnees pre-departure from Turkey and post arrival to their countries of origin;
- Late February early March 2021 a **Pilot AVR operation (PIVOT)** was implemented: Turkey's N-AVRR mechanism was put to the test, with a pilot operation (PIVOT) involving the assisted voluntary return of a 44 Afghans from Istanbul to Kabul. No reintegration assistance could be provided to returnees due to limited time and resources for the implementation of the PIVOT. The pilot included the following sub-activities, implemented by TRC (in cooperation with PPMM HQ and Istanbul PDMM):
 - Conduct of pre-assessment interviews of and provision of return counselling to applicants,
 - Referral of qualified applicants to Istanbul PDMM for actual N-AVR interviews,
 - Ensuring financial and logistical coverage of assisted voluntary returns to Afghanistan,
 - Facilitating the provision of necessary departure assistance at the Istanbul International Airport (in consultation with the Istanbul PDMM/Istanbul Airport Coordinator)
 - Development of an operational manual on the N-AVRR mechanism.

ICMPD Turkey has helped inter-alia with the drawing up of the operational workflows for this pilot, clarifying the division of labour among national partners, preparing the guidelines and standard operating procedures for interviews with potential applicants and delivering capacity building trainings and support to PMM and TRC on return counselling to returnees. Turkey now has a tested N-AVR mechanism. Nevertheless, further investment is needed to widely promote the opportunity among migrants, to put in place sustainable reintegration assistance to returnees and to strengthen dialogue with main countries of origin at the diplomatic and technical levels.

The following **lessons learnt** emerged from a post-assessment session on the PIVOT:

- **Coordination:** Different units under Turkish Red Crescent, the PMMPMM and other relevant units of the Ministry of Interior were involved in the pilot NAVR. The importance of internal coordination among different stakeholders and having available a standard implementation guide for all stages of the AVR was highlighted. A preliminary guideline was subsequently draw up by TRC in cooperation with the PPMM and ICMPD for reference in future N-AVRR operations – to be further developed.
- **Resource mobilization:** In future standard operations, the importance of disposing of a regular/private room and permanent staff at the airport was stressed.

- **Contingency planning:** Some beneficiaries turned off their cell phones after they were informed about the flight times for their voluntary repatriation. In future standard operations, there needs to be better contingency planning for last minute decision changes by beneficiaries.

3. Institutional Setup and Organisational Framework of N-AVRR in Turkey

PMM is the institution in charge of the overall coordination and management of the N-AVRR mechanism. The other National Stakeholders with direct responsibility for the operationalization of N-AVRR are Turkish Red Crescent, TIKA and Turkish MFA. When deemed necessary and beneficial, the PMM can cooperate with other national and international organisations, other country institutions as well as NGOs. Turkish Red Crescent, one of the largest and well established NGOs with a 'public benefit status' in Turkey, is mainly active in the provision of humanitarian assistance inside Turkey and beyond to populations affected by natural disasters and conflicts. Within the framework of the N-AVRR, TRC is one of the two operational partners, with responsibilities for the pre-return and post-return phases⁶. In the pre-return phase, TRC will be involved in the provision of return counselling to and conduct preliminary interviews with migrants, whereas in the post-return phase, the organisation will be in charge of the provision of reintegration assistance and support to individual returnees in countries of origin. As Turkey's international development cooperation agency responsible for development aid to third countries, TIKA is active in more than 150 countries around the world. TIKA will be the second operational partner of the PMM and will play a role in the post-return phase of the N-AVRR. As such, it will be mainly involved with the reintegration aspects and processes at the local level in countries of origin. Contrary to TURKISH RED CRESCENT, TIKA will be charged with the provision of community-based reintegration assistance in the countries of origin. The MFA of Turkey, through its network of representations abroad/in countries of origin, shall be charged with establishing the necessary contacts and ensuring the coordination with the authorities of the countries of origin or of the third countries where the migrants can return. Furthermore, the MFA shall also carry out informative and promotional activities in cooperation with the local authorities in the countries of origin by using the N-AVR promotional materials.

Role of Embassies of Countries of Origin in Turkey

In the absence of a readmission (or other return-related) agreement between Turkey and a country of origin, the involvement of any Embassy in the N-AVR cannot be formalized. Nevertheless, Pakistanis or other nationalities willing to return through the N-AVR, need to go to their Embassy to obtain travel documents. The Embassy can provide or deny issuing the necessary travel documents, should they have question marks over the 'voluntary' participation of the person in N-AVR. The PMM also informs Embassies of the list of migrants to benefit from N-AVR to facilitate the processing of necessary travel documents, and holds meetings/dialogues on migration-related issues with a number of Embassies for coordination purposes, which provide a platform where the subject of AVR can also be discussed.

4. Key Principles to Guide N-AVRR in Turkey

1/ N-AVRR as a policy priority for Turkey

While forced return operations remain an essential element of management of irregular migration, to effectively address the above-mentioned challenges, Turkey has made it a policy priority to prioritize

⁶ Subject to signing of the Protocol and the entry into force of the Regulation.

voluntary return of migrants over forced returns, with the establishment of the N-AVRR system. Furthermore, the aim of an operational AVR system is to provide an alternative return modality over forced returns whereby the national stakeholders cooperate in view of the following objectives:

- Ensuring a system founded on the principle of voluntariness and preparedness of the returnees,
- To provide return support to those groups of migrants who need it most,
- To respect the principles of human rights and human dignity within the framework of application of the N-AVR,
- To contribute to the sustainable reintegration of returnees into their communities and to the development of the countries of origin,
- To promote the fight against irregular migration through increasing the cost-efficiency and effectiveness of return processes.

2/ Safeguards Embedded in the Application Process for N-AVRR, including to ensure voluntariness

The N-AVR Regulation prescribes 'Voluntariness' (Article 5) as a fundamental principle of Turkey's N-AVR mechanism. A number of safeguards have been put in place in the recently established mechanism and tested with the PIVOT pilot implementation.

3/ Compliance with human rights and international standards

Human rights compliance is enshrined in Article 5 of Turkey's N-AVR Regulation and Article 30 (Monitoring and Evaluation) thereof, and also expressed in the N-AVR Cooperation Protocol signed by the stakeholders in September 2020; by which documents the National Stakeholders are bound to respect and comply with human rights during the whole return processes.

4/ Exclusion of Migrants (Syrians) under Temporary Protection

Syrians residing in Turkey under the temporary protection status are excluded from the scope of the N-AVR, as also explicitly mentioned in the draft N-AVR Regulation. Hence, the N-AVRR system will not be employed to increase possible returns to Syria, given the current temporary protection status of Syrians in Turkey and the prevailing security situation inside Syria.

5. Objectives

The overall objective of this Project is to support further development and implementation of a comprehensive national voluntary return system in Turkey, fostering cooperation among the national stakeholders; and ensuring that Turkey will dispose of adequate systems for processing of return applications, and capacity to conduct, monitor and follow-up return operations. It will contribute to an increase in voluntary, dignified and sustainable return of irregular migrants from Turkey, thereby contributing to curb irregular migration to EU member states.

Specific objectives of the project are:

- Support the implementation of a comprehensive N-AVRR program, return policy and strategy in Turkey,
- Strengthen the capacities of national institutions involved in the pre-return and post-arrival phases of N-AVRR,
- Consolidate functioning operational partnership between PMM and the other National Stakeholders to ensure efficient return procedures and operations,

- Develop operational capacities for increasing voluntary returns,
- Improve bilateral cooperation between Turkey and priority countries of origin, with a focus on further developing reintegration policies and support,
- Support outreach and communication of N-AVRR to potential returnees,
- Facilitate the provision of financial and logistical support to returnees (incl. pre-return and post-arrival reintegration support).

6. Project Design

This Project will provide support for policy development, capacity building activities and specialised trainings activities for addressing the institutional, human, and operational needs of national institution for the effective implementation of the newly established N-AVRR system in Turkey throughout all phases of the return process. Capacity development activities designed within the scope of this action are based on the needs identified by the PMM as well as other stakeholders (TRC and TIKA) during the implementation of the SUPREME project (also implemented by ICMPD).

The overall project design can be summarized as below:



7. Project Activities

This Project shall have six components:

Component 1: Strengthening the Policy Framework for N-AVRR and Supporting Strategy Development

Policy is an important building block for a successful assisted voluntary return and reintegration programme. It provides a clear framework for engaging prospective returnees and supporting all aspects of the return and reintegration process. Following the recent establishment of the N-AVRR, Turkey still needs further support for strengthening the relevant institutional and regulatory framework. Consolidating the national policy and strategy on the N-AVRR will ensure the sustainability of the functioning of the national programme.

Through this component, support will be provided for the further development of national policy and strategy documents on N-AVRR. Within this framework, best practices from other countries will be scrutinized. The active participation (through expert participation) of countries with best practices, including the donor countries, in consultative processes on policy making as to the N-AVRR will be facilitated.

Activity 1: Support for the Development of a National AVRR Strategy Plan 2022-2025	Once the national AVRR system becomes operational, the PMM will need further support for overall planning and guidance for the implementation of the program. ICMPD will therefore continue providing support in developing a National Strategy Plan that will include high-level objectives, clear roles for the key stakeholders, and clear pathways for program development and implementation. This Strategy Plan will be drafted with the support of Experts in developing AVRR strategies.
Activity 2: Designing a Functioning N-AVRR program	<p>Following the adoption of the N-AVRR Regulation at the highest political level in Turkey, there will be a need for building the N-AVRR program in line with the regulatory framework in place. To this end, ICMPD will work closely with the PMM, and the national stakeholders to support the design of the N-AVRR program and provide necessary guidance for implementation.</p> <p>As part of this activity, necessary advice and guidance shall also be provided for the establishment and maintenance of the required administrative capacity for the N-AVRR program, within each national institution involved in N-AVRR. The administrative capacity will allow PMM to independently manage the N-AVRR in cooperation with the nominated national stakeholders. The need for establishing separate units and building capacity for managing the administrative units will be accomplished through organizing an operational workshop and enabling expert consultations with the participation of all national stakeholders.</p>
Activity 3: Developing Internal SOPs for the implementation of the AVRR Regulation	The N-AVRR Regulation provides a high-level cooperation framework for conducting voluntary returns from Turkey. Support will be provided for policy and operational procedures for practical application of the regulation and the overall regulatory framework on N-AVRR. To this end, ICMPD will provide technical assistance and expert support for the development of internal SOPs for the use and

	benefit of the national stakeholders in view of the implementation of the N-AVRR Regulation.
Activity 4: Developing Specifications for Delivery of Reintegration Assistance	<p>Through this activity, support will be provided to the PMM for the development of necessary policy elements of a reintegration programme and assistance delivery models for returnees. Service specifications will be developed for reintegration assistance. It is important to agree on a clear definition of the reintegration service delivery in order to create a clear basis for partnership with TRC and TIKA (and potentially with other partners in the future).</p> <p>In developing the service specifications, particular attention will be paid on the following:</p> <ul style="list-style-type: none"> - Developing criteria for determining the approach to reintegration support, - Determining the scope and amount of reintegration assistance, and the different kinds of services to be provided, - Identifying expectations of the reintegration partners, - Determining eligibility criteria and identification of priority migrant groups, - Elaborating general service specifications, - Determining the reintegration caseload, - Estimating required capacity (financial and human resources).

Component 2: Enhancing Communication and Awareness Raising on N-AVRR in Turkey

This component will focus on communication, outreach and information provision activities on N-AVRR. Through such activities, irregular migrants will gain knowledge of the existence and availability of AVRR in Turkey. Outreach materials will aim to communicate the option of voluntary return to migrants and their communities. Such materials should be (made) available, even before the migrants are “detected” by the authorities. The availability of such materials will create the opportunity for the migrants to be informed of the option to apply for voluntary return prior to contacting the authorities. In order to reach to migrants, it is necessary to ensure that migrant communities are aware of N-AVRR. To this end, support will be provided for the development of a N-AVRR-brand and for developing a community engagement program on AVRR. Another focus of this component shall be to develop further the N-AVRR Website, as this website will function as an important communication and information medium on AVR for irregular migrants in Turkey.

Activity 1: Expert Workshop on Developing a National AVRR brand (with support for developing a Recommendation Report in view of the establishment of an AVRR Community Engagement Program)	<p>Within the scope of the SUPREME project, an options paper for the development of a communication strategy on AVRR was developed. This paper will serve as guideline for the PMM to fully develop its national communication strategy on AVRR.</p> <p>It is important that Turkey dispose of a central message in the framework of the National AVR, to be used throughout all communications on the N-AVRR. Through the organization of an Expert Workshop, support shall be provided for increasing knowledge and capacity building with the purpose of supporting the PMM and the National Stakeholders with elaborating a National AVRR brand. Good practices from other countries, such as the donor countries, will be scrutinized.</p> <p>Through this activity, support shall also be provided for developing an AVRR Community Engagement Program. PMM</p>
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	currently disposes of a national “harmonisation program”. It may be advisable to connect this program to the AVRR program or to learn and benefit from the experiences of such program for developing the AVRR community engagement program. Following an Expert Consultation Workshop, a Recommendation Report will be submitted to the PMM for developing such AVRR community engagement program or through integrating this into the currently existing Harmonization Program.
Activity 2: Developing Communication Materials and Continued Support for the N-AVRR Website	For outreach and information dissemination to migrants, incl. on the different steps of the return process and scope of return assistance, printed visibility materials (such as leaflets/booklets/flyers) will be developed on assisted voluntary return and reintegration. The aim of this activity shall be enabling irregular migrants in Turkey to obtain information on AVRR, upon their own initiative and even in a phase when they are not yet in contact with the authorities (i.e. before being identified by the authorities). Thus, through the availability of outreach and information materials, the final beneficiaries will be in a position to apply for AVR upon their own initiative. Such materials may be distributed at the 81 PDMMs and locations of TRC and anywhere where migrants can find information on the subject area.
Activity 3: Establishing an N-AVRR Community Engagement Program (2 day-operational and interactive WS)	Following the development of a Recommendation report in year 1, the work vis-à-vis raising awareness on N-AVRR and inclusion of the migrant community within the outreach and awareness raising efforts, support will be provided for the establishment of a N-AVRR Community Engagement Program; operational and interactive workshops will be conducted with all involved stakeholders and actors in the process.

Component 3: Increasing Operational AVRR Capacity (Support for Return and Reintegration)

For a functioning N-AVRR and to ensure the organization of voluntary returns (including the provision of cash assistance for returns and for reintegration assistance), Turkey needs financial assistance. This component will aim to increase Turkey’s N-AVRR operational capacity to conduct AVR operations. It will involve the provision of financial support to returnees and for the essential operational activities for keeping the programme running, such as purchasing of flight tickets, the provision of cash-based or in-kind assistance and any other assistance needed to voluntary returnees in the pre-return, return and post-arrival phase.

The targeted number of returns to be supported within the scope of this project for the 3-year duration is between 2.800 persons. The target per year is to support around 1000 assisted voluntary returns and around 1.200 is targeted to receive reintegration assistance

ICMPD does not have any operational role in conducting AVR operations within the scope of the programme for Turkey. TRC, which has the primary responsibility for AVR operations along with the PMM, will be ICMPD’s implementing partner for this component.

Activities include full financial and logistical coverage of AVRR operational activities, including pre-departure and post-arrival activities, and are as following:

Activity1: Organization of AVR operations - Full financial and logistical coverage of at least 2.800 voluntary returns to pre-determined destinations

It is estimated that majority of returns from Turkey will be conducted to Pakistan, followed by Somalia and other priority countries of origin. Initially Afghanistan was considered as priority country for voluntary return, the focus is shifted to Pakistan following the Taliban takeover of Afghanistan.

This activity covers the financial and logistical assistance of a certain number of voluntary returnees to their countries of origin or country where they came from. The estimated number of final beneficiaries for the 3-year duration is around 2.800 persons.

The following are included:

1. Pre-departure travel assistance, incl. transfer to the airport for departure,
2. Logistical assistance at the airports of embarkation (also to confirm the departure),

Such assistance shall be provided through regular PDMM and TRC presence there. Initially the International Airport of Istanbul is envisaged as point of departure, in time, other airports may follow/be included.

3. Pre-departure cash assistance: the provision of a cash departure allowance for the travel of all returnees.

4. Post-arrival cash assistance to up to 30% of the returns caseload.

5. Post-arrival reintegration assistance to up to 10% of the returns caseload

Limiting the provision of post-arrival cash assistance to only 30% and the post-arrival reintegration assistance to 10% of the caseload can be explained as following:

1/ not all return cases will benefit from post-arrival cash assistance or reintegration assistance. The types and different levels of assistance to be provided to returnees is provided for in the Regulation that governs the implementation of the N-AVR system of Turkey. Some returnees are not eligible to post-arrival assistance but only to departure allowance (travel allowance).

2/budgetary limitations: the percentage of returnees eligible for assistance is delineated based on the available budget for funding of this project.

Component 4: Strengthening dialogues with countries of origin on AVRR

Strong cooperation with countries of origin is important for gaining credibility for the N-AVRR. When implementing AVR operations, it is essential to ensure coordination and dialogue with authorities of the countries of origin in order to address any challenges that may arise during the process. Against this background, the project will also focus on supporting PMM to have structured dialogues with priority

countries of origin in the region to implement the AVRR in a successful manner. Such dialogues can also be used to encourage countries of origin to take up greater responsibility vis-à-vis the return of their nationals. Simultaneously, a structured dialogue can also contribute to enhanced cooperation in support of institutional and economic development and of the socioeconomic reintegration of returnees in the countries of origin.

Activity 1: Regular bilateral migration dialogues with prioritized countries of origin <i>(AVRR/Return Migration Dialogue between Turkey and CoO)</i>	<p>Through organizing regular bilateral meetings in Turkey and/or in the priority countries of origin (either in person or in online format), Turkey will be able to proceed with elaborating and developing its national reintegration programme as part of its N-AVRR system. The PMM will decide on the countries of origin falling within the scope of this project along implementation. Pakistan will be prioritized, given the high numbers of irregular migrants from these countries.</p> <p>Possible key topics for the AVRR dialogue will include preserving voluntary aspects of return, the role of reintegration assistance, enduring links to further community assistance in the country of origin. Besides providing advice and guidance on the topics for dialogue, ICMPD will be facilitating such dialogues, however without being actually present or taking part in the dialogues. During the regular visits to the countries of origin, the needs for country-specific dialogues will also be met.</p> <p>Depending of the needs of Turkey, and in view of possible expansion of the scope of the program to also comprise new CoO, additional fact-finding visits for developing dialogue with these countries may be foreseen/realized. In the third year of the project implementation, it shall be aimed at further developing of migration dialogues with other countries of origin, and particularly with Somalia and Northern African countries, such as Algeria and Morocco.</p>
Activity 2: Backstopping Support	<p>This activity will aim at providing technical support and backstopping in conducting the dialogues through offering drafting support for the possible framework documents determining the principles of cooperation and providing backstopping support for implementation of the agreed conclusions of the framework agreements.</p> <p>The implementation of this activity is envisaged throughout the 3 year-period of the project, and shall be implemented simultaneously with the conduct of migration dialogues.</p>
Activity 3: Design of a Pilot Project on a Structured Reintegration Assistance Program to a third country of origin	<p>In the third year of the project's implementation, a pilot project will be designed for the establishment of a structured/permanent reintegration assistance program in a country of origin to be identified, beyond Afghanistan or Pakistan which are the primary targets for this Action, based on the evolving migration trends affecting Turkey and progress achieved within the framework of migration dialogues with priority countries of origin.</p>

Activity 1: Workshops on Reintegration and Post-arrival Assistance Delivery	<p>The two operational stakeholders, TRC and TIKa, need capacity building to implement adequately their roles and responsibilities as reintegration partners, thus in the post-arrival phase. To this end, a knowledge building programme will be elaborated, which will also involve sharing of advice on building and managing reintegration programs with operational partners. Workshop type of activities will be organized to build the knowledge base of national institutions on reintegration and post-arrival assistance delivery to returnees, complementing the existing know-how and experience of TRC and TIKa on project- and process design for international cooperation and humanitarian assistance.</p> <p>Interactive workshops will be conducted with the participation of TRC and TIKa (2-day workshops, in total 50 pax from TRC and TIKa)</p>
Activity 2: Traineeship Programme Abroad—New Country(ies) of Origin	<p>This activity shall include the participation of national stakeholders to a 3-day traineeship in one of the new priority countries of return for Turkey –to be determined with PMM -- within the framework of an AVRR operation conducted by the donors and/or other European countries.</p> <p>It is crucial for the concerned staff from the operational partners to gain knowledge on the conduct of AVRR processes in countries with already established systems and long experience in the efficient conduct of AVRR administrative procedures and operations.</p> <p>The aim of the programme is to see in person the conduct of AVRR procedures, starting from the arrival of the returnee in the country of return and going through all steps after the arrival phase. This means that it is envisaged to follow in person all the administrative and operational structures in the post-return phase, such as the following:</p> <ol style="list-style-type: none"> 1. Reception in countries of return and inland transportation; 2. Referral services and counselling; 3. Reintegration Assistance Delivery; 4. Monitoring and Evaluation. <p>In view of implementation of the project activities within this Component, cooperation shall be realised with relevant (national and international) organisations and international experts from EU MS and donor(country), as well as NGO representatives and other relevant stakeholders active in the reintegration phase or delivering reintegration services in the countries of origin.</p>
Activity 3: Facilitation of Consultation among AVRR National Stakeholders for the development of a Roadmap for further	<p>In the third year of implementation of this project, a workshop will be organized to facilitate consultations among the PMM and the main operational partners of N-AVRR (TRC and TIKa) to assess the delivery of reintegration assistance, and develop a</p>

improving and expanding reintegration assistance programs in countries of origin

Roadmap for further improving and expanding reintegration assistance programs in countries of origin.

Component 6: Training programme for CSOs

In a next phase of the N-AVRR, it is envisaged more Turkish CSOs, along with TRC, will become implementing partners in the N-AVRR process, particularly for the provision of information and counselling services to migrants/potential returnees. This is also stipulated in the draft N-AVRR Regulation. Within the framework of the SUPREME project, a limited list of potential CSOs that may be involved in the N-AVR at the national level was drawn up. This list/map of potential CSOs will be further expanded, including at the provincial level across Turkey.

Potential CSOs to be involved in N-AVRR will need capacity building support in order to contribute to the effective implementation of the program. A training program will be developed tailored to CSOs, aimed at raising the level of knowledge and skills identified CSOs. The different training modules will focus on the description of the workflow and the role of all operational stakeholders in the different phases of the return process, ranging from:

- awareness raising and pre-departure,
- departure with particular attention on operationalising the logistics of departure, (requiring transfer to airport, registration of departure, handing over of cash grants),
- post-arrival and monitoring and evaluation.

Trainings will have a duration of 3-days and will be delivered up to 50 participants from CSO's, in 3 sets of events (approx. 20 pax per event).

8. Methodology

This project aims to provide support to PMM in key areas of AVRR program development, such as policy development, guidance and capacity building for operational activities and enhancing a sustainable cooperation framework with countries of origin.

The methodologies to be applied in the project shall aim to improve the institutional and operational capacities to develop and implement operational return processes, both in the pre- and post-return phases. The project will focus on capacity development methods through trainings and workshop-type of activities, in addition to policy development support. A participatory approach will be applied ensuring that all involved stakeholders will participate in the implementation process, including the donor country. It should be noted that participation of Experts from the donor country to the project activities will be facilitated and encouraged, also for experience and practice-sharing purposes.

Given the particular subject matter of this project, intra-agency coordination shall be promoted and strengthened throughout the project and specific methods will be developed on how to support the processes at vertical level, in particular between the PMM HQ and all involved PDMMs (81 Provinces of Turkey) as well as inter-agency coordination between the PMM and the other Operational Stakeholders.

9. Role of Project Stakeholders and Donor(s)

The project will be implemented by ICMPD, in close coordination with the PMM and the other national stakeholders/partners.

ICMPD will be the main implementer of the project. Therefore, ICMPD will be solely responsible for the implementation of the project and delivery of outputs under the project towards the donor and the beneficiary. ICMPD will facilitate dialogue, communication and coordination with and between the stakeholders.

Donor(s) will take part in all project steering committee meetings and other consultation meetings with the beneficiary, and will have a role in steering the project. In addition, it is also envisaged that donor country representatives or donor country experts take part in project activities, and share experiences with peers/participants from the beneficiary institution and other national stakeholders from Turkey.

PMM is the **main beneficiary** of the project. Overall, the project will be implemented in a way to strengthen PMM's role as the national governmental authority that will be in charge of the coordination and overall management of the N-AVRR system. The PMM will be actively involved in the consultation process in view of the preparation of the implementation of project activities. TRC, TIKa and Turkish MFA are the other national beneficiaries of the project, mainly as recipients of capacity building support

TRC will be ICMPD's **implementing partner** for component 3 on the operational support for return operations. This activity covers the identification and provision of financial and logistical assistance to a certain number of voluntary returnees to their countries of origin or to a third safe country.

TRC and TIKa will be the main beneficiaries of the reintegration component. Therefore, this component will be designed and implemented following formulation of their needs and priorities.

10. Project Management Structure and Team

All project partners are part of the project management and coordination structure in the following way:

- The **Project Steering Committee** (PSC) will be the main decision making body during the project implementation. The PSC will be composed of ICMPD, the donor countries Denmark, the Netherlands and Norway and the project beneficiaries. It will convene on a quarterly basis. Its role is to monitor project implementation and give direction to future activities.
- The **Project Coordination Group** (PCG) will be comprised of representatives from PMM and ICMPD. The PCG will meet monthly basis to be able to react quickly and effectively to any obstacles/risks/constraints/delays in the project implementation and reports to the PSC.

More specifically, any issues that may arise during the project implementation will be discussed during these Project Steering Committee meetings and Project Coordination Meetings to be held with the participation of ICMPD, the donors and project beneficiary, and discuss any issue or problem that arise during implementation, incl. if one of the partners would not follow proper procedures.

In addition, the ICMPD project team undertakes continuous consultation and follow-up with the main beneficiary institution and the other national stakeholders of the N-AVRR mechanism; and will be able

to regularly raise any issues vis-à-vis the national stakeholders at the earliest occasion. The main beneficiary, the Presidency of Migration Management, who has the overall responsibility for running the N-AVRR also has a clear interest to ensure compliance with proper procedures given the sensitivity of the subject matter, and in order to avoid problems in bilateral relations in countries of origin or to face any problems/reputational damage in international relations.

Project Management Structure	
<i>Project oversight, strategic guidance, coordination and quality control</i>	
ICMPD Head of Region (part-time, 36-months Ankara-based,)	The Head of Region (formerly known as Regional Coordinator) ensures the overall strategic steer of the project at political and diplomatic level on behalf of ICMPD. Provides strategic and political advise to the project team and supports the project team with regard to technical aspects of the implementation of the project if needed depending on arising needs. The Head of Region takes part in PSC meetings and other key activities of the project, ensures coordination with other ICMPD projects and other stakeholders' projects in the region and leads strategic liaison with PMM (and with TRC, where need be). Furthermore, the Head of Region follows the implementation and ensures coordination with other relevant national and international organizations in order to avoid overlaps and ensures synergies, the Head of Region also liaises with the donor countries.
ICMPD Portfolio Manager (part-time, 36 months, Ankara-based)	The Portfolio Manager ensures the overall strategic oversight and guides implementation of the project. Provides strategic and political advise to the project team and supports the project team with regard to technical aspects of the implementation of the project if needed depending on arising needs. He/she takes part in PSC meetings and other key activities of the project, ensures coordination with other ICMPD projects and other stakeholders' projects in the region and leads strategic liaison with the PMM and other beneficiaries. Furthermore, he/she follows the implementation and ensures coordination with other relevant national and international organizations in order to avoid overburden of the project beneficiaries and ensures synergies, and liaises with the donor country.
Regional Associate Officer – part-time	Supports overall project implementation through supporting Head of Region and Portfolio Manager.
Project implementation team	
ICMPD Project Manager (50% during year 1, 100% during year 2-3, Ankara based)	The Project Manager (PM) is responsible for the overall project coordination and management. S/he leads the Ankara-based project team, monitors the project work plan and budget, organizes and participates in the capacity development activities and trainings. The PM's role further includes, in close coordination with the Project Officer, the coordination of the preparation of the project activities. The PM prepares project steering group meetings and project reports; recruits and monitors external experts; initiates and monitors procurement of services, facilities, equipment; maintains daily communication and liaison with direct counterparts in the project partner institutions, as well as international organisations, EU MS/donor country and international/national experts. The PM is also responsible for coordinating the visibility and communication activities.
ICMPD Project	The Project Officer (PO) supports the Project Manager in Turkey on a daily basis

Officer (50% during year 1, 100% during year 2-3, Ankara-based)	with expertise, preparation, the design and implementation of project activities. The PO assists in the coordination of and liaison with all stakeholders involved in the project (experts and the Turkish authorities), prepares the initiation of the project activities and participates in the capacity development activities and trainings, as well as all other project activities. The PO liaises with financial and administrative staff in Ankara, Istanbul and Vienna.
ICMPD Project Assistant (50% during year 1, 100% during year 2-3, Ankara based)	The assistant will be Ankara based and support the project team and experts travelling to Turkey with all backstopping, logistical and administrative tasks of the project. This includes preparation of the training-workshop activities, administrative support to meetings and participants, preparation and collection of financial supporting documents and maintaining the project documentation (hard and soft copies).
Project Operation Support	
Regional Office Support Team – Based in ICMPD HQ and in Turkey 90%	This team is comprised of several positions necessary for the implementation of the Action and to ensure economy of scale and efficient resources deployment and cover such areas as project resources management, procurement, human resources, etc.

11. Financial Management, Planning and Reporting

Both parties will strive for full alignment of the Danish support to the implementing partner rules and procedures, while respecting sound international principles for financial management and reporting. ICMPD is responsible for ensuring that the funds are spent in compliance with the agreement and with due consideration to economy, efficiency and effectiveness in achieving the results intended. See Annex 5 for Budget Details.

11.1 Procurement of goods and services

ICMPD's procurement and travel rules shall apply.

11.2 Disbursements

- a) The Danish MoFA shall transfer the contribution to the Implementing Partner for the implementation of the Project in accordance with the following tentative payment schedule:
 - First instalment: 30% of the total amount, DKK 6.705.000), within 14 days upon signature of the contract.
 - Second instalment: 30% of the total amount, DKK 6.705.000 within 14 days upon receipt and approval of the second interim report.
 - Third instalment: 40% of the total amount, DKK 8.940.000 within 14 days upon receipt and approval of the third interim report.
- b) Payments shall be made by bank transfer in DKK to the Implementing Partner's DKK account indicated below:

- Beneficiary: ICMPD, Gonzagagasse 1, 1010 Vienna
- Address of the bank: Bank Austria – Unicreditgroup AG, Jakov-Lind-Straße 13, 1020 Vienna
- Currency: DKK
- IBAN no: AT72 1200 0100 3404 6119
- BIC/SWIFT: BKAUATWW

The Danish MoFA shall cover the costs of transactions.

11.3 Financial and Narrative Reporting

- a) The Implementing Partner shall inform the Danish MoFA of all delays and operational risks concerning the implementation of the Project.
- b) The financial reporting (financial report) with respect to the Grant shall be expressed in Euros and DKK. Financial reports shall be drawn up to the same level of detail as is done in the budget (reflecting any agreed changes made). The financial reports shall clearly state the disbursements made by the Ministry of Foreign Affairs of Denmark as well as the outstanding balance at the time of reporting.
- c) The Implementing Partner shall submit to the Danish MoFA the following reports:

- Inception Report

An inception report will be prepared at the end of the inception phase covering the period September to December 2021.

- Narrative Progress Report

Narrative progress reports will be compiled as per below table. The progress report includes the results of the internal monitoring and evaluation activities and the progress and achievements made against project objectives. It may encompass recommendations to adjust the project work plan if needed. The reports are prepared based on information provided by all project partners.

Type of Report	Period covered	Deadline
Narrative Progress Report 1	<i>1 January 2022 – 30 June 2022</i>	<i>31 July 2022</i>
Narrative Progress Report 2	<i>1 July 2022 – 30 September 2022</i>	<i>31 October 2022</i>
Narrative Progress Report 3	<i>1 October 2022 – 31 December 2022</i>	<i>31 January 2023</i>
Narrative Progress Report 4	<i>1 January 2023 – 31 March 2023</i>	<i>30 April 2023</i>
Narrative Progress Report 5	<i>1 April 2023 – 30 June 2023</i>	<i>31 July 2023</i>
Narrative Progress Report 6	<i>1 July 2023 – 30 September 2023</i>	<i>31 October 2023</i>

Narrative Progress Report 7	<i>1 October 2023 – 31 December 2023</i>	<i>31 January 2024</i>
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- First Interim narrative and first and second financial report

A narrative report covering the period January 2022 to and including December 2022 will be submitted to the Danish MoFA by 31 May 2023. The first externally audited financial report, covering September 2021 – December 2022, to be submitted to the Danish MoFA by 31 May 2023.

- Second interim narrative and third financial report

A narrative and financial report covering the period January 2023 to and including December 2023 will be submitted to the Danish MoFA by 31 May 2024.

- Final narrative and financial report

A final narrative and financial report covering the period September 2021 to and including August 2024, and will be submitted no later than 5 months after the end of the project implementation period. The final report will elaborate in detail on the achievements of the project and the lessons learned.

The project's financial reports shall be authorised in accordance with the ICMPD's financial regulations and the related procedures.

The financial reporting (financial report) with respect to the Grant shall be expressed in Euros and DKK. Project accounts shall be kept in accordance with IPSAS (international public sector accounting standards) and generally accepted accounting principles (GAAPs).

Payments shall be made in accordance with the ICMPD's financial regulations, which provide for segregation of duties and approval of payments by the authorised staff in accordance with 4-eyes principles.

11.4 Overview on reporting

Type of report	Period covered	Deadline
Inception/narrative report 1	<i>1 September 2021 – 31 December 2021</i>	<i>31 May 2022</i>
Narrative report 2	<i>1 January 2022 – 31 December 2022</i>	<i>31 May 2023</i>
Externally audited financial report 1 and 2	<i>1 September 2021 – 31 December 2022</i>	<i>31 May 2023</i>
Narrative report 3	<i>1 January 2023 – 31 December 2023</i>	<i>31 May 2024</i>
Externally audited financial report 3	<i>1 January 2023 – 31 December 2023</i>	<i>31 May 2024</i>

Final narrative report (2021-2024)	<i>1 September 2021 – 31 August 2024</i>	31 May 2025
Externally audited final financial report (2021-2024)	<i>1 September 2021 – 31 August 2024</i>	31 January 2025
Evaluation report (2021-2024)	<i>1 September 2021 – 31 August 2024</i>	31 January 2025

Annual progress reports shall be submitted to the Ministry of Foreign Affairs of Denmark. Progress reports will include i) explanations of challenges encountered and how these have been handled, ii) progress to date compared to output and outcome targets for the entire project/programme period, as stipulated in the results framework, iii) lessons learnt during the year with an analysis of what works and what has worked less well and why supported by evidence and, iv) Specification of recommended changes and adjustments, including budget re-allocations for approval by the relevant authorities.

12. Monitoring and Evaluation

The Ministry of Foreign Affairs of Denmark shall have the right to carry out any technical or financial supervision mission that is considered necessary to monitor the implementation of the project. After the termination of the project support, the Ministry of Foreign Affairs of Denmark reserves the right to carry out evaluations in accordance with this article.

12.1 ICMPD Monitoring, Evaluation and Learning (MEL) Plan for the N-AVRR project

During the Inception Phase, ICMPD will refine and update the intervention logic and establish a theory of change and MEL plan for the N-AVRR project. The purpose of this theory of change will be to ensure that all partners have a clear, shared view of what the project will achieve and how it will achieve it. It will then serve as the basis for developing a project logic model and results matrix which will include (1) clear project objectives, (2) defined outputs and outcomes aimed at contributing to project objectives, (3) indicators at each level (disaggregated to assess gender and human rights mainstreaming) to track progress toward objectives, (4) baseline, targets, means of verification and assumptions, and (5) project staff roles and responsibilities for M&E data collection and reporting, including an external evaluator to help establish baseline and assess overall project results. Once developed, ICMPD will share this MEL plan with all project partners for their review and input.

In addition, ICMPD will commission an independent external evaluation of the N-AVRR project, whereby an external consultant(s) will evaluate the relevance, effectiveness, efficiency, impact, and sustainability of the intervention, paying specific attention to the safeguarding of human rights and voluntariness. The independent external evaluation report will be submitted along with the final narrative and financial report no later than 6 months after the end of the implementation period.

12.2 Monitoring and Evaluation of the N-AVR mechanism by national institutions, with a specific focus on compliance with human rights and international standards

Under the recently established N-AVR mechanism, following Article 30 of the N-AVR Regulation, the Turkish National Stakeholders plan to establish a permanent monitoring and evaluation process to monitor the implementation and sustainability of N-AVR operations. The monitoring group will include representatives of the PMM, TRC and TIKA and will be responsible for monitoring the AVR programme and its operations as well as evaluating compliance with all programme principles and procedures per the national legal framework. The TRC, as an independent non-governmental organisation, has overall responsibility for internal monitoring and reporting to the other NAVR National Stakeholders (PMM, MFA and TIKA). TRC's *independent* monitoring will focus on the implementation of the N-AVR operations, especially reintegration assistance. TRC's, as well as TIKA's, monitoring and evaluation of AVR operations, particularly the post-return phase will help ensure AVR operations' compliance with all required rules and procedures, as well as with human rights and international standards.

The PMM has also established a dedicated N-AVRR Working Group, which will have overall responsibility for coordination of the newly established N-AVR mechanism, including oversight of the monitoring and evaluation process.

To complement the monitoring and compliance efforts of national institutions, ICMPD also support the beneficiary in designing and establishing a methodology for monitoring and evaluating the N-AVRR programme. This will be intended on the one hand to ensure monitoring and evaluation of N-AVRR operations, including of the pre-return and post-arrival phases and activities, and compliance with human rights and international standards throughout the implementation of the project; and on the other hand to provide capacity building support for the work of the national Monitoring Group to be established by law. ICMPD will work with PMM to establish a N-AVR project Monitoring Committee that will provide oversight to both the Turkish National Stakeholders monitoring and compliance efforts and ICMPD's MEL work. The Committee will include representatives of the relevant Departments of the PMM, members of the TRC and possibly members from the other national stakeholders, TIKA and MoFA. ICMPD will act as the Rapporteur of the Monitoring Committee during the implementation of this project. ICMPD will support MEL capacity building for the Committee members. This will include the following key activities:

- Organization of an operational workshop focused on developing an effective monitoring process as well as the Committee's overall MEL capacities.
- Taking part in as rapporteur and accompanying the Committee members in some of the monitoring and evaluation missions (frequency to be determined in consultation with the Committee and beneficiary).
 - These missions will focus on the following phases: information provision to migrants, counselling sessions with migrants, interviews with counsellors, interviews with migrants, visits to return centres, pre-departure phase (travel phase).
 - monitor the post-arrival phase: given the operational partner's (TRC) bigger role in that phase the aim will be to build operational partners' capacities for monitoring during this key phase.
- Rapporteur for two annual overarching MEL reports.

12.3 Monitoring of Gender Mainstreaming

The following gender equality objectives shall be aimed at during the project implementation:

- Developing of gender relevance of outputs and increased technical capabilities for gender mainstreaming

Appropriate trainings with specific sections and instructions that give consideration to the special requirements of gender-related aspects in the pre-return, departure and reintegration phases of assisted voluntary return and reintegration have been developed.

- Strengthening gender mainstreaming at institutional level.

A gender-equitable policy-making process that contribute towards promoting gender equality has been designed, among others through the implementation of project's Component 1 on Strengthening of the Policy Framework for N-AVRR and Strategy Development and higher participation of women/female staff in trainings/capacity building activities.

Gender-specific indicators (such as the number of female participants that will receive the trainings and taking part in the capacity building activities) will be used **and the data will be collected to measure gender-related changes by the implementation of the project**. The measurement will refer both to quantitative (the increase in the number of female participants/trainees) as well as qualitative gender indicators (the changes as to gender equality).

As part of ICMPD's reporting obligation towards the donors, ICMPD will be committed to monitor and report on the gender equality results.

13. Complementarity with Other Actions

13.1 Other AVR related actions by ICMPD

The action will be one of the two pillars (PILLAR 2) of a broader project to be implemented by ICMPD on supporting the implementation and further strengthening of Turkey's National Assisted Voluntary Return and Reintegration System (N-AVRR). The two pillars will be implemented simultaneously and will complement each other. PILLAR 1 – to be funded by the Netherlands through the ERRIN Facility will have a 1-year duration overlapping with the first year of PILLAR 2, and will focus on the following:

- Capacity Building of the N-AVRR National Stakeholders in view of implementation of the N-AVRR Programme,
(Composed of: *Training programme for the N-AVRR National Stakeholders, Developing an AVRR Case Management System*)
- Capacity building for Supporting Reintegration Assistance Provision and Post-Arrival Activities,
(Composed of a Training and Capacity Building Programme on Effective Reintegration and Post-arrival Assistance Delivery, Periodic Consultations and Coordination between the PMM and Operational Partners for the Implementation of Reintegration Activities, Operational Workshop Activity for Developing an Effective Monitoring Process, Traineeship Programme Abroad—Observing Reintegration Assistance in Countries of Origin/Observation of AVR Operations in the Post-Return Phase.)

The project's design takes into account other planned and/or ongoing national and international programs and projects in the area of return in Turkey. In that regard, synergies and complementarities

between this project and other efforts by international organizations, primarily the IOM, and public institutions working in Turkey will be regularly sought.

This project will build upon the SUPREME project, implemented by ICMPD between March 2019 and April 2021. The SUPREME project provided preliminary support to the PMM for the establishing the N-AVR system in Turkey, and making it operational through an operational pilot project of AVR implemented to Afghanistan in March 2021. This new project will help further develop capacities in the area of assisted voluntary return in Turkey, including through developing operational capacities of the two national partners of PMM, i.e. TRC and TIKA; which is an area that was not touched upon within the SUPREME project. In relation to the area of assisted voluntary return, the SUPREME project provided the following support to PMM (the beneficiary of the SUPREME project):

- Consultation meetings for determining concrete actions for the implementation of the Letter of Intent between the National Stakeholders,
- Support for the development of regulations and determining the scope of the AVR programme (Drafting Process of the N-AVR Regulation),
- Concept paper for determining a strategy for raising funds in support of the implementation of N-AVR procedures,
- Communication strategy for reaching migrants for promoting the national AVR programme,
- Developing the N-AVR Website,
- A Traineeship Programme abroad for observing AVR procedures and operations conducted in the pre-departure/pre-return phase,
- Backstopping support for the national stakeholders for the implementation of the determined actions, -Implementation of a pilot N-AVR operation to Afghanistan, comprising 44 voluntary returnees.

In May 2021, ICMPD Turkey kicked-off another project in the area of AVR, aimed at developing return counselling capacities in Turkey. The Return Counselling project comprises mainly training activities, whereby the main beneficiary are the 81 PDMMs in Turkey, as the latter will be involved with the provision of return counselling assistance to potential voluntary returnees. The Return Counselling Project and Pillars 1 and 2 of the N-AVRR project will be implemented in parallel to create synergies among the three projects.

13.2 AVR related actions by UN agencies

PMM will continue to cooperate actively with the IOM for AVR from Turkey within the framework of a new EU-funded project under IPA aimed at facilitating the voluntary return of 3000 migrants from Turkey. Current AVR operations facilitated by the IOM are mainly targeted at migrants in removal centers. The NAVR programme, with the support of the proposed project, will aim to reach out to irregular migrants that live embedded within the society across Turkey. The proposed project will not only make use of best practices developed through past assistance to Turkey in this field, e.g. guidelines developed by IOM for referral and assistance to embed migrant rights in migration management, but will also help significantly expand the scope of AVR in Turkey. While the operational capacity of IOM allows for possible returns to more than 150 countries, with the NAVRR, Turkey aims to implement voluntary returns in the most effective way through developing cooperation with the countries of origin from which Turkey receives the highest number of irregular migrants.

IOM and UNHCR also conduct reintegration activities in countries of origin, such as Afghanistan. Through the strategic guidance and support of its field offices in the primary countries of origin for

Turkey, ICMPD will aim to inform Turkish national institutions of and ensure synergies with reintegration assistance to be provided by Turkey with such other reintegration programmes. Under the SUPREME project, ICMPD organized workshops bringing together Turkish authorities with relevant stakeholders that run reintegration programs, facilitated bilaterally by EU Member States and/or the UK, in Afghanistan and Pakistan. ICMPD Turkey also holds periodic consultations with the Afghan Embassy in Ankara (and embassies of other countries of origin), and through them gets informed of the activities/projects in the area of return and reintegration. Such occasions will continue providing good directions vis-à-vis project activities implemented towards countries of origin.

14. Duration and Indicative Action Plan for Implementing the Action

The overall duration of the project is 36 months. The project will be implemented in three consecutive phases: inception, implementation and closing.

During the **inception phase**, the ICMPD project implementation team will be recruited and established, including the induction training at ICMPD HQ for newly recruited staff, inception and management missions. All administrative aspects required for the set-up of the project office in Ankara will be realised in this phase. In addition, the focal points from the project partners who will follow the implementation will be nominated and the PSC will be established. Furthermore, consultation meetings with all project partners will be held to determine the concrete activities and establish a work plan. The final scope and format of activities, including the work plan agreed among all project partners, will be presented for adoption at the second PSC meeting taking place at the end of the inception phase. Besides the coordination and management activities, the preparations and consultations with external experts in view of the preparation of the main deliverables and outputs, will start during the inception phase.

During the **32-month implementation phase** all main activities under each component in order to attain the expected results are undertaken, as provided in the table below.

The purpose of the **2-month closing phase** is to administratively and financially close the project, finalize the evaluation and reporting.

See Annex 8 for the detailed Action Plan for Implementation.

15. Sustainability of the action

All project activities are designed based on a thorough assessment and follow the (finalised and ongoing) implementation of previous project's, which resulted in the need for a capacity building project in this particular area. This is apparent given the need of the project partners and the current existing gaps in skills and knowledge of the project partners. Against this background, all activities aim to support Turkey with developing its National AVRR programme and conducting more AVRR operations and develop capacities and skills of the operational partners to this end, with the ultimate aim to ensure the sustainability of Turkey's assisted voluntary return processes. Assuming that the project partners will dispose of sufficient capacities to respond to the needs of the final beneficiaries and provision of assistance for preparing the return process to the countries of origin and assisting them after their return as well, these activities will continue after the project end as being vital components of the national assisted voluntary return procedures.

Through the overall contributions of the project and its outputs, the institutional capacity and policy framework in the area of assisted voluntary return in Turkey will be strengthened in a sustainable manner. Ownership of the outputs and results of the project will be ensured by strengthened operational capacities of the PMM and the National Operational Partners.

Overall, the Turkish institutions will dispose of strengthened capacities, skills and guidance to continue implementation of pre-and post-return assistance to irregular migrants in Turkey with the overall aim of increasing voluntary returns from Turkey.

Furthermore, the project will contribute to the financial sustainability of N-AVRR. Through this project, the PMM and the National Stakeholders aim to seed the foundations of sustainable partnerships with donor countries/final destination countries in funding the N-AVRR. Such financial sustainability will be ensured as follows:

- 1/continuation of projects and financial support through international donors, and
- 2/allocating national funding to the N-AVRR programme: the PMM is preparing to request an allocation from the national budget for N-AVRR for 2022, partly from the budget spent on forced returns.

However, overall, Turkey/PMM will continue to seek external funding for the programme, on grounds of international burden sharing and solidarity. It may be underlined that in the future, even if Turkey/PMM ensures some national funding, given the scale of the challenge at hand, it is not likely to be sufficient and PMM will remain dependent on funding by external/international donors and donor countries, at least in the mid-term.

ANNEXES:

Annex 1: Context Analysis

Annex 2: Partner Assessment

Annex 3: Theory of Change, Scenario and Result Framework

Annex 4: Risk Management

Annex 5: Budget Details

Annex 6: Plan for Communication of Results

Annex 7: Process Action Plan for Implementation

Annex 8: Quality Assurance Checklist