

## Sector fiche – IPA National programmes / Component I

### 1. IDENTIFICATION

<b>Title</b>	<b>Agriculture and rural development; food and feed safety, fisheries</b>
<b>MIPD Sector Code</b>	<b>8. Agriculture and rural development</b>
<b>ELARG Statistical code</b>	<b>Measure 1: 11- Agriculture and rural development Measure 2: 12- Food safety, veterinary and phytosanitary policy Measure 3: 13- Fisheries</b>
<b>DAC Sector code</b>	<i>31110 Agricultural policy and administrative management</i>
<b>Total cost (VAT excluded)<sup>1</sup></b>	15.468.000 Euro
<b>EU contribution</b>	12.525.000 Euro
<b>Management mode</b>	Decentralised
<b>Responsible Unit or National Authority/Implementing Agency(ies)</b>	The Central Finance and Contracts Unit (CFCU) will be the implementing agency and will be responsible for all procedural aspects of the tendering process, contracting matters and financial management, including the payment of project activities. The Director of the CFCU will act as the Programme Authorising Officer (PAO) of the project. Contact details of the PAO: Mr. Muhsin ALTUN (CFCU Director) Central Finance and Contracts Unit Tel: +90 312 295 49 00 Fax: +90 312 286 70 72 E-mail: <a href="mailto:muhsin.altun@cfcu.gov.tr">muhsin.altun@cfcu.gov.tr</a> Address: Eskişehir Yolu 4 Km, 2 Cad. (Halkbank Kampüsü) No:63 C Blok 06580 Söğütözü/Ankara-TÜRKİYE
<b>Implementation management</b>	Overall Coordinator: Ministry of EU Affairs (MEU) Lead Ministry: Ministry of Food, Agriculture and Livestock (MoFAL) Dr. Nihat PAKDİL Deputy Undersecretary of MoFAL
<b>Implementing modality</b>	Sector-based approach
<b>Zone benefiting from the action(s)</b>	Turkey

### 2 RATIONALE

#### 2.1 LINKS WITH NATIONAL SECTOR OBJECTIVE(S) AND MIPD SECTOR OBJECTIVE(S)

---

<sup>1</sup> The total cost should be net of VAT and/or of other taxes. Should this not be the case, clearly indicate the amount of VAT and the reasons why it is considered eligible.

**For the Agriculture and Rural Development sector** 2013 IPA support will focus on the implementation of IACS and green agriculture measures of EU and improvement of institutional capacity to implement relevant EU legislation with regard to food and feed safety together with fisheries management. Therefore 2013 IPA support is designed to directly address the three main **Agriculture and Rural Development sector** objectives identified in the **Multi-Annual Indicative Planning Document (MIPD)** for 2011-2013 covering three Negotiating Chapters (11, 12, 13), that are:

1. To facilitate the preparation of the Beneficiary Country for the future implementation of the Common Agricultural Policy (CAP) and related policies respecting the relevant EU standards and thereby ensuring a smooth integration into the Single Market (Chapter 11).
2. The alignment with the *acquis* in the area of food safety, veterinary and phyto-sanitary policy (Chapter 12).
3. The restructuring of the administrative system for fisheries required for the adoption of the *acquis* for fisheries resource management, including the strengthening of resource and fleet management as well as the fisheries inspection and control services, producer organisations and an integrated approach to sea-related activities (Chapter 13).

As indicated in the MIPD, the sector objectives identified in MIPD are derived from Accession Partnership and NPAA.

The **Accession Partnership (2008/157/EC)** identifies developing the system of land identification to prepare for controls on agricultural land and implementation of pilot actions relating to environment in view of future implementation of agri-environmental measures as medium-term priorities for Chapter 11; preparation of a National Programme for upgrading agri-food establishments as short term priority and enhancing laboratory and control capacities in the food safety, veterinary and phytosanitary domain as medium term priority for Chapter 12 and strengthening fisheries inspection and control services as short term priority for Chapter 13.

The above mentioned priorities identified by the Accession Partnership are completely reflected in the Turkey's **National Programme for the Adoption of the Acquis (NPAA) of 2008** which sets forth the action plan to meet these priorities.

**These** three main **sector** objectives to be addressed by 2013 IPA support are also reflected to the national strategies.

Turkish agricultural policy has been shaped via the following tools: the the Agricultural Law (No. 5488) of 2006, Veterinary Services, Plant Health and Food Law (No. 5996) of 2010, the Agriculture Strategic Plan (2013-17) and the 10th Development Plan of Turkey. This policy framework was adopted with an aim of aligning Turkey's agricultural policy with the Common Agricultural Policy (CAP), Common Fisheries Policy (CFP) and animal and plant health together with food safety policies of the EU.

Derived from above mentioned tools Turkey's main policy objectives are food security and food safety, and raising the self-sufficiency level for selected net-imported products; as well as improving productivity and competitiveness; ensuring sustainable farm incomes, rural development, improving institutional capacity in the agricultural sector and preparation for future implementation of the EU policies.

There is a wide range of National Strategic documents covering the sector (detailed information is given in Annex-3) and the **main common** sectoral and sub sectoral objectives

foreseen in these national strategies are parallel with the objectives foreseen in MIPD and can be summarized as follows:

- To prepare Turkey for future implementation of the EU policies (CAP, rural development policies, food safety, veterinary and phyto-sanitary policy and EU Fisheries Policies),
- To modernize and improve the efficiency of the agricultural structure and administrative capacity to achieve food security and safety,
- To increase competitiveness and to prevent yield loss,
- To ensure environment friendly sustainable use of natural resources,
- To ensure regional development, to diversify income of rural population and to improve capacity of rural development and life standards,
- To deal with deficiencies in food safety, namely food and feed controls, eradication of plant and animal diseases and harmful organisms, to ensure plant, animal and human health and
- To improve sustainable exploitation of marine fisheries resources and to provide accurate information on marine resources,
- To improve the institutional structure, increasing the effectiveness of resource management in capture fisheries and ensuring environmentally friendly production in aquaculture.

As an accession country, Turkey aims at aligning with the EU acquis falling under the sector and ensuring its effective implementation. This objective is also reflected in the plans, programmes and strategies adopted. These documents, of which the objectives have been set in a consistent manner, have been designed in a way to complement each other.

The IPA assistance in this sector will contribute to achieving national objectives and prepare Turkey for future implementation of relevant EU policies. IPA support will also make a positive contribution to the Europe 2020 strategy by strengthening employment opportunities in rural areas and in fisheries and by improving the competitiveness and technological modernisation of SMEs in the agri-food sector.

## **2.2 SECTOR ASSESSMENT – POLICIES AND CHALLENGES**

### ***(1) National sector policy, strategy and context.***

**Agriculture and Rural Development** is a key sector in Turkish economy both in terms of its share in total gross domestic product (GDP) (8.0 % in 2011) and employment (about 23,2 % of the whole labour force in 2011). Although its share in the economy has been declining in relative terms as a result of structural change towards services and industry, it has actually grown in absolute values. The labour productivity is considerably lower than in the rest of the economy and the income of those employed in the agricultural sector remains low.

The total area of Turkey is 78 million ha and excluding pastures and meadows agricultural land accounts for 23,6 million ha. There are approximately 3 million agricultural holdings in Turkey, most of which are family farms employing family labour. Holdings are smaller than the EU average (6.1 ha, compared to an EU-25 average of 13 ha). Subsistence and semi-subsistence farming is an important characteristic of Turkish agriculture. Turkish agriculture is still dominated by small-scale and semi-subsistence family farms which is why labour productivity has been lagging. Further integration of the sector into the market economy requires agricultural policy reform and modernization of the agriculture sector.

In addition Turkey needs to advance in preparations for future implementation of the CAP, in particular regarding the systems for management and control of financial expenditures,

agricultural information systems and agricultural policy alignment with the CAP. Turkey furthermore needs to focus on the modernisation of the farm, food processing and marketing areas as indicated in MIPD.

Recorded animal numbers are approximately 11.5 million cattle, 30 million sheep and goats and 240 million poultry in the 9387 poultry farms. The total fisheries production is 703.545 tons according to the 2011 fishery statistics. Of the total, 67.89 % is obtained from marine fisheries, 5.27 % from inland fisheries, and 26.83 % from aquaculture. There are 17.165 sea fishing vessels in 2011. There are approximately 62.000 registered food-producing establishments. Establishments in the sub-sectors of milk and dairy products, meat and meat products, fish and animal by-products, which are subject to approval by MoFAL account for nearly 11 % (5600 enterprises).

Rural development is crucial in Turkey, given that most of the rural labour force is employed in agriculture, and education and skills are lacking. Turkey has enriched the rural development policy alternatives very recently. Other than infrastructure projects, income diversification, development of human resources, and the preservation of the environment are taken into consideration during policy implementation. As part of the accession partnership between Turkey and the EU, Instrument for Pre-Accession Assistance-Rural Development Programme (IPARD) started in 2011 considering 2007-13 period to achieve consistency with EU's rural development policies.

National Sector Policy for IPA 2013 involvement and the most urgent needs and priorities foreseen in the national sector policy for EU alignment, as also laid down in EU-Turkey Financial Cooperation - Agriculture and Rural Development Sector Alignment Strategy (ARDSAS), are listed below:

- Elaboration of strategies on the alignment of agricultural support mechanisms and instruments as well as on progressive alignment with the Common Market Organisation and its implementation,
- Identification of administrative structures and establishment of a fully functional IACS and LPIS, improvement of agricultural statistics and strengthening of the FADN,
- Improvement of the food and feed inspection and control system,
- Strengthening of the Turkish Fisheries Management System.

The sector policy has been developed taking into account the strategies explained under title 2.1 and above. IPA 2013 involvement will contribute the sector needs of agricultural policy reform and modernization of the agriculture sector for further integration into the market economy by establishing systems for management and control of financial expenditures, agricultural information systems and agricultural policy alignment with the CAP and modernisation of the farming and processing practices.

The operations planned for the 2013 EU financial assistance programme will take into account decentralisation processes; and ownership will be ensured by means of co-financing and the complementarities of the above mentioned strategies.

## **(2) Sector and donor coordination.**

### ***Turkish Government and Donor Coordination***

Following the adoption of the sectoral approach, with a view to create more comprehensive sectoral programmes, instead of individual project proposals, Sectoral Alignment Strategy Documents (i.e. ARDSAS) and Sector Identification Fiches (SIF) were prepared for the selected MIPD sectors and a donor coordination process was initiated. Several international

financial institutions (IFIs) are active in Turkey and are engaged in various activities related to institutional and capacity building, which may also be funded under IPA. As part of the orientation towards the new programming approach and in view of the potential multiplying and complementary effects of cooperating with these institutions, a donor coordination meeting was held by the MEU on the 23rd of May 2012. Apart from the relevant IFI's operating in Turkey, members of the IPA TAIB Committee also participated in this meeting. The main purposes of the meeting were to inform these institutions on the sectoral alignment strategies and sector identification fiches (namely Judiciary and Fundamental Rights, Migration Management and Borders, Energy, Agriculture and Rural Development), to receive information on the activities of the IFIs operating in Turkey, and to discuss with the IFIs the possible areas of cooperation that would complement IPA assistance to Turkey.

In line with the sector approach adopted for the IPA II period (2014-2020), which envisages to increase the efficiency and effectiveness of the deployment of IPA assistance by increasing cooperation with other donors and international and other financial institutions at strategic level; the Ministry for EU Affairs has invited a wide range of stakeholders, including IFIs, non-governmental organisations, academicians and public institutions to the Sector Working Group Meetings, and has shared the SIF document with these stakeholders in writing for their detailed assessment and possible contributions. Additional sector coordination information with regard to the EU financial assistance is given under 2.2 (4).

Donors active in the area of food safety, agriculture and rural development and fisheries include but are not limited to the World Bank (WB), United Nations Food and Agriculture Organisation (FAO), the International Fund for Agricultural Development (IFAD), Islamic Development Bank (IDB), Organization of Petroleum Exporting Countries (OPEC) and United Nations Development Program (UNDP). The list of projects carried out with donors other than EU is given in Annex-6.

#### ***Donor-Turkish Government and Non-state Actor Coordination***

Turkey, in cooperation with the European Commission, established a sector working group with the representatives from government and non-state actors to present a gap assessment as regards legislative alignment and implementation, assess the outcomes of the projects implemented funded by EU Financial Assistance and identify the necessary actions to be taken to fill this gap. The Sector Working Group developed and endorsed the EU-Turkey Financial Cooperation - Agriculture and Rural Development Sector Alignment Strategy- **ARDSAS** laying down the priorities of the sector and possible project areas that will be funded from the 2012 and 2013 programmes of IPA Component-I. The ARDSAS developed in consistency with the AP, NPAA, MIPD and other sector-governing documents takes into account sequencing of the actions and resources available, thus, providing a guiding document for EU financial assistance to Turkey.

#### ***(3) Sector budget and medium term perspective.***

Turkey's Public Financial Management and Control Law No: 5018, requires the annual preparation of the Medium Term Programme (MTP) for a three year perspective. Medium Term Fiscal Plans (MTFP) are developed by the Ministry of Development (MoD). These documents also take into account EU accession requirements.

The MTFP (2012-2015) envisages that the budgetary allocation of 27,9 billion TL to agriculture in 2012 is increased gradually to 41,7 billion in 2015. The percentage breakdown of this allocation in 2012 is given below:

<b>Sector-Agriculture</b>	<b>100,00</b>
Irrigation	71,74
Land Consolidation & Plant Production	13,51
Animal Husbandry (production and health)	1,04
Fisheries (MoFAL (production and health) Fishery Ports(MoTMAC)	1,06
Food (production and food safety)	0,27

The amount of total investment by the MoFAL for projects for the year 2012 is given in Annex-7. As indicated in Annex-7, the total investment allocation of MoFAL to the sector for 2012 is 578.6 million TL and covers projects on sustainable and environment friendly modern farming practices including education of farmers, rural development and land consolidation, research and measures for food safety, animal and plant health. In addition land parcel and identification system; farm accountancy data network; control of foot and mouth disease; ear tagging and vaccination against PPR of sheep and goats, oral vaccination against rabies projects are implemented with EU financial assistance.

#### **(4) Sector monitoring system.**

The implementation of the Strategic Plan for Agriculture 2010-2014 is monitored through a Performance Program that has been developed in collaboration with all the relevant Directorates of MoFAL, and the activities are monitored and evaluated on the basis of this program. The program is being monitored quarterly and revised each year.

The program includes performance objectives, which are linked to the strategic objectives defined in the Strategic Plan for Agriculture. There are also indicators, which serve for the evaluation of the progress achieved under each performance objective according to the sectoral statistics.

The results of the monitoring are submitted to the Undersecretary and with participation of all relevant parties of the MoFAL meetings are held in order to share the results of the evaluation of the Program.

Moreover, activity reports are prepared quarterly by the General Directorates. At the end of the year, in March or April, annual activity reports are published by MoFAL. This report consists of a part dedicated for the Performance evaluation.

With regard to the sectoral statistics MoFAL is responsible for the collection and submission to Turkstat of the crop production, livestock, fisheries and agricultural price and FADN statistics. TurkStat is responsible for the data collection in livestock production, farm structures, agricultural environment, balance and accounts statistics. Additional information is compiled also from other sector-relevant organisations or institutions such as producers' associations, breeders' associations, market regulating agencies, cooperative unions etc. The main agricultural statistics databases are Statistical Data Network - IVA and Statistical Information System – IBS. IVA is used to collect and store the animal production, crop production and agricultural equipment and machinery data. The IBS is a database that belongs to TurkStat, designed to collect and store data about the prices received by farmers and prices paid by farmers. Data about quantities of products sold and the average price is collected for all districts and relevant products every month. Data about land use, crop production, livestock, machinery and equipment are filled in by staff of MoFAL Province and District Directorates, according to their estimation. 'Experts' estimations are usually supported by direct observation from selected fields and by other available data (e.g. Farm Registry

System, veterinary reports for livestock, slaughterhouses records for meat production, etc.). In order to harmonize agricultural statistics, TurkStat has already implemented and completed many successful activities with EU support. MoFAL has conducted three EU projects both in relation with agricultural statistics and FADN. In order to establish a complete and up-to-date farm registry in Turkey, efforts to develop a Farm Registry System, referred to as TİKAS were initiated in 2010, and are planned to be completed by the end of 2014.

Logical Framework for IPA sector support which is given in Annex 1, includes the indicators that will be used to evaluate the contribution to achieve MIPD sector objectives and national sector and sub-sector objectives covering 3 negotiation chapters.

### **Monitoring and Evaluation of National Projects**

National projects carried out are financed from the resources of the MoD. These investment projects are directed from the MoD according to the national strategy documents mentioned at 2.1. The investment projects are monitored through “Investment Implementation Reports-IIRs” that includes information relevant to each investment project. Each year, considering year-end accurate investment accrual results, numerical information on the basis of project, “Public Investment Program Monitoring and Evaluation Report” and electronic copies of other documents (if available) are entered into the “Public Investment Project Information System”. Also, prepared documents are delivered to the Turkish Court of Accounts, Ministry of Finance and MoD by financier public institutions. Final reports for the completed investment projects and interim reports for the continuing projects are prepared and together with monitoring and evaluation reports are delivered to MoD. Additionally, the bodies implementing the projects within the MoFAL are also responsible for conducting their own monitoring in order to achieve the desired results.

### **Monitoring and Evaluation of IPA Projects**

Projects in the agriculture and rural development sector are financed either from national funds (i.e. projects financed by TÜBİTAK and the MoD) or by various donors, including primarily the EU and international organisations. The monitoring of these projects is performed by the donors themselves according to different procedures that share some common aspects.

The monitoring and evaluation of IPA projects are carried out according to the Prime Ministry Circular No. 2009/18. Monitoring committees at component level have been established for Component I and Component V and at sector level for Component III and Component IV, to carry out the tasks defined in the Framework Agreement, Sectoral Agreement and Financing Agreement. Besides, at sub-sector level there are also sectoral monitoring sub-committees (SMSC) established under component-I. The number and names of the SMSCs have been revised in accordance with the new MIPD for 2011-2013 Turkey, which was approved on 28th June, 2011.

The **IPA Monitoring Committee** is responsible for ensuring the coherence and coordination between the programmes and operations implemented under the different IPA components, the general efficiency, quality and conformity towards achieving aims and targets stated in financing agreements and MIPD during the implementation of all programs and operations. The Committee, which is co-chaired by the National IPA Coordinator (Ministry for EU Affairs-MEU) and the European Commission, is composed of the National Authorizing Officer, the representatives of the Ministry of Foreign Affairs, the Ministry of Finance, the National Authority, the Central Finance and Contracts Unit (CFCU), Programme Authority institutions and the Strategic Coordinator.

**The National Aid Coordinator**, MEU, ensure the necessary coordination of the programming phase of EU financial assistance in Turkey. The financial management of EU funds is done by the **National Fund, National Authorising Officer (NAO)**, under the Undersecretariat of Treasury. The **CFCU** conducts the tenders, concludes and signs contracts, executes the payments and prepares progress and financial reports on the projects.

The Transition Assistance and Institution Building (TAIB) Monitoring Committee monitors effectiveness and quality of the programmes and operations implemented under Component I of IPA in accordance with the IPA Implementing Regulation. The TAIB committee meets at least twice a year, at the initiative of both the MEU and the Commission. It is chaired by the National IPA Coordinator and consists of the National Authorising Officer, the Programme Authorising Officers and, where appropriate, other representatives of the operating structure, representatives of the Commission, as well as, where appropriate, representatives of international financial institutions and civil society. A secretariat service of the Committee is undertaken by the MEU.

The TAIB committee is assisted by sectoral monitoring sub-committees to monitor programmes and operations of this component, grouped by monitoring sectors. Sub-committees shall report to the TAIB committee. Sectoral Monitoring Sub-committees that have been revised in accordance with the MIPD Sectoral Monitoring Sub-Committees Meetings, where problems regarding implementation of the sectoral projects are handled, are organized by the MEU with the participation of the relevant parties. SMSCs also include discussions on relevant sector strategies and constitute a link between implementation and ongoing programming.

The MEU is responsible for monitoring projects within the scope of Component I in the context of DIS. The projects are grouped under the Sectoral Monitoring Sub-Committee. CFCU is also responsible for monitoring the implementation of projects from the financial and contractual point of view. Monitoring activities conducted by the MEU are intended to measure to what extent the projects have achieved the goals initially set.

Progress and Monitoring Reports (PMR) which is commonly used by DIS actors of IPA-I is the main tool for the monitoring of the projects. Those reports are submitted to the CFCU and MEU by beneficiary institutions in quarterly periods, and contain activities realized and unrealized as well as problems encountered during the period covered by PMRs. The reports are examined by relevant experts in the Financial Cooperation Directorate of MEU and contract managers of CFCU Project Management Department, in close consultation with experts in sectoral directorates. .

At the beginning of 2011, "Establishing Result Oriented Monitoring System in Turkey" project was commenced. Within the context of ROM-TR, studies of establishing a web-based integrated ROMIS (tailor-made MIS system for result-oriented approach) have been started. ROMIS will provide comprehensive information and detailed performance statistics concerning projects monitored as well as monitoring reports and related documents.

### **Monitoring and Evaluation of IPA Projects by MoFAL**

The EU Accession Negotiations Management Board was established in 2007 in order to manage the negotiations process effectively and on a regularly basis, under the presidency of the Deputy Undersecretary of MoFAL responsible for the General Directorate of EU and Foreign Relations; who is also the permanent contact point for the EU relations within MoFAL. Chapter-based monitoring meetings are organized to monitor the progress in each



negotiation chapter monthly with the participation of the responsible Deputy Undersecretaries for the Chapters.

In addition, DIS Meetings are organized at regular intervals by the General Directorate of EU and Foreign Relations of the Ministry. Representatives of the EU Delegation, MEU, CFCU, and beneficiaries of the projects are all invited to these meetings. The project team composed of EU Experts within the General Directorate of EU and Foreign Relations organizes the meetings and reports the minutes to the relevant parties.

The General Directorate of EU and Foreign Relations under the MoFAL shall perform monitoring and reporting tasks for the implementation of the 2013 Sector Fiche (SF) with an aim to support the sector monitoring system.

Although, DIS meetings are organized in order to monitor the developments of the projects under Chapter 11, 12 and 13, as the monitoring team only works on the implementation issues there are still deficiencies in monitoring of the projects. The most important weakness in the monitoring system is the absence of ex-post evaluation of the projects within MoFAL.

Therefore, a project monitoring system is needed within MoFAL to monitor the developments, control coherency of the projects with the national programmes and to initiate ex-post evaluation. For this reason, an E-SEI project proposal is planned to be submitted by the General Directorate of EU and Foreign Relations in order to get technical assistance to set up a monitoring system by MoFAL.

***(5) Institutional setting.***

The agriculture and rural development sector is governed by a very large number of institutions. There is a counterbalancing hierarchy between these institutions, each of which coordinates a different aspect of the sector.

The main actor is the **Ministry of Food, Agriculture and Livestock (MoFAL)** which is responsible for the development of policies, and the preparation and enforcement of legislation in all areas of the sector. A decree concerning the restructuring of the MoFAL entered into force in 2011 and it is an important step in developing administrative structures necessary to implement the related EU legislation. MoFAL has 81 Provincial Food, Agriculture and Livestock Directorates and 846 District Directorates at local level. Human resources of MoFAL and education level of the MoFAL staff are respectively given below.

Human resources of MoFAL (2012)

	Officials	Contracted employees	Workers	Other Staff	Total
Headquarter	2.856	12	529	-	3.397
Provincial/ District Directorates	34.668	1.691	10.096	1.357	47.812
Total	37.524	1.703	10.625	1.357	51.209

Education level of the MoFAL technical staff (2012)

	Headquarter	Provincial/ District Directorates	Total
Agriculture engineer	832	12.124	12.956

Food engineer	86	967	1.053
Veterinary surgeon	148	5.154	5.302
Aquaculture engineer	35	540	575
Other Staff <sup>1</sup>	192	8.919	9.111

<sup>1</sup>: Technician, operator, Veterinary Technician, Veterinary operator, chemist, biologist, architecture, economist, statistician etc.

The central body of MoFAL consists currently of 7 main service units namely the General Directorate (GD) of Food and Control, GD of Livestock, GD of Plant Production, GD Agricultural Research and Policy, GD Agricultural Reform, GD of Fisheries and Aquaculture and GD EU and Foreign Relations. General Directorate of Food and Control (GDFC) is the main unit responsible for food safety, veterinary and phytosanitary policies and the contact point for international organizations in these fields. GD Agricultural Reform is responsible for contributing the development of the country to provide a liveable rural region by restructuring agricultural infrastructure in addition as IPARD Managing Authority GD Agricultural Reform is mainly responsible for preparing the IPARD programme, monitoring, evaluation and publicity of the implementation of the programme, coordinating the work of sectoral monitoring committee. It also prepares the sectoral annual report and final implementation reports, and submits these to related authorities. GD of Fisheries and Aquaculture is the main unit responsible for sustainable fisheries and aquaculture and control of fishing activities. With its 237 staff, GD of European Union and Foreign Relations is responsible to carry out relations between European Union and ensuring coordination on the alignment with the relevant EU *acquis*. It also manages and coordinates bilateral relations with other countries and international organizations.

Under the Decree, the studies regarding Chapter 11 are mainly given under responsibility of the GD of Agricultural Reform. There are 13 Departments under the GD of Agrarian Reform, namely; Organization, Projects And Credit Facility, Organized Agriculture And Livestock Districts, Marketing, Rural Development, Agricultural Supports, Land Rehabilitation and Irrigation Systems, Agricultural Land Utilization, Geographical Information Systems Agricultural Assurance And Natural Disasters, Land Consolidation and Infield Improving Services and Administrative Affairs And Coordination. Currently, 105 people are working at the Department of Geographical Information Systems of the GD of Agrarian Reform in which 700 staff are employed in total. 68 of these 105 employees are digitization and GIS experts and the rest of them consist of international relations experts, statisticians, computer engineers, industrial engineers, agricultural engineers, city planners, translator and interpreter, economists and mathematicians.

In this context, IACS, LPIS, IT and legislation co-experts, who were assigned to the co-expert positions together with the 4 EU experts working for the Project TR0402.08/0002 on “Technical Assistance for the Ministry of Food, Agriculture and Livestock for the design of a functioning Integrated Administration and Control System (IACS) and a Land Parcel Identification System (LPIS) in Turkey” in 2007, are currently working in the Department of Geographical Information Systems within the scope of the Project. Including the administration the GD has experienced personnel that have the capacity to run projects in parallel.

Moreover, GD of Plant Production has responsibilities regarding common market organisations. In this respect, there are about 210 officials working in this scope. With the decree, main responsibilities in the field of food safety, veterinary and plant health are given

under responsibility of the GDFC. Apart from that, GD of Plant Production has responsibility on seedling. There are about 320 officials engaged in the studies regarding alignment of the issues under the scope of the Chapter 12 at central level. In the scope of the Chapter 13, GD of Fisheries and Aquaculture has been carrying out the studies and there are about 90 officials responsible for relevant studies. In addition to ensure rural development and sustainable farming a project titled “Improvement of Agricultural Publicity (TAR-GEL)” was launched in 2007. Within this project agriculture experts (veterinarians, food, agriculture and fisheries engineers) have been employed at districts to provide consultancy to the farmers.

IPARD Agency has been established in 2007 by the Law numbered 5648, and is composed of one central and 42 provincial unit. The Agency has 260 staff employed in the head office and 1643 staff in the provincial offices. The responsibilities of the Agency is to ensure effective implementation of Rural Development Programs by way of informing and consulting beneficiaries, evaluation of project proposals and selection of the projects to be financed under the Programme, monitoring the implementation of projects. The future role of the Agency with regard to paying agency operations and IACS has not been determined by Turkey yet.

Another key actor is **Ministry of Development (MoD)** (including the High Planning Council Money-Credit Coordination Council), which provides consultancy services to the government for the development of economic, social and cultural policies; prepares development plans, mid-term programmes, annual programmes, strategies and action plans for macroeconomic, sectoral and regional development, and manages the consistency of fiscal, monetary, foreign trade and foreign exchange policies with the targets laid down in the development plan and annual programmes.

**The Ministry for EU Affairs (MEU)**, through the Internal Coordination and Harmonization Committees (IKUK) established for Chapters 11, 12 and 13, coordinates the work on the harmonization and implementation of the EU *acquis* and accession negotiations. The IKUK coordinates, monitors and evaluates all efforts of the relevant public organizations and agencies in the framework of their respective functions for the harmonization of Turkish legislation with the EU *acquis*; studies, assesses and submits whenever necessary to the relevant boards and committees the proposals of public organizations and agencies in the framework of their respective functions concerning the harmonization of Turkish legislation with the EU *acquis*; sets priorities and guides the efforts concerning the changes of legislation required for harmonization with the EU *acquis*. Furthermore, the Sector Working Group, headed by the MEU, coordinates the prioritisation of alignment issues, selection of projects to be proposed for financing under IPA-I programming, and the revision of the ARDSAS, and thus, provides references for the work conducted under the IKUK.

As regards the relevant institutions, other than MoFAL, which are involved in the measures included in the Sector Fiche, the roles of the Ministry of Forestry and Water Affairs, and the Coast Guard Command will be highlighted in particular.

**The Ministry of Forestry and Water Affairs** is responsible for establishing policies for protecting, improving, managing, rehabilitating and maintaining forests, combating desertification and erosion, reforestation and range rehabilitation; developing policies for the protection of nature, determining protected areas; protecting, managing, improving and operating national parks, natural parks, natural monuments, protected wildlife reserves, wetlands; preserving biological diversity as well as game and wildlife; developing policies for the sustainable protection and utilisation of water resources; coordinating national water management; developing policies and strategies for the monitoring of meteorological events.

**The Coast Guard Command** is responsible to the Ministry of Internal Affairs in terms of assigned duties and operations and its primary duties are to protect and provide security in maritime jurisdiction areas; to provide the safety of life and property at sea; to observe and inspect the operating conditions of the aids-to-navigation; to prevent the actions of vessels and sea craft in violation of the laws on radio hygiene, passport, anchoring, mooring, fishing, diving and hoisting the flag; to inspect the fishing of aquatic products; to conduct inspections in order to prevent marine pollution.

The institutions that have responsibilities in accordance with the sub sectors are given below with a short description of their intervention areas:

In the field of agriculture and rural development (Chapter 11); Ministry of Economy (development and implementation of foreign trade policy, and conduct of quality controls on exported and imported products), **Sugar Authority** (identification of sugar policies and allocation of sugar quotas), **Turkish Patent Institute** (protection of geographical indications), **Turkish Statistical Institute**, **Tobacco and Alcohol Market Regulatory Authority** (regulating the tobacco, tobacco products, alcohol and alcoholic beverages markets), **Turkish Standards Institution** (preparation and publishing standards for all kinds of items, products, procedures and services) etc.

In the field of food safety, veterinary and phytosanitary policy (Chapter 12) **Ministry of Environment and Urban Planning** (competent authority for the Animal Protection Law no. 5199), **Ministry of Health** (responsible for drinking water and foods intended for special medical purposes and has the right of intervention in cases of emergency concerning public health), **Ministry of Customs and Trade** (application of customs cross border procedures in international trafficking of goods, passengers and vehicles), **Ministry of Forestry and Water Affairs** (forestry propagation materials).

In the field of fisheries (Chapter 13); Ministry of Interior (**Coast Guard Command**) (inspection and control of fishing activities), **Naval Forces** (inspections as part of the ICCAT Joint Scheme of International Inspection) are the other public institutions.

#### **(6) Macro-economic context and Public Financial Management.**

Since 2001 the country has been undergoing a significant socio-economic transformation and is being reshaped by an economy-wide agenda of policy reform. As a result of the economic reforms, the Turkish economy has experienced an average annual growth rate of more than 7 % over 2002-07 and the growth rate for 2011 was 8.5 %. As another result of the economic transformation in Turkey, the share of agriculture in GDP has decreased year by year. While the share of agriculture in GDP was 10,3 % in 2002, it has dropped to 8 % in 2011.

The strong economic recovery continued in the third quarter of 2011, supported by strong credit growth and higher employment. Primarily due to a weaker Turkish Lira (TL), export competitiveness has improved and exports of goods and services outpaced imports for the first time in seven quarters.

Most sectors of the economy recorded strong growth in the third quarter. Gross value added in manufacturing, accounting for 16 % of GDP, grew by 9 % year by year, compared to 8 % during the second quarter.

Thanks primarily to cyclical factors, Turkey reports strong fiscal results, with the overall budget balance improving. On a year-to-date basis, through October 2011, Turkey's central government budget recorded a TL 1.7 billion (€ 0.7bn) deficit, or about 2 % of GDP. When excluding interest expenditures, the primary surplus came in at TL 35.8 billion (4.8 % of

estimated GDP). Central government revenues are up almost 11.4 % year-on-year, while expenditures are up only 0.9 %. Non-interest expenditures have grown slightly faster (4.3 % year-on-year) than total expenditure. The budget deficit target for 2011 of 2.8 % of GDP appears realistic, as the government is said to have used part of the higher than projected revenues to spur growth in November and December. Since 2009, public debt fell significantly and currently amounts to less than 40 % of GDP.

#### **(7) Sector assessment.**

The Sector Working Group (WG) for which detailed information is given under Annex II has identified gaps and elaborated the following future actions for alignment with the EU *acquis*:

- Identification of administrative structures and establishment of a fully functional IACS and LPIS, improvement of agricultural statistics and strengthening of the FADN,
- Improvement of the food and feed inspection and control system,
- Strengthening of the Turkish Fisheries Management System.

Sector assessments as regards these future actions are given below:

The **Establishment of Fully Functioning IACS and LPIS** and Creation of Implementation Capacity project proposed for the 2013 programming stems from the planning laid down in the Strategy Paper titled “Preparing a strategy regarding Identification of Agricultural Lands and how to develop the National Farmer Registration System” submitted to the European Commission for the fulfilment of the fifth opening benchmark set for accession negotiations under Chapter 11. This strategy paper refers to the EU-funded project TR. 0402.08/002 titled Technical Assistance for the Ministry of Agriculture and Rural Affairs for the design of a functioning Integrated Administration and Control System (IACS) and a Land Parcel Identification System in Turkey (LPIS), which was finalized in September 2007. This project, which assessed the country situation in terms of the establishment of the LPIS as well as the entire IACS, recommended further legislative and administrative actions to be taken for the identification of agricultural lands, development of the National Farmer Registration System and establishment of a functioning IACS and laid down the roadmap shown in Figure 1 based on the establishment of the LPIS and IACS through a sequence of complementary projects and the adoption of relevant EU regulations. These actions were approved by MoFAL and were agreed to form the basis for future planned LPIS work. In Turkey, farmers who apply for direct support (given on the basis of agricultural land) are registered in National Farmer Registration System (NRFS). NRFS maintains data on farmers (e.g. name, date of birth, citizenship identification number, etc.) and land information (whether he/she is the owner of the land, used area, type of use, crop produced, etc.). Administrative cross-checks are based on land title information in order to avoid double claims for the same cadastral parcel. However, these checks are mostly based on verification between the title deed and farmer declaration due to the lack of digital cadastral data, and may not cover a spatial control. So currently parcel identification system used in Turkey does not meet LPIS standards used in EU. This is the main gap between current situation and EU details of which are explained below. The key LPIS Digitisation Project aimed at addressing this gap is at the tendering stage.

The EU legislation stipulates the conduct of on-the-spot checks (OTSCs), which annually should cover at least 5% of all farmers applying for the single payment scheme or the single area payment scheme. OTSCs of areas, as a general rule, consist of two parts, the first of which relates to verifications and measurements of declared agricultural parcels on the basis of graphic material, aerial photography etc. The second part consists of a physical inspection

of the parcels to verify the actual size of the agricultural parcels declared and, depending on the aid scheme in question, the declared crop and its quality. Given the high number of farmers and aid applications in Turkey, farmers' applications need to be checked on-the-spot, at the control rate defined in EU legislation, by remote sensing techniques in order to verify the area and crop declared match with the real situation. For this purpose, field inspectors need to be furnished with a control plan and a pre-printed map of the parcels. OTSCs and training of staff for OTSCs are required to assure risk analysis and management, determination of sampling criteria, planning of controls, raising awareness farmers, documentation of findings and avoidance of mistakes in the procedure in line with Regulations 73/2009, 1122/2009, 1121/2009 and 1120/2009 and in full consideration of the Implementing Regulations stemming from the 2013 CAP reform. The strategy paper, which was accepted by the EU in May 2010, also refers to well trained staff capable of executing administrative and on-the-spot-controls being a main prerequisite, and the development of human resources capacity at MoFAL through training being of great importance. A fundamental prerequisite for the establishment of a fully functioning IACS is capacity building as regards cross compliance through trainings. As cross compliance is a main issue at the centre of the EU CAP and as its implementation requires substantial effort and the awareness and contribution of farmers, IPA contribution is required for progress to be achieved in alignment with the CAP. The Strategy is based on the adoption of Council Regulations. According to Strategy, design of LPIS for whole Turkey is fully compatible with EU's technical requirements and specification. The roadmap (Figure-1) of LPIS/IACS creation has been defined in the Strategy by projects. The key LPIS Digitisation Project is at the tendering stage. A project for the training of staff on IACS procedures has been accepted under the 2012 financial assistance programme.

MARA Implm Unit					MARA Implementation Unit for IACS															
IACS Regulation			Legislation IACS law																Implementation of IACS	
Project LPIS Digitalization						Creation of ortho-photos and digitalization of whole Turkey														
Project Permanent Crops Register													Creation of reg Permanent crops							
Project IACS/LPIS SW													IACS Software							
													SPS PA							
Project SW Maintenance																		SW maint		
Project Training Staff													Training on central and local level							
Project Training on Risk Analysis, Sample Selection & OTSC																			Training on central and local level	

Figure 1: Roadmap of of LPIS/IACS creation in The Strategy.

If this project proposal is not included in the package for the 2013 programming year, there will be a time gap in-between the launch of this project after the LPIS digitization project, financed under the 2010 financial assistance programme and currently at the tendering phase. The strategy paper has designed a project pipeline for the establishment of a fully functioning IACS and LPIS. Any disruption in the foreseen pipeline and its calendar would interrupt

ongoing work. The trainings foreseen in the measure proposed for the 2013 programming year shall contribute to building the capacity required for the use of digitized LPIS data.

On the other hand, cross-compliance is a mechanism that links direct payments to compliance by farmers with basic standards concerning the environment, food safety, animal and plant health and animal welfare, as well as the requirement of maintaining land in good agricultural and environmental condition. Cross-compliance includes Statutory Management Requirements and Good Agricultural and Environmental condition.

- Statutory Management Requirements: These requirements refer to legislative standards in the field of the environment, food safety, animal and plant health and animal welfare.
- Good agricultural and environmental condition: The obligation of keeping land in good agricultural and environmental condition refers to a range of standards related to soil protection, maintenance of soil organic matter and structure, avoiding the deterioration of habitats, and water management.

Cross-compliance is also an important tool for integrating environmental requirements and ensures that support to farmers contributes to promoting sustainable agriculture.

As cross compliance is the main issue in the reform development of the last years in the EU and as it needs great efforts to implement the understanding of farmers for this issue, it is justified to request the support from IPA funds for the alignment of Turkish legislation and administration to EU CAP. Full consideration of the implementing regulations associated with the CAP reform will be required.

With regard to green agriculture practices without more environmentally acceptable forms of agriculture, it is unlikely that sustainable development can be achieved in Turkey. According to the results of projects previously implemented by MoFAL, 19.2 % of Turkey is vulnerable to nitrate pollution, while 50 % of the pollution is caused by different sources. There is an urgent need to implement efficient and effective means to control agriculture-related pollution to the water and soil environment, in particular, to control nitrate pollution.

Climate change, water scarcity and water pollution caused by agriculture, urge Turkish policy makers to re-think about the environmental impacts of Turkish agriculture and its ability to adapt to climate change. At the same time, accession to the EU requires Turkey to introduce and enforce EU environmental legislation for agriculture. All this calls for an urgent action on re-designing agricultural policies in Turkey and for adoption of **green agricultural practices**. There already exists a legislative framework identifying environmental conditions for agricultural activities and sustainability. There are provisions for good agricultural practices in order to increase efficiency and environmental friendliness. However there is a need to incorporate all criteria and Turkish and EU standards to define the cross-compliance and identify its cornerstones.

The Capacity Building for Food and Feed Safety component is also proposed for the 2013 programming as strengthening of the food control system is one of the closing benchmarks of Chapter 12. The benchmark reads as follows: It's declared that "Turkey continues to set up and develop, in accordance with the acquis, the relevant administrative structures, in particular in order to implement a fully EU-compliant system for all relevant official controls, in particular operational Border Inspection Posts, including the funding of this system; Turkey further increases its administrative capacities and infrastructures; Turkey demonstrates that it will have sufficient administrative capacity to correctly implement and apply all the acquis covered by this chapter by accession."

Strategy for the transposition, implementation and enforcement of the EU acquis in Chapter 12 (one of the opening benchmarks for the Chapter) has been prepared and submitted to EU in 2010. In line with the transposition and implementation commitments made in this strategy document relevant EU legislation has been transposed with the Law No. 5996 and implementing regulations. Complementary to these transposition efforts, there is a need for the technical and financial assistance to alleviate the adverse impacts of implementing those mentioned legislation and to meet the structural requirements. Furthermore, the Ministry has been restructured with the adoption of the “Decree No: 651 on Establishment and Tasks and Responsibilities of the Ministry of Food, Agriculture and Livestock” dated on 03.06.2011.

As strengthening of food control system is one of the closing benchmarks of Chapter 12; Turkey needs to further increase its administrative capacities and infrastructures. To obtain sufficient administrative capacity to correctly implement and apply all the acquis covered by this chapter by accession, training of MoFAL personnel, especially those who are responsible for the official controls on every aspect of food and feed safety, animal welfare, animal by-products, risk assessment and zoonoses is considered crucial.

The full transposition of legislation, of which implementation requires significant financial and administrative investment especially TSEs, animal by-products not intended for human consumption, animal welfare will be challenging. Considering that some new rules to be introduced through transposition will require changes for the operators, transposition is planned to be completed at an earlier stage with a view to allow the operators to prepare for operating in a new legal environment, and implementation is postponed to later stages or to accession.

In addition based on the recommendations made in the final report of the project Upgrading of Turkish Food Establishments (ALTUN/AGRIF/TR0603.13-03/FWC/020) the successful monitoring of the establishments producing food that are in the process of upgrading to EU standards is considered essential, in terms of both the achievement of the goal of upgrading.

The “Technical Assistance to MoFAL for the Determination of the Needs for the Risk Assessment Department” (ALTUN/TANRA/TR2010/0740.01-2) identifies the needs for trainings besides other issues, related to risk communication and risk assessment under emergency/urgent/crises conditions. In order to provide rapid response to the risk managers and, if possible, to reduce the risk; simulations of emergency, urgent and crises conditions will be obviously helpful also to increase the preparedness.

In addition, the **Reinforcement of the Turkish Fisheries Management System** measure is proposed for the 2013 programming, as a General Directorate for Fisheries and Aquaculture has been established with the restructuring of MoFAL and technical assistance is required for capacity building. Based on the recommendations of the Final Report of Project “Technical Assistance for Introduction of Stock Assessment to the Fisheries Management System of Turkey (TR0702.02-02/001)” the responsibilities in data collection and data analysis should be distributed and information system should be improved, rules on designated ports and regimes should be developed and the Data Collection Plan should be discussed with the development of a long term, multiannual training policy; and a clear policy should be developed for managing fleet capacity, MSC and IUU fishing.

### **3 DESCRIPTION**

#### **3.1 OVERALL OBJECTIVE OF THE IPA SECTOR SUPPORT**



**The overall objective of IPA sector support is to prepare Turkey for the future implementation of the Common Agricultural Policy, Common Fisheries Policy and raise food and feed safety and public health levels to those of the EU.**

Specific Objectives of enhancing institutional capacity of MoFAL for the future implementation of EU support schemes and relevant requirements will contribute to the achievement of the overall objective of preparation of Turkey for the future implementation of the Common Agricultural Policy. The specific objective will be achieved through two results of introduction of control elements and risk evaluation functioning IACS and LPIS required for implementation and harmonization of Cross Compliance and enabling environment and creating policy tools for greening Turkish agriculture.

The implementation and full functionality of IACS (including all its components), capacity building for the efficient use of the IACS and LPIS is crucial for alignment with the EU CAP. Together with the alignment of cross compliance this will contribute to the management of annual income support payments provided to farmers (prevention of infringement and misuse and assurance of a fair distribution of funds). Implementation of the EU's Nitrate Directive together with raising awareness with regard to biodiversity and climate change will contribute to converging Turkish agricultural system to the European greening agricultural rules.

The specific objective of strengthening the technical and institutional capacity in Turkey for improving risk analyses based food and feed safety from production to consumption will contribute the overall objective of improving food and feed safety and public health levels to that of the EU. The specific objective will be achieved through the result of capacity building regarding official controls, animal welfare, zoonoses, risk assessment and communication, and animal by-product management.

The specific objective of reinforcing Turkish Fisheries Management System in order to comply with EU requirements will contribute the overall objective of preparation of Turkey for the future implementation of the Common Fisheries Policy. The specific objective will be achieved through the result of improved institutional, legal, financial and technical capacity for fisheries monitoring, surveillance and control and law enforcement by improving sustainable exploitation of marine fisheries resources through advanced controls, legislative enforcement and collection of fisheries data.

Furthermore, awareness shall be raised among stakeholders on the benefits of EU financial assistance provided under sector support in terms of the benchmarks to be fulfilled for EU accession negotiations and alignment with the EU acquis. The operations received under the sector support are foreseen to improve the technical capacity of MoFAL such that threats are avoided and managed and opportunities are created. The achievement of measurable benefits in the agriculture and rural development sector through the implementation of the sector fiche would increase public confidence in the sector and improve industrial viability. Continuation of efforts aimed at alignment with the EU acquis would not only have positive reflections on the accession negotiations process for Chapters 11, 12 and 13, but also increase market access through improved implementation, credibility of the Turkish agricultural services and increased competitiveness.

### **3.2 SPECIFIC OBJECTIVE(S) OF THE IPA SECTOR SUPPORT**

The Specific Objectives which contribute to overall objective of IPA sector support are:

1. To enhance institutional capacity of MoFAL for the future implementation of EU support schemes and relevant requirements.
2. To strengthen the technical and institutional capacity in Turkey for improving food and feed safety from production to consumption based on risk analyses in order to increase public health levels to that of EU standards
3. To reinforce Turkish Fisheries Management System in order to comply with EU requirements.

IPA sector objectives for 2013 programming overlap the three MIPD objectives given below:

- Facilitating the preparation of the Beneficiary Country for the future implementation of the Common Agricultural Policy (CAP) and related policies respecting the relevant EU standards and thereby ensuring a smooth integration into the Single Market,
- Alignment with the *acquis* in the area of food safety, veterinary and phyto-sanitary policy,
- Restructuring of the administrative system for fisheries required for the adoption of the *acquis* for fisheries resource management, including the strengthening of resource and fleet management as well as the fisheries inspection and control services, producer organisations and an integrated approach to sea-related activities.

The indicators listed below shall be used to determine whether the sector specific objectives have been achieved in terms of quantity, quality, time frame and location by the end of implementation:

**Indicators relating to Sector Specific Objective 1:**

- National support schemes will be linked with IACS after project completion, number and results of spatial checks conducted for the annual agricultural supports distributed will be increased by the year of 2016,
- Draft legislation will be elaborated for the transposition of EU *acquis* on cross compliance by the end of the implementation of measure 2.1.
- Awareness will be raised with regard to greening agricultural rules particularly on climate change and biodiversity issues resulting from agricultural practices, agri-environmental measures, post 2013 policies in green agricultural practices in the EU,
- Number of IPARD projects carried out in accordance with green agriculture practices will be increased at the end of the implementation of measure 2.1. ,
- A road map regarding implementation of green agriculture practices will be identified on agricultural holdings with aim to clarify the application implementation steps by the end of the implementation of measure 2.2.,
- Number of events for information exchange on European greening agriculture rules, climate change, biodiversity and nitrate pollution issues resulting from agricultural practices will be increased by the end of the implementation of measure 2.2.project.

**Indicators relating to Sector Specific Objective 2:**

- The number of outbreaks related to zoonoses will be started to be identified by the end of the implementation of measure 3.1
- The number of lab analysis in line with EU standards by the end of the implementation of measure 3.1 will be increased,
- Number of risk based official controls carried out in accordance with the procedures (checklists) and Multi-Annual National Control Plan will be increased by the end of the implementation of measure 3.1,

- Number of animal by products and feed establishments implementing HACCP will be increased by the end of the implementation of measure 3.1,
- Number of food establishments implementing HACCP will be increased by the end of the implementation of measure 3.1,
- Number of official controls conducted in agri-food establishments will be increased
- The Risk Communication Strategy will be implemented by the year 2015.
- Number of trained official controllers in EU food safety area will be increased.

**Indicators relating to Sector Specific Objective 3:**

- Number of illegal, unregulated and unreported (IUU) fisheries will be decreased,
- A minimum of 10% of the marine fleet will be annually controlled and inspected,
- Data for certain species in the Black Sea will be collected,
- Systematic fisheries data will be generated,
- Fisheries management strategies will be adopted by 2017,
- Law/legislation on fisheries MSC will be amended and entered into force by the end of 2016,
- Number of annual inspections will be increased compared to 2012,
- Number of joint international inspections in collaboration with competent authorities carried out will be increased,
- Number of IUU infringements, penalties and sanctions will be decreased through raising awareness on IUU fishing by the end of 2016,
- Number of marked fishing gears will be increased by the end of the the implementation of measure 4.1,
- Number of standardized fishing gears will be increased by the end of the implementation of measure 4.1,
- Number of data analysis reports prepared for policy makers will be increased until the end of the implementation of measure 4.1.

### **3.3 RESULTS**

Four results have been developed under Specific Objectives 1, 2 and 3. These results are:

1. A fully functioning IACS and LPIS established and control elements and risk evaluation required for implementation introduced (Under Specific Objective-1).

As the indicator of this result, linkage of national support schemes with IACS can be put forward. Moreover, number and results of spatial checks of annual agricultural supports by the year of 2016 will be the other substantial indicator.

2. Cross Compliance rules harmonized and policy tools created for greening Turkish agriculture to converge Turkish agricultural system to the European green agricultural rules (Under Specific Objective -1).

Elaboration of draft legislation and amendments to existing legislation on cross compliance by the end of the implementation of measure 2.1 will be one of the indicators of this result. Furthermore, increase in the number of events for information exchange on European greener agricultural rules and cross compliance will be other indicator for the result 2.

3. Capacity improved regarding official controls, animal welfare, zoonoses, risk analysis and animal by-product management. (Under Specific Objective -2).

Increase in the number of risk based official controls carried out in accordance with the procedures (checklists) and Multi-Annual National Control Plan, in the number of audited Official Controls and in the number of lab analysis in line with EU standards by the end of the implementation of measure 3.1 will be the indicators of this result. On the other hand, in the number of identification of outbreaks related to zoonoses will be the other indicator of the result 3.

#### 4. Reinforced Turkish Fishery Management (Under Specific Objective 3).

Improve the institutional, legal, financial and technical capacity for fisheries monitoring, surveillance, data collection and control and enforcement

Increase in the number of annual inspections, joint international inspections compared to 2012, adopted fisheries management strategies by 2016 and entering into force of Law/legislation on fisheries MSC by the end of 2017 will be the prominent indicators of this result.

### 3.4 MEASURES/OPERATIONS TO ACHIEVE RESULTS

#### **Measure 1.1: Training of staff on the spot controls (OTSC), Risk Evaluation and IACS Software**

IACS is the main tool used for the management and control of payments to farmers made by the Member States in application of the Common Agricultural Policy (CAP). IACS is the whole system which, by Regulation, includes a computer database, an identification system for agriculture parcels (LPIS), a system for the identification and registration of payment entitlements, aid applications, an integrated control system and a single system to record the identify of each farmer who submits on aid application.

It covers all direct payment support schemes as well as certain rural development measures. Furthermore, it is also used to manage the controls put in place to ensure that the requirements and standards under the cross-compliance provisions are respected. Also a complete system should include the livestock and other registers depending on the type of payment schemes that are going to support. The system ensures a unique identification of each farmer as well as of all agricultural parcels of land and, if needed, of animals. The system covers also the processing of the aid applications.

The development of such system is vital for the Paying Agency, as throughout it has to ensure the implementation, payments and control of subsidies and guarantee admissibility of claims and compliance with Community rules, checking of payments before authorization, payments are correctly effected and fully recorded in the Accounts, necessary documents are submitted within time and as laid down in Community rules,

With the measure it has been aimed to increase the capacity of MoFAL with the introduction of control elements and risk evaluation required for the future implementation of IACS and use of LPIS; to avoid market and competition distortions; to prepare for the establishment of a Paying Agency for the single payment scheme (SPS) using IACS, to manage the payment system through IACS by establishing a unit within the Paying Agency and to improve system capacity for the implementation of effective support programmes to manage SPS.

By its definition, IACS should manipulate a lot of different databases (Non-spatial and spatial) like:

- the administrative register of agricultural producers, holdings and entitlements
- the identification system for agricultural parcels through the use of computerized geographical information system (GIS) techniques including Orthoimagery
- the alphanumeric system for the identification and registration of animals and support all the measures for Direct Payments and Rural Development which actually are the pillars for the implementation of EU CAP.

IACS software will cover the needs of the responsible body (future Paying Agency) to operationally support the mechanisms for administering, control, accounting and funding the payments for the implementation of CAP including support of farmers on the necessary procedures to complete their applications submission. Such a tool is needed for keeping and maintenance of the various databases up to supporting and ensuring effective verification of compliance with the terms under which aids are granted and the various measures are implemented. It will be a tool for monitoring/record keeping/reporting/forecasting of payments, finding and analyzing irregularities and supporting the EU requirements for clearance of accounts. Functional components of the software are given in Annex 4.

The OTSC is a vital part of IACS and they will cover also controls on Cross Compliance requirements. The nature of such works, as they include also field visits, are time consuming and require a significant number of trained personnel to be available.

With this purpose the following activities will be carried out:

- Preparation of guide book for OTSC customized for Turkish situation and guidebooks for the control procedures
- Selection of persons suited and capable for becoming trainers (100) and production of training units and perform 7 training events
- Training material is developed, information and documentation rules and given to the trainers as handouts
- 100 trainers are trained at central and provincial level to develop a detailed knowledge of the system
- 3600 staff receive training by the trainers under supervision of key experts in issues of on-the-spot-controls and related procedures (supervise nearly 180 training events on local level). In Turkey there are 81 Provincial Directorates and more than 3.000.000 farmers. Regarding the fact that the average number of actual personnel working on the OTSC in EU is 1 person for every 1000 farmer's applications, nearly 3600 persons are needed to complete the task considering the workload of the directorates. This number will be further allocated to 81 provinces according to the number of agricultural habitant and the capacity of provincial directorates in each. In addition, as not all of the trained personnel will be available on a particular time period to deal with the controls, it is necessary to have a significant pool of trained personnel to cover all the needs within a limited time.
- Training materials are revised for future training programmes and reporting completed
- SW including all required modules of IACS/LPIS management is delivered and installed; a training program aiming to train the trainers (around 100 staff) is convened. Within this context; TA will include identification of agricultural parcels, customization of software for computer aided photo interpretation, development of a web based software for graphical application forms and maps, delivery and installation of software including all required modules of IACS/LPIS management, preparation of Manual and Guidelines of customised software, training of trainers related to software (105 trainers will be trained at central and provincial level to develop a detailed knowledge of the system). This SW will

be created and developed in a way which will meet the project needs to be implemented with the aim of establishing the IACS system requested by the EU. The SW will integrate registers available, including livestock register. The justification for the amount earmarked for software is given in Annex - 4. The following steps will be followed to generate the software:

- Feasibility study and preparation of an "IACS master plan", including proper assessment and study of the requirements, needs and processes compliant to IPARD and CAP,
- Definition and implementation of workflows and procedures, these rules will be performed within the frame work of the regulations and by-laws in accordance with EU legislation.
- Design and development of software modules to support the defined processes,
- Implementation of the rules, processes, accounting managements' and reports,
- Interfaces development,
- Data migration, data cleansing and integration of various registers and spatial data,
- Studies on capacity building, re-organization of structure,
- Change management, risk management,
- Documentation of processes/procedures,
- Training, user's support.

#### Indicators of the Measure 1.1

- Guide books for OTSC used in the 7 training events by 100 trainers,
- 3600 staff trained on OTSC and related procedures until the end of the implementation of measure 1.1,
- Number of training events held until the end of the implementation of measure 1.1,
- Software including all required modules of IACS/LPIS management that integrate all relevant registers is delivered and installed until the end of the implementation of measure 1.1,
- Number of staff trained by 105 trainers related to software by the end of the implementation of measure 1.1,
- Number of accession to the web based SW.

#### Operation 1.1: Technical Assistance -IACS with a budget of 6.400.000 €

#### Lead Partner on the Measure: GD of Agricultural Reform

#### **Measure 2.1: Harmonization of Cross Compliance Rules**

This measure aims to establish a cross compliance system that shall link agricultural supports for farmers to compliance with statutory management requirements related to environmental protection by developing relevant standards in line with EU legislation, raising awareness among farmers and checking the compliance of farmers to the standards set.

Under this measure, national legislation establishing a basis for cross compliance will be elaborated in alignment, with relevant EU legislation including latest revisions under the CAP reform, through the preparation of draft legislation and if required proposals for legislative amendments. Furthermore, a cross compliance implementation plan will be prepared, and procedures to control the respect of cross compliance rules by farmers, including rules for penalisation in case of incompliance (exclusion of farmers from agricultural support schemes and deductions from direct payments to farmers) will be elaborated. Informative material to

be distributed to farmers shall be prepared for raising awareness. The measure not only provides input for mandatory cross compliance including animal welfare and food safety as aforementioned in the Annex II of Council Regulation (EC) No 73/2009 but also for optional agri-environment measures implemented under rural development, including those under IPARD.

In addition, single farm payment activities and measures to control the justification of the payments and to prevent fraud require participatory approach therefore awareness raising campaign and capacity building of the relevant stakeholders i.e., MoFAL staff, institutions, local authorities and NGOs, are going to be carried out under this measure.

Therefore this measure intends to:

- elaborate a review of all Turkish laws establishing a basis for cross compliance
- approve whether and how far these laws are compatible with EU legislation comprising 19 community legislative acts for statutory management requirements and 4 issues with 11 themes of community framework of minimum requirements for good agricultural practice and environmental conditions, subject to modification under the CAP reform, selecting as required.
- elaborate proposals for legislative adjustments and inform farmers of their obligations and
- implement procedures to control the respect of the cross compliance conditions by the farmers including rules for exclusion and deductions from the direct payments to the farmers not complying.

According to the Turkish administrative system, a by-law has to be enacted for the implementation of IACS / LPIS. Single farm payment activities and measures to control the justification of the payments and to prevent fraud require participation and training of the MoFAL staff, institutions, local authorities and NGO's as far as they are involved in cross compliance procedures. Therefore, these institutions should closely accompany this project. There is no doubt that staff working on IACS/LPIS has to be trained to make efficient use of these two managerial tools.

In this sense, this measure is a follow up exercise using the methodology developed in the previously mentioned project (Project TR0402.08/0002) for the implementation of IACS / LPIS throughout the country, as well. It will help Turkey to implement a functioning integrated administration and control system in line with Council Regulation (EC) No 73/2009 and Commission Regulations (EC) 1120/2009, 1121/2009, 1122/2009 and regulations stemming from the CAP reform. This system will be integrated with LPIS and the animal identification and registration systems.

The activities under this measure are as follows,

- Elaboration and assessment of the current status of the Turkish legislation and institutional setting in the field of cross compliance,
- Elaboration of interrelation between cross compliance rules and other relevant EU legislation,
- Study for the adoption of European legal requirements in Statutory Management Requirements (SMRs) and Good Agricultural and Environmental Condition (GAEC) in Turkey,

- Analysis on the practical implementation of SMRs and GAEC prototypes in Turkey and related technical issues,
- Study on the available data set and their possible usage for supporting the implementations of cross compliance,
- Preparation of draft legislation and proposals on the required infrastructure and re-organization needs of the responsible bodies and amendments to existing legislation where applicable and submission them to relevant government institutions for consultation and reporting the results ,
- Elaboration of Cross-compliance Implementation Plan
- Preparation of a Cross Compliance Inspections Field Guide
- Elaboration of information sheets to make farmers aware of their obligations Preparation drafts of the treatment of minor cases and de minimis rules for applying reductions,
- Elaboration of control procedures and impact of cross compliance on support schemes ,
- Development of a Farm Advisory System (FAS); training of the MoFAL staff, institutions, local authorities and NGOs as far as they are involved in cross compliance procedures as single farm payment activities and measures to control the justification of the payments and to prevent fraud require participation,
- Development and execution of an information campaign addressing to the administration and farmers.

The indicators of Measure 2.1 are

- Draft legislation and amendments to existing legislation on cross compliance prepared by the end of the implementation of measure 2.1,
- Cross-compliance gap analysis report and Implementation plan and procedures prepared by the end of the implementation of measure 2.1,
- Number of trained MoFAL staff, representatives of institutions, local authorities, farmers and NGO's on cross compliance by the end of the implementation of measure 2.1.

Operation 2.1: Twinning- with a budget of 930.000 €

Lead Partner on the Measure: GD of Agricultural Reform

### **Measure 2.2: Capacity Building to converge Turkish agricultural system to the European greening agricultural rules and improving of the implementation of the EU's Nitrate Directive**

This measure aims to help converge the Turkish agricultural system to the post CAP reform European greening agricultural rules by;

- capacity building on the understanding and implementation of the European greener agricultural practices in Turkey
- awareness raising on climate change and biodiversity issues resulting from agricultural practices, agri-environmental measures implemented under the rural development

Implementation of the Nitrate Directive, which also serves greener agricultural practices, is one of the most important parts of cross compliance rules of the EU. Therefore awareness-raising along with capacity development particularly related to nitrate pollution caused by agricultural activities will be carried out. Since Turkey is at an early stage in implementing EU legislation, it is intended to accelerate environmental compliance of the agriculture sector.



A cost benefit analysis for the implementation of agri-environmental practices will be carried out mainly for the environmentally sensitive areas which were determined under the project for Implementation of the Nitrate Directive in Turkey (TR 07 02.06-02). The elaboration of a road map towards greener Turkish agriculture also aims to guide the IPARD Managing Authority in defining particular zones where urgent measures for more rational farming to prevent and/or reduce nitrate pollution resulting from agricultural practices are needed. This will contribute to the absorption of IPARD funds. Thus, this measure would create impact by increasing the awareness of the Managing Authority on related investments and create a win-win situation for all actors in the sector.

Capacity building and awareness raising activities shall cover the full scope of EU greening agricultural rules rather than only focusing on Nitrate Directive are determined as key preliminary elements of this measure to create a comprehensive understanding of the EU practices. To ensure the sustainability of the results of the Project TR 07 02.06-02 further studies are required for the implementation of the Nitrate Directive in Turkey. Therefore, this measure will complement previous actions taken to adopt EU greening agricultural rules in view of current needs.

The activities under this measure are as follows:

- The selection of farms to initiate greening practices. In Turkey, there are nearly 2.000.000 agricultural holdings in 51 provinces which are defined as Potential Nitrate Vulnerable Zones. Although the sample size was defined as 2.000 holdings by using the ratio of 0.1% and regarding the diversity of farming in Turkey, the number has been decreased to 1.000 due to the shortage of budget and time.
- The selection of these 1000 agricultural holdings according to provinces will be performed based on the selection criteria to be laid down by the MoFAL. Only a cost-benefit analysis will be conducted for these 1000 holdings.
- The compilation and submission of techno-economic study reports. The data obtained from the 1000 agricultural holdings shall be compiled and together with the use of suitable tools/standards, cost estimates will be set forth. The contractor shall provide the software for relevant analysis if necessary.
- Preparation of a road map for agricultural holdings with an aim to clarify the application steps of environmentally friendly farming practices. This road map will assist the policy makers in designing agri-environmental policies and determining the cost of full implementation country-wide. The conduct of a two-step awareness campaign. The first one will address encouraging the adaption of European green agricultural practices beneficial to climate change, biodiversity issues and the environment by means of both meetings and publications such as leaflets etc. for the MoFAL staff working at both provincial level and headquarters. The second one will address reducing agricultural pollution resulting from nitrate and adopting better agri-environment practices by means of broadcasting of radio spots, public spots for national TV channels, publications for relevant stakeholders i.e. farmers.
- The design and conduct of training programs on the implementation of Nitrate Directive and the European green agricultural practices: A Curriculum will be developed, and training materials will be prepared for capacity development of fully implementation of Nitrate Directive and for future implementation of the European green agricultural practices. Trainings will be provided for 1837 participants including MoFAL staff and

representatives of various stakeholders for all 81 provinces. More information in terms of how to calculate the number of trainees can be found in Annex 4, where the indicative costs and justifications are written, under Operation 2.2 section.

- Study visits of 60 staff to Member States to observe best practices and to acquire lessons learned regarding climate change, biodiversity, implementation of Nitrate Directive and its contribution to the European greening and post 2013 policies in green agricultural practices in the EU.

The indicators of Measure 2.2 are

- Number of events for information exchange on the European greener agricultural rules, climate change, biodiversity and nitrate pollution issues resulting from agricultural practices by the end of the implementation of measure 2.2,
- Number of broadcasted spots in media, distributed leaflets and guidebooks by the end of the implementation of measure 2.2,
- Number of staff and stakeholders trained with regard to reducing agricultural pollution and adopting better agri-environment practices by the end of the implementation of measure 2.2.,
- Cost benefit analysis results and Road Map regarding implementation of Nitrate Directive identified on agricultural holdings with aim to clarify the application steps of implementation of the Nitrate Directive Criteria by the end of the implementation of measure 2.2.
- Techno-economic studies results and Road Map regarding implementation of green agriculture practices identified on agricultural holdings with aim to clarify the application implementation steps by the end of the implementation of measure 2.2.

Operation 2.2: TA with a budget of 1.704.640 €

Lead Partner on the Measure: GD of Agricultural Reform

### **Measure 3.1: Capacity Building Regarding Official Controls, Risk Communication and Risk Assessment, Animal Welfare, Zoonoses and Animal By-Product Management.**

Law on Veterinary Services, Plant Health, Food and Feed (Law 5996) was published on 13.06.2010. The Law No 5996 establishes a framework for veterinary services, zootechnics, plant health, food safety, feed, hygiene and official controls, while leaving the details to secondary legislation. Based on the Law 5996, the main EU hygiene legislation has been transposed by *Regulations on Food Hygiene* (transposes Regulation (EC) No 852/2004, in force since 17.12.2011), *Specific Hygiene Rules for Food of Animal Origin* (transposes Regulation (EC) No 853/2004, in force since 27.12.2011) and *Registration and Approval Procedures for Food Business Establishments* (in force since 17.12.2011), *Feed Hygiene* (transposes Regulation (EC) No 1831/2003, in force since 27.12.2011).

On the other hand, MoFAL has been restructured in 2011 with the Law No 639 on “Establishment and Tasks and Responsibilities of the Ministry of Food, Agriculture and Livestock”. With Law No 5996, and related secondary legislation and Law No 639, the task distribution within the MoFAL has exposed to changes and new responsibilities have been given to the Directorates and MoFAL personnel. These changes require increasing the capacity of the Ministry to be able to perform new tasks on all aspects of food and feed safety. To obtain sufficient administrative capacity to correctly implement and apply all the acquis covered by this chapter by accession, training of MoFAL personnel on every aspect of food

and feed safety is considered crucial. Considering the process the MoFAL has been experiencing to carry out the new tasks resulting from transposition of EU acquis, the trainings given on this area will increase the implementation capacity of the Ministry.

The aim of the measure is to increase the capacity of the MoFAL regarding risk based official controls on food and feed safety, animal welfare, zoonoses and animal by-product management.

According to the type of activities and budgetary limits of PRAG the activities under this measure will be conducted under 2 operations through 1 twinning and 1 TA contract:

#### Operation 3.1: Twinning - Food and Feed Safety with a budget of 2.000.000 €

- Preparation of the procedures (checklists) for inspections, including animal welfare and geographical indications, inspections related to HACCP, audits of official controls in order to increase the efficiency of official controls
- Preparation of improved Multi-Annual National Control Plan for food establishments in accordance with 882/2004/EC and including feed establishments.
- Training of 600 control officials on food safety, based on dairy, meat, cereals, fruits and vegetables sectors, implementation of risk based control system, protection of geographical indications, animal by products and animal welfare
- Training of 780 control officials on food safety legislation covering food hygiene, labelling, microbiological criteria, food contact materials, HACCP audit on food, GMO's, novel foods, geographical indications, sampling to increase the official controls to the desired level in Turkey
- Training of 90 feed experts from General Directorate of Food and Control and Provincial Directorates on HACCP audits and implementation of HACCP in feed establishments
- A study visit to EU by 60 control officials performed to observe the implementation of official controls (including Official Controls and HACCP audits in feed establishments and approval/registration of agri-food establishments for food-feed-animal by-products establishments) on the spot
- A study visit to EU by 10 control officials from General Directorate of Food and Control performed to observe the implementation of audits of official controls
- Training of 40 laboratory staff with regard to the analysis methods used for the official controls on the protection of geographical indications
- Training of 20 laboratory staff with regard to the analysis methods used for food contact materials
- Training provided to 80 laboratory staff for the food and feed related new analysis methods used in EU laboratories at least and not limited on migration, GMO, additives, residue, component on foods and hormone.
- A study visit to EU and a training programme to 40 food laboratory staff to observe analysis for biotoxins, GMO, food component analysis, enzyme, antibiotics, vitamins and microbiology analysis carried out at the EU labs
- A study visit to EU and a training programme to 30 feed laboratory staff to observe analysis for enzyme, antibiotics, coccidiostats, vitamins and microbiology analysis carried out at the EU labs
- A study visit with regard to zoonoses will be held to the EU for 10 officials from MoFAL in order to perform the implementation of Salmonella Legislation (2160/2003/EC, 200/2010, 517/2011, 200/2012, 1177/2006).

#### Operation 3.2: Technical Assistance - Food and Feed Safety with a budget of 2.743.360 €

- Training of 80 staff at provincial directorates of MoFAL on foodborne zoonoses (especially on salmonella and campylobacter control programs) including sample

collection for development of sample methodology and epidemiology studies concerning zoonotic agents.

- Training on zoonoses to 50 staff at veterinary control institutes, provincial control laboratories and the national food reference laboratory
- Collection of zoonoses related data, preparation of national zoonoses control programmes including preparation of procedures for the transfer of isolates for zoonoses to national reference laboratories according to the data collected
- In collaboration with MoH software development for monitoring zoonotic agents in Turkey and evaluating data and also making cooperation with the systems of MoH and EFSA database related to the zoonoses customised to overcome the deficiencies of coordination between MoFAL and MoH on monitoring food borne outbreaks. There is a need for web based database to monitor and evaluate the outbreaks and to train food control officials on tracing back for the evidences in order to comply with EU.
- Training of 30 officials of GDFC on risk communication and preparation of the risk communication strategy
- Organization of three 2 day workshops with participation of 150 representatives of the stakeholders (i.e. public institutions, universities, NGO's and food/feed sector representatives) related to risk communication and risk communication strategy to reflect the views of the stakeholders and also to increase the awareness
- Training and performance of emergency and crises condition simulations on the 4 main areas (i.e. food safety, feed safety, animal health and plant health) including the role of risk assessment with the participation of the 30 officials for each from related Departments of MoFAL
- Following the simulations, the General Plan for Crises Management, the Contingency Plans of the MoFAL for food/feed and the results of the simulations will be analyzed and the role of risk assessment in these plans will be determined
- Preparation of procedures for precautionary measures, contingency plans, emergency cases and crisis management for food and feed
- Establishment of a database for monitoring animal by-products
- Training provided to 250 representatives from the enterprises which use, store or process animal by-products,
- Training of 150 officials on animal by products and HACCP specific to animal by products,
- Training of 100 veterinarians as trainers on the implementation of the EU and national legislation "The Regulation on the Welfare of Farm Animals", "The Regulation on the Welfare and Protection of Animals During Their Transfers", The training should also cover the slaughtering issues in case of an epidemic of poultry, ovine and bovine animals. The training is expected to include; the approval of animal means of transports, travelling register numbers, the use of GPS systems, embarking and debarking of animals, proper treatment to animals during the transfer, official controls, the special requirements during the ground, sea, train and air transfer issues.
- Trainings on animal welfare to approximately 300 food business operators, farmers, slaughterhouse operators, official veterinarians responsible for approving the carriers, drivers, companions during transfers and means of transports, authorized veterinarians and control officials.
- Improvement of infrastructure aimed at publicity and informing studies to raise public awareness of officials, farmers, consumers and food business operators (including web-site, public trailers, brochures, posters, guide books, training materials, field visits for feed

and animal by products) with regard to all activities under food and feed safety, including animal welfare.

The indicators of Measure 3.1 are

- Number of risk based official controls carried out in accordance with the procedures (checklists) and Multi-Annual National Control Plan by the end of the implementation of measure 3.1,
- Number of staff and stakeholders trained with regard to food and feed safety, official controls by the end of the implementation of measure 3.1,
- Number of audited Official Controls and Official Controls of geographical indications until the end of the implementation of measure 3.1,project
- Increased knowledge on risk based official controls by the end of the implementation of measure 3.1,
- Number of animal by products and feed establishments implementing HACCP
- Increase in the number of HACCP audits in food establishments
- Preparedness of the MoFAL to emergency and crises conditions increased with regard to food safety, feed safety, animal health and plant health by the end of the implementation of measure 3.1.
- Increase the knowledge on analyse methods of food and feed labs by the end of the implementation of measure 3.1.
- Increase in the number of lab analysis in line with EU standards by the end of the implementation of measure 3.1.The number of outbreaks related to zoonoses has been started to be identified.
- Awareness raised with regard to risk communication and preparation of the risk communication strategy and animal welfare

Lead Partner on the Measure: GD of Food and Control

**Measure 4.1: Reinforcement of the Turkish Fisheries Management System**

A Fisheries Information System (FIS) was developed under the service contract of “*Fisheries Sector-Legal and Institutional Alignment to the EU acquis*”, which was conducted under the 2003 Financial Co-operation Programme of the European Union and ended in 2007, aimed at alignment with the fisheries *acquis* in relation to fishery data collection. The project titled “Introduction of Stock Assessment to the Fisheries Management System of Turkey” launched in 2007 enabled only a limited analysis of the data collection system and the data-base (Fisheries Information System-FIS/SUBIS) was established according to the needs of the former Ministry of Agriculture and Rural Affairs (total stock amount, biological data etc.) valid for that time period. In view of the establishment of an independent Directorate General for Fisheries and Aquaculture within MoFAL, which shall address fisheries management in more detail and with greater precision, and given the need for the improvement of the monitoring and reporting of catches, landings, and fishing activities, the aim of this measure is to establish a fully-fledged system for the generation of additional complementary information on landings, first hand sales, vessel movements and fishing operations.

In order to impose stronger provisions against infringements the Fisheries Law-1380 have been amended. Despite the existing regulatory structures formed in relation to fisheries MSC, there is an emerging need to improve compliance of these structures with the requirements of the Fisheries *acquis*. In this context, development of effective mechanisms for monitoring surveillance and control (MSC) and improvement of an integrated data system for sharing information between inspection and control authorities are of high importance in terms of sustainable exploitation of fisheries resources by Turkey. After conducting the activities within this measure;

1. Institutional, legal, financial and technical capacity for fisheries MSC is going to be improved,
2. Policy strategies for fisheries MSC and enforcement are going to be operational as part of national fisheries management regime.
3. More deterrent management measures will be implemented against IUU fishing.
4. National fisheries (including inland waters and aquaculture) data systems will be improved.

The activities under this measure are as follows,

- Review of fish stocks and fishing fleet management systems within the framework of newly reformed EU Common Fisheries Policy,
- Review and assessment of current national legislation, institutional, financial and technical frameworks on fisheries MSC in accordance with Common Fisheries Policy and requirements of relevant regional and international fisheries management organizations
- A study on marking possibilities of fishing gears for effective combat with IUU and ghost fishing.
- A study on standardization of fishing gears and nets for optimum selectivity and protection of stocks from overexploitation.
- Preparation of a manual for inspectors to be used in MSC practices and improvement of a MSC national monitoring and evaluation system.
- Improvement of collaboration and cooperation on MSC practices and exchange of experience and information with competent regional and international fisheries authorities.
- Trainings and workshops for MoFAL staff inspectors and stakeholders on fisheries management, MSC and IUU fishing.
- Improvement of Fisheries Information System in terms of collection and dissemination of data MSC and IUU fishing.
- Review and assessment of national fisheries data collection, analysis, dissemination and reporting systems,
- Preparation of a national fisheries data collection programme including financial assessment of needs and training need assessment for MoFAL staff, researchers and fisheries sampling officers and delivery of on-job trainings on the issues identified by the assessment,
- Development of proper national criteria for fisheries data quality and a national fisheries sampling system (including methodologies and sampling forms) in comply with EU and Regional Fisheries Management Organizations-RFMO's (i.e. ICCAT and GFCM), to which Turkey is a member of,
- Establishment of effective and functional fisheries data collection system including fishing capacity and fishing effort in accordance with the requirements of the EU and RFMO's,
- Raising awareness among fishers and other relevant stakeholders on importance of data collection for sustainable fisheries management,
- Capacity building on statistical analysis in fisheries and aquaculture. Consultancy on the improvement of Vessel Monitoring System-VMS and analyzing of VMS data,
- Study visits of 150 staff to Member States to observe practices of institutional, technical and administrative structuring for MSC activities and observer programs until end of the the implementation of measure 4.1. This study visits include training of VMS, MSC and data collection. 10 staff for VMS, 70 staff for MSC, 70 staff for data collection will be trained for 5 days. Administrators and technical staff working in the General Directorate,

managers and technical staff working in the provincial organizations, control officers from Coast Guard Command will deepening the knowledge during the study visits,

- Internship of 30 staff on data analysis, MSC and IUU fishing and law enforcement (15 persons for data analysis and 15 person fisheries management and MSC will be trained for 15 days).

The indicators of Measure 4.1 are

- Adopted fisheries management strategies by 2016, Law/legislation on fisheries MSC amended and entered into force by the end of 2017,
- Increased number of annual inspections, joint international inspections compared to 2012,
- A minimum of 10% of the marine fleet is annually controlled and inspected,
- Number of IUU infringements, penalties and sanctions decreased through raising awareness on IUU fishing by the end of 2016,
- Fisheries ecosystem-based resource management measures has been improved,
- Data for certain species in the Black Sea collected,
- Number of marked and standardized fishing gears by the end of the implementation of measure 4.1,
- Number of data analysis reports prepared for policy makers until the end of the implementation of measure 4.1,
- Number of unique MSC practices in collaboration with competent authorities by the end of the implementation of measure 4.1,
- Number of trained inspectors and stakeholders on fisheries management, MSC and IUU fishing and data collection by the end of the the implementation of measure 4.1,
- Number of data entry to Fisheries Information System until the end of the implementation of measure 4.1,
- Number of data analysis reports prepared for policy makers until the end of the implementation of measure 4.1.

Operation 4.1: Twinning-Fisheries with a budget of 1.690.000 €

Lead Partner on the Measure: GD of Fisheries

### **3.5 OVERVIEW OF PAST OR ONGOING ASSISTANCE, LESSONS LEARNED, MECHANISMS FOR DONOR COORDINATION/SECTOR WORKING GROUP AND/OR POLICY DIALOGUE**

Since 2007, Turkey is receiving EU financial assistance under IPA. The allocation for 2012 and 2013 totals € 860.2 million and € 935.5 million, respectively. The share of funds provided under IPA-I for 2012 and 2013 are € 227.4 million and € 246.2 million, respectively, whilst the share of funds made available under IPA-V are 189.7 million and 213 million, respectively. Total IPA allocations and IPA-V allocations for Turkey have shown an incline over the course of time. In the agriculture and rural development sector, IPA assistance is provided under components I (Transition Assistance and Institutional Building) and V (Rural Development). Funds allocated under these components make a significant contribution to the achievement of the targets set, yet prove to be inadequate especially as regards component I, compared to IPA funds made available to other candidate and potential candidate countries, in terms of the size of Turkey and financial assistance per capita. Under IPA-I, the civil society dialogue (CSD) grant scheme in the agriculture and fisheries sector, aims to foster dialogue between civil society organizations (CSOs) in Turkey with their counterparts within the EU. CSOs including universities, local administrations, professional organizations, cooperatives, associations, consumer organizations, and chambers of commerce are supported under 23

projects in areas such as aquaculture, organic agriculture and traceability in the food sector with a total budget of € 2.8 million. A considerable number of projects have been carried out in the sector. A complete list of the projects completed and ongoing under IPA-I is given in Annex-8. The list of projects carried out by means of other financiers is included in the Sector Alignment Strategy. Apart from that, national government is also contributing to the sector, with an amount of 578.6 million TL for the year of 2012. This amount for the year of 2011 was 219.22 million TL.

**LESSONS LEARNT:** Apart from the specific lessons learnt from the application of each individual project, the summary of the most common lessons learnt identified by the Result Oriented Monitoring TA for Turkey belonging to the sectors of Chapter 11, 12, and 13 are as given below:

- Legislative alignment requires relatively long time,
- Political commitment is of importance for achieving the objectives of projects,
- Problems may arise in launching the inter-related activities within the identified starting period when the project has more than one contract,
- Stakeholder participation is of high importance for subsequent acceptance of management decisions,
- On-site trainings/study visits and observation of practical implementation of issues are quite useful for acquiring the necessary qualifications,
- Ownership by MoFAL directly affects the success of the project as ownership is directly linked with the factors related to the timely preparation of contracting documents, establishment of project teams that require specific expertise, retention of trained staff,
- Human resources allocation for software development as well as the maintenance of IT systems which have been developed with IPA funds is of high importance for achieving the objectives of the projects,
- Selection of project team, trainers, and experts and programming of project activities are the factors that affect success of the project,
- Allocation of areas should be made and work permits should be obtained before projects launch,
- Sustainability of the project results or outcomes after the project is completed is of high importance for achieving the objective of the projects
- A strategy at MoFAL for ensuring adequate continuation after the project end is a necessity. An internal monitoring system that allows MoFAL to follow up on recommendations made by the project experts should be developed and applied.
- The need to improve the dissemination of outputs, particularly to provincial staff and to relevant stakeholders
- The roles and responsibilities of the staff and a clear guideline for their duties to be developed and shared with the staff to improve their ownership.
- Establishing a cross-checking mechanism for the data collectors is of high importance
- MoFAL ensures continuity of the staff whose capacity has already been developed within these projects.
- MoFAL should identify a specific number of experts at each of the provinces/sub-provinces with clear responsibilities; and adequate logistic support needs to be provided to ensure the data collection widespread in the country.
- MoFAL cooperates with TURKSTAT to ensure producing agricultural statistics with adequate data quality in line with the EU.



**MECHANISMS FOR DONOR COORDINATION/SECTOR WORKING GROUP AND/OR POLICY DIALOGUE:** A considerable number of projects have been carried out in the sector. A complete list of the projects completed and still being implemented under IPA, together with their results or targets is given in the ARDSAS. A working group between donors and the Commission has been set up in 2008 in order to coordinate all rural development related activities on the ground in Turkey. The MEU, which contributes to the preparation of financing agreements with the EU; ensures the general coordination of EU pre-accession financial assistance and decentralised implementation system for use of funds; carries out secretariat services of the NIPAC in the framework of the decentralised implementation system (DIS); and monitors, programmes, evaluates and coordinates financial assistance; also comes together with donors to seek opportunities of complementary donor financing.

### **3.6 SUSTAINABILITY**

The key elements and conditions that contribute to ensure the sustainability of the results of the sector support are listed below:

- a) Continued Government and EU commitment towards Turkey's accession
- b) Agreement of the EU to provide financial assistance towards the implementation of CAP in Turkey
- c) Availability of national funds for future investments
- d) Political and economic stability
- e) Good macro economical results
- f) Sufficient allocation of financial and human resources by the Turkish Government, both at central and local level. Trained and experienced staff at key positions should also be kept.
- g) Appointment of adequate number of qualified staff at the relevant public institutions for the implementation and monitoring of the Sector Alignment Strategy (ARDSAS).

IPA assistance makes a positive contribution to the Europe 2020 strategy by strengthening employment opportunities in rural areas and in fisheries and by improving the competitiveness and technological modernisation of small- and medium-sized enterprises (SMEs) in the agri-food sector through investments to upgrade to EU standards.

#### **SUSTAINABILITY WITH REGARD TO MEASURES:**

##### Measure 1.1: Training of staff on the spot controls (OTSC), Risk Evaluation and IACS Software and Measure 2.1: Harmonization of Cross Compliance Rules

The measure is complementary to 2004 project fiche (TR04.02.08 001 and 002) on Preparation for the Implementation of EU Common Agricultural Policy (CAP). In order to ensure sustainability of the developed systems, MoFAL prepared and submitted a Strategy Document, as a formal commitment towards this ultimate goal. Content of the governmentally approved Strategy document are shaped in compliance with the comments of EC authorities. Strategy provides a commitment on the future maintenance and sustainability of the system. Activities will take into account the compatibility between the CAP/IACS and Turkey's national agricultural support programmes to ensure that all components are relevant and for the use and improvement of Turkey's national support programmes. The IACS and LPIS are dynamic by nature and so MFAL will be required to have a body of experts at central and provincial level, able to assimilate future modifications as well as guiding colleagues.

##### Measure 2.2: Capacity Building to converge Turkish agricultural system to the European greening agricultural rules and improving of the implementation of the EU's Nitrate Directive

Within IPA 2007 programming the Project of Implementation of Nitrate Directive in Turkey (TR 07 02.06-02) has been carried out to strengthen the capacity of the MoFAL in order to implement Nitrates Directive and control nutrient pollution caused by agricultural activities. This measure will be a follow up of this Project for implementation of environment-friendly (greener) thus sustainable farming. In addition sustainability of achievement of the measure will be ensured with the IPARD funds since agri-environmental activities will be included in the new IPARD Programme covering the period 2014-2020.

Agri-environment measures may be taken at national, regional or local level so that they can be adapted to the particular farming systems and environmental conditions, which vary greatly among Turkey.

In areas with intensive agricultural production measures are often focused on reducing environmental risks (e.g. reducing fertiliser or pesticide inputs, planting winter cover to reduce nitrate leaching etc), but there may also be measures focused to protect nature (e.g. the leaving of straws in intensive arable areas to provide food for birds). In extensive farming areas, an environmental risk is generally linked to land abandonment, resulting from the abandonment of labour-intensive traditional farming practices important for the preservation of nature. In these areas measures tend to focus on continuing or re-introducing traditional farming practices with a view to nature protection (e.g. maintaining hedgerows). In extensive areas there may also be measures designed to reduce environmental risks e.g. limits on fertiliser applications to grassland.

Agri-environment commitments have to go beyond usual Good Agricultural Practice. They are compiled in Codes which means that a farmer can only be paid by the Ministry of Food, Agriculture and Livestock, for instance, for environmental commitments that go beyond statutory requirements defined in a regional Code of Good Agricultural Practices. More broadly, in application of the Polluter Pays Principle, a farmer may not normally be paid to conform to environmental legislation in place.

#### Measure 3.1: Capacity Building Regarding Official Controls, Risk Communication and Risk Assessment, Animal Welfare, Zoonoses and Animal By-Product Management.

The financial sustainability of the measure will be ensured with the IPARD funds since the Programme anticipates measures for the investments in agricultural holdings and investments in processing industry. In addition Ministry provides support to the establishments for their investment projects not covered under IPARD (Programme for the Support of Rural Development Investments implemented since 2005). This support also ensures the sustainability of the measure.

The plans, strategies, guidelines, procedures and draft legislation prepared and/or revised will be adopted by the MoFAL to ensure sustainability.

#### Measure 4.1: Reinforcement of the Turkish Fisheries Management System

The outputs to be produced by this measure will serve for the achievement of targets set by regional fisheries management organizations and international organizations for utilization and conservation of fisheries resources. Increased institutional and human capacity, public awareness, law enforcement, improved cooperation mechanisms will lead to improvements in fighting with the IUU fishing, creating broader impacts and ensuring sustainable fisheries.

For all of the measures, the staff sustainability will be the most preferred way to ensure the institutional memory. Therefore, diverse effects of staff turnover will be recovered by taking

some actions. For instance, to contribute to the institutional memory, the training material prepared under all measures will be shared with the currently hired staff.

### **3.7 ASSUMPTIONS AND PRECONDITIONS**

The five measures identified in the SF have some common assumptions, and some of the assumptions are more specific to the measures' itself.

The general assumptions for sound implementation are listed below:

- Political and economic stability continues,
- Commitment to EU Membership continues,
- Good macro economical results are achieved,
- Willingness to align with the CAP continues,
- Government and EU commitment to support sector measures continues,
- Financial agreements to launch tendering procedure are signed on time,
- Contracts are signed on designated dates and approved by EC without delay,
- Human resources capacity of MoFAL suffices for the implementation of project activities and the sustainability of the outputs of the measures,
- Consensus exists among key stakeholders and stakeholders give support to the implementation of the sector measures,
- Sufficient technical and professional capacity in place to implement legislation,
- Financial and human resources allocated by MoFAL for IT maintenance
- Sufficient allocation of human resources by the Turkish Government.

Regarding to the each measure, some specific assumptions are listed below:

#### Measure 1.1: Training of staff on the spot controls (OTSC), Risk Evaluation and IACS Software

- Government is dedicated to practice IACS / LPIS aligned with the relevant EU Regulations
- Support of EU Institutions (funds) and Member States (experts) will continue
- Sufficient allocation of financial and human resources by the Turkish Government will be made
- MoFAL will be responsible to take administrative permissions required from responsible institutions
- Policy makers will be motivated to implement the compliance frameworks
- Consumers/stakeholders will be willing to participate in trainings.

As IACS/LPIS has different components, some steps have to be taken for a functional system. Here are some preconditions that IACS and LPIS to be fully functional.

- IT maintenance provided by the MoFAL
- Local staff are trained
- LPIS RPs are completed for the selected zones
- IT structure is implemented to work with IACS / LPIS and the Basic Payment Scheme (BPS)
- Successful accomplishment of training events and SW customisation
- Complementary EU projects implemented.

#### Measure 2.1: Harmonization of Cross Compliance Rules

- Stakeholders/farmers willing to participate
- Commitment of policy makers to adopt legislation for EU compliance continues.
- Contracts signed in time

- Support of EU Institutions (funds) and Member States (experts)
- Sufficient allocation of financial and human resources by the Turkish Government
- Policy makers motivated to implement the compliance frameworks

Measure 2.2: Capacity Building to converge Turkish agricultural system to the European greening agricultural rules and improving of the implementation of the EU's Nitrate Directive

- Support of relevant government institutions
- EU will continue respect to environmental friendly agriculture.
- Turkey will continue its harmonisation in respect to EU environmental friendly agriculture rules and practices.
- To conduct the assessments foreseen in the measure, required data are reasonably reliable and can be made available and also for data gaps it is possible to use proxy data
- Stakeholders/farmers will be willing to participate in the operations activities where applicable.
- Commitment of policy makers to adopt legislation for EU compliance continues.

Measure 3.1: Capacity Building Regarding Official Controls, Risk Communication and Risk Assessment, Animal Welfare, Zoonoses and Animal By-Product Management.

- Consensus exists among key stakeholders and stakeholders give support to the implementation of the sector measures
- Sufficient technical and professional capacity available in order to implement legislation.
- Disease control programs are applied effectively.
- Willingness of food business operators' to make use of IPARD funds continues.

Measure 4.1: Reinforcement of the Turkish Fisheries Management System

- Stakeholders give support to activities Fishers support the proposed management tools and mechanism
- Commitment of policy makers to adopt legislation for EU compliance continues.

**Mitigation of the Risks:**

These risks will be mitigated by the efforts of relevant institutions and ministries, especially by the beneficiary (MoFAL) through political, economic and social platforms.

**4 IMPLEMENTATION ISSUES**

Geographical Information System Department (GISD) of General Directorate of Agricultural Reform (GDAR) under MoFAL is the main responsible body for administration related to the preparation, technical control and implementation of all components related to Measure 1.1: Training of staff on the spot controls (OTSC), Risk Evaluation and IACS Software and Measure 2.1: Harmonization of Cross Compliance Rules. Land Improvement and Irrigation Systems Department of General Directorate of Agricultural Reform (GDAR) under MoFAL concentrated on conservation of the soil, water sources, plant, animal and aquatic organism populations, taking measures for protection of the agricultural environment, averting the damage on ecological equilibrium caused by agriculture, obtaining the sustainable and rational use of the natural resources. In this context, the operations under Measure 2.2: Capacity Building to converge Turkish agricultural system to the European greening agricultural rules and improving of the implementation of the EU's Nitrate Directive will be managed by GDAR.

General Directorate of Food and Control (GDFC) is the main unit responsible for food safety, veterinary and phytosanitary policies. The operations under Measure 3.1: Capacity Building

Regarding Official Controls, Risk Analysis, Animal Welfare, Zoonoses and Animal By-Product Management will be managed by GDFC.

General Directorate of Fisheries and Aquaculture (GDFA) is the main unit responsible for sustainable fisheries and aquaculture and control of fishing activities. GDFA will be responsible for the management of the operations under Measure 4.1: Reinforcement of Turkish Fisheries Management System.

General Directorate of EU and Foreign Relations will be responsible for general coordination and monitoring of the sector support.

#### 4.1 INDICATIVE BUDGET (amounts in EUR) (for decentralised management)

SECTOR TITLE AGRICULTURE AND RURAL DEVELOPMENT			SOURCES OF FUNDING										
			TOTAL EXPENDITURE	TOTAL PUBLIC EXPENDITURE	IPA CONTRIBUTION		NATIONAL PUBLIC CONTRIBUTION					PRIVATE CONTRIBUTION	
	IB (1)	INV (1)	EUR (a)=(b)+(e)	EUR (b)=(c)+(d)	EUR (c)	% (2)	Total EUR (d)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/Local EUR (y)	IFIs EUR (z)	EUR (e)	% (3)
<b>Measure 1.1</b>	X		<b>6.400.000</b>	<b>6.400.000</b>	<b>4.800.000</b>	<b>75</b>	<b>1.600.000</b>	<b>25</b>	<b>1.600.000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Operation 1.1:</b> TA -IACS			6.400.000	6.400.000	4.800.000	75	1.600.000	25	1.600.000	0	0	0	0
<b>Measure 2.1</b>	X		<b>930.000</b>	<b>930.000</b>	<b>883.500</b>	<b>95</b>	<b>46.500</b>	<b>5</b>	<b>46.500</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Operation 2.1:</b> Twinning-Cross- Compliance			930.000	930.000	883.500	95	46.500	5	46.500	0	0	0	0
<b>Measure 2.2</b>	X		<b>1.704.640</b>	<b>1.704.640</b>	<b>1.278.480</b>	<b>75</b>	<b>426.160</b>	<b>25</b>	<b>387.000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Operation 2.2:</b> TA - Greener Agriculture			1.704.640	1.704.640	1.278.480	75	426.160	25	426.160	0	0	0	0
<b>Measure 3.1</b>	X		<b>4.743.360</b>	<b>4.743.360</b>	<b>3.957.520</b>		<b>785.840</b>		<b>825.000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Operation 3.1:</b> Twinning - Food and Feed Safety			2.000.000	2.000.000	1.900.000	95	100.000	5	100.000	0	0	0	0
<b>Operation 3.2:</b> TA Food and Feed Safety			2.743.360	2.743.360	2.057.520	75	685.840	25	685.840	0	0	0	0
<b>Measure 4.1</b>	X		<b>1.690.000</b>	<b>1.690.000</b>	<b>1.605.500</b>	<b>95</b>	<b>84.500</b>	<b>5</b>	<b>84.500</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Operation 4.1:</b> Twinning- Fisheries			1.690.000	1.690.000	1.605.500	95	84.500	5	84.500	0	0	0	0
TOTAL IB			15.468.000	15.468.000	12.525.000		2.943.000		2.943.000	0	0	0	0
TOTAL INV			0	0	0		0		0	0	0	0	0
<b>TOTAL SECTOR SUPPORT</b>			<b>15.468.000</b>	<b>15.468.000</b>	<b>12.525.000</b>		<b>2.943.000</b>		<b>2.943.000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

NOTE: DO NOT MIX IB AND INV IN THE SAME OPERATION ROW. USE SEPARATE ROWS Amounts net of VAT (1) In the Operation row, use "X" to identify whether IB or INV (2) Expressed in % of the **Public** Expenditure (column (b)) (3) Expressed in % of the **Total** Expenditure (column (a))

## 4.2 INDICATIVE IMPLEMENTATION SCHEDULE (PERIODS BROKEN DOWN PER QUARTER)

Operations	Start of Tendering/ Call(s) for proposals	Signature of contract(s)	Activity Completion
Operations 1.1TA IACS OTSC	3Q-4Q/2014	1Q/2016	1Q/2018
Operation 2.1: TW-Cross-Compliance	4Q/2014	4Q/2015	4Q/2016
Operation 2.2 TA Greening	3Q-4Q/2014	1Q/2016	1Q/2018
Operation 3.1: TW - Food and Feed Safety	4Q/2014	1Q/2016	1Q/2018
Operation 3.2 Food and Feed Safety	3Q-4Q/2014	4Q/2015	4Q/2017
Operation 4.1: TW-Fisheries	4Q/2014	4Q/2015	2Q/2017

The procurement/grant award dossiers (technical specifications, terms of reference, guidelines for applicants, etc.) will be prepared by MoFAL. The consistency of the all measures will be ensured under the responsibility of the MoFAL

## 4.3 CROSS CUTTING ISSUES

### 4.3.1 *Equal Opportunities and non discrimination*

Participation in this project will be open to both males and females involved in the sector. Records of the participation of professionals in all project related activities will reflect this approach and will be kept with the project documentation.

In addition to the protection of environment of which a sector strategy foreseen above, cross-cutting issues, such as the protection of the environment, gender equality and vulnerable groups (i.e. the disabled and elderly people) are taken into consideration and included in the future project planning and also included in the ongoing projects.

### 4.3.2 *Environment and climate change*

This project will help to protect the environment and sustainable use of natural resources by creating public consciousness. By the legislative studies affective protection and control will be obtained on waters and soils against to nutrient pollution. Environmental, climate change and biodiversity issues are elaborated under Measure 1.1. and Measure 2.1 and these measures foresees legislative alignment and raising awareness among farmers. In addition activities foreseen under Measure 4.1 ensure sustainable fisheries management which will contribute to protection of biodiversity and environment protection in the seas.

### 4.3.3 *Minorities and vulnerable groups*

According to the Turkish Constitutional System, the word minority encompasses only groups of persons defined and recognized as such on the basis of multilateral or bilateral instruments to which Turkey is a party. This project does not have any negative impact on minorities or vulnerable groups. Events will be held in building where access for handicapped people is available.

### 4.3.4 *Civil Society/Stakeholders involvement*

Stakeholder involvement is crucial for the Sector Plan as it will be implemented by the stakeholders and will have direct impact on them. In order to ensure that the components

incorporated into the Sector Fiche reflect a compromise between stakeholders, cooperation will be established with predefined stakeholders and joint decisions will be communicated to the sector.

#### **4.4 SECTOR MONITORING, EVALUATION AND AUDIT**

This will be decided later on, not at this stage



## **ANNEXES**

- 1. Log frame**
- 2. Description of Institutional Framework**
- 3. Political, legal and institutional framework:**
- 4. Details per EU funded operation (Costs and Justification)**
- 5. Possible visibility activities**
- 6. List of Projects Financed by IFI's**
- 7. The amount of total investment by the MoFAL for projects for the year 2012**
- 8. List of Projects Financed by IPA**

## ANNEX-1. Log frame

LOG FRAME PLANNING MATRIX FOR SECTOR FICHE		Sector support name and number:	8. Agriculture and Rural Development
		Contracting period expires	Execution period expires
	<b>Total budget</b>	<b>15.468.000 Euro</b>	
	<b>IPA budget:</b>	<b>12.525.000 Euro</b>	
National sector or sub sector objective	Objectively verifiable indicators (OVI)	Sources of verification	
The overall objective of IPA sector support is to prepare Turkey for the future implementation of the Common Agricultural Policy, Common Fisheries Policy and raise food and feed safety and public health levels to those of the EU.	<ul style="list-style-type: none"> <li>- Annual agricultural support distribution will be checked gradually and spatially by the year of 2016.</li> <li>- Number of staff and stakeholders trained with regard to reducing agricultural pollution and adopting better agri-environment practices will increase by the end of the implementation of measures 2.1 and 2.2,</li> <li>- Gradual decrease in the number of disease, food borne and zoonoses outbreaks due to improved crises management capacity after project implementation</li> <li>- Number of illegal, unregulated and unreported (IUU) fisheries will decrease by the end of the the implementation of measure 4.1.</li> <li>- A minimum of 10% of marine fleet will be annually controlled and inspected.</li> <li>- Data for certain species in the Black Sea will be collected.</li> <li>- Systematic fisheries data will be generated.</li> <li>-</li> </ul>	<ul style="list-style-type: none"> <li>- MoFAL reports</li> <li>- EU progress reports</li> <li>- Records of MoFAL</li> <li>- National policy documents</li> <li>- Progress reports</li> <li>- Commission Evaluation reports</li> <li>- Multi annual control plans</li> <li>- Official Gazette</li> <li>- National/international statistics</li> <li>- Risk Communication Strategy Document</li> </ul>	
Sector support objective within the MIPD sector	Objectively verifiable indicators (OVI)	Sources of Verification	Assumptions
1. To enhance institutional capacity of MoFAL for the future implementation of EU support schemes and relevant requirements.	<ul style="list-style-type: none"> <li>- National Support schemes will be linked with IACS after project completion, number and results of spatial checks of annual agricultural supports distributed will be increased by the year of 2016,</li> <li>- Draft legislation will be elaborated for the transposition of EU acquis on cross compliance by the end of the</li> </ul>	<ul style="list-style-type: none"> <li>- External quality control reports</li> <li>- Project reports</li> <li>- National policy documents</li> <li>- Progress reports</li> <li>- IACS database-generated</li> </ul>	<ul style="list-style-type: none"> <li>- Political and economic stability will continue,</li> <li>- Commitment to EU Membership continues</li> <li>- Good macro economical results will be kept,</li> </ul>

	<p>implementation of measure 2.1,</p> <ul style="list-style-type: none"> <li>- Awareness will be raised with regard to greener agricultural rules particularly on climate change and biodiversity issues resulting from agricultural practices, agri-environmental measures, post 2013 policies in greener agricultural practices in the EU</li> <li>- Road Map regarding implementation of green agricultural practices will be identified on agricultural holdings with aim to clarify the application implementation steps by the end of the implementation of measure 2.2.</li> <li>- Number of events for information exchange on European greening agricultural rules, climate change, biodiversity and nitrate pollution issues resulting from agricultural practices will be increased by the end of the implementation of measure 2.2project</li> <li>- Number of IPARD projects carried out in accordance with green agriculture practices will be increased</li> </ul>	<p>reports</p> <ul style="list-style-type: none"> <li>- Guidebook for on the spot controls</li> <li>- Guidebooks for the control procedures</li> <li>- Agricultural-environmental cross-compliance report</li> <li>- Official Gazette</li> </ul>	<ul style="list-style-type: none"> <li>- The willingness to adjust to CAP acquis will continue,</li> <li>- Government and EU commitment towards conducting measures will continue,</li> <li>- Financial agreements to launch tendering procedure are signed on time,</li> <li>- Contracts are signed on designated dates and approved by EC without delay,</li> <li>- Support and agreement of key stakeholders</li> <li>- Sufficient technical and professional capacity available in order to implement legislation continues</li> </ul>
<p>2. To strengthen the technical and institutional capacity in Turkey for improving food and feed safety from production to consumption based on risk analyses in order to increase public health levels to that of EU standards.</p>	<ul style="list-style-type: none"> <li>- Number of zoonoses outbreaks after project implementation will be decreased,</li> <li>- The number of lab analysis in line with EU standards by the end of the implementation of measure 3.1 will be increased,</li> <li>- Number of risk based official controls carried out in accordance with the procedures (checklists) and Multi-Annual National Control Plan will be increased by the end of the implementation of measure 3.1,</li> <li>- Number of animal by products and feed establishments implementing HACCP will be increased by the end of the implementation of measure 3.1,</li> <li>- Number of food establishments implementing HACCP will be increased by the end of the implementation of measure 3.1,</li> <li>- Number of official controls conducted in agri-food establishments will be increased</li> <li>- The Risk Communication Strategy will be implemented by the year 2015.</li> <li>- Number of trained official controllers in EU food safety area will be increased.</li> </ul>	<ul style="list-style-type: none"> <li>- EU Progress reports</li> <li>- The records of the Ministry of Health and MoFAL on zoonoses</li> <li>- Database of MoFAL</li> <li>- Official Control procedures</li> <li>- Multi annual control plans</li> <li>- Contingency plans</li> <li>- Project monitoring reports</li> <li>- The simulation records and the participant lists</li> <li>- Risk Communication Strategy</li> </ul>	<ul style="list-style-type: none"> <li>- Political and economic stability will continue,</li> <li>- Commitment to EU Membership continues</li> <li>- Good macro economical results will be kept,</li> <li>- Support and agreement of key stakeholders are present.</li> <li>- Sufficient technical and professional capacity available in order to implement legislation continues</li> <li>- Disease control programs are applied effectively.</li> <li>- Government and EU commitment towards conducting measures will continue,</li> <li>- Financial agreements to launch tendering procedure are signed on time,</li> <li>- Contracts are signed on designated dates and approved by EC without delay,</li> <li>- Personnel capacity of the Ministry who will be involved in the project activities and also in the sustainability of the outputs of the</li> </ul>

			measures is high enough to ensure successful implementation.
3. To reinforce Turkish Fisheries Management System in order to comply with EU requirements.	<ul style="list-style-type: none"> <li>- Number of illegal, unregulated and unreported (IUU) fisheries will be decreased,</li> <li>- A minimum of 10% of the marine fleet will be annually controlled and inspected,</li> <li>- Data for certain species in the Black Sea will be collected,</li> <li>- Systematic fisheries data will be generated,</li> <li>- Fisheries management strategies will be adopted by 2016,</li> <li>- Law/legislation on fisheries MSC will be amended and entered into force by the end of 2017,</li> <li>- Number of annual inspections will be increased compared to 2012,</li> <li>- Number of joint international inspections in collaboration with competent authorities carried out will be increased,</li> <li>- Number of IUU infringements, penalties and sanctions will be decreased through raising awareness on IUU fishing by the end of 2016,</li> <li>- Number of marked fishing gears will be increased by the end of the implementation of measure 4.1,</li> <li>- Number of standardized fishing gears will be increased by the end of the implementation of measure 4.1,</li> <li>- Number of data analysis reports prepared for policy makers will be increased until the end of the implementation of measure 4.1,</li> </ul>	<ul style="list-style-type: none"> <li>- EU Progress Report</li> <li>- Fishery Statistics</li> <li>- Fisheries Information System (FIS) generated data</li> <li>- Official Gazette</li> <li>- National Database for Harmonised Legislation (NAH)</li> <li>- MoFAL reports Meeting reports with fisheries stakeholders</li> <li>- Project reports</li> <li>- Fisheries Law, secondary legislation</li> <li>- Steering Committee Reports</li> <li>- Number of visits to the website</li> </ul>	<ul style="list-style-type: none"> <li>- Political and economic stability will continue,</li> <li>- Commitment to EU Membership continues</li> <li>- Good macro economical results will be kept,</li> <li>- Support and agreement of key stakeholders are present.</li> <li>- Sufficient technical and professional capacity available in order to implement legislation continues.</li> <li>- Stakeholders will pay necessary attention to the activities planned in the measure.</li> <li>- Fishers support the proposed management tools and mechanism</li> <li>- Policy makers commitment to adopt and motivated to implement the compliance frameworks</li> <li>- Commitment to adopt proposed compliance frameworks</li> <li>- The Ministry allocates resources for maintenance for IT Structure.</li> </ul>
<b>Results of the sector support</b>	<b>Objectively verifiable indicators (OVI)</b>	<b>Sources of Verification</b>	<b>Assumptions</b>
1. A fully functioning IACS and LPIS established and control elements and risk evaluation required for implementation introduced. (Under Specific Objective-1).	<ul style="list-style-type: none"> <li>- Guide books for OTSC will be used in the 7 training events by 100 trainers</li> <li>- 3600 staff will be trained and be working on OTSC and related procedures until the end of the implementation of measure 1.1,</li> <li>- Software including all required modules of IACS/LPIS management that integrate all relevant registers will be delivered and installed until the end of the implementation of measure 1.1;</li> </ul>	<ul style="list-style-type: none"> <li>- External quality control reports</li> <li>- Project reports</li> <li>- National policy documents</li> <li>- EC Progress reports</li> <li>- IACS database-generated reports</li> <li>- Project interim and final reports</li> </ul>	<ul style="list-style-type: none"> <li>- Government is dedicated to practice IACS / LPIS aligned with the relevant EU Regulations</li> <li>- Sufficient allocation of financial and human resources is provided by the Turkish Government</li> <li>- Administrative permissions are obtained by MoFAL</li> <li>- Policy makers are motivated to</li> </ul>

	<ul style="list-style-type: none"> <li>- Number of staff trained by 105 trainers related to software by the end of the implementation of measure 1.1,</li> <li>- Number of application to the web based software</li> </ul>	<ul style="list-style-type: none"> <li>- Official Gazette</li> <li>- Certificates for the training</li> <li>- Guide book for OTSC and guidebooks for the control procedures</li> <li>- Manual and Guidelines of customised software</li> <li>- Training materials and handouts</li> </ul>	<p>implement the compliance frameworks</p> <ul style="list-style-type: none"> <li>- Stakeholders are willing to participate</li> <li>- IT structure is implemented to work with IACS / LPIS and the single area based SPS scheme</li> </ul>
<p>2. Cross Compliance rules have been harmonized and policy tools have been created for greening Turkish agriculture to foster Turkish agricultural system to the European greener agricultural rules (Under Specific Objective -1).</p>	<ul style="list-style-type: none"> <li>- Draft legislation and amendments to existing legislation on cross compliance will be prepared by the end of the implementation of measure 2.1,</li> <li>- Number of trained MoFAL staff, representatives of institutions, local authorities and NGO's on cross compliance by the end of the implementation of measure 2.1,</li> <li>- Number of events for information exchange on European greener agricultural rules and cross compliance, particularly on climate change, biodiversity and nitrate pollution issues resulting from agricultural practices will be increased by the end of the implementation of measure 2.2,</li> </ul>	<ul style="list-style-type: none"> <li>- External quality control reports</li> <li>- Project reports</li> <li>- National policy documents</li> <li>- EC Progress reports</li> <li>- Project interim and final reports</li> <li>- Official Gazette</li> <li>- Certificates for the training</li> <li>- Training materials and handouts</li> <li>- Study visits reports</li> <li>- Media records</li> </ul>	<ul style="list-style-type: none"> <li>- Stakeholders/farmers are willing to participate</li> <li>- Policy makers commit to adopt legislation for EU compliance continues.</li> <li>- Contracts are signed in time</li> <li>- Sufficient allocation of financial and human resources by the Turkish Government are provided</li> <li>- Policy makers are motivated to implement the compliance frameworks</li> </ul>
<p>3. Capacity improved regarding official controls, animal welfare, zoonoses, risk analysis and animal by-product management. (Under Specific Objective - 2).</p>	<ul style="list-style-type: none"> <li>- Number of risk based official controls carried out in accordance with the procedures (checklists) and Multi-Annual National Control Plan by the end of the implementation of measure 3.1,</li> <li>- Number of staff and stakeholders trained with regard to food and feed safety, official controls by the end of the implementation of measure 3.1,</li> <li>- Increase in the number of audited Official Controls until the end of the implementation of measure 3.1</li> <li>- Increased knowledge on risk based official controls by the end of the implementation of measure 3.1,</li> <li>- Increase in the number of animal by products and feed establishments implementing HACCP by the end of the implementation of measure 3.1,</li> <li>- Increase in the number of HACCP audits in food establishments</li> <li>- Increase in the knowledge on analyse methods of food</li> </ul>	<ul style="list-style-type: none"> <li>- EU Progress reports</li> <li>- Official Gazette</li> <li>- The records of the Ministry of Health and MoFAL on zoonoses</li> <li>- Database of MoFAL</li> <li>- Official Control procedures</li> <li>- Multi annual control plans</li> <li>- Contingency plans</li> <li>- Risk Communication Strategy</li> <li>- Tickets for the Study visits and reports of the visit</li> <li>- Participants list and certificates of trainings</li> <li>- The simulation records</li> <li>- Official control reports</li> </ul>	<ul style="list-style-type: none"> <li>- Support and agreement of key stakeholders are present.</li> <li>- Disease control programmes are applied effectively,</li> <li>- Policy makers commit to adopt and motivated to implement the compliance frameworks</li> </ul>

	<p>and feed labs by the end of the implementation of measure 3.1,</p> <ul style="list-style-type: none"> <li>- Increase in the number of lab analysis in line with EU standards by the end of the implementation of measure 3.1</li> <li>- Improved crises management and cooperation capacity of the MoFAL with regard to food safety, feed safety, animal health and plant health by the end of the implementation of measure 3.1</li> <li>- Increase in the number of analysis of food and feed labs by using EU approved methods by the end of the implementation of measure 3.1,</li> <li>- The number of outbreaks related to zoonoses will be started to be identified by the end of the implementation of measure 3.1</li> <li>- Awareness will be raised with regard to risk communication and preparation of the risk communication strategy and animal welfare</li> </ul>	<ul style="list-style-type: none"> <li>- Project monitoring reports</li> <li>- Action plan for the modernization of the establishments of animal by products</li> <li>- Number of brochures, handouts delivered</li> <li>- Zoonoses data base reports</li> <li>- FVO mission reports</li> </ul>	
<p>4. Improved institutional, legal, financial and technical capacity for fisheries monitoring, surveillance, data collection and control and enforcement. (Under Specific Objective -3).</p>	<ul style="list-style-type: none"> <li>- Adopted fisheries management strategies by 2016, Law/legislation on fisheries MSC amended and entered into force by the end of 2017,</li> <li>- Increased number of annual inspections, joint international inspections compared to 2012,</li> <li>- A minimum of 10% of the marine fleet will be annually controlled and inspected,</li> <li>- Number of IUU infringements, penalties and sanctions decreased through raising awareness on IUU fishing by the end of 2016,</li> <li>- Fisheries ecosystem-based resource management measures has been improved,</li> <li>- Data for certain species in the Black Sea will be collected,</li> <li>- Number of marked and standardized fishing gears will be increased by the end of the implementation of measure 4.1,</li> <li>- Number of data analysis reports prepared for policy makers will be increased by the end of the implementation of measure 4.1,</li> <li>- Number of unique MSC practices in collaboration with competent authorities by the end of the implementation of measure 4.1,</li> </ul>	<ul style="list-style-type: none"> <li>- Fisheries Law, secondary legislation</li> <li>- Official Gazette</li> <li>- Project Reports</li> <li>- Steering Committee Reports</li> <li>- EU Progress Report</li> <li>- Fishery Statistics</li> <li>- Data from Fisheries Information System</li> <li>- Number of visits to the website</li> <li>- Certificates for the training</li> <li>- Number of brochures, handouts delivered</li> </ul>	<ul style="list-style-type: none"> <li>- Stakeholders will pay necessary attention to the activities planned in the measure.</li> <li>- Fishers support the proposed management tools and mechanism</li> <li>- Policy makers commit to adopt and motivated to implement the compliance frameworks</li> </ul>

	<ul style="list-style-type: none"> <li>– Number of trained inspectors and stakeholders on fisheries management, MSC and IUU fishing and data collection by the end of the implementation of measure 4.1,</li> <li>– Number of data entry to Fisheries Information System until the end of the implementation of measure 4.1,</li> <li>Number of data analysis reports prepared for policy makers until the end of the implementation of measure 4.1.</li> </ul>		
<b>Measures to achieve results</b>	<b>Means / operations</b>	<b>Costs</b>	<b>Assumptions</b>
<p><b>Measure 1.1: Training of staff on the spot controls (OTSC), Risk Evaluation and IACS Software</b></p> <p>It has been aimed to increase the capacity of MoFAL with the introduction of control elements and risk evaluation required for the future implementation of IACS and use of LPIS.</p> <p>Lead Partner on the Measure: GD of Agricultural Reform</p>	<p><b>Operation 1.1:</b> Technical Assistance (Sub-component-1)-IACS</p>	6.400.000 €	<ul style="list-style-type: none"> <li>– Weather conditions is favourable for orthophoto imaging</li> <li>– The 2010 Digitalization of LPIS Project achieves its targets</li> <li>– Government is dedicated to practice IACS/LPIS aligned with the relevant EU Regulations</li> <li>– Administrative permissions obtained by MoFAL</li> <li>– Stakeholders willingness to participate</li> <li>– LPIS RPs are completed for the selected zones</li> <li>– IT structure is implemented to work with IACS / LPIS and the single area based SPS scheme</li> <li>– Support of EU Institutions (funds) and Member States (experts)</li> <li>– Sufficient allocation of financial and human resources by the Turkish Government</li> <li>– Contracts signed in time</li> </ul>
<p><b>Measure 2.1: Harmonization of Cross Compliance Rules</b></p> <p>This measure aims to establish a comprehensive system for identification of the principles regarding the cross-compliance rules and a comprehensive system for the identification of the principles regarding interrelations with IACS and cross-compliance rules, dissemination information to farmers and checking their compliance.</p>	<p><b>Operation 2.1:</b> Twinning-1:Cross-Compliance</p>	930.000 €	<ul style="list-style-type: none"> <li>– Stakeholders/farmers willing to participate</li> <li>– Commitment of policy makers to adopt legislation for EU compliance continues.</li> <li>– Contracts signed in time</li> <li>– Support of EU Institutions (funds) and Member States (experts)</li> <li>– Sufficient allocation of financial and human resources by the Turkish Government</li> <li>– Policy makers motivated to implement the compliance frameworks</li> </ul>

Lead Partner on the Measure: GD of Agricultural Reform			
<p><b>Measure 2.2: Capacity Building to converge Turkish agricultural system to the European greening agricultural rules and improving of the implementation of the EU's Nitrate Directive</b></p> <p>With the measure it is aimed to converge Turkish agricultural system to the European greening agricultural rules awareness raising on climate change and biodiversity issues resulting from agricultural practices, agri-environmental measures implemented under the rural development. The measure includes improving the national implementations regarding to the EU's Nitrate Directive and awareness raising along with capacity development particularly related to nitrate pollution caused by agricultural activities. By incorporating the innovations as soon as possible to increase environmental compliance of agriculture sector the environmental sustainability of the Turkish farming sector will be ensured.</p> <p>Lead Partner on the Measure: GD of Agricultural Reform</p>	<p><b>Operation 2.2:</b> Technical Assistance (Sub-component 2) - Greener Agriculture</p>	1.704.640 €	<ul style="list-style-type: none"> <li>- Support of relevant government institutions</li> <li>- EU will continue respect to environmental friendly agriculture.</li> <li>- To conduct the assessments foreseen in the measure, required data are reasonably reliable and can be made available and also for data gaps it is possible to use proxy data</li> <li>- Stakeholders/farmers will be willing to participate in the operations activities where applicable.</li> <li>- Commitment of policy makers to adopt legislation for EU compliance continues.</li> </ul>
<p><b>Measure 3.1: Capacity Building Regarding Official Controls, Risk Analysis, Animal Welfare, Zoonoses and Animal By-Product Management.</b></p> <p>Alignment of related EU legislation and restructuring of MoFAL requires sufficient administrative capacity on every aspect of food and feed safety to correctly implement and apply all the acquis until accession.</p> <p>The aim of the measure is to increase the</p>	<p><b>Operation 3.1:</b> Twinning – 2 – Food and Feed Safety</p> <p><b>Operation 3.2:</b> Technical Assistance (Sub-component 3) – Food and Feed Safety</p>	<p>2.000.000 €</p> <p>2.743.360 €</p>	<ul style="list-style-type: none"> <li>- Support and agreement of key stakeholders are present.</li> <li>- Sufficient technical and professional capacity available in order to implement legislation continues.</li> <li>- Disease control programmes are applied effectively,</li> <li>- Policy makers commitment to adopt and motivated to implement the compliance frameworks</li> </ul>



<p>capacity of the MoFAL regarding risk based official controls on food and feed safety, animal welfare, zoonoses and animal by-product management. Lead Partner on the Measure: GD of Food and Control</p>			
<p><b>Measure 4.1: Reinforcement of the Turkish Fisheries Management System</b> The aim of the measure is to establish a fully-applicable system regarding quantity of fish hunting, catch effort, fleet and ship monitoring, to upgrade those systems to the EU and other international organisations' standards.</p>	<p><b>Operation 4.1:</b> Twinning-2:Fisheries</p>	<p>1.690.000 €</p>	<ul style="list-style-type: none"> <li>- Stakeholders will pay necessary attention to the activities planned in the measure.</li> <li>- Fishers support the proposed management tools and mechanism</li> <li>- Policy makers commitment to adopt and motivated to implement the compliance frameworks</li> <li>- The Ministry allocates resources for maintenance for IT Structure.</li> </ul>

