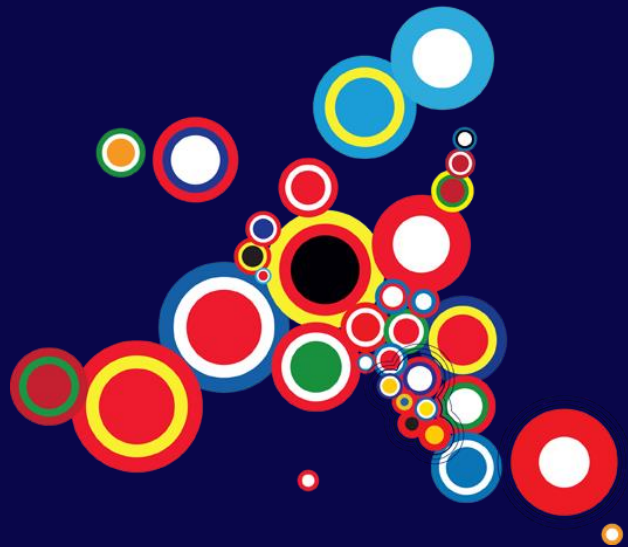




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

TURKEY

Support to participation in
Union Programmes
and Agencies



Action summary

In the framework of the Pre-Accession Strategy, Turkey participates in 8 Union Programmes and 2 Agencies. These are Erasmus+, European Solidarity Corps (ESC), Horizon 2020, COSME, Customs, Fiscalis, Employment and Social Innovation (EaSI), Civil Protection Mechanism, European Environment Agency and European Monitoring Centre For Drug and Drug Addiction. Turkey may decide to participate in additional programmes.

The objective of the action is to ensure Turkey's participation in Union programmes and agencies, by co-financing the costs of the entry-tickets/participation.

Expected results of this action are: Enhanced participation of Turkey in Union programmes and agencies, including increased exchanges/cooperation with EU Member States; Strengthened ownership and responsibility of Turkey (including in financial terms) for participation in Union programmes and agencies; Strengthened Turkey-EU citizens' involvement in the European integration project in complementarity with institutional and political cooperation.

Action Identification	
Action Programme Title	Annual Action Programme for Turkey 2019
Action Title	Support to participation in Union Programmes and Agencies
Action ID	IPA 2019/042-258/1/Turkey/UnionProgrammes
Sector Information	
IPA II Sector	Democracy and Governance
DAC Sector	43010 (multisector aid)
Budget	
Total cost	EUR 163 676 613
EU contribution	EUR 80 500 000
Management and Implementation	
Method of implementation	Indirect management
Indirect management: National authority or other entrusted entity	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 Union programmes and agencies
Implementation responsibilities	Ministry of Foreign Affairs Directorate for European Union Affairs General Directorate for Financial Cooperation and Project Implementation Cross-border Cooperation, Multi-country Programme and Union Programmes
Location	
Zone benefiting from the action	Turkey
Specific implementation area(s)	Turkey
Timeline	
Final date for concluding Financing Agreement(s) with IPA II beneficiary	At the latest by 31 December 2020
Final date for concluding 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
Final date for operational implementation	6 years following the conclusion of the Financing Agreement
Final date for implementing the Financing Agreement (date by which this programme should be de-	12 years following the conclusion of the Financing Agreement

committed and closed)			
Policy objectives / Markers (DAC form)			
General policy objective	Not targeted	Significant objective	Main objective
Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Gender equality (including Women In Development)	<input type="checkbox"/>	<input checked="" 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

On the basis of the Association Council decisions or the 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 Community 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. Thus, Turkey's participation in a number of programmes has been materialised through separate Memoranda of Understandings until 2014.

From 2014 and onwards, Turkey and the European Commission have signed new international agreements on the participation of Turkey in the next generation of Union programmes. The relevant Agreements for the participation of Turkey in Union programmes and agencies are listed in Annex I.

In 2014-2020 period Turkey is participating in EU's Erasmus+ Programme for education, training, youth and sport, European Solidarity Corps Programme for volunteering and solidarity activities, Horizon 2020 Framework Programme for research and innovation¹, COSME Programme for the competitiveness of enterprises and small and medium-sized enterprises, EaSI Programme for employment and social innovation, Customs 2020 Programme, Fiscalis 2020 Programme to improve the operation of taxation systems, Civil Protection Mechanism and two agencies being European Environment Agency and European Monitoring Centre For Drug and Drug Addiction (EMCDDA).

Turkey is aiming at increasing the number of its participation in the programmes and agencies. Overall coordination of Turkey's participation in Union Programmes and Agencies is carried out by the Ministry of Foreign Affairs Directorate for European Union Affairs. Ministry of Foreign Affairs Directorate for European Union Affairs is responsible for the coordination of participation in Union Programmes and Agencies, the monitoring and evaluation of the performance of Turkey in the actions of the Programmes and Agencies.

Affiliated with the Ministry of Foreign Affairs Directorate for European Union Affairs, the Centre for European Union Education and Youth Programmes (Turkish National Agency) is established for the implementation of the Erasmus+ Programme and European Solidarity Corps (ESC) Programme in Turkey. The Centre receives applications, evaluates and finances the projects and activities under these programmes. On behalf of National Authority Ministry of Foreign Affairs Directorate for European Union Affairs participates in Erasmus+ Programme and ESC Committees meetings.

For the other Programmes and Agencies, relevant institutions are designated at the national level to support effective participation and implementation: EaSI (Ministry of Foreign Affairs Directorate for European Union Affairs); Horizon 2020 (the Scientific and Technological Research Council of Turkey (TÜBİTAK));

¹ Following Turkish authorities request for modification of the correction factor (or rebate) to the Turkish entry ticket to participate in the Horizon 2020 programme in order to reduce its large net contribution, the Commission agreed upon the presentation and implementation of an Action Plan that includes a set of tangible and verifiable measures to strengthen EU-Turkey R&I cooperation. On this basis, the Commission launched in August 2019 the modification procedure to amend the EU-Turkey Agreement on H2020 accordingly. This adjustment resulted in no financial contribution from Turkey to Horizon 2020 in the year 2020, and this included the IPA co-financing. The amendment was adopted on 31st October 2019 - C(2019) 7623 *COMMISSION DECISION approving, on behalf of the European Union, an amendment to Annex II to the Agreement between the European Union and the Republic of Turkey on the participation of the Republic of Turkey in the Union programme 'Horizon 2020 - the Framework Programme for Research and Innovation (2014-2020)'*.

COSME (Small and Medium Enterprises Development Organization (KOSGEB)); Civil Protection Mechanism (the Disaster and Emergency Management Authority (AFAD)); Customs 2020 (the Ministry of Trade) ; Fiscalis 2020 (Ministry of Treasury and Finance); EMCDDA (Turkish National Monitoring Centre for Drugs and Drug Addiction (TUBİM)); European Environment Agency (The Ministry of Environment and Urbanization).

This action document for the 2019 Financing Agreement shows EU support for Turkey's participation, inter alia, in the Union Programmes and Agencies listed in the table under section 3 on “budget breakdown” (page 8). The table illustrates the foreseen EU contribution to ESC programme for years 2019 and 2020; and to all other Programmes and Agencies for year 2020.

OUTLINE OF IPA II ASSISTANCE

IPA II assistance for Union Programmes facilitates Turkey's participation in the different programmes and agencies for which international agreements have been signed between European Commission Services and relevant Turkish institutions.

Through its participation in the Union Programmes, Turkey has the opportunity to build knowledge and capacities of different stakeholders dealing with European issues; actively participate in the implementation of the EU policies; support different activities of institutions, small and medium-sized enterprises; intensify international cooperation and initiate mobility in relation to EU countries and thus become deeper involved into the European Union integration process. Participation in the Union Programmes encourages the active involvement of public and private institutions, NGOs, civil society institutions and universities to benefit from the EU accession process. It is expected that the knowledge and skills developed through participation in Union Programmes will be retained within the participating institutions and within the responsible ministries.

RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

Union programmes and agencies form part of the move towards ever closer relations between the partners within the EU and those in Turkey; and familiarise them with policies and working methods while facilitating exchanges of experience and best practices.

Participation in Union programmes and agencies is an important element covered under Democracy and Governance; an area where Turkey has been active and developed capacities. Turkey's participation in Union programmes which allows for exchange between Turkish and EU citizens is an important complementary measure in this regard. Allowing for exchanges between Turkish and EU citizens, some of the Union programmes can also contribute to civil society dialogue. As the Strategy Paper states, an active civil society mirrors an effective pluralism which implies the respect for fundamental rights and freedoms, the rule of law and the possibility for social and political change. Civil society activities can stimulate and expand the space for dialogue and cooperation.

In addition, Union Programmes and particularly Erasmus+, is using gender sensitive selection criteria to encourage female students to participate actively.

Principles of equal opportunity for female and male and non-discrimination on grounds of gender are considered throughout the programme implementation. Therefore, measures to ensure equal opportunities and non-discrimination regardless of gender are integrated in the design and the implementation of this programme. As such, the Action will ensure that equally qualified female and male students will be given equal opportunity to participate and benefit from it.

Continuing participation in Union programmes and agencies is important for both Turkey and the EU.

Regarding the Erasmus+ Programme, the applications continue to grow considerably and cooperation between Turkey and the EU is enhanced through activities carried out under the Programme.

European Voluntary Services previously in the framework of Erasmus+ Programme will be implemented under ESC Programme from 2019 on. Participation to ESC Programme from 2019 will complement and

diversify activities designed for the youth sector policies through the promotion of voluntary and solidarity activities.

Regarding Competitiveness and Innovation, the Scientific and Technological Research Council of Turkey (TÜBİTAK), partner in the Union Programme Horizon 2020, is moving towards more collaboration with economic operators. The Ministry of Industry and Technology (MoIT) also supports clusters through calls for proposals. There are other well-institutionalised partners in the system like KOSGEB, the SME Development Agency and the Turkish Patent Institute with wide outreach activities to the private sector. KOSGEB is the coordinating institutions for Turkey's participating in COSME. As one of the core themes in the Competitiveness and Innovation sector will be capacity-building and support programmes, including for increased participation in Union Programmes, there is an important link to Turkey's participation in Horizon 2020, COSME and the Employment and Social Innovation (EaSI) programme.

Concerning the accession negotiations under the science and research chapter, the implementation capacity relate to the existence of the necessary conditions for effective participation in the Horizon 2020. In order to ensure the successful implementation of the *acquis* in this field, Turkey has created the necessary implementing capacities for a further effective participation.

Participation to the EaSI Programme foster cooperation with the European Commission, assists Turkey for the harmonization with the EU *acquis* and policies and enables Turkish public and private sector organizations working with European stakeholders in the field. It will also contribute to the development of micro-finance and social entrepreneurship in Turkey.

Customs 2020 and Fiscalis 2020 Programmes aim at increasing the capacity of Turkish public institutions working on customs issues and taxation respectively by creating and exchanging information and expertise.

The EU Civil Protection Mechanism, fostering cooperation among national civil protection authorities across Europe, enables coordinated assistance from the participating states including Turkey to victims of natural and man-made disasters in Europe and elsewhere.

Turkey and EU cooperates under the EMCDDA in assessing the many facets of the drug situation in Europe to improve relevant tools. TUBİM, as a member of Board of Directors of EMCDDA, participates in all activities and important meetings of EMCDDA and has been taking an active role in the preparation of the European Drug Reports and has access to the scientific data and analysis provided by the EMCDDA.

Participation to the European Environment Agency fosters cooperation among Ministry of Environment and Urbanism and European Commission, enables the institutional capacity building and assists Turkey for the harmonization with the EU *acquis* and policies in the field.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

With regard to the participation of Turkey to Union Programmes **in 2014-2018** (*rounded figures*):

Erasmus+ is the EU Programme receiving most financial support from IPA II funds. The financial contribution “entry ticket” to be paid by Turkey to the General Budget of the European Union to participate in the Erasmus+ Programme for the period 2014-2020 shall be EUR 933 million. IPA II funds co-finance close to 50% of these participation fees, with EUR 437 million.

In the period 2014-2018, Turkey actively participated in Erasmus+ Programme. More than 45.000 applications were received and nearly 7.700 applications were granted. Approximately EUR 505 million has been allocated to finance the projects, with nearly 295.000 participants.

Project applications from all regions of Turkey exceed the budget allocated for the Programme. Thus, despite the fact that most of these applications met the eligibility requirements, only 1/4 of the project applications could be approved in the period of 2007-2013, and currently this ratio is less than 1/6 for the Erasmus+ period.

Turkish partners received around EUR 137 million in Horizon 2020 Programme which represents almost 48% of the entry ticket between 2014 and 2018. TÜBİTAK is implementing a programme with incentives to increase Turkish participation in the programme. An Action Plan detailing the R&I measures that TÜBİTAK will undertake in return for a higher rebate to the Turkish contribution to the Horizon 2020 programme for the year 2020 will trigger a considerable financial amount of Turkish efforts in support of R&I cooperation with Europe.

Turkish partners have started to benefit from the COSME Programme despite the delay in the ratification of the participation agreement. KOSGEB, the national coordinator of the programme, established a consortia under European Enterprise Network, which is expected to increase Turkey's participation in the Programme.

Under EaSI Programme, one project of the Turkish partners was completed and three projects having Turkish co-applicants have been implemented.

Participation in Fiscalis and Customs Programmes are ongoing well and line ministries are expected to take part in more actions in the upcoming years. The Ministry of Trade and the Ministry of Treasury and Finance are willing to participate more actively to the Programmes, even to the components which are not currently available for candidate countries.

Enhanced cooperation between the Ministry of Environment and Urbanism and European Commission has also started to increase Turkey's participation in the activities of European Environment Agency.

2. DESCRIPTION AND IMPLEMENTATION ARRANGEMENTS

INTERVENTION LOGIC

Objective:

- To ensure the participation of Turkey in Union Programmes and Agencies by co-financing the costs of the entry-tickets/participation fees to be paid in areas such as education, training, youth and sports, research and innovation, SMEs, social policy, customs and fiscal policy, environment.

Result:

- Enhanced participation of Turkey in Union Programmes and Agencies, including increased exchanges with EU Member States.
- Strengthened capacity, ownership and responsibility of Turkey (including in financial terms) for participation in Union Programmes and Agencies.
- Strengthened Turkey-EU citizens' involvement in European integration project in complementarity with institutional and political cooperation.

Indicators:

- The number of applications/projects submitted to Calls.
- Number of successful projects.
- The total amount of grants allocated to the projects.
- The sex-disaggregated number of people participating in the projects.
- Turkey's participation rates in different Union Programmes²:

Erasmus+ number of participants in the mobility programmes (Final target (2020) 450.000 in total).

² These targets are for 2014-2020 period in total.

ESC number of participants in the mobility programmes (Final target (2020) 5.800 in total).

COSME: % of return rate of entry ticket (Final target (2020): 90% of total budget including the return from financial instruments).

Customs 2020: Number of participants in meetings (Final target (2020): 450 in total).

Fiscalis 2020: Number of participants in meetings (Final target (2020): 450 in total).

EaSI: Number of projects retained for funding (Final target (2020) 5 in total).

IMPLEMENTATION ISSUES

IPA II funds of year 2019 co-finance entry tickets / participation fees for year 2020 for Erasmus+, COSME, EaSI, Customs 2020, Fiscalis 2020 Programmes, Civil Protection Mechanism, European Environment Agency and EMCCDA.

Agreement on Turkey's participation to the European Solidarity Corps (ESC) Programme (2019-2020) entered into force on 16 May 2019 and it takes effect from 1 January 2019, as specified in Article 5 of the Agreement. The ESC entry tickets /participation fees for years 2019 and 2020 are both co-financed through IPA funds for the year 2019.

The participation of the IPA II beneficiary in Union Programmes, including payment by the country of the entry ticket/participation fees, shall follow the specific terms and conditions set out for each programme in the relevant International Agreement. Co-financing rates from previous participation shall be taken into account, and in line with the principle of increasing Turkey's ownership and responsibility IPA funding rates shall decrease over the years in real or relative terms.

Turkey must not only provide the co-financing but also the funds necessary for the payment of the total entry ticket, prior to receiving the partial reimbursement from IPA II. The reimbursement will be paid as a grant to Turkey.

The NIPAC will regularly monitor the participation rates and reports on them as well as on co-financing trends in the context of IPA monitoring committees.

COMMUNICATION AND VISIBILITY

Communication and visibility activities shall be implemented in accordance with the rules of each Union programme. The relevant programme managing entity shall be responsible for monitoring of the visibility activities. The NIPAC office needs to make sure that the national institution participant of the respective Union Programme establishes direct contacts with the EU Delegation in order to plan and implement together visibility actions linked to the implementation of the respective Union Programme.

3. BUDGET BREAKDOWN

Participation in 2020	Total expenditure	IPA II contribution		IPA II beneficiary contribution	
	EUR	EUR	%	EUR	%
Entry ticket for Erasmus+	135,000,000	63,000,000	46.67	72,000,000	53.33
Entry ticket for ESC* (in 2019)	7,300,000	6,570,000	90.00	730,000	10.00
Entry ticket for ESC* (in 2020)	7,300,000	4,745,000	65.00	2,555,000	35.00
Entry ticket for COSME	9,849,613	4,149,500	42.12	5,700,113	57.88
Entry ticket for EaSI	200,000	100,000	50.00	100,000	50.00
Entry ticket for Customs 2020	290,000	70,000	24.14	220,000	75.86
Entry ticket for Fiscalis 2020	130,000	62,000	47.69	68,000	52.31
Entry ticket for Civil Protection Mechanism	200,000	100,000	50.00	100,000	50.00
Entry ticket for ECMDDA**	280,000	140,000	50.00	140,000	50.00
Entry ticket for EEA	3,127,000	1,563,500	50.00	1,563,500	50.00
TOTAL for ACTION***	163,676,613	80,500,000	49.18	83,176,613	50.82

*2019 and 2020 yearly entry tickets for European Solidarity Corps Programme (ESC) are submitted under 2019 Financing Agreement, for the other EU Programmes and agencies Turkey is participating, EU co-financing for the 2020 are covered.

** The amount to be paid for EMCDDA may change in 2020 depending on the final budget of the Programme in 2020. If the Total Expenditure exceeds this figure IPA II Contribution will remain fixed resulting an increase in the IPA II beneficiary contribution. If the Total Expenditure is realised less than this figure, part of the IPA II Contribution which will then be available could also be added to the EU support for the remaining Union programmes, or for any other Union programme as well as any new programmes Turkey may decide to participate in.

***In case of withdrawal from any Programme, the figure allocated to the relevant Programme shall be reallocated to other programmes.

ANNEX

Overview of Turkey's public institutions that have signed International Agreements with the European Commission and dates of entry into force or latest amendments to the International Agreements

The Agreement for the participation in European Environment Agency was signed on 9 October 2000. The Council of Ministers' Decree was published in the Official Gazette on 18 March 2003.

The Agreement for the participation in Erasmus+ was signed on 19 May 2014. The Council of Ministers' Decree was published in the Official Gazette on 17 June 2014.

The Agreement for the participation in Horizon 2020 was signed on 4 June 2014. The Council of Ministers' Decree will be published in the Official Gazette 12 July 2014.

The Agreement for the participation in Custom 2020 was signed on 16 July 2014. The Council of Ministers' Decree was published in the Official Gazette on 30 September 2014.

The Agreement for the participation in Fiscalis 2020 was signed on 16 July 2014. The Council of Ministers' Decree was published in the Official Gazette on 2 October 2014.

The Agreement for participation in COSME has been signed on 16 October 2014. The Council of Ministers' Decree was published in the Official Gazette on 18 December 2014.

The Agreement for participation for participation in EaSI has been signed on 17 February 2015. The Council of Ministers' Decree was published in the Official Gazette on 21 May 2015.

The Agreement for participation in Civil Protection Mechanism has been signed on 6 May 2015. The Council of Ministers' Decree was published in the Official Gazette on 22 March 2016.

The Agreement for participation in European Monitoring Centre for Drug and Drug Addiction (EMCDDA) was signed on 30 October 2007. The related Act was published in Official Gazette on 30 June 2014.

The Agreement for participation in European Solidarity Corps (ESC) Programme was signed on 8 April 2019. The related Act was published in Official Gazette on 11 May 2019.