

EN

Annex 1

to the

Commission Implementing Decision on the financing of the annual action plan in favour of Turkey for 2021

ACTION DOCUMENT

1. SYNOPSIS

1.1. Action Summary Table

ACTION IDENTIFICATION	
Title	IPA III Annual action plan in favour of Turkey for 2021 Action # 1 - EU Support for Participation in EU Programmes and Agencies
OPSYS CRIS encoding (OPSYS equivalent)	OSPYS business reference IPA/2021/043673/1 CRIS encoding (OPSYS equivalent)
Basic Act	Financed under the Instrument for Pre-Accession Assistance (IPA III)
Team Europe Initiative	No
Zone benefiting from the action	Turkey
Programming document	IPA III Programming Framework
PRIORITY AREAS AND SECTOR INFORMATION	
Window and thematic priority	Window 2: Good governance, European Union (EU) <i>acquis</i> alignment, good neighbourly relations and strategic communication Thematic Priority 2: Administrative capacity and EU <i>acquis</i> alignment
Sustainable Development Goals (SDGs)	There is no main SDG for this Action per se, however the Action may indirectly contribute to reaching various SDGs.
DAC code(s) ¹	43010 - (multisector aid)
Main Delivery Channel	Central Government – 12001

¹ DAC sectors (codes and descriptions) are indicated in the first and fourth columns of the tab 'purpose codes' in the following document:
<http://www.oecd.org/dac/financing-sustainable-development/development-financestandards/dacandcrscodelists.htm>

Markers (from DAC form) ²	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with disabilities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition ³	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal 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 type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Internal markers⁴	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Migration	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	COVID-19	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
Amounts concerned	Budget line: 15 02 01 01.01 Total estimated cost: EUR 75 392 500 Total amount of the EU budget contribution: EUR 30 157 000			
MANAGEMENT AND IMPLEMENTATION				
Type of financing and method(s) of implementation	Project modality: Indirect management with the Republic of Turkey			
Final date for conclusion of Financing Agreement	At the latest by 31 December 2022			

² For guidance, see <https://www.oecd.org/development/financing-sustainable-development/development-finance-standards/>. Go to "Data collection and resources for reporters", select Addendum 2, annexes 18 (policy) and 19 (Rio) of the reporting directive. If an action is marked in the DAC form as contributing to one of the general policy objectives or to RIO principles as a principal objective or a significant objective, then this should be reflected in the logframe matrix (in the results chain and/or indicators).

³ Please check the [Handbook on the OECD-DAC Nutrition Policy Marker](#)

⁴ These markers have a different scope/rationale than the DAC codes. Posting criteria related to the encoding of the financial breakdown in CRIS/ABAC

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 adoption 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, Turkey 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 initiate mobility in relation to EU countries, thus becoming more deeply involved in the EU integration process. Participation in the 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 the EU accession process.

This action lays out the EU support for Turkey's participation in the EU programmes and agencies in the form of co-financing of the entry tickets to be paid by Turkey in 2021 and 2022.

2. RATIONALE

2.1. Context Analysis

On the basis of Association Council decisions or framework agreements, candidate countries may participate in certain European Union programmes and agencies. Pre-accession financial assistance can be used to help a candidate country to meet part of the costs of participation in those programmes and agencies, on the basis of an increasing contribution from the candidate country.

The Framework Agreement between Turkey and the European Union on the General Principles for the Participation of Turkey in Community programmes was signed on 26 February 2002, and entered into force on 5 September 2002. Since then Turkey has been participating in various EU programmes and agencies on the basis of principles identified in different agreements. Turkey's financial contribution for its participation in each particular programme is determined by each agreement.

This Action Document lays out the prospective EU programmes and agencies for 2021 and 2022 that Turkey could be associated with. Association to EU programmes and agencies depends on the consent of Turkey 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.

2.2. Problem analysis by areas of support

Turkey participated in nine programmes and two agencies during the previous Multiannual Financial Framework (MFF) 2014-2020. Turkey has expressed an increased interest to participate in 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 number of programmes in which Turkey can participate in 2021-2027 will be decided once the related EU regulations are adopted. Then, specific associations agreements containing the terms and conditions for participation in each programme and agency, including the financial contribution for participation, will be negotiated between the Commission and Turkish authorities⁵. As in IPA II, co-financing of the programmes and agencies' entry tickets to be paid by Turkey under the MFF 2021-2027 will be possible under the new IPA III instrument⁶.

2.3. Relevance and complementarity with strategies supported by key national stakeholders

Through its participation in the EU programmes and agencies, Turkey familiarises itself with EU policies and tools. It therefore complements national strategies and systems and contributes to the alignment process.

It also encourages 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.

2.4. Relevance and complementarity with EU policy and EU and other donors' assistance

The IPA III Programming Framework states that IPA III *will also promote, when relevant, beneficiaries' participation in the areas of relevance in appropriate Agencies, Facilities and Union Programmes*. As demonstrated under the previous MFF, participation in EU programmes and agencies strongly contributes to achieving the IPA policy objectives related to economic, social and territorial development.

Stimulating participation in EU programmes and agencies is also in line with the Strategic Response for Turkey, contributing to Turkey's harmonisation with EU values and policies in many different areas.

2.5. Lessons learned and links with previous financial assistance

In the period 2014-2020, Turkey participated in the following EU programmes and agencies⁷: Erasmus+ Programme for education, training, youth and sport; the European Solidarity Corps programme for volunteering and solidarity activities; Horizon 2020 Framework Programme for research and innovation; COSME Programme for the competitiveness of enterprises and small and medium-sized enterprises; EaSI Programme for employment and social innovation; Customs and Fiscalis 2020 Programmes to improve the operation of taxation systems; the Civil Protection Mechanism; the European Environment Agency; and the European Monitoring Centre For Drug and Drug Addiction (EMCDDA).

⁵ At the time this Action Document was drafted, the Regulations for EU programmes were entering into force and as a follow-up, the formal negotiations with the third countries, including Turkey, for their participation in the different EU programmes had kicked off for most programmes. It is expected that association agreements for some of the programmes are already entered into force before the end of 2021.

⁶ IPA III assistance is stipulated in article 20 of the Financial Framework Partnership Agreement: Art.20 (1) *Assistance may be granted to support the participation of the IPA III beneficiary in Union programmes and Union agencies*.

⁷ Turkey participated in Creative Europe the first 2 years of IPA II, with IPA funding co-financed half of the entry ticket. Turkey has shown interest in re-joining the programme in the current Multiannual Financial Framework 2021-2027.

The total contribution under these Programmes and Agencies was around EUR 1.5 billion, approximately 40% of which constituted IPA funds and 60% Turkish national funds.

Mid-term evaluations were conducted in Turkey by the Directorate for EU Affairs to draw lessons learned from the financial assistance. According to the mid-term evaluation conducted in Turkey on participation in EU programmes, participation has not only a quantitative dimension but also a qualitative impact for relevant sectors in Turkey and the EU. The qualitative impact includes supporting mutual cooperation, competitiveness, human resources development and cultural dialogue.

Furthermore, a Turkish Presidential Decree issued in October 2019 concerning the governance of IPA structures provides for the establishment of a high-level council for all EU programmes and agencies (the Council on EU programmes and agencies). The Council will have the final decision on the programmes and agencies in which Turkey decides to participate after the end of the negotiations with the European Commission. It will also conduct specific monitoring and organise steering committees with the aim to steer a more participatory and effective management and implementation of the programmes. As a result, the programmes for post-2020 are expected to have more visible results and effects.

Building on the experience of 2014-2020 and Turkey's established capacity to implement EU programmes, the 2021-2027 period is expected to offer higher potential and new windows of opportunity for further advancing sectoral cooperation, competitiveness and human resources development.

3. DESCRIPTION OF THE ACTION

3.1. Planned results and intervention logic

The Action aims to ensure Turkey's participation in EU programmes and agencies by co-financing the costs of the entry tickets to be paid by the Turkish authorities according to the relevant association agreements.

The planned results are: enhanced participation of Turkish beneficiaries in EU programmes and agencies; strengthened capacity, ownership and responsibility of Turkey (including in financial terms) for participation in EU programmes and agencies; and strengthened involvement of Turkish and EU citizens in the European integration project in complementarity with institutional and political cooperation.

3.2. Indicative type of activities

This action does not foresee any activities as it only entails the reimbursement of parts of the entry tickets' fees paid by Turkey for its participation in certain EU programmes and agencies in 2021 and 2022.

3.3. Risks and assumptions

Each institution signatory to an agreement for participation to an EU programme has earmarked sufficient budget allocation for its annual contributions;

Agreement signatories establish necessary support systems such as intermediary organisations or helpdesks and contact focal points per programme to support applicants and promote the EU programmes.

3.4. Mainstreaming

EU programmes, and particularly Erasmus+, will continue using gender-sensitive selection criteria to encourage active female participation.

Throughout the programme implementation, the principles of equal opportunity for women and men and non-discrimination on grounds of gender will be considered. Therefore, measures to ensure equal opportunities and non-discrimination on grounds of gender are integrated into the design and implementation of this Action.

3.5. Conditions for implementation

The IPA III financing agreement needs to be in place before the start of the implementation of the Action.

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

3.6. Logical Framework for PROJECT MODALITY

No standard logframe for this Action. Main objectives and results under points 3.1 and 3.2.

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing agreement

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

4.2. Implementation modalities

The Commission will ensure that the respective EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures⁸.

4.2.1. Indirect management with an IPA III beneficiary

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.

Turkey's entry tickets for the years 2021 and 2022 will be co-financed by this Action Document under the Annual Action Plan in favour of Turkey for 2021.

The participation of the IPA III beneficiary in EU programmes, including the country's payment of the entry ticket/participation fees, must follow the specific terms and conditions set out for each Programme in the relevant association agreement. It should be noted that entry tickets for 2021 are also supported with IPA II funding through the 2020 and the 2017 Annual Action Programmes. The total EU contribution for participation to 2021 entry tickets will not exceed 40% of the total cost.

Turkey 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.

⁸ www.sanctionsmap.eu 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.

4.3. Indicative budget

The total EU contribution under the Annual Action programme 2021 for Turkey found adequate by the Commission and the Turkish authorities to support Turkish participation in EU programmes and agencies in 2021 and 2022 is EUR 30 157 000. There is no budget breakdown per programme as the programmes in which Turkey 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 Turkey. A fair and proportional distribution across all the programmes and agencies in which Turkey will participate in 2021 and 2022 should be ensured, taking also into account the IPA II funding for 2021 entry tickets provided under the 2020 and the 2017 Annual Action Programmes.

	Total expenditure	IPA III contribution		IPA III beneficiary contribution	
Participation in 2021 and 2022	EUR	EUR	%	EUR	%
Programmes and Agencies that Turkey will participate in 2021 and 2022	75 392 500	30 157 000	40.00	45 235 500	60.00

4.4. Organisational set-up and responsibilities

The National Fund is responsible for the allowable 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 and Cross-border Cooperation under the Directorate for European Union Affairs of the Ministry of Foreign Affairs is responsible for the implementation of this Action.

Turkey's Council on EU programmes and agencies will have the final decision on the programmes and agencies in which Turkey could be offered to participate, after the end of the negotiations with the European Commission. It will also conduct specific monitoring and organise steering committees with the aim to steer a more participatory and effective management and implementation of the programmes.

5. PERFORMANCE/RESULTS MONITORING AND REPORTING

5.1. Internal monitoring

As part of its performance measurement framework, the Commission shall monitor and assess progress towards achievement of the objectives on the basis of pre-defined, clear, transparent measurable indicators.

5.2. Roles & responsibilities for data collection, analysis & reporting

The Directorate for European Union Affairs of the Ministry of Foreign Affairs will regularly monitor the participation rates and reports on them as well as on co-financing trends in the context of IPA monitoring committees.

5.3. Evaluation

The evaluations will be carried out as prescribed by the DG NEAR guidelines on linking planning/programming, monitoring and evaluation.

The financing of the evaluation shall be covered by another measure constituting a financing Decision.

6. AUDIT

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 audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing Decision.

For the part of the action incorporating a form of financing not linked to costs but on the achievement of results, the verification mechanisms will focus on the results and performance indicators previously agreed.

7. COMMUNICATION AND VISIBILITY

Visibility and communication measures shall be implemented in accordance with the EU communication and visibility requirements in force and the specific rules of each Union programme. The relevant programme managing entity shall be responsible for monitoring the visibility and communication activities. The European Commission and the EU Delegations and Offices should be fully informed of the planning and implementation of the specific visibility and communication activities.

Communication activities should also take into consideration the risks of potentially related disinformation attempts, and ways of countering these, as disinformation might undermine the Union's efforts and image in the country.

8. SUSTAINABILITY

There is no sustainability per se on this Action as it consists in a reimbursement of funding regarding entry tickets paid by Turkey to the Commission services.