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# ANNEX II

of the Commission Implementing Decision on the Annual action plan in favour of Türkiye for 2023

# Action Document for EU Support for Participation in EU Programmes and Agencies for 2023 and 2024

#### ANNUAL ACTION PLAN

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and annual action plan in the sense of Article 9 of IPA III Regulation and Article 23.2 of NDICI - Global Europe Regulation.

#### 1. SYNOPSIS

# 1.1. Action Summary Table

Title	EU Support for Participation in EU Programmes and Agencies for 2023 and 2024				
	Annual Action Plan in favour of Republic of Türkiye for 2023				
OPSYS	OSPYS business reference: ACT-62302				
ABAC	JAD.1311172				
Basic Act	Financed under the Instrument for Pre-accession Assistance (IPA III)				
Economic and Investment Plan (EIP)	No				
EIP Flagship	No				
Team Europe	No				
Beneficiar(y)/(ies) of the action	The action shall be carried out in the Republic of Türkiye				
Programming document	IPA III Programming Framework				
PRIORITY AREAS AND SECTOR INFORMATION					
Window and thematic priority	Window 2: Good governance, European Union (EU) acquis alignment, good neighbourly relations and strategic communication				
	Thematic Priority 2: Administrative capacity and EU acquis alignment				

Sustainable Development Goals	SDG3, SDG5, SDG6, SDG7, SDG9, SDG11, SDG12, SDG13, SDG16					
(SDGs) DAC code(s)	42010 (mulkiga etan sid) 1000/					
Main Delivery Channel @	43010 - (multisector aid) 100%  Central Government – 12001					
Targets	⊠ Climate					
	⊠ Gender					
	□ Biodiversity					
Markers (from DAC form)	General policy objective   Not targeted Significant objective objective					
	Participation development/good governance			$\boxtimes$		
	Aid to environment @		$\boxtimes$			
	Gender equality and women's and girl's empowerment		$\boxtimes$			
	Reproductive, maternal, newborn and child health		$\boxtimes$			
	Disaster Risk Reduction @		$\boxtimes$			
	Inclusion of persons with Disabilities					
	Nutrition @		$\boxtimes$			
	RIO Convention markers @	Not targeted	Significant objective	Principal objective		
	Biological diversity @	$\boxtimes$				
	Combat desertification @	$\boxtimes$				
	Climate change mitigation @	$\boxtimes$				
	Climate change adaptation @	$\boxtimes$				
Internal markers and Tags	Policy objectives	Not targeted	Significant objective	Principal objective		
	EIP	$\boxtimes$				
	EIP Flagship	YES		NO		
				$\boxtimes$		
	Tags:	YES		NO		
	Transport			$\boxtimes$		
	Energy			$\boxtimes$		
	Environment and climate resilience			$\boxtimes$		
	Digital			$\boxtimes$		

	Economic development (incl. private sector, trade and macroeconomic support)  Human Development (incl. human capital and youth)  Health resilience							
	private sector, trade and			$\boxtimes$				
	<u>.</u> ,			$\boxtimes$				
	Health resilience			$\boxtimes$				
	Migration and mobility			$\boxtimes$				
				$\boxtimes$				
	Other			$\boxtimes$				
	Digitalisation @		$\boxtimes$					
	Tags	YES		NO				
	digital connectivity	$\boxtimes$						
	digital governance	$\boxtimes$						
	digital entrepreneurship	$\boxtimes$						
	digital skills/literacy	$\boxtimes$						
	digital services							
	Connectivity @		$\boxtimes$					
Tags		YES		NO				
	digital connectivity							
	energy	$\boxtimes$						
	transport	$\boxtimes$						
	health	$\boxtimes$						
	education and research	$\boxtimes$						
	Migration @		$\boxtimes$					
	Reduction of Inequalities @		$\boxtimes$					
	COVID-19		$\boxtimes$					
	BUDGET INFORM	MATION						
Amounts concerned	Budget line: 15 02 01 01.01							
	Total estimated cost: EUR 164 625	000						
	Total amount of EU budget contribution EUR 65 850 000 of which							
	EUR 65 850 000 for indirect management with the Republic of Türkiye							
MANAGEMENT AND IMPLEMENTATION								
Implementation	Project Modality							
modalities (management mode	Indirect management with the Republic of Türkiye							

and delivery methods)	
Final Date for conclusion of Financing Agreement	At the latest by 31 December 2024
Final date for concluding contribution / delegation agreements, procurement and grant contracts	3 years following the date of conclusion of the Financing Agreement, with the exception of cases listed under Article 114(2) of the Financial Regulation
Indicative operational implementation period	72 months following the conclusion of the Financing Agreement
Final date for implementing the Financing Agreement	12 years following the conclusion of the Financing Agreement

#### 1.2. Summary of the Action

Participation in EU programmes and agencies is an important element covered under Window 2: Good governance, European Union (EU) *acquis* alignment, good neighbourly relations and strategic communication of the IPA III Programming Framework. Through its participation in the EU programmes and agencies, Türkiye has the opportunity to: (i) build knowledge and capacities of the different stakeholders dealing with European issues; (ii) actively participate in the implementation of EU policies; and (iii) intensify international cooperation and mobility in relation to EU countries, thus becoming more deeply involved in the EU integration process. Participation in EU programmes and agencies encourages the active involvement of public and private institutions, small and medium-sized enterprises, NGOs, civil society organisations and universities to benefit from and contribute to the EU accession process.

The European Commission invites Türkiye to participate in as many EU programmes and agencies as possible in line with its national priorities and goals. For 2021-2027 period Türkiye continues to participate in the following EU programmes and agencies: Horizon Europe, Erasmus+, European Solidarity Corps (ESC), Union Civil Protection Mechanism (UCPM), Customs, Single Market Programme, European Environment Agency (EEA) and the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA). As of August 2023, the association negotiations for the participation in Digital Europe Programme were concluded and those for the participation in Creative Europe were nearly concluded. There is an expectation that these two agreements will be signed in 2023. Türkiye may assess and consider to participate in other EU programmes and agencies for 2021-2027 period. Thereby, financial contribution for participation in the programmes, the so-called, "entry ticket" will incrementally increase in the upcoming years.

In this regard, this Action Document (AD) lays out the need for EU support for Türkiye's participation in the EU programmes and agencies in the form of co-financing of the entry tickets to be paid by Türkiye in the years of 2023 and 2024.

## 1.3 Beneficiar(y)/(ies) of the Action

The action shall be carried out in Türkiye.

#### 2. RATIONALE

#### 2.1. Context

With the prospect of enlargement of the European Union, in order to better prepare candidate countries for the adoption of the EU *acquis* and for accession to the European Union, the European Commission proposed in 1997 the progressive opening-up to candidate countries of a broad range of Community programmes (now EU Programmes). EU Programmes are a set of integrated activities adopted by the European Commission with the aim to support the implementation of EU policy objectives. They cover a broad range of areas such as green and digital transition, environment, energy, transport, migration, culture, customs, competitiveness, business, investment, health etc.

The association of potential and candidate countries to EU programmes is a major pre-accession instrument that familiarises candidate countries and their citizens with the European Union policies and working methods and also a way to strengthen co-operation with EU Member States. Therefore, Türkiye's participation in EU Programmes represents an opportunity to make acquaintance with the European institutions, legislation and their application in practice, with EU policies as well as European business, social and public eco-systems.

Effective participation of Türkiye in a number of EU programmes and agencies started in 2003 on the basis of the Framework Agreement with Türkiye signed on 26 February 2002 and entered into force on 5 September 2002. Since then, Türkiye has been participating in various EU programmes and agencies on the basis of the terms and conditions identified in different agreements.

In the period 2007 – 2013, Türkiye participated in 8 EU programmes: Fiscalis, Customs, Progress, Lifelong Learning, Youth in Action, Competitiveness and Innovation Framework Programme - the ICT Policy Support Programme (CIP ICT PSP), Competitiveness and Innovation Framework Programme - Entrepreneurship and Innovation Programme (CIP EIP), Seventh Framework Programme for Research and Technological Development (FP7) and Culture Programme.

Türkiye is also a member of European Environment Agency and European Monitoring Centre on Drugs and Drug Addiction since 2003.

In the period 2014 – 2020, Türkiye joined Erasmus+, Horizon 2020, European Solidarity Corps (ESC), COSME, Customs, Fiscalis, Employment and Social Innovation, Union Civil Protection Mechanism, Creative Europe (for 2015-2016) programmes.

After 2020, Türkiye decided to continue participating in ongoing programmes namely Erasmus+, Horizon Europe, European Solidarity Corps (ESC), Customs Programme, Single Market Programme and Union Civil Protection Mechanism. Türkiye aims to increase its participation in the EU programmes and agencies namely by joining Creative Europe, Digital Europe Programme and Invest EU.

The overall coordination of Türkiye's participation in the EU Programmes and Agencies is carried out by the Ministry of Foreign Affairs of Türkiye, Directorate for EU Affairs as National Coordinator of EU Programmes and Agencies. The Board of EU Programmes and Agencies established by a Turkish Presidential Decree issued in October 2019 concerning the governance of IPA structures is responsible for the decision on the participation in/termination of programmes and monitoring and evaluating the performance of Türkiye in the actions of the programmes and agencies. The secretariat of the Board is carried out by the Department of Union Programmes within the Directorate for EU Affairs.

In order to participate in the EU programmes and agencies Türkiye pays a contribution in the form of an annual fee to the general budget of the EU ("entry tickets"). A contribution from the EU Instrument for pre-

accession assistance (IPA III) can be used to a certain extent to complement national funds in a form of cofinancing of the "entry tickets".

This Action Document lays out the financial support request from IPA III for the years of 2023 and 2024 related to participation in the following EU programmes and agencies that Türkiye continues to participate in (Horizon Europe, Erasmus+, ESC, Union Civil Protection Mechanism, European Environment Agency and EMCDDA); as well as for the years 2021, 2022, 2023, 2024 related to the participation in the Customs and Single Market Programmes (because the participation agreements for these programmes apply retroactively from 1 January 2021) and for those that Türkiye could join soon (Digital Europe, Creative Europe, InvestEU) as it is not known yet when the retroactive date of start of participation will be agreed. The financial support request concerns contributions that have not yet been co-financed by the EU.

Association to the EU Programmes and Agencies depends on the consent of Türkiye and the European Commission - which is authorised to negotiate on behalf of the EU - on the specific terms and conditions of participation in each programme, including the financial contribution. IPA III assistance for EU programmes facilitates Türkiye's participation in the different programmes and agencies, for which Türkiye's financial contribution in each particular programme is determined by each association agreement. As a country with a large population and high Gross Domestic Product (GDP) the participation fees for Türkiye are substantial (e.g. for Erasmus+ only, Türkiye paid to the EU budget in total EUR 933 million in the period 2014-2020). Hence, IPA III funds can contribute in part to cover these costs by increasing the cost benefit ratio of Türkiye's expenditures.

The 'entry tickets' to the EU programmes and agencies have increased when compared to previous 2014-2020 period. In addition, Türkiye is determined to participate in new programmes and develop cooperation with EU counterparts in different policy areas through the EU programmes. To support Türkiye participating in an increasing number of Union programmes and taking into account the related increase in cost of entry tickets, a substantial IPA contribution for 2023 and 2024 entry tickets is requested.

#### 2.2. Problem Analysis

Short problem analysis

Türkiye has expressed interest to participate in current and new programmes under the MFF 2021-2027 in order to boost cooperation with the EU on many policy areas of mutual interest such as research, green transition, digitalisation, higher education, private sector development, youth and culture, amongst other. The EU also welcomed Türkiye's interest.

Türkiye already participates in Horizon Europe, Erasmus+, ESC, Union Civil Protection Mechanism, Customs programme, Single Market Programme, European Environment Agency and EMCDDA. The negotiations on the association agreement for Digital Europe were terminated and those for Creative Europe were nearly concluded; the association agreements are expected to be signed in 2023. As in IPA II, co-financing of the programmes and agencies' entry tickets to be paid by Türkiye under the MFF 2021-2027 will be possible under the IPA III instrument.

Considering the financial burden that the entry tickets create, the IPA contribution to Türkiye's participation in the Union Programmes and Agencies is significant to support and improve the acquis alignment process of the country.

#### 2.3. Lessons Learned

Currently, Türkiye participates in the following EU programmes and agencies: Erasmus+ Programme for education, training, youth and sport; the European Solidarity Corps programme for volunteering and solidarity activities; Horizon Europe Programme for research and innovation; Single Market Programme (CoSME) for the competitiveness of enterprises and small and medium-sized enterprises; Customs programme to improve

the operation of taxation systems; the Union Civil Protection Mechanism for coordinating rescue and relief in the event of natural and man-made disasters; the European Environment Agency (EEA) for cooperation in environmental issues; and the European Monitoring Centre For Drug and Drug Addiction (EMCDDA) for sharing information on drugs, drug addiction and their consequences .

Until now in the 2021-2027 Multiannual Financial Framework period, the total contribution under these programmes and agencies was around EUR 348 million, approximately 38% of which constituted IPA funds and 62% Turkish national funds.

The Directorate for EU Affairs of the Ministry of Foreign Affairs, monitors and evaluates Türkiye's participation in the EU Programmes and Agencies under the 2021-2027 Multiannual Financial Framework. Evaluations of the 2014-2020 period indicate that Türkiye's participation has not only a quantitative dimension but also a qualitative impact for relevant sectors in Türkiye and the EU. The qualitative impact includes supporting cooperation, competitiveness, human resources development and cultural dialogue.

Through its participation in the EU programmes and agencies, Türkiye familiarises itself with EU policies and tools. It therefore complements national strategies and systems and contributes to the alignment process. The main beneficiary for this Action is the Republic of Türkiye and the main stakeholders are the coordinating institutions of each programme or agency.

Union Programmes and Agencies also encourage the active involvement of public and private institutions, NGOs, civil society organisations and universities to benefit from the EU accession process. It is expected that the knowledge and skills developed through participation in these programmes and agencies will be retained within the participating and responsible institutions.

#### 3. DESCRIPTION OF THE ACTION

#### 3.1. Intervention Logic

The underlying intervention logic for this action is that:

The general objective of this Action is to enhance Türkiye's progressive alignment with the EU's rules, standards, policies and practices.

The specific objective is:

- To support and promote Türkiye's participation in EU programmes and agencies.

The outputs to be delivered by this action contributing to the corresponding Specific Objective are:

- 1.1. The participation of Turkish beneficiaries in EU programmes and agencies is enhanced.
- 1.2. The capacity, ownership and responsibility of Türkiye (including in financial terms) for participation in EU programmes and agencies are strengthened.
- 1.3. The involvement of Turkish and EU citizens in the European integration project in complementarity with institutional and political cooperation is encouraged.

#### 3.2. Indicative Activities

This action does not foresee any activities as it only entails the co-financing of the entry tickets' fees paid by Türkiye for its participation in certain EU programmes and agencies in 2023 and 2024 (the participation agreements for the Customs Programme and the Single Market Programme apply retroactively from 1 January 2021).

# 3.3. Mainstreaming

The EU programmes and agencies are established by the European Union regulations which fulfil the mainstreaming issues with regard to gender, environment, human rights, inclusiveness, democracy, etc. Therefore, the activities to be implemented under these programmes and agencies directly respect, contribute in, and mainstream these considerations and thus co-financing the Türkiye's participation in these programmes and agencies stands for automatic mainstreaming.

# 3.4. Risks and Assumptions

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
1	Postponement of EU's co-finance payment to TR national budget	Medium	Medium	Each Coordinator Institution of EU programmes and agencies earmarked sufficient budget allocation for its annual contributions in full.
2-3	Reconsidering of participation in the programmes due to high amount of Türkiye's yearly financial contribution	Medium	Medium	The Board on EU Programmes and Agencies and Programme Coordinator Institutions may ask relevant DG's to negotiate to re-calculate the initial operational contribution to be paid by Türkiye for its participation in the programmes/agencies or reconsiders participation in the programmes/agencies.
3	Lack of interest of coordinator institutions to participate in the programmes	Low	Low	
3	Lack of interest of potential beneficiaries to participate in the programmes	Low	Low	Each Programme is promoted country-wide to its specific target group.

# 4. IMPLEMENTATION ARRANGEMENTS

# 4.1. Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the Republic of Türkiye.

## 4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer in duly justified cases.

#### 4.3. Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>1</sup>.

#### 4.3.1. Indirect Management with an IPA III beneficiary

This action will be implemented under indirect management with the Republic of Türkiye.

The National Fund is responsible for the pre-accession financial assistance share of the financial contribution to be paid by the country to participate in EU programmes and agencies.

EU co-financing will be provided for the years of 2023 and 2024 in relation to participation of Türkiye in the following EU programmes and agencies: Horizon Europe, Erasmus+, ESC, Union Civil Protection Mechanism, European Environment Agency and EMCDDA. It will be also provided for the years 2021, 2022, 2023, 2024 in relation to Türkiye's participation in the Customs and Single Market Programmes because the participation agreements for these programmes, which were signed recently, apply retroactively from 1 January 2021 and also in relation to those programmes that Türkiye could join soon (Digital Europe, Creative Europe, InvestEU) as it is not known yet when the retroactive date of start of participation will be fixed.

The participation of the IPA III beneficiary in EU programmes and agencies, including the country's payment of the entry ticket, must follow the specific terms and conditions set out for each Programme in the relevant association agreement. The total EU contribution to entry tickets will not exceed 40% of the total cost.

Türkiye must not only provide the national co-financing but also the funds necessary for the payment of the total entry ticket before it receives the partial reimbursement from IPA III.

#### 4.4. Indicative Budget

The total EU contribution under the Annual Action Plan for Türkiye for 2023 found adequate by the Commission and the Turkish authorities to support Turkish participation in EU programmes and agencies is EUR 65 850 000. There is no budget breakdown per programme as the programmes in which Türkiye will participate will be determined after the adoption of relevant legislation by the EU and the entry into force of the association agreements following the internal decision procedures in Türkiye. A fair and proportional distribution across all the programmes and agencies in which Türkiye participates in 2023 and 2024 will be ensured.

EU Sanctions Map. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

	Total expenditure	IPA III contribution		IPA III beneficiary contribution	
	EUR	EUR	%	EUR	%
Contribution to participation in EU Programmes and Agencies	164 625 000	65 850 000	40	98 775 000	60
Totals	164 625 000	65 850 000	40	98 775 000	60

# 4.5. Organisational Set-up and Responsibilities

The National Fund is responsible for the pre-accession financial assistance share of the financial contribution to be paid by the country to participate in EU programmes and agencies.

The Department of Union Programmes within the Directorate for European Union Affairs of the Ministry of Foreign Affairs (National Coordinator of EU Programmes and Agencies) is responsible for the implementation of this Action.

The Coordinator Institutions are responsible for the execution, follow-up and dissemination of the project results, promotion of EU programmes, the payment of the national contribution and the follow-up of the recovery when necessary. The Board on EU Programmes and Agencies composed of National Coordinator of EU programmes and agencies and coordinator institutions is the final decision-making body over the programmes and agencies, in which Türkiye decides to participate in, termination of the association agreements or ending of the ongoing negotiations with the European Commission. It also conducts specific monitoring and supervision duties for effective management and implementation of the programmes. Apart from this, Monitoring and Steering Committees have been established in order to monitor/assess the performance and to ensure the effectiveness of participation of Türkiye in the programmes.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

#### 4.6. Pre-conditions

Türkiye must provide the funds necessary for the payment of the total entry tickets before it receives the partial reimbursement from IPA III.

#### 5. PERFORMANCE MEASUREMENT

# 5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the partner's strategy, policy or reform action plan list.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

The overall monitoring and reporting of all the EU programmes and agencies are carried by the European Commission. The Commission shall monitor and assess progress towards achievement of the objectives.

Regarding monitoring and evaluation of the implementation of programmes and agencies at the national level, the Board for EU Programmes and Agencies conducts specific monitoring and supervision duties for effective management and implementation of the programmes. As secretariat of the Board, the Directorate for European Union Affairs of the Ministry of Foreign Affairs will regularly monitor the participation rates and reports on rates and co-financing trends in the context of IPA monitoring committees.

For EU Programmes and Agencies, the relevant coordinator organizations monitor the performance the implementation of programmes closely and regularly reports the results to the Board secretariat.

For Erasmus+ and European Solidarity Programmes specifically, Ministry of Foreign Affairs Directorate for EU Affairs, as the National Authority of Erasmus+ and European Solidarity Programmes, prepares and submits a report to the European Commission on monitoring and surveillance activities every year based on the annual management statement of the Turkish National Agency, the independent audit opinion, and the European Commission's analysis of the conformity and performance of the Turkish National Agency. The Directorate for EU Affairs also presents the report on the implementation and impact of the programmes to contribute to the interim evaluation made by the European Commission in accordance with the Program Regulations (EU) 2021/817 and (EU) 2021/888 in the middle of the 7-year implementation period.

#### 5.2. Evaluation

Having regard to the nature of the action, evaluation(s) will not be carried out for this action or its components.

#### 5.3. Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

## 6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

All entities implementing EU-funded external actions have the contractual obligation to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. To that end, they must comply with the instructions given in the 2022 guidance document <u>Communicating and raising EU visibility:</u> Guidance for external actions (or any successor document).

This obligation will apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and contribution agreements.

#### 7. SUSTAINABILITY

This Action only covers co-financing of entry tickets paid by Türkiye to the Commission services. The action itself will contribute in sustainability in Türkiye's participation in EU programmes and agencies.