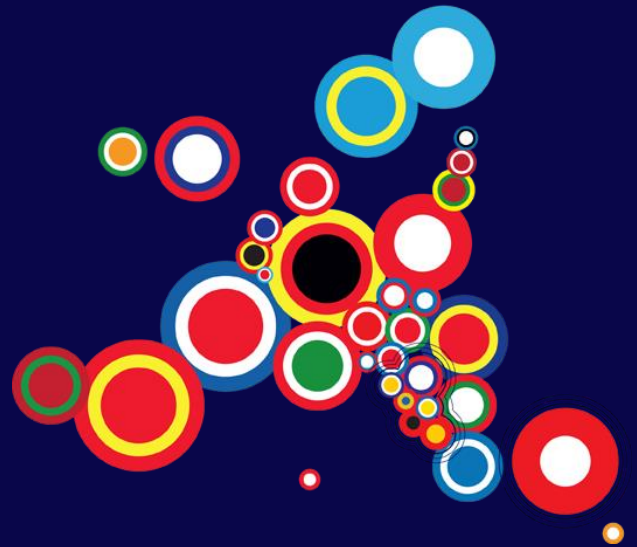




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

MULTI-COUNTRY

JASPERS' assistance to
Turkey in the environment
sector



Action summary

The Action will provide technical assistance to prepare successful, high quality environment infrastructure projects in Turkey, jointly identified by the European Commission, the EU Delegation in Ankara and the beneficiary Ministry of Environment and Urbanisation. It will contribute to bring these priority investments projects to maturity by offering support to develop, manage and review the quality of project preparation documents, making them eligible and mature for EU funds.

JASPERS (Joint Assistance to Support Projects in European Regions) is a technical assistance facility created to support the new Member States which joined the EU in 2004 and 2007 to access EU Structural Funds. Since 2013, JASPERS has expanded its services to three IPA beneficiaries, the former Yugoslav Republic of Macedonia, Montenegro and Serbia. In view of the positive experience in these beneficiaries, JASPERS' support was extended to all IPA II beneficiaries as of 1st of January 2016.

Action Identification			
Action Programme Title	IPA II Annual Multi-country Action Programme 2016		
Action Title	JASPERS' assistance to Turkey in the environment sector		
Action ID	IPA 2016/037-900.09/MC/JASPERS Turkey		
Sector Information			
IPA II Sector(s)	9. Regional cooperation and territorial cooperation		
DAC Sector	43010 - multi-sector aid		
Budget			
Total cost	EUR 1 million		
EU contribution	EUR 1 million		
Budget line(s)	22.020401		
Management and Implementation			
Management mode	Direct management		
European Commission	DG NEAR/D.5		
Implementation responsibilities	DG NEAR/D.5		
Location			
Zone benefiting from the Action	Turkey		
Specific implementation area(s)	N/A		
Timeline			
Final date for contracting including the conclusion of delegation agreements	31/12/2017		
Final date for operational implementation	31/12/2021		
Policy objectives / Markers (DAC form)			
General policy objective	Not targeted	Significant objective	Main objective
Participation development/good governance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Aid to environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender equality (including Women In Development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
RIO Convention markers	Not targeted	Significant objective	Main objective
Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

A large gap still exists between the environment infrastructure available for wastewater and solid waste in Turkey and what is needed to ensure a sustainable development. For the determination of the total necessary environment investments of Turkey in the approximation process, the costs for new investments, renewals, maintenance and repair works starting from 2007 were taken into account. The total value of investments, including industrial, agricultural and urban infrastructure amounts to EUR 58.5 billion.

At sector level, the need to strengthen capacity is required in various environmental areas and at all levels of the Turkish administration namely the central administration, decentralised branches of the central institutions (provincial directorates or regional offices) as well as in the municipalities. Certain divisions of the central and local (municipal and regional) administration involved in the process of implementing environmental policies need strengthening in administrative, financial and technical capabilities required for the measurement, monitoring, planning, supervision, inspection, reporting as well as project development and implementation.

The environmental quality in some regions is far below EU standards, mainly due to long-term under-investment in water, wastewater and waste infrastructure and also due to inadequate environmental planning and management systems.

An important problem is that financial resources dedicated to infrastructure investments and operations aimed at environmental protection - heavy-cost investments - do not meet the demand.

If there is an undeniable need for technical assistance for the preparation of the documentation for infrastructure investments projects, it is also crucial to provide technical assistance to beneficiaries when reviewing the quality of these preparation documents (feasibility studies, design, environmental impact assessment, etc.).

OUTLINE OF IPA II ASSISTANCE

In this context, the Action will allow the continuity of the technical assistance offered by JASPERS since the beginning of 2016, financed by EUR 1 million included in the Multi-country Programme 2015. The Action will therefore contribute to bring to maturity priority infrastructure projects identified by the Turkish Ministry of Environment and Urbanisation.

JASPERS (Joint Assistance to Support Projects in European Regions) is a technical assistance facility specifically created to support the new Member States to prepare high quality projects in order to qualify for EU Structural Funds. JASPERS, which provides advice to the 13 countries that joined the European Union in 2004, 2007 and 2013 as well as to Greece. It has expanded its services since 2013 to three IPA beneficiaries: the former Yugoslav Republic of Macedonia, Montenegro and Serbia. In view of the positive experience in these beneficiaries, it was decided to extend the opportunity of JASPERS' contribution to all IPA II beneficiaries as of 1st of January 2016.

The technical assistance to be provided under this Action will help preparing infrastructure projects making them eligible for IPA II financing. Specific results will include assistance in preparing cost benefit methodologies, preparation of draft terms of reference for project preparation documents, detail design or tender dossiers, quality review of the project preparation documents, etc. It will also comprise the transfer of know-how in project management and project development.

In addition, the Action may offer assistance to the beneficiary for the preparation of sub-sector strategies and the identification and prioritisation of projects for IPA II financing, to improve programming and subsequently the timing and quality of the projects.

RELEVANCE WITH THE IPA II MULTI-COUNTRY STRATEGY PAPER AND OTHER KEY REFERENCES

The Multi-country Indicative Strategy Paper 2014-2020 (hereinafter referred to as Strategy paper) sets socio-economic and regional development as one of its main objectives and clearly underlines the importance to support IPA beneficiaries in infrastructure development.

Moreover, as specified in the Indicative Strategy Paper for Turkey for 2014-2020, the country "*has not yet met the closing benchmarks for chapter 27, [...] and in order to meet the closing benchmarks, i.e. to implement the acquis, investments are particularly needed in delivering drinking water, wastewater treatment and solid waste management*". The document clarifies that in the Environment sector grants will be used to finance priority investments in areas where setting up infrastructure is necessary to implement the EU acquis. This is especially the case for water and solid waste areas. In conclusion, in the document it is also specified the role of the existing project pipeline relating to the priority areas for investments (i.e. delivery of drinking water, integrated wastewater services, solid waste management) which will be evaluated based on the maturity of the proposals and regional development needs to ensure that activities are properly sequenced.

The Action is in line with the Multi-annual Action Programme for Turkey on Environment and Climate Action 2014-2016 adopted on 16th December 2014 and in particular on the need to reduce delays in project preparation by increasing the institutional capacity of national and local authorities managing the funds.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

In a context of immense investments needs and restricted budgets in IPA beneficiaries, projects prioritisation is essential in order to ensure that the projects that are most relevant for growth, stability and accession are prepared to the highest standards and successfully implemented. The development of a pipeline of projects by the Turkish Ministry of Environment and Urbanisation will play a key role in identifying these priority projects in the environment sector, whether related to wastewater or solid waste, and will be offering to JASPERS a selection of projects to support.

Since 2013, JASPERS has been active in Montenegro, in the former Yugoslav Republic of Macedonia and in Serbia, under an Agreement with DG REGIO of EUR 2.17 million (with a EUR 2 million contribution from the European Commission and EUR 176 500 from the European Investment Bank, EIB).

With a total of 46 projects/actions, activities focused on transport (railways mostly, but also roads) and environment (water supply, wastewater treatment and solid waste management), with activities completed for nine of them. The pace of activities has been accelerating progressively, in particular due to a mutual understanding of the principles of JASPERS support and the specific issues in each IPA beneficiary has been reached.

The activities involved:

- supporting the development of key projects under preparation, to ensure compliance with the relevant regulations and requirements and improve the quality of the interventions prepared
- assisting in the preparation of sector strategies and projects pipelines for IPA II financing
- transferring relevant know-how (such as Cost Benefit Analysis, Environment Impact Assessment, FIDIC conditions, etc.)

The feedback is generally very positive, with both guidance on project documentation and training sessions considered as offering great added value. One point for improvement would be to involve JASPERS at the earliest stage, not only to avoid the use of different methodologies but also to maximise JASPERS' impact.

As of 1st of January 2016, JASPERS' activities will be extended to all IPA beneficiaries, under an Agreement signed between DG NEAR and JASPERS for EUR 4 million, including EUR 1 million earmarked for environment projects in Turkey.

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	
Support the improvement of living standards and hygienic conditions for the population and the resulting socio-economic growth of Turkey	<ul style="list-style-type: none"> • Public sector investment • GDP growth • Human development index • Total value of all investment projects (private and public) made in the region 	National/Central Banks reports National Statistical Office Eurostat	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
Improved quality of the environmental infrastructures investment projects ready for financing/implementation	<ul style="list-style-type: none"> • Number of environment infrastructure projects supported by JASPERS for which their activities have been fully completed • Number of projects supported by JASPERS which reached construction • Total value of the projects supported by JASPERS • Total EU funds committed for the projects supported by JASPERS • Number of projects supported by JASPERS which construction reached completion 	JASPERS progress reports Government budgets	Capacity to borrow from Beneficiary remains Recovery from the crisis allows further development and creates further loans demand Political stability in the country
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
Accelerate and improve the preparation, development, management and review of environment infrastructure investment projects jointly identified by the European Commission, the EU Delegation in Ankara and the Ministry of Environment and Urbanisation, and contribute to the exchange of skills and knowledge	<ul style="list-style-type: none"> • Number of environment infrastructure projects supported by JASPERS 	JASPERS progress reports	The Ministry of Environment confirms the projects identified for preparation

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

The beneficiary of the Action is Turkish Ministry of Environment and Urbanisation.

- **DG NEAR, headquarters and EU Delegation in Ankara**

The contract between the European Commission and JASPERS will be managed by DG NEAR Western Balkans Regional Cooperation and Programmes Unit, which will coordinate JASPERS action in Turkey.

The Western Balkans Regional Cooperation and Programmes Unit will work closely with the Turkey Unit in DG NEAR headquarters but also with the EU Delegation in Ankara which will follow directly with the national authorities the implementation of JASPERS' services.

- **JASPERS (Joint Assistance to Support Projects in European Regions)**

JASPERS is a joint initiative of the European Commission, the EIB and the European Bank for Reconstruction and Development (EBRD).

- **EU Delegation in Ankara**

Together with the beneficiary, the EU Delegation in Ankara will identify, in constant consultation with DG NEAR Unit A5 "Turkey" and with the support of JASPERS' experts, the major priority investments projects to be supported by JASPERS.

- **JASPERS Steering Committee**

The Steering Committees gathering the European Commission, the EIB and the EBRD will offer the occasion to discuss the implementation modalities of JASPERS' technical assistance services.

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

JASPERS' technical assistance services will be contracted in Q3 2016 and managed directly by DG NEAR Headquarters through a Grant Agreement with the EIB.

In accordance with Article 125 (7) of the Financial Regulation, the grants for actions of technical assistance may be awarded to the EIB without a call for proposals.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

The Framework Partnership Agreement signed between DG NEAR and JASPERS will use as a reference the Financial and Administrative Framework Agreement signed between the European Commission and the EIB and will as a result guarantee monitoring and reporting standards.

The day-to-day monitoring of the Action will be carried out by the EU Delegation in Ankara and by the Task Manager in DG NEAR. In the perspective of this exercise, s/he will use the reports produced by the implementing body, the EIB. S/he will also have regular contacts with Turkey Unit in DG NEAR headquarters and with the EU Delegation in Ankara and, when relevant, with national authorities in order to monitor the Action as closely as possible to its implementation.

JASPERS annual Steering Committees will offer the opportunity to appreciate regularly the progress of the Action and address any issues.

The European Commission will evaluate progress in the achievement of expected results on the basis of indicators outlined in the Action. The European Commission may carry out a mid-term, a final or an ex-post evaluation for this Action or its components via independent consultants, through a joint mission or via an implementing partner. In case a mid-term or final evaluation is not foreseen, the European Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner. The evaluations will be carried out as prescribed by the DG NEAR guidelines for evaluations. In addition, the Action might be subject to external monitoring in line with the European Commission rules and procedures.

The Result Oriented Monitoring (ROM) mechanism might be used to support the monitoring of the Action.

INDICATOR MEASUREMENT *

Indicator	Baseline (year) (2)	Milestone 2017(3)	Target 2020 (4)	Final target 2023	Source of information
Number of projects supported by JASPERS for which their activities have been fully completed	0	2	5	5	JASPERS' progress reports
Number of projects supported by JASPERS which reached construction	0	0	5	5	JASPERS' progress reports
Total EU funding used for the projects supported by JASPERS	0	EUR 37.5 million	EUR 94 million	EUR 94 million	JASPERS' progress reports
Total value of the projects supported by JASPERS**	0	EUR 50 million	EUR 125 million	EUR 125 million	JASPERS' progress reports
Number of projects supported by JASPERS which construction reached completion	0	0	2	5	JASPERS' progress reports

(1) This is the related indicator as included in the Indicative Strategy Paper (for reference only)

(2) The agreed baseline year is 2010 (to be inserted in brackets in the top row). If for the chosen indicator, there are no available data for 2010, it is advisable to refer to the following years – 2011, 2012. The year of reference may not be the same either for all indicators selected due to a lack of data availability; in this case, the year should then be inserted in each cell in brackets. The baseline value may be "0" (i.e. no reference values are available as the Action represents a novelty for the beneficiary) but cannot be left empty or include references such as "N/A" or "will be determined later".

(3) The milestone year CANNOT be modified: it refers to the mid-term review of IPA II.

(4) The target year CANNOT be modified.

(5) This will be a useful reference to continue measuring the outcome of IPA II support beyond the 2014-2020 multi-annual financial period. If the Action is completed before 2020 (year for the performance reward), this value and that in the 2020 target column must be the same.

* On the assumption of support of 5 projects supported by the Action.

5. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

Though it is not designed to address in any particular way this issue, the Action may have an impact on gender equality. Women and girls are generally differently affected by the domestic implications of wastewater and waste management than men and boys due to their gender roles and their responsibilities in households. The impact of the Action may however not be significant enough to justify gender marking.

The development of the Action will however ensure equal opportunities for women and men to participate in its implementation and in the selection of experts.

EQUAL OPPORTUNITIES

Equal opportunities will be mainstreamed in all the relevant activities of the Action. The development of the Action will require professional qualifications and competences guaranteeing equal opportunities for its implementation and selection of experts.

MINORITIES, VULNERABLE GROUPS

Investment projects provide benefits to the groups of population without distinction, including people belonging to minorities and vulnerable groups, including refugees.

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

The preparation of investment projects is always accompanied by public consultation which requirements are set by national planning regulations and EU Directives, in particular the Environmental Impact Assessment Directive (2011/92/EU amended 2014/52/EU).

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

The Action is targeting the rehabilitation and development of environment infrastructure in Turkey for water supply, wastewater collection and treatment as well as waste management. It therefore contributes to improving in particular the quality of water and more generally the living standards and hygienic conditions of the population.

Environment, climate change and disaster resilience are systematically considered during the preparation and design of major infrastructure projects. The Environmental Impact Assessment is indeed essential during the project preparation process. It not only results in identifying and managing risks but is also the occasion to add value to the project. It allows to combine technical feasibility and environmental, social and stakeholder acceptability. A solid EIA may avoid delays or further costs for redesign and increased construction scope due to poorly appreciated construction constraints as well as later mitigation costs.

Climate action relevant budget allocation: EUR 100 000
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6. SUSTAINABILITY

To ensure the sustainability of infrastructure investments projects, the beneficiary must not only thoroughly prepare their projects with the realisation of feasibility studies, cost benefit analysis, financing plans or environmental impact assessment, they should also develop their capacity to develop and manage such investment projects and to review their quality. It is planned that JASPERS'

assistance will aim also at improving the capacity of the beneficiary, guaranteeing in this way the sustainability of the intervention.

7. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the Action. The implementation of the communication activities shall be funded from the amounts allocated to the Action. Communication and visibility activities will be the responsibility of the implementing body, the EIB, and the European Commission shall be fully informed of their planning and implementation.

All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions. Additional Visibility Guidelines developed by the European Commission (DG NEAR) will have to be followed.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions and will promote transparency and accountability on the use of funds.