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# Roadmap for Cooperation between the EUAA-PMM (2022-2023)



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**Strengthening the asylum and reception  
systems in line with the Common European  
Asylum System and EU standards**



This document is also available in Turkish. In case of any discrepancy in content between the original English and the translated version, the English language version shall prevail.

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## I. Acronyms

**CEAS** – Common European Asylum System; **COA** - Central Agency for the Reception of Asylum Seekers; **COI** – country of origin information; **EUAA** – European Union Agency for Asylum; **EU-DEL** - Delegation of the European Union (to Turkey); **EU** – European Union; **EU+** – European Union Member States and Denmark, Iceland, Liechtenstein, Norway and Switzerland; **GAMP** – Turkish Migration Contingency Response Plan; **ICMPD** - International Centre for Migration Policy Development; **NL** – the Netherlands; **PDMM** – Provincial Directorate of Migration Management; **PMM** – Presidency of Migration Management; **PSN** – person with special needs; **TR** – Turkey/Turkish; **TtT** - train-the-trainers; **UNHCR** - United Nations High Commissioner for Refugees.

## II. Introduction and background

The European Union Agency for Asylum (EUAA) and the competent authority on refugee protection in Turkey, the Presidency of Migration Management (PMM, formerly the Directorate General for Migration Management), have worked in partnership with EU+ countries to exchange best practices on international protection since 2014. The partnership began with a series of *ad hoc* technical exchanges, the successful outcomes of which led to a broadened scope of commitment in 2017 with the adoption of a pilot Roadmap for Cooperation (2017-2018). This was followed by two subsequent roadmaps covering the periods 2018-2019 and 2019-2021. With the present Roadmap for Cooperation, the EUAA and the PMM are renewing their commitment to enhance the protection space for applicants for international protection in Turkey by strengthening its national asylum and reception systems in line with the standards set out in the Common European Asylum System (CEAS). The partnership is informed by the combined expertise of the EUAA, the PMM, and collaborating EU+ countries. It is delivered in close consultation with the European Commission and the Delegation of the European Union (to Turkey) (EU-DEL), in coordination with the United Nations High Commissioner for Refugees (UNHCR), the International Organization for Migration (IOM), the International Centre for Migration Policy Development (ICMPD), and the project staff of EU Member States engaged bilaterally with the PMM on exchanges of best practices.

The Roadmap will be complemented by a mutually agreed annual implementation plan to ensure that technical exchanges take place in a timely manner. The EUAA and the PMM will continue to meet commitments and timelines under the present Roadmap with due respect for, and subject to, the resources invested and available to both parties. Reasonable flexibility will be extended to allow for changes in circumstance, not least those associated with restrictions related to the ongoing COVID-19 pandemic, including the need to alternate, as appropriate and agreed, between in-person and remote meetings to ensure the safety and well-being of staff members.





### **III. Methodology**

#### **a. Needs assessment and rationale for the intervention**

The 2022-2023 Roadmap is the outcome of a comprehensive needs assessment undertaken in tandem with programme implementation in 2021. The needs were identified jointly by the EUAA and the PMM in consultation with counterparts from the European Commission, EU-DEL, UNHCR, IOM, ICMPD, the Council of Europe, and specialised non-governmental organisations and academic practitioners. All activities are drafted using a rights-based approach to promote the capacity of the PMM and its provincial directorates to meet international obligations relating to the protection of applicants for international protection in Turkey. The 2022-2023 Roadmap benefits from monitoring and evaluation insights generated through the mid-term review of the 2019-2021 Roadmap for Cooperation.

The roadmaps identify priority areas where the EUAA capacity development support to the national authorities has an added value and contributes towards protection-sensitive migration management as well as to the Accession Process through support for the alignment of the Turkish asylum and reception systems with the CEAS.

Individual EU+ countries are invited to take ownership of select deliverables under this Roadmap with a view to forge deeper bilateral ties between EU+ competent authorities and the PMM and establish informal peer-to-peer networks that contribute to the fulfilment of the Roadmap's objectives (note for example the commitments by the Netherlands under output 7.1.) The intervention logic will be continuously amended to reflect such national commitments. The Roadmap will also be amended as necessary where warranted by external circumstances and in the interest of furthering quality programming outcomes.

#### **b. Monitoring and evaluation**

The EUAA-PMM Roadmap for Cooperation will be informed by a dedicated monitoring and evaluation framework to monitor the progress of implementation, evaluate the quality of outcomes, and inform the appropriateness of corrective actions. A mid-term review, tentatively scheduled for December 2022, will provide an opportunity for the EUAA and the PMM to review the coordination structure between the EUAA and the PMM and the quality and timeliness of implementation. The latter part of the implementation period will benefit from a final evaluation report, the exact terms of reference of which will be agreed between the EUAA and the PMM. Subject to agreement, the final evaluation will take place in parallel to a needs assessment exercise to help inform the relevance for a continued EUAA-PMM partnership beyond the timeline of the present Roadmap.

### **IV. General pre-conditions and assumptions**

- o All relevant stakeholders from both the EUAA and the PMM are committed to participating actively in the agreed activities in line with the mutually agreed timeline;
- o The PMM and the EUAA financial and human resources are available for effective and timely implementation;
- o The EUAA and the PMM maintain a constructive two-way communication at technical level;





- o The EUAA and the PMM are willing to change/adapt the scope and content of the Roadmap to reflect external risks or circumstances.

## V. Summary

Based on the Mid-Term Review of the 2019-2021 Roadmap for Cooperation, the November 2021 Prioritised Needs Assessment, and with commitment secured from the EUAA and the PMM, the following high-level outcomes will be pursued:

- I) Contributing to the strengthening of the asylum-related legislation, institutions and systems, in line with the CEAS and EU standards;
- II) Contributing to effective asylum procedures in line with the CEAS;
- III) Contributing to an effective reception system.

The Roadmap will be implemented for a period of 24 months between 1 January 2022 and 31 December 2023.





## Impact Enhanced protection space for applicants for international protection in Turkey

### High-level Outcome I

Contributing to the strengthening of the asylum related legislation, institutions and systems, in line with the CEAS and EU standards

#### Outcome 1 A networked and learning organisation

Output 1.1 The PMM enjoys improved access to EUAA and EU+ protection standards and practices

#### Outcome 2 An organisation that builds staff competencies in line with needs

Output 2.1 PMM capacity to develop and participate in international projects is enhanced

Output 2.2 The PMM meets staff learning needs in a sustainable way

Output 2.3 PMM staff members have access to the EUAA Training Curriculum

#### Outcome 3 An organisation that embraces digital transformation to accelerate enhanced protection outcomes

Output 3.1 Digital transformation opportunities are identified

#### Outcome 4 An organisation that responds to large-scale cross-border movements in a protection sensitive manner

Output 4.1 PMM capacity to respond to large-scale cross-border movements is improved

### High-level Outcome II

Contributing to effective asylum procedures in line with the CEAS

#### Outcome 5 An asylum process that leads to timely and correct decisions

Output 5.1 Decisions are informed by relevant and up-to-date COI

Output 5.2 The identity and country of origin of the applicant is correctly established

Output 5.3 The integrity of the asylum system is preserved through application of accelerated procedure to a well-defined caseload

#### Outcome 6 An inter-linked resettlement process

Output 6.1 PMM resettlement referral mechanism improved

Output 6.2 PMM acquired knowledge and information on EU+ countries' policy and practice relating to resettled refugees

### High-level Outcome III

Contributing to an effective reception system

#### Outcome 7 A reception process that meets the applicants' needs

Output 7.1 NL-TR exchange of best practices: Applicant needs are matched against employment opportunities and government capacities in the referral of applicants to a province

Output 7.2 Applicants for international protection with special needs are identified and referred to services in a timely manner





## Areas of priority and activities

- I. Contributing to the strengthening of the asylum-related legislation, institutions and systems, in line with the CEAS and EU standards

1. A networked and learning organisation	
<b>Expected results (outputs)</b>	<b>Output 1.1. PMM enjoys improved access to the EUAA and EU+ protection standards and practices</b>
<b>Responsible Authorities</b>	PMM, PDMMs
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
<b>Deliverables</b>	<ul style="list-style-type: none"> <li>Access to selected EUAA or EU+ country thematic events.</li> <li>At least three qualitative information exchanges facilitated.</li> <li>Two expert-level meetings on best practices organised.</li> <li>Selected EUAA guidance documents and practical guides translated and presented to the PMM.</li> </ul>
<b>Description of the activities</b>	<p><b>Output 1.1. PMM enjoys improved access to the EUAA and EU+ protection standards and practices</b></p> <p><i>Activity 1.1.1. Participation of the PMM in the EUAA or EU+ country thematic events.</i></p> <p><i>Activity 1.1.2. Qualitative Information Exchanges on topics agreed between the EUAA and the PMM.</i></p> <p><i>Activity 1.1.3. An annual expert-level meeting on emerging best practices on international protection.</i></p>





	<i>Activity 1.1.4. Workshop on selected EUAA asylum and reception-related guidance documents and practical guides.</i>
	[REDACTED]
<b>2. An organisation that builds staff competencies in line with needs</b>	
<b>Expected results (outputs)</b>	<p><b>Output 2.1. The PMM capacity to develop and participate in international projects is enhanced</b></p> <p><b>Output 2.2. The PMM meets staff learning needs in a sustainable manner</b></p> <p><b>Output 2.3. The PMM staff members have access to the EUAA Training Curriculum</b></p>
<b>Responsible Authorities</b>	PMM, PDMMs
	[REDACTED]
	[REDACTED]
<b>Deliverables</b>	<ul style="list-style-type: none"> <li>• At least one workshop on project cycle management is organised.</li> <li>• Training strategy and staff learning pathway is developed.</li> <li>• Case-based learning methodology presented.</li> <li>• At least 20 PMM and Provincial Directorate of Migration Management (PDMM) officials completed the EUAA train-the-trainer's (TtT) sessions.</li> <li>• At least four national training sessions delivered based on the EUAA modules.</li> <li>• At least four refresher workshops organised prior to the delivery of national training sessions.</li> <li>• At least one training session on the EUAA core modules delivered.</li> </ul>
<b>Description of the activities</b>	<p><b>Output 2.1. PMM capacity to develop and participate in international projects is enhanced</b></p> <p><i>Activity 2.1.1. Workshop on project cycle management.</i></p>







	<p><b>Output 2.2. The PMM meets staff learning needs in a sustainable manner</b></p> <p><i>Activity 2.2.1. Workshops to support the PMM in drafting a training strategy and staff learning path.</i></p> <p><i>Activity 2.2.2. Workshop to introduce the PMM to case-based-learning available and applied in specific EU+ countries.</i></p> <p><b>Output 2.3. PMM staff members have access to the EUAA Training Curriculum</b></p> <p><i>Activity 2.3.1. Participation of PMM and PDMM staff in the EUAA TtT sessions.</i></p> <p><i>Activity 2.3.2. Organisation of a preparatory meeting for PMM/ PDMM trainer prior to a national roll-out of a particular EUAA module.</i></p> <p><i>Activity 2.3.3. Participation of PMM and PDMM staff in national training sessions organised by the PMM with the EUAA support.</i></p> <p><i>Activity 2.3.4. Participation of newly recruited case workers supporting the PDMMs in training sessions on the three core modules.</i></p>
<h3>3. An organisation that embraces digital transformation to accelerate enhanced protection outcomes</h3>	
<b>Expected results (outputs)</b>	<b>Output 3.1. Digital transformation opportunities identified</b>
<b>Responsible Authorities</b>	PMM, PDMMs
<b>Deliverables</b>	<ul style="list-style-type: none"> <li>• Concept note on digitalisation opportunities.</li> </ul>
<b>Description of the activities</b>	<p><b>Output 3.1. Digital transformation opportunities identified</b></p> <p><i>Activity 3.1.1. Opportunities for digital transformation are</i></p>



4. An organisation that responds to large-scale cross-border movements in a protection sensitive manner	
<b>Expected results (outputs)</b>	<b>Output 4.1. PMM capacity to respond to large-scale cross-border movements improved</b>
<b>Responsible Authorities</b>	PMM, PDMMs
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]

II. Contributing to effective asylum procedures in line with the CEAS

5. An asylum process that leads to timely and correct decisions	
<b>Expected results (outputs)</b>	<b>Output 5.1. Decisions are informed by relevant and up-to-date country of origin information (COI)</b> <b>Output 5.2. The identity and country of origin of the applicant is correctly established</b> <b>Output 5.3. The integrity of the asylum system is preserved through application of accelerated procedure to a well-defined caseload</b>
<b>Responsible Authorities</b>	PMM, PDMMs



<b>Deliverables</b>	<ul style="list-style-type: none"> <li>• PMM and PDMM staff equipped with relevant, up-to-date COI.</li> <li>• COI Unit in the PMM trained and exposed to EU+ countries' best practices.</li> <li>• PMM and PDMM staff trained on country of origin identification through document verification, social media research and personal interview.</li> <li>• PMM and PDMM staff trained on legal safeguards and practices relating to accelerated procedures.</li> </ul>
<b>Description of the activities</b>	<p><b>Output 5.1. Decisions are informed by relevant and up-to-date COI</b></p> <p><i>Activity 5.1.1. Workshop on specific topics/countries of origin.</i></p> <p><i>Activity 5.1.2. Translation of relevant EUAA COI reports.</i></p> <p><i>Activity 5.1.3. Exchanges with EU+ countries on the planning and execution of fact-finding missions.</i></p> <p><i>Activity 5.1.4. Study visits to COI units in EU+ countries.</i></p> <p><i>Activity 5.1.5. Organisation of COI country briefings for the PMM.</i></p> <p><i>Activity 5.1.6. Exchanges with EU+ countries on best practices in the collection, drafting and application COI.</i></p> <p><i>Activity 5.1.7. Workshop on the use of the EUAA Practical Guide on the use of COI by Case Officers for the Examination of Asylum Applications.</i></p> <p><i>Activity 5.1.8. Bilateral mentoring and exchange of queries between the PMM COI Expert and EU+ country counterpart.</i></p> <p><i>Activity 5.1.9. Workshop to demonstrate COI databases employed by EU+ countries.</i></p> <p><b>Output 5.2. The identity and country of origin of the applicant is correctly established</b></p> <p><i>Activity 5.2.1. Study visit to EU+ country ID centre.</i></p> <p><i>Activity 5.2.2. Workshop on investigating the identity and country of origin of applicants through document verification.</i></p> <p><i>Activity 5.2.3. Workshop on investigating the identity and country of origin of applicants through social media research.</i></p> <p><i>Activity 5.2.4. Workshop on investigating the identity and country of origin during the personal interview.</i></p> <p><b>Output 5.3. The integrity of the asylum system is preserved through application of accelerated procedure to a well-defined caseload</b></p>






	<p><i>Activity 5.3.1. Workshop to understand EU legal safeguards relating to accelerated procedures.</i></p> <p><i>Activity 5.3.2. Study visit to understand EU+ country practice relating to accelerated procedures.</i></p>
<b>6. An inter-linked resettlement process</b>	
<b>Expected results (outputs)</b>	<p><b>Output 6.1. PMM resettlement referral mechanism improved</b></p> <p><b>Output 6.2. PMM acquired knowledge and information on EU+ countries' policy and practice relating to resettled refugees</b></p>
<b>Responsible Authorities</b>	PMM, PDMMs
<b>Deliverables</b>	<ul style="list-style-type: none"> <li>• Info note on select EU+ country policies and practices relating to acceptance criteria for resettlement.</li> <li>• Info note on select EU+ country policies and practices relating to resettled refugees in the fields of reception, rights and entitlement and integration.</li> </ul>
<b>Description of the activities</b>	<p><b>Output 6.1. PMM resettlement referral mechanism improved</b></p> <p><i>Activity 6.1.1. Workshop to understand EU+ countries' acceptance criteria for resettlement.</i></p> <p><b>Output 6.2. PMM acquired knowledge and information on EU+ countries' policy and practice relating to resettled refugees</b></p> <p><i>Activity 6.2.1. Workshop on EU+ countries' policy and practice relating to resettled refugees (reception, rights and entitlement, integration).</i></p>





### III. Contributing to an effective reception system

7. A reception process that meets applicant needs	
<b>Expected results (outputs)</b>	<p><b>Output 7.1. Applicant needs are matched against employment opportunities and government capacities in the referral of applicants to a province</b></p> <p><b>Output 7.2. Applicants for international protection with special needs are identified and referred to services in a timely manner</b></p>
<b>Responsible Authorities</b>	PMM, PDMMs
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
<b>Deliverables</b>	<ul style="list-style-type: none"> <li>• Analysis and evaluation report on screening and matching system.</li> <li>• Selected guidance documents and standards translated.</li> <li>• Info note on best practices on the identification and referral of persons with special needs (PSNs).</li> <li>• EU+ country policies and best practices on provision of health services to applicants for international protection shared with the PMM.</li> </ul>
<b>Description of the activities</b>	<p><b>Output 7.1. Applicant needs are matched against employment opportunities and government capacities in the referral of applicants to a province</b></p> <p> <b>Exchange of best practices between NL and TR on screening and matching</b></p> <p><b>Lead agency:</b> The Central Agency for the Reception of Asylum Seekers (COA)</p> <p><i>Activity 7.1.1. Meeting on screening and matching system and its replicability to Turkish context.</i></p> <p><i>Activity 7.1.2. Study visit to NL.</i></p> <p><i>Activity 7.1.3. COA hosted conference in the NL or TR with the PMM (experts/management) and academic experts from TR and EU to discuss the importance of the matching process, both for the migrant and the local community. Additional, possible discussion on migrant decision-making and what factors influence where migrants decide to live/work.</i></p> <p><i>Activity 7.1.4. An analysis and evaluation report after the conference.</i></p> <p><b>Output 7.2. Applicants for international protection with special needs are identified and referred to services in a timely manner.</b></p> <p><i>Activity 7.2.1. An expert-level meeting on EU+ countries and TR best practices on the identification and referral of PSNs.</i></p>





	<p><i>Activity 7.2.2. Translation of guidance documents, standards, and other relevant documents through which the EU+ country competent authority identifies and refers PSNs.</i></p> <p><i>Activity 7.2.3. Study visit to understand how EU+ countries meet obligations relating to the right to health of applicants for international protection.</i></p> <p><i>Activity 7.2.4. Workshop to share best practices on health services offered by EU+ countries during asylum procedure.</i></p>
