Standard Summary Project Fiche – IPA Decentralised National Programmes Project Number TR

1. BASIC INFORMATION

1.1 CRIS Number : TR 2009/0740.01

1.2 Title : Support Activities to Strengthen the European Integration Process

1.3 ELARG Statistical Code: :40 – Project Preparation Facility / Technical Assistance

Facility

1.4 Location : Turkey, Ankara (other locations as appropriate)

Implementing arrangements

Please refer to Annex-III for implementing arrangements.

1.5 Implementing Agency:

The Central Finance and Contracting Unit (CFCU) will be the implementing agency and will be responsible for all procedural aspects of the tendering process, contracting matters and financial management, including payment of project activities. The Director of the CFCU will act as Programme Authorizing Officer (PAO) of the project.

Contact details in the CFCU:

Mr. Muhsin ALTUN

Programme Authorizing Officer

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1.6 Beneficiary (including details of Senior Programme Officers):

The Secretariat General for EU Affairs (EUSG) is the beneficiary for the project. The identification of single initiatives that will receive support from these components will be made by the EUSG. The EUSG will ensure the effective planning of the utilisation of the funds.

Contact details of the Senior Programme Officer (SPO):

Ms. Ayse Arzu Teymuroglu

Expert – Economic and Financial Affairs Department

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1.7 Overall cost : 5.77 Million Euro

1.8 EU contribution : 5,130.500 Million Euro

1.9 Final date for contracting : 2 years after the signature of the FA

1.10 Final date for execution of contracts: 2 years following the end date for contracting

1.11 Final date for disbursements : 1 year after the end date for the execution of contracts

2. OVERALL OBJECTIVE AND PROJECT PURPOSE

2.1 Overall Objective

The objectives to which the project will contribute are:

- Satisfactory progress of the accession process,
- Increased effectiveness and impact of projects financed through EU pre-accession funds,
- Improved absorption of programmed EU funds combined with an increased efficiency during implementation,
- Strengthened technical and administrative capacity of the Turkish administration and other relevant institutions in order to harmonize the acquis and implement acquis related legislation.

This contribution can only materialize if the Regular Reports, the Accession Partnership (AP), the National Plan for the Adoption of the Acquis (NPAA), the Multi-annual Indicative Planning Document (MIPD) continue to provide strategic guidance to the programming exercise, and related national sector strategies are developed and/or continuously updated. It is also assumed that both the Turkish and EU authorities continue to abide to the principles of the Decentralised Implementation System (DIS) and, even more, commit themselves to advancing this system towards extended decentralization (EDIS).

The monitoring and evaluation of the achievement of the overall objectives can be objectively verified against the regular assessments of the Commission Services on Turkey's progress, as well as the assessments of the Interim Evaluation Team (IET) and the Joint Monitoring Committee (JMC) on the efficiency, effectiveness, sustainability and impact of EC financial assistance projects.

2.2 Project Purpose

The purpose of this project is to strengthen the capacities of the DIS institutions (office of the NAO, NAC, EUSG, CFCU) and operating structures appointed within the framework of IPA, as well as other relevant Turkish institutions in fulfilling their respective pre-accession roles and functions.

The assessment of the JMC and the IET on the pre-accession roles and functions played by the involved institutions during project implementation as well as the self assessments of the involved institutions in the context of regular SMSC activities are important tools to monitor the progress in achieving this project purpose.

2.3 Link with AP/NPAA/EP/SAA

This project proposal is linked to the priority areas for Turkey's membership preparation, as underlined in the AP and the NPAA. Both documents recognize the importance of improving the administrative capacity including programming in different subject areas.

Accession Partnership

Chapter 22 of the AP-2007 clearly indicates that in the field of programming substantial financial assistance through different pre-accession financial assistance instruments will be provided.

National Programme for the Adoption of the Acquis (2003)

In Chapter 5 of the NPAA (2003), the capacity strengthening of the Turkish administration is stated as a priority in order to be able to effectively and correctly implement the acquis.

Strengthening adequate programming will be focused on those areas that have been identified as priorities in both the Accession Partnership and the NPAA.

2.4 Link with Multi-annual Indicative Planning Document (MIPD)

As from 2007, pre-accession assistance to Turkey will be provided under the new financial instrument IPA. This new instrument will replace all current pre-accession assistance instruments and CARDS. IPA will have 5 components:

- (a) Transition Assistance and Institution Building
- (b) Regional and Cross-Border Co-operation
- (c) Regional Development (SME, transport, environment, health, education, energy)
- (d) Human Resources Development
- (e) Rural Development (agriculture, rural infrastructure, land management, non-agricultural economic activities).

With reference to the MIPD, this project will facilitate the preparation of various types of projects to be financed under IPA Component-I, which will ultimately contribute to the achievement of acquis related institutional building and capacity building actions in line with the pre-accession priorities.

2.5 Link with National Development Plan: N/A

2.6 Link with National/Sectoral Investment Plans: N/A

3. DESCRIPTION

3.1 Background and justification

3.1.1 Project Preparation Facility (PPF)

The Secretariat General for the European Union Affairs (EUSG), affiliated to the Turkish Ministry of Foreign Affairs, is at the central level responsible for the overall internal coordination of the accession process. This is particularly the case for the pre-accession financial assistance, where since the adoption of the new Turkey regulation aligning Turkey's assistance with that of the other candidate countries, the EUSG performs the role of the secretariat for National IPA Aid Coordinator (NIPAC). The EUSG, on behalf of the Government of Turkey, operates as the key co-coordinator of the DIS-Turkey, carrying out the necessary programming and monitoring tasks to ensure a close link between the accession process and the use of EU funds. In this role, the EUSG shares the responsibility for the qualitative level of various project proposals yearly submitted to the EC, together with beneficiaries of these projects.

This facility focuses on providing assistance to line ministries, governmental organizations and NGOs (hereafter all referred to as 'potential beneficiaries' unless mentioned otherwise) for the identification, detailed design (including the finalization of the documents required for their financing, such as technical specifications).

The availability of PPF will be an important tool that will support the potential beneficiaries in developing mature and accession oriented projects to be submitted for EC financing. An upgraded project design would also contribute to accelerate the contracting and disbursement periods of the programmes adopted..

The activities and tasks listed under this facility serves for the purpose of supporting acquis chapters, excluding economic and social cohesion. The support will be provided in cases where an initial proposal is considered to correspond to a priority for IPA financial assistance, (justified in terms of AP short or medium term priorities; needs identified through the Regular Reports; activities defined in the NPAA), but where further efforts are needed to design and appraise mature projects ready for implementation under the upcoming IPA financial assistance programme. In exceptional cases, funds may be used to prepare projects for funding by other IFIs where such projects contribute to the accession process.

3.1.2 Unallocated Institution Building Envelope in the Context of Preparations for Preaccession Process and Accession Negotiations (UNIBE)

The European Council in December 2004 decided to open accession negotiations with Turkey on 3 October 2005 and set out the framework and the requirements for starting accession negotiations. As it is envisaged by the Council accession negotiations were opened in October 2005 with the first phase of the accession process, namely the analytical examination of the *acquis* (screening). This first phase was completed in October 2006 and negotiations on one chapter, science and research, were opened and provisionally closed in June 2006.

The negotiations on chapters "Statistics" and "Financial Control" have been started whereas some other chapters have opening benchmarks. The Turkish government is working towards meeting the requirements in order to comply with the related benchmarks .

The pre-accession period and especially accession negotiations require an increasing number of qualified experts, competent civil servants and necessitate expertise and EU knowledge in the judicial, economic and political matters and establishment or strengthening of concrete administrative structures and management systems in place which satisfy the requirements of the acquis communautaire in a number of areas.

The implementation of the NPAA, approximation of Turkish legislation to that of EU and its implementation require developing the current institutional and legal structures besides some investment. Implementing bodies may lack the necessary expertise, knowledge and experience to carry out these tasks.

The negotiations determine the conditions under which each applicant country will join the European Union. On joining the Union, Turkey is expected to accept the acquis communautaire, i.e. the detailed laws and rules adopted on the basis of the EU's founding treaties. The negotiations will focus on the terms under, which Turkey will adopt, implement and enforce the acquis communautaire, and notably, the granting of possible transitional arrangements, which must be limited in scope and duration. After the negotiations are launched, the pace of each negotiation will depend on the degree of preparation by Turkey and the complexity of the issues to be resolved. For this reason, in order to adapt itself to the negotiation procedures adopted by European Council and to prepare for this tough process, Turkey needs technical support in administrative, legal and practical terms.

The Turkish government has set up EU Coordination Departments in its Ministries and public institutions in order to coordinate and manage the accession period. These departments became responsible for coordination of EU affairs in their Ministries. Further to this the technical departments of the Ministries are responsible to carry out the harmonisation work in terms of its content. Both EU Coordination departments and technical units of the Ministries, however, may still lack expertise to follow the harmonisation of the acquis related to the process of accession and may have limited access to the available information sources of the EU.

Additionally, Decentralized Implementation System (DIS) has been established in Turkey and accredited by European Commission Services in 2003 for the management of EU funds in line with the principles of EU rules. This system needs to be further developed in accordance with the forthcoming requirements of the IPA mechanism. Moreover, support to the operating structures of IPA components is necessary in order to strengthen their capacity to manage the EU funds under Decentralised Implementation System. This action also aims at moving to extended decentralised implementation system (EDIS) in the medium term.

In the light of aforementioned needs, it is essential to create an envelope for unspecified institution building needs (e.g. training, technical assistance etc) for priorities identified in the AP, NPAA or Regular Reports. This envelope will cover a series of demand-driven requests such as short-term advisory assistance, study visits to EU Member States, attendance to accession related conferences and meetings/workshops by the Turkish administration.

The eligible applicants for this component are the line ministries and public institutions/agencies and their staff directly involved in the EU accession process.

3.2 Assessment of Project Impact, Catalytic Effect, Sustainability and Cross Border Impact (where applicable)

N/A

3.3 Results and Measurable Indicators

Component 1: PPF

The objective of this component is to strengthen the ability of the relevant potential beneficiaries to design and appraise programmes and projects to be submitted for financing in the framework of the pre-accession financial assistance to Turkey

The result to be achieved under this component is:

• An improved absorption of programmed EU funds in the framework of IPA Component I, combined with an increased efficiency during implementation

Measurable Indicators:

- 1. All project fiches include the necessary documentation (feasibility studies, market research, draft tender dossiers) attached as annexes, when the 2009 IPA I project package is submitted to the EC by the NAC.
- 2. On the date of signature of the 2009 Financing Agreement, at least %80 of the tender dossiers are submitted to the CFCU by beneficiary institutions.
- 3. At least 80 % of EC financed projects under 2009 programme are implemented in accordance with implementation schedules foreseen in the project fiches.

<u>Component 2: Unallocated Institution Building Envelope in the Context of Preparations for Pre-accession Process and Accession Negotiations</u>

The objective of this component is to enable the implementation of a number of accession related actions of various public/private actors in order to meet specific and urgent needs identified in the course of the pre-accession and negotiation processes. Furthermore, this component will support Turkey's participation in activities for the exchange of information, networking, participation in workshops, conferences, study visits and similar activities.

The result to be achieved under this component is:

Strengthened capacities of the Turkish institutions in fulfilling their respective pre-accession roles and functions, as well as DIS institutions and operating structures appointed in the framework of IPA.

Measurable Indicators:

- 1. In the accession process, at least 70% of the necessary documents are prepared following deadlines agreed between TR and EU
- 2. At least 70 % of the documentation needed during the preparatory studies to upgrade the current DIS institutions and new operating structures are prepared on schedule.

3.4 Activities

The co-financing of this project will be covered by the budget of the Secretariat General for the EU Affairs (EUSG)

3.4.1 Project Preparation Facility (PPF)

The identification of single initiatives that will receive support from PPF will be made at an early stage in the programming cycle of the pre-accession assistance, on the basis of initial proposals received from the potential beneficiaries in Turkey. Besides, during implementation of projects, beneficiaries may also request to benefit from this facility as long as it there is no duplication and it concerns a priority listed in NPAA and AP.

Support provided to the beneficiaries under this component is basically focused on:

• Short-term technical assistance

Technical assistance including training, study-visits, management, organizational and other expert advice - to support beneficiary institutions in developing/upgrading necessary technical know-how and management skills in project preparation and implementation.

• Feasibility studies

The PPF can finance not only entire studies, but can also be applied to complete studies or tests to ensure that their recommendations are coherent and feasible. The most obvious studies in this field are cost-benefit and economic analyses of a recommended solution or sensitivity testing of various assumptions made in a feasibility study. In all cases required, impact assessment, environmental impact assessments will be carried out under this heading. All feasibility studies conducted under this heading are related to non-ESC areas.

• Detailed designs of acquis related investment projects

This includes the detailed technical preparation of a project following the completion of a feasibility study. It may involve developing detailed designs of geophysical and/or photogramatric studies, descriptions and technical specifications, bill of quantity for necessary inputs, completion schedules for works delivery and drafting of technical drawings including tender dossiers for works, supervision and supply contracts in accordance with the PRAG. In addition, the preparation of complex grant and aid schemes can also be envisaged. Feasibility studies will be non-ESC areas.

- Preparation of institution-building projects, training programmes and aid schemes
 The PPF can assist with the preparation of such institution building programmes, training programmes and aid schemes.
- Preparation of technical specifications, procurement plans and tender dossiers

 For simple projects, detailed procurement plans are not necessary and the preparation of tender documentation mainly focuses on detailed technical documentation to be enclosed to a standard tender dossier according to the PRAG. On more complex projects however, external technical support might be needed. This may be the case not only on complex works/supplies contracts but also for the preparation of calls for proposals for a grant scheme.

Project development to be supported under the PPF may include projects that are potential candidates for loans from IFIs, where such activities are linked to pre-accession and co-financing by the IFIs is considered as a possibility. Project preparation costs for such projects

can be supported by this facility, subject to the same procedures as projects proposed for support by pre-accession financial assistance alone.

3.4.2 Unallocated Institution Building Envelope in the Context of Preparations for Preaccession Process and Accession Negotiations (UNIBE)

This envelope is created to respond to emerging institutional building and investment-related needs and tasks in a flexible and immediate way. Under this envelope urgent and unforeseen or high priority needs and tasks that would come up during the accession and negotiation processes will be supported. This envelope may be used for the purposes of:

- Short term TA for acquis related studies which are non-PPF type of projects (needs and gap analyses, action plan drafting, strategy development, legal work)
- Participation in acquis related meetings, workshops, study visits
- Training on acquis related issues (developing human resources of relevant bodies for the adoption and implementation of the EU acquis communautaire)
- Activities related to strengthening the DIS institutions and operating structures appointed in the framework of IPA implementation in Turkey.

Funded projects will be based on the following fundamental principles:

EUSG, being the beneficiary of this component, is responsible for the definition of the criteria for applications, the timing of calls for applications, the minimum-maximum size and duration of projects, the practical working/management methods and if necessary, budgetary proportions for different tools of support.

3.5 Conditionality and Sequencing

N/A

3.6 Linked Activities

To enable the establishment of the DIS and make the involved components operational, Turkey has benefited from institution building support under a number of projects, specifically a direct grant to the CFCU and a variety of short and long-term TA projects.

There have been several *Project Cycle Management (PCM) seminars and training of trainers activities* coordinated and organized by EUSG in cooperation with the European Commission. These activities intended to give a detailed and concrete approach in order to guarantee that relevant staff in the beneficiaries becomes more capable of preparing adequate project proposals and other documents relevant for international financing.

In the 2001 Meda Annual Financing Plan 5.000.000 Euro were committed for "Overall Allocation for Pre-Accession Assistance" that also aims at increasing the quality of pre-accession projects design, appraisal, and implementation. 2002 annual work plan of Administrative Cooperation Fund (I) includes "General Training on EU Matters" and "Management of Community Aid/Decentralized Implementation System". In addition to these, one of the components of Administrative Cooperation Fund (II) in 2001 Meda Annual

Financing Plan, which started in 2003, envisages long term technical assistance and other support to the NAC, National Fund (NF) and Central Finance and Contracting Unit (CFCU).

In 2002, 2003, 2004, 2005, 2006, 2007 and 2008 nearly 85 million Euros are committed for "Support Activities to Strengthen European Integration Process" projects, which are aiming to increase project design and project/programme management capacity of project beneficiaries and accelerate EU accession process by strengthening administrative capacity.

TAIEX also provides technical assistance to all levels of public and semi-public administrations in transposition, implementation and enforcement of the acquis communautaire in the form of expert missions, seminars, workshops, study visits, evaluation and analysis reports. Since 15 March 2002 many TAIEX activities have been organized under the coordination of EUSG.

3.7 Lessons learned

Overall Allocation for Pre-Accession Assistance 2001

The majority of the actions were contracted via Framework Contracts. The quality of the results depended largely on the quality of the short–term experts and the ToRs. Lessons learned were fed-back continuously to improve the clarity of the ToRs for the framework contracts, which resulted in noticeable quality improvements.

Administrative Cooperation I (DIS component only)

Support to the initial phase of the CFCU was provided through a framework contract, which developed the operation manual of the CFCU and provided essential training and first handson experience to the "seed" staff of the CFCU). Furthermore this activity created successfully a first awareness of the operational needs and complexities of the DIS among the concerned authorities.

Administrative Cooperation II

A direct grant was signed with the CFCU to support the operational expenses of the CFCU for the first three years in a digressive manner. The long -term technical assistance support to the CFCU, NAC and the NAO for three years has been tendered and contracted. The project is operational since 2003. The practical implementation has shown a number of further requirements to support the DIS through additional training, technical assistance and minor equipment elements.

Support Activities to Strengthen EU Integration Process

PPF components of this facility have been intensively used to support preparations under previous EU Pre-accession Financial Assistance annual programmes. This project had led to higher quality and timely delivery of project fiches and will ultimately lead to an increase in qualified staff supporting acceleration of EU integration process.

Substantial progress in the implementation of the DIS as well as the timely preparation and implementation of large parts of the annual programmes could only be achieved through the support available from these programmes.

The lessons learnt included the formulation of Action Plans necessary to facilitate the implementation process. This resulted in an efficient management structure for the projects funded under SEI-2006, SEI-2007.

Terms of References providing short/midterm technical assistance to projects mainly funded under programming are supported under PPF. These Terms of References need to be treated in an urgent manner. It is essential that these Terms of References be submitted in a timely manner to EUSG.

The capacity of DIS institutions has been increased through the projects funded under UNIBE. An example for this is the training organized by NIPAC under coordination of NAO.

Institutions need to make assessments and understand their own capacity needs on DIS-related topics. This will allow them to be more effective in how and who they select from amongst their staff to receive training, and to ensure that staff undertake training in a progressive fashion – start with the basics (PCM, log frames etc) before embarking on specialised courses in DIS topics. There is a pool of local trainers who do have competency to provide training services and this pool must be used and expanded.

4. INDICATIVE BUDGET (million Euro) Indicative budget (amount in EUR)

NOTE: DO NOT MIX IB AND INV IN THE SAME ACTIVITY ROW. USE SEPARATE ROW Amounts net of VAT

- (1) In the Activity row use "X" to identify whether IB or INV
- (2) Expressed in % of the **Public** Expenditure (column (b))
- (3) Expressed in % of the **Total** Expenditure (column (a))

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				SOURCES OF FUNDING									
		TOTAL EXP.RE	TOTAL PUBLIC EXP.RE	IPA COMMUNITY CONTRIBUTION		NATIONAL PUBLIC CONTRIBUTION				PRIVATE CONTRIBUTIO N			
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(e)	EUR (b)=(c)+(d)	EUR (c)	% (2)	Total EUR (d)=(x)+ (y)+(z)	% (2)	Central EUR (x)	Regional Local EUR (y)	IFIs EUR (z)	EUR (e)	% (3)
PPF	Х		3 330 000	3 330 000	3 000 000	90	330 000	10	330 000				
UNIBE	Χ		1 110 000	1 110 000	1 000 000	90	110 000	10	110 000				
UNIBE		Х	1 330 000	1 330 000	1 130 500	85	199.500	15	199 500				
TOTAL IB		4 440 000	4 440 000	4 000 000	90	440 000	10	440 000	-	-	-		
TOTAL INV		1 330 000	1 330 000	1 130 500	85	199 500	15	199 500	-	-	-	-	
TOTAL PROJECT		5 770 000	5 770 000	5 130 500	89	639 500	11	639 500					

5. INDICATIVE IMPLEMENTATION SCHEDULE

Components	Start of Tendering	Signature of Contract	Contract Completion
PPF	1st quarter 2010	Various dates due to	4 years after the
		nature of activities	signature of the FA
UNIBE	1st quarter 2010	Various dates due to	4 years after the
		nature of activities	signature of the FA

All projects should in principle be ready for tendering in the first quarter following the signature of FA.

6. CROSS CUTTING ISSUES (WHERE APPLICABLE)

6.1 Equal Opportunity

Equal participation of women and men will be secured through appropriate information and publicity material, in the design of projects and access to the opportunities they offer. An appropriate men/women balance will be sought on all the managing bodies and activities of the programme and its projects.

6.2 Environment

N/A

6.3 Minorities

According to the Turkish Constitutional System, the word minorities encompass only groups of persons defined and recognized as such on the basis of multilateral or bilateral instruments to which Turkey is a party.

The project will in no way harm the rights of any individuals (including disabled people) or entities to apply for the registration of their industrial property rights, or hinder the use of their rights for oppositions, complaints, appeals, or any other rights thereof before the public institutions of Republic of Turkey.

ANNEX – I LOGFRAME MATRIX

	Programme name and num	ber			
LOGFRAME PLANNING MATRIX FOR Project Fiche	Contracting period) expire 2 years after the signature of	the FA	Disbursement period expires 3 years following the end date for contracting		
	Total budget: 5.770.000 mi 639.500 million Euro is the	•	IPA budget: 5.130.500 million Euro		
Overall objective Obje	ctively verifiable indicators	Sources of Verification			
 Increased effectiveness and impact of projects financed through EU Posi pre-accession funds, Improved absorption of finance 	nmission Services on Turkey's gress	European Commission JMC Meeting Results	y the rnment,		
legislation.	ativoly vonifiable indicators	Courses of Varification	Aggumntions		
Project purpose The purpose of this project is to Posi	ctively verifiable indicators	Sources of Verification	-		
2 2	IET on the pre-accession roles		provide adequate guidance to the		
institutions (office of the NAO, NAC, and	<u> </u>	1100000	programming exercise		
	olved institutions during project		P National sector strategies		

appointed within the framework of IPA, as well as other relevant Turkish institutions in fulfilling their respective pre-accession roles and functions.	·		developed and/or continually updated Turkish and EU officials continue to abide with the principles of the (E)DIS EU implementation procedures further streamlined
Results	Objectively verifiable indicators	Sources of Verification	Assumptions
Component 1: Project Preparation Fac	cility (PPF)		
programmed EU funds in the framework of IPA component-1, (combined with an increased efficiency during implementation	2009 IPA-1 project package is ubmitted to the EC by the NAC. On the date of signature of the 2009 Financing Agreement, at least %80 of the tender dossiers are submitted to the CFCU by beneficiary institutions. At least 80 % of EC financed projects under 2009 programme are implemented in accordance with implementation schedules foreseen in the project fiches.	ojects T reports conitoring reports of line nistries USG, CFCU and EC files	

Strengthened capacities of the Turkish institutions in fulfilling their respective pre-accession roles and functions, as well as DIS institutions and operating structures appointed in the framework of IPA component-1.	deadlines agreed between TR and EU At least 70 % of the	negotiating parties Related documents prepared by the DIS actors and new operating structures.							
Activities	Means	Costs	Assumptions						
Component 1: Project Preparation	Component 1: Project Preparation Facility (PPF)								
TA - including training, study-		3.33 million Euro	Sufficient dedicated and qualified						
visits, management, organizational and other expert advice - to support			staff available at beneficiary institutions						
beneficiary institutions in			P Appropriate programming						
developing / upgrading necessary			procedures in place						
technical know-how and			□ Stability of the DIS institutions						
management skills			AP, NPAA and Regular Reports						

Expert advice to beneficiary institutions to support the preparation of documents, such as Feasibility studies Detailed designs of acquis related investment projects Environmental impact assessments Impact assessment Institution-building projects, training programmes and aid schemes Technical specifications, procurement plans and tender dossiers		provide strategic guidance to the programming exercise Sector strategies relating to IB developed and continually updated
Component 2: Unspecified Envelope in the Context of Preparations for	r Pre-accession Process and Accessio	n Negotiations (UNIBE)
TA - including training, ,	2.44 million Euro	□ Sufficient dedicated and qualified staff available at beneficiary institutions □ Intermediate Negotiation Results provide adequate guidance to the bodies concerned