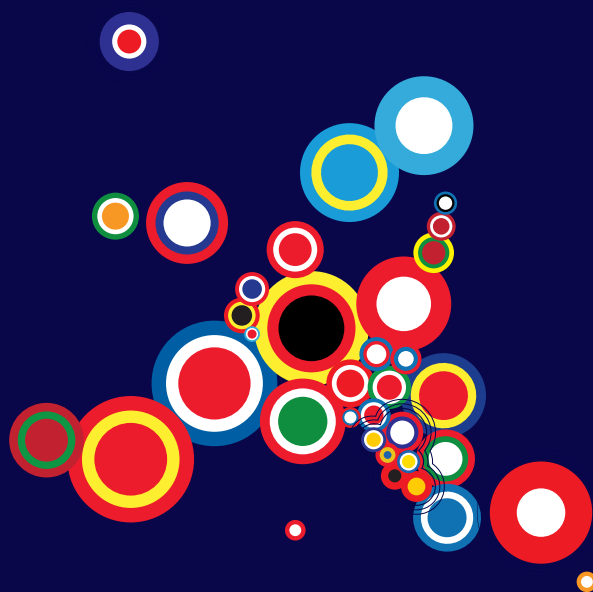




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

TURKEY

Jean Monnet Scholarship Programme



Action Summary

Jean Monnet Scholarship Programme aims at developing Turkey's human resources capacity in the EU Acquis related fields by granting scholarships for academic studies in EU member countries. In this manner, young professionals' perspectives about the European integration process will be broadened, their perceptions of the EU will be changed positively and the dialogue between young Turkish professionals and their EU counterparts will be enhanced.

Action Identification	
Programme Title	Annual Action Programme for Turkey 2014
Action Title	Jean Monnet Scholarship Programme
Action Reference	IPA2014/031-874/5/TR/JeanMonnetScholarships
Sector Information	
ELARG Sectors	Democracy and Governance/Civil Society
DAC Sector	11420 - Higher education
Budget	
Total cost	EUR 14 460 000
EU contribution	EUR 14 460 000
Management and Implementation	
Method of implementation	Indirect management
Indirect management: Responsible Unit or National Authority/Implementing Agency	Central Finance and Contracts Unit (CFCU) Emine Döğer Acting PAO-CFCU Director Central Finance and Contracts Unit Address: Eskişehir Yolu 4. Km. 2. Cad. (Halkbank Kampüsü) No:63 C-Blok 06520 Söğütözü/Ankara Tel: +90 312 295 49 00 Fax: +90 312 286 70 72 E-mail: pao@cfcu.gov.tr , emine.doger@cfcu.gov.tr
Implementation responsibilities	Ministry for EU Affairs Mr. Bülent ÖZCAN (Senior Programme Officer) Address: Mustafa Kemal Mah. 6. Cadde No: 4 06800 Bilkent Ankara Turkey Phone: +90 312 218 14 58 Fax: +90 312 218 14 54 E-mail: bozcan@ab.gov.tr
Location	
Zone benefiting from the action	Turkey
Specific implementation area(s)	Turkey
Timeline	
Deadline for conclusion of the Financing Agreement	At the latest by 31 December 2015
Contracting deadline	3 years following the date of conclusion of the Financing agreement
End of operational implementation period	6 years following the date of conclusion of the Financing agreement

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

Strengthening the administrative capacity for the implementation and enforcement of the EU Acquis has various dimensions. One of the most important aspects of administrative capacity building is the development of human resources in all areas covered by the Acquis. In this context, the Jean Monnet Scholarship Programme (JMSP) provides opportunities for academic studies at a university or an equivalent institution in one of the EU member countries, with the aim of generating solid support for Turkey's accession, by raising awareness about Turkey's accession process to the EU and developing a workforce in the relevant disciplines.

Civil servants constitute the first target group of the JMSP due to their crucial role in the implementation and enforcement of the EU Acquis. The scholarship is open to all civil servants, who meet the application conditions and are willing to carry out an academic study in relation to key issues of EU affairs, in particular the EU Acquis. Senior, graduate or doctoral students as well as the academic and administrative staff of the universities constitute another important target due to their pioneering role in the development of the country. Private sector employees - including from independent media and NGOs - are the final interest group for the JMSP. Each academic year, 50% of the total number of scholarships is allocated to the public sector while the corresponding percentages are 30% for the university, and 20% for the private sector (including NGOs and media).

RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

The Action addresses two of four specific objectives of financial assistance under IPA II: “*support for political reforms*” and “*strengthening the ability of the beneficiaries to fulfil the (future) obligations stemming from EU membership by supporting progressive alignment with the Union Acquis*”

IPA II beneficiaries are expected to familiarise themselves with the working methods within the European Union including through the most important EU agencies. JMSP will give horizontal support to sector policies and reforms through enhancing the human resources capacity in fields relevant to the EU acquis, and the scholars will seize the opportunity to familiarise themselves with the working methods within the EU via carrying out academic studies in EU countries.

The Action contributes to the objectives of *IPA II Strategy Paper* under Democracy and Governance sector which are to support improvement towards an efficient, responsible and accountable public administration; to facilitate regulatory reform for alignment, and indirectly to support progress on negotiation chapter benchmarks by enhancing the human resources capacity of public institutions. The Action also addresses the aspect of civil society dialogue and inter-cultural exchange under civil society sub-sector. The mobility of Turkish scholars throughout a broad coverage of EU member states ensures the fostering of inter-personal and inter-cultural dialogue. Lastly, the Action contributes indirectly to the objectives of CSP under Education and Human Resources Development by improving educational attainment and skill levels through investing in people.

As regards linkages to other relevant actions, one of the most worth-mentioning scholarship opportunities in the higher education field is the Joint Master Degree option under the Erasmus+ Programme as a follow-up to the Erasmus Mundus Programme. The beneficiaries of the programme are awarded either a joint degree or multiple degrees from universities in the EU and provided financial support throughout their academic studies. There are several other scholarships provided by the Member States (such as the UK -British Council Chevening Scholarship, Germany –scholarships by DAAD and private foundations, Sweden - Sida-sponsored scholarship and France - Eiffel). However, JMSP is the first and leading institutionalized scholarship programme in Turkey providing financial aid to academic studies on subjects related to the EU Acquis. In addition, a scholarship opportunity for the public sector employees is offered by the Republic of Turkey in the framework of the “Legislation Concerning the Public Officials to Be Sent Abroad for Training Purposes”. However,

the range of studies supported within the scope of this scholarship is extremely wide on the contrary to the JMSP which supports studies directly linked with the EU Acquis.

SECTOR APPROACH ASSESSMENT

N/A

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

JMSP started under an agreement signed between Turkey and the European Commission in 1989. During a first phase between 1990 and 2001 442 scholars benefited from this financial aid. Here, the main goal was to expand the knowledge about the EU. During a second phase between 2002 and 2006 the emphasis of the JMSP was reconsidered because Turkey had become a candidate country for EU accession in 1999 Helsinki Summit. Therefore, the objective of the Programme evolved to *intensifying the EU Acquis specific knowledge in Turkey*. 489 people benefited from the Programme between 2002 and 2006.

The third phase of the JMSP started, following the decision to finance the Programme from the Pre-Accession Financial Assistance for Turkey. In this period, the Programme has become an EU funded project, whose beneficiary is the Ministry for EU Affairs (MEUA). The 2005 and 2006 projects entitled “Continuation of the JMSP” have been programmed and financed from the Pre-Accession Financial Assistance for Turkey. Within the scope of the 2005 and 2006 projects, 181 scholars were financed.

Under IPA 2007-2013 “Continuation of the JMSP” projects were financed within the scope of IPA 2007, 2009, 2011 and 2012 programmes. Implementation of the grant component of the 2011 project covers the 2013-2014 and 2014-2015 academic years and 2012 project covers the 2015-2016 academic year. Around 930 scholars will have been awarded under IPA funds upon the completion of the 2012 project.

One of the most important problems encountered during the project implementation is the prolonged evaluation and approval processes. As opposed to other grant projects, JMSP has an implicit contracting deadline which is the start date of fall semesters in the EU universities. Late announcement of the awardees due to the prolonged approval procedures poses the risk of not being able award as many people as desired.

The second major problem encountered in previous actions is the insufficient exploitation of the public sector quota by the public sector employees. In order to encourage the public sector employees 31 info-days were organized for the promotion of the 2014-2015 academic year announcement at the public institutions located in Ankara. The doubling of the number of applications from the public sector in the 2014-2015 academic year (147 applications were received in 2013-2014 academic year) is mostly attributed to these intensive promotion activities. Furthermore, the MEUA sends official letters to the public institutions as the call for applications is opened each academic year which advises them to encourage their employees for applying to the Programme.

The third major problem is receiving a small number of applications from cities other than Ankara and İstanbul. Again, a vigorous promotion campaign was carried out and various info-days were organized in universities located in Çankırı, Çorum, Amasya, Bursa, Osmaniye, Adana, Mersin, Van and Kütahya in order to increase the number of applications from the local. University affiliates, public and private sector employees were invited to these meetings.

Last but not least, the strong preference for a single EU country by the scholars, probably due to various reasons, poses a challenge. A Hosting Institutions Catalogue has been prepared, covering one-year English taught programmes in EU member states other than UK. Also monthly living allowances are equalized for all EU countries. A promotion strategy for encouraging other countries improved, such as organising info-days in francophone universities, networking visits to EU countries and

Education and Cultural Attaches of 22 Embassies in Turkey. Last but not least a foreign language proficiency exemption for graduates of francophone high schools is given out.

Certain encouraging measures are developed for each of these problems and their positive effects will need to be observed in the mid run.

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	
The overall objective of the project is to support Turkey in its efforts towards accession by enhancing Turkey's administrative capacity for the effective implementation of the EU Acquis.	2 x 170 people trained on EU Acquis in the 2016-2017 and 2017-2018 academic years. ¹	<ul style="list-style-type: none"> • Bi-annual Progress Reports of the Technical Assistance Team (TAT) • Diplomas and certificates • Jean Monnet Scholars' database • Monitoring reports of scholars • Follow-up surveys for the alumni to be conducted by TAT 	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
The specific objective of the project is to develop Turkey's human resources in the EU Acquis related areas by granting Jean Monnet Scholarships exclusively for academic studies directly related to this area in EU member countries. In this manner, young professionals' perspectives about the European integration process are broadened, their perceptions of the EU are changed positively and the dialogue between young Turkish professionals and their EU counterparts is enhanced.	<p>2 x 170 people trained on EU Acquis in the 2016-2017 and 2017-2018 academic years.</p> <p>70-75 % of scholars employed on EU Acquis related jobs upon their return.</p> <p>340 academic and/or managerial supervisors guided overall 340 scholars</p> <p>50-60% of the scholars' perception of the European integration changed positively</p>	<ul style="list-style-type: none"> • Bi-annual Progress Reports of the Technical Assistance Team (TAT) • Diplomas and certificates • Jean Monnet Scholars' database • Monitoring reports of scholars • Ad-hoc surveys for the alumni to be conducted by TAT 	Continuation of Turkey's accession process
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
Result 1: Access to information about the Jean Monnet Scholarship Programme ensured for all potential candidates.	Applications to the JMSP increased by 10% . Followers on social media accounts increased by 20%. Visitors at JSMP website increased by 20%.	<ul style="list-style-type: none"> • The number of the applications and application documents • Statistics related to the website and social media accounts • Participation lists and meetings' pictures • Newspapers, Jean Monnet film and radio spots • Contact points in training institutions • First eligibility check forms • Evaluation results of the applicants 	<ul style="list-style-type: none"> • The target groups of the Programme participated actively. • Relevant educational institutions and graduate programmes are available
Result 2: Training institutions relevant to both the needs of the scholars and the programme objectives identified.	The number of academic programs in the "Hosting Institutions Catalogue" increased by 20%.		
Result 3: Scholarship awardees selected after a transparent and fair selection process.	<p>At least 50% of the scholarships granted to women.</p> <p>At least 50% of the scholarships granted to public sector employees.</p> <p>At least 25% of scholars from cities other than Istanbul and Ankara.</p> <p>Number of assessors increased by 5%.</p>		

¹ For scholars choosing two-year courses starting with the 2017-2018 academic year, the period covered would also include the 2018-2019 academic year.

Result 4: 340 scholarships granted and all awardees placed at their respective training institutions.	The geographical distribution of destination countries is broadened with no more than 40% of scholars per generation going to one single destination country	<ul style="list-style-type: none"> • CVs of assessors. • Acceptance letter of scholars • Academic Progress Reports filled up by academic/managerial supervisors • Diplomas and certificates • Ministry for EU Affairs library • Statistical information about the geographical dispersion of the selected institutions • Six Monthly Progress Reports of TAT • Jean Monnet Scholars' Database 	
Result 5: Scholarship holders completed their programmes successfully.	95% of the scholars completed their academic studies successfully. 340 dissertations/academic studies displayed at the Ministry for EU Affairs library. All of the abstracts displayed on the programme web site.		
Result 6: Jean Monnet alumni network strengthened.	At least 5 new success stories added to the "success stories" section on the web-site. At least 100 ex-scholars attended the seminar/workshop to be organized for the alumni. At least 140 ex-scholars participated to the social media group of the JMSP.		
ACTIVITIES	MEANS	OVERALL COST	ASSUMPTIONS
<p>1. Promotion of the programme</p> <p>This component involves the dissemination of Programme related information on a continuous basis. (Information meetings, media announcements, visibility materials, effective use of social media etc)</p> <p>2. Establishing a Relevant Institutions Network</p> <p>Providing guidance to the potential candidates concerning the academic institutions/programmes in the EU member states and organizing networking visits to those institutions in order to expand the current institutions database are the main tasks to be accomplished within the scope of this component.</p> <p>3. A Transparent and Fair Selection of Scholarship Awardees</p> <p>This component mainly involves the organization of the evaluation process.</p> <p>4. Placement of the Scholars</p> <p>Upon the announcement of the scholarship awardees as a result of the evaluation process, the placement process starts which mainly involves the approval of the academic programmes proposed by the awardees in terms of their compliance with the Jean Monnet Programme objectives.</p> <p>5. Monitoring of the Scholars</p> <p>Following the placement of the scholars to their respective host institutions, the scholars are monitored regularly in terms of their academic progress through the monitoring reports, e-mails, phone calls; etc. Also study visits will be organized to Brussels in order to monitor the scholars' welfare and inform them about the basic EU institutions, to provide visibility of the Programme and its results.</p> <p>6. Establishing Communication Channels with the Alumni Network</p> <p>The sustained communication with the ex-scholars is an important ingredient of the Programme.</p>	Grants	Total cost 14 460 000 € EU Contribution 14 460 000 €	The target groups of the programme participated actively.

ADDITIONAL DESCRIPTION

JMSP is composed of a chain of cyclic and concurrent activities (roughly – not exhaustive to these events - announcement of call for proposals, promotional activities, evaluation of the applications, placement and contracting process, monitoring of the scholars etc.) repeated for every academic year. All activities are repeated separately for each academic year.

1. Promotion of the programme

Activities to increase the awareness and publicity of the JMSP to ensure its recognition as a well-known brand in public (info-days, promotional materials and dissemination of programme-related information through various means such as e-mail, internet, printed, visual and electronic channels of national and local media, and social media).

2. Establishing a Relevant Institutions Network

Providing guidance to the potential candidates concerning the academic institutions/programmes in the EU member states, organizing networking visits to those institutions in order to expand the current institutions database and updating the “Hosting Institutions Catalogue” are the main tasks within the scope of this component.

3. A Transparent and Fair Selection of Scholarship Awardees

Organization of the assessment process which is composed of administrative compliance and eligibility check and the evaluation of the applicants. Evaluation is accomplished by independent assessors who have expertise on the EU Acquis.

4. Placement of the Scholars

Upon the announcement of the scholarship awardees, the placement process starts with the approval of academic programmes proposed in terms of their compliance with the JMSP objectives. Pre-departure seminars are organized to inform the scholars on their liabilities.

5. Monitoring of the Scholars

Following the placement to respective host institutions, the scholars are regularly monitored in terms of academic progress through monitoring reports, e-mails, phone calls; etc. Also, each academic year a study visit is organized to Brussels to monitor the scholars’ welfare and inform them about the basic EU institutions.

6. Establishing Communication Channels with the Alumni Network

The sustained communication with the ex-scholars is an important ingredient of the Programme. This component aims at concretizing the contribution of the scholars and their academic studies to Turkey’s EU accession process and enhancing the communication between the past, present and future scholars. A compendium is published and a certificate ceremony organized each academic year. At least one event is organized for the alumni society in the form of a seminar, training or workshop.

The major risk for the project implementation is the prolonged evaluation and approval processes. As opposed to other grant projects, JMSP has an implicit contracting deadline which is the start date of fall semesters in the EU universities. Late announcement of the awardees due to the prolonged approval procedures poses the risk of not being able to award as many people as desired. In order to overcome this problem, the examination process has been revised and language proficiency will be tested mainly on the basis of language certificates. Thus, the announcement will be made at an earlier date and the evaluation process will be accelerated. Another possible solution would be the adoption of the indirect management ex-post controls instead of the ex-ante controls.

Another risk is the insufficient exploitation of the public sector quota by the public sector employees and receiving a small number of applications from cities other than Ankara and İstanbul. In order to circumvent the problem associated with the public employees, the communication strategy already adopted will be sustained with possible enhancements. The main reason why relatively a few number

of applications are received from cities excluding Ankara and İstanbul is the language proficiency criterion in the JMSP. Some encouraging measures will be devised for increasing the number of applications from these cities.

Last but not least, the strong preference for a single EU country by the scholars, probably due to various reasons, poses a challenge. To overcome this problem, supporting two-year programmes will be a robust measure. In addition, each candidate will have to indicate two preferences for academic programmes in two different EU member states. Placement will be done according to success ranking. If more than 50% of the scholarship awardees wish to go to a single EU member state, candidates with lower success ranking will be asked to take up the scholarship for an academic programme in their second priority destination country. Also a tuition fee cap could be considered as another key incentive to improve geographical distribution. The amounts for tuition fees and living allowances will be announced in the call for applications to increase its effect.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

The beneficiary of the “*Jean Monnet Scholarship Programme*” is MEUA. MEUA will coordinate the implementation of the activity. The already established Technical Assistance Team under 2011 IPA project will assist the MEUA for the implementation of the grant schemes and visibility issues till 2019. Afterwards, the MEUA will need the technical assistance only for communication and information activities. A *Steering Committee* will be formed composed of representatives from the EUD, MEUA and CFCU.

IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

Jean Monnet Scholarship Programme will be implemented through a grant scheme with a total budget of **EUR 14 460 000**.

There will be no service contract within the scope of this Action since the TA in the project under 2011 IPA-I programme will also support the implementation of the Action.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

MEUA will be in charge of technical control and implementation of the Action as well as the monitoring. Therefore MEUA will put at the disposal of the project personnel and corresponding resources and will provide the project with the necessary administrative support. Three experts will be designated for the implementation of the Programme.

At the activity level, a *Steering Committee* will be formed with the participation of representatives from the MEUA, CFCU and the EUD.

INDICATOR MEASUREMENT

Indicator	Description	Baseline (year)	Last (year)	Milestone 2017	Target 2020	Source of information
% of scholars employed on EU Acquis related jobs upon their return.	<i>Administrative capacity is enhanced.</i>	62% (2008)	73% (2011)	70%	75%	<i>Ad-hoc surveys for the alumni</i>
% of the scholars' perception of the European integration changed positively.	<i>This indicator will be established during the placement process of every academic year.</i>	<i>Not available yet</i>	<i>Not available yet</i>	50%	60%	<i>Ad-hoc surveys for the alumni</i>
Overall number of scholars who successfully completed their academic studies		94 out of 100 (a.y. 2011-2012) (2010)	98 out of 100 (after a.y. 2012/2013)	160 out of 170	165 out of 170	<i>Diplomas and dissertations</i>
Gender distribution among scholars	% of woman and % of man in a given academic year	%51-%49 (2012)	%52-%48 (2014)	50%-50%	50%-50%	
% of scholarships for civil servants		58% (2012-2013 a.y.)	30% (2013-2014 a.y.)	50%	55%	<i>Placement reports</i>
% scholars from cities other than Istanbul and Ankara		20% (2012-2013 a.y.)	13% (2013-2014 a.y.)	%25	%35	<i>Placement reports</i>
% of scholars in destination countries other than UK		21 % (a.y. 2012/201)	22% (a. y 2013-2014)	60%	70%	

5. CROSS-CUTTING ISSUES

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

According to the OECD-DAC's methodology, in the activities foreseen, environment and climate change (mitigation and/or adaptation) should be classified as "not targeted" (Rio markers), as these issues are not relevant in the context of this action. The activities on this Action Programme are envisaged not to have any negative effect to climate change.

ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

During the implementation of the Programme cooperation with the alumni network and its "Jean Monnet Scholars' Association" is attributed great importance. In order to strengthen the communications among scholars and increase the visibility of the Programme various activities (seminars, workshops etc.) will be organized in collaboration with the Association. Also for concretizing the contribution of the scholars and their academic studies to Turkey's EU accession process alumni network and Jean Monnet Scholarship Association will play an important role.

The human resources development need, covers all aspects of the society. Also during the implementation and adaptation process public sector, private sector, universities and civil society organizations have important roles. It is necessary to increase the number of experts in the EU field from all these sectors for supporting Turkey's administrative capacity building efforts for the effective implementation of the EU Acquis.

Also mobility of the Turkish public sector representatives, young university graduates, and private sector representatives will contribute to the Civil Society Dialogue that tries to link the Turkish and EU societies to each other by eliminating the prejudices.

EQUAL OPPORTUNITIES AND GENDER MAINSTREAMING

As for the gender profile of the scholars, JMSP has significantly contributed to increase the share of female professionals in Turkey qualified in EU Acquis related fields. The shares of women have been 63%, 56%, 61%, 51%, 51% and 52% for the 2008-2009, 2009-2010, 2010-2011, 2011-2012, 2012-2013 and 2013-2014 academic years, respectively. The fact that there is no need to take any specific measures for ensuring gender equality is evidenced by the figures of the past six academic years.

MINORITIES AND VULNERABLE GROUPS

According to the Turkish Constitutional System, the word minorities encompass only groups of persons defined and recognized as such on the basis of multilateral or bilateral instruments to which Turkey is a party. Apart from that the Programme is open to all Turkish citizens that meet the application criteria determined by the JMJC. In this respect, the Programme is open to all vulnerable groups like disabled persons. Training institutions and appropriate programmes in EU countries having best physical infrastructure for handicapped scholars will be explored by TAT.

6. SUSTAINABILITY

JMSP, which was initiated in 1990, supported nearly 1700 scholars from public organizations, universities and private sector. During and after the implementation process one of the most important aim is to incorporate the scholars into the alumni network in order enable them to maintain relations with each other after their return. This alumni network can play an important role individually and also as a Civil Society Organisation, for instance as a meeting point for all JMSP scholars and alumni. Jean Monnet Scholars' Association will be supported during the implementation process with capacity

building activities so as to organise events, conferences, seminars and other activities related with the EU Acquis by herself.

A significant number of the Jean Monnet scholars are affiliated to a public sector institution. Upon completion of their post graduate studies these scholars will start incorporating their experiences to their professional career. Considering that most scholars are young people, there will be a significant number of public employees who have expertise on EU Acquis and contacts in a variety of EU member states which will be useful for their future work in public institutions and beyond. These scholars will eventually convey their knowledge and experience to other staff around them and hence contribute to sustainability.

Through several years of implementation of the JMSP, a significantly large database of respective institutions all around Europe offering post graduate studies on EU Acquis has been formed. This database will be accessible via the Programme web site for future use of people aiming at doing an academic research on EU Acquis.

The dissertations and academic studies of the scholars will be displayed at the library of the Ministry for EU Affairs and they will also be accessible via internet. The dissertations and academic studies will be an important reference collection for those willing to do related academic studies on EU Acquis.

7. COMMUNICATION AND VISIBILITY

Necessary measures to ensure constant, consistent and effective communication with target audiences along the implementation period will be carried out. In order to reach the target groups of the programme, comprehensive communication and visibility activities will be conducted by the MEUA after the calls for proposals are announced. Details of the communication and visibility activities will be developed before the launch of call for applications.

During the implementation of the Action, the TA in the project under 2011 IPA-I programme will provide support for communication and visibility activities. The activities concerning communication and visibility will focus on increasing the awareness about and publicity of the Action as well as support to increasing alumni networking to ensure the recognition of the JMSP as a well-known brand in public. See also section 2. "additional description" for activities that are foreseen.