



EUROPEAN  
COMMISSION

Brussels, 7.12.2015  
C(2015) 8773 final

**COMMISSION IMPLEMENTING DECISION**

**of 7.12.2015**

**adopting an Annual Action Programme for Turkey for the year 2015**

## COMMISSION IMPLEMENTING DECISION

of 7.12.2015

### adopting an Annual Action Programme for Turkey for the year 2015

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures of the implementation of the Union's instruments for financing external action<sup>1</sup> and in particular Article 2(1) thereof,

Having regard to Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council of 25 October 2012 on the financial rules applicable to the general budget of the Union and repealing Council Regulation (EC, Euratom) No 1605/2002<sup>2</sup> and in particular Article 84(2) thereof,

Whereas:

- (1) Regulation (EU) No 231/2014<sup>3</sup> lays down the objectives and main principles for pre-accession assistance to beneficiaries listed in Annex I to that Regulation.
- (2) In accordance with Article 7 of Regulation (EU) No 231/2014 the assistance should be implemented through annual or multi-annual, country-specific or multi-country programmes. These programmes should be drawn up in accordance with the framework for assistance referred to in Article 4 of Regulation (EU) No 231/2014 and the relevant country or multi-country indicative strategy papers referred to in Article 6 of that Regulation.
- (3) The Council established an Accession Partnership or a European Partnership for all beneficiaries listed in Annex I of Regulation (EU) No 231/2014. The Commission adopted an indicative strategy paper for Turkey for the period 2014 - 2020 on 26 August 2014 which provides indicative allocations for the sectors for pre-accession assistance.<sup>4</sup>
- (4) Considering the proposals for action submitted by Turkey, the Annual Action Programme for Turkey under the Instrument of Pre-accession assistance (IPA II) for the year 2015 aims at providing assistance for actions in the following sectors: civil society, judiciary, fundamental rights, home affairs, energy and agriculture and rural development.
- (5) Pursuant to Article 9(5) of Regulation (EU) No 231/2014, the IPA II may contribute to programmes and measures which are introduced as part of a macro-regional strategy, which involve IPA II beneficiaries. The Commission adopted a Decision for the establishment of the European Union Regional Trust Fund in response to the Syrian

---

<sup>1</sup> OJ L 77, 15.03.2014, p. 95.

<sup>2</sup> OJ L 298, 26.10.2012, p.1.

<sup>3</sup> Regulation (EU) No 231/2014 of the European Parliament and of the Council of 11 March 2014 establishing an Instrument for Pre-accession Assistance (OJ L 77, 15.03.2014, p. 11).

<sup>4</sup> Commission Implementing decision c(2014)5998 adopting an Indicative Strategy Paper for Turkey for the period 2014-2020

crisis (the "Trust Fund"), following a Union strategy based on the pooling of individual resources and the combination of all efforts to leverage the contribution of the Union and its Member States, with the objective to provide a coherent and reinforced aid response to the Syrian crisis on a regional scale.

- (6) Given the convergence of the Fund's objectives with those of IPA II in Turkey, a contribution of IPA funds to the Trust Fund is foreseen to help mitigating better the spill over effects of the Syrian crisis on the country.
- (7) It is necessary to adopt a financing decision, the detailed rules of which are set out in Article 94 of Commission Delegated Regulation (EU) No 1268/2012.<sup>5</sup>
- (8) The Commission should be able to entrust budget-implementation tasks under indirect management to the IPA II beneficiary specified in this Decision, subject to the conclusion of a Financing Agreement. In accordance with Article 60(1) and (2) of Regulation (EU, Euratom) No 966/2012 and first subparagraph of Article 14(3) of the Commission Implementing Regulation (EU) No 447/2014<sup>6</sup> the authorising officer responsible needs to ensure that the entrusted entity guarantees a level of protection of the financial interests of the Union equivalent to that required under Regulation (EU, Euratom) No 966/2012, when the Commission manages Union funds.

The entrusted entity is currently undergoing a complementary assessment of its systems and procedures. In anticipation of the results of this review, the authorising officer responsible deems that, based on the entity's positive assessment under Council Regulation (EC, Euratom) No 1605/2002<sup>7</sup> and Commission Regulation (EC) No 718/2007<sup>8</sup> and the entity's present compliance with the requirements of points (a) to (d) of Article 60 (2) of the Regulation (EU, Euratom) No 966/2012, budget implementation tasks can be entrusted to this entity. In accordance with Article 60(1)(c) of Regulation (EC, Euratom) No 966/2012, the authorising officer responsible needs to ensure that measures are taken to supervise and support the implementation of the entrusted tasks. A description of these measures and the entrusted tasks are laid down in the Annex to this Decision.

- (9) It is appropriate to authorise the award of grants without a call for proposals to the bodies identified in the Annex and for the reasons provided therein.
- (10) The maximum contribution of the European Union set by this Decision should cover any possible claims for interest due for late payment on the basis of Article 92 of Regulation (EU, Euratom) No 966/2012 and Article 111(4) of Delegated Regulation (EU) No 1268/2012.
- (11) Pursuant to Article 94(4) of Delegated Regulation (EU) No 1268/2012, the Commission should define changes to this Decision which are not substantial in order to ensure that any such changes can be adopted by the authorising officer responsible.

---

<sup>5</sup> Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 on the rules of application of Regulation No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union (OJ L 362, 31.12.2012, p. 1).

<sup>6</sup> Commission Implementing Regulation (EU) No 447/2014 of 2 May 2014 on the specific rules for implementing Regulation (EU) No 231/2014 of the European Parliament and of the Council establishing an Instrument for Pre-accession assistance (IPA II) (OJ L 132, 3.5.2014, p. 32).

<sup>7</sup> Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002 on the Financial Regulation applicable to the general budget of the European Communities (OJ L 248, 16.9.2002, p.1).

<sup>8</sup> Commission Regulation (EC) No 718/2007 of 12 June 2007 implementing Council Regulation (EC) No 1085/2006 establishing an instrument for pre-accession assistance (IPA) (OJ L 170, 29.6.2007, p.1).

- (12) The Annual Action Programme for Turkey under the Instrument of Pre-accession assistance (IPA II) for the year 2015 provided for by this Decision is in accordance with the opinion of the IPA II Committee set up by Article 13 of Regulation (EU) No 231/2014,

HAS DECIDED AS FOLLOWS:

*Article 1*

*Adoption of the programme*

The Annual Action Programme for Turkey under the Instrument for Pre-accession Assistance (IPA II) for the year 2015 as set out in the Annex, is hereby approved.

*Article 2*

*Financial contribution*

The maximum amount of the European Union contribution for the implementation of the Annual Action Programme referred to in Article 1 is set at 255 100 000 and shall be financed as follows:

EUR 196 600 000 from the budget line 22.02.03.01 of the general budget of the EU for year 2015 and

EUR 58 500 000 from the budget line 22.02.03.02 of the general budget of the EU for year 2015.

The financial contribution(s) referred to in the first sub-paragraph may also cover interest due for late payment.

*Article 3*

*Implementation modalities*

This programme shall be implemented by direct and indirect management.

The budget implementation tasks under indirect management may be entrusted to the entities identified in the Annex subject to the conclusion of the relevant agreements.

A Financing Agreement shall be concluded between the Commission and the Government of Turkey in conformity with the Framework Agreement concluded between the same parties on 22 June 2015.

*Article 4*

*Grants without a call for proposals*

Grants may be awarded without a call for proposals to the bodies identified in the Annex, in accordance with the conditions specified therein.

*Article 5*

*Non-substantial changes*

The following changes shall not be considered substantial provided that they do not significantly affect the nature and objectives of the actions:

- (a) increases or decreases for not more than 20% of the maximum contribution set in the first paragraph of Article 2, and not exceeding EUR 10 million;
- (b) cumulated reassignments of funds between specific actions not exceeding 20% of the maximum contribution set in the first paragraph of Article 2;
- (c) extensions of the implementation and closure period;
- (d) within the limits of 20% referred to in points (a) and (b) above, up to 5% of the contribution referred to in the first paragraph of Article 2 of this financing decision may serve to finance actions which were not foreseeable at the time the present financing decision was adopted, provided that those actions are necessary to implement the objectives and the results set out in the programme.

The authorising officer responsible may adopt such non-substantial changes in accordance with the principles of sound financial management and proportionality.

Done at Brussels, 7.12.2015

*For the Commission*  
*Johannes HAHN*  
*Member of the Commission*

## ANNEX 1

### Annual Action Programme for Turkey under the Instrument for Pre-accession Assistance (IPA II) for the year 2015

#### 1 IDENTIFICATION

<b>Beneficiary</b>	Turkey
<b>CRIS/ABAC commitment references</b>	<b>2015/038-404</b>
<b>Total cost</b>	EUR 217 906 654
<b>EU contribution</b>	EUR 196 600 000
<b>Budget line</b>	22.02 03 01
<b>CRIS/ABAC commitment references</b>	<b>2015/038-405</b>
<b>Total cost</b>	EUR 65 040 441
<b>EU contribution</b>	EUR 58 500 000
<b>Budget line</b>	22.02 03 02
<b>Total EU contribution for both budget lines</b>	<b>EUR 255 100 000</b>
<b>Management ode/ Entrusted entities</b>	<p>Indirect management with Turkey: The operating structure responsible for the execution of the actions is the Central Finance and Contracts Unit (CFCU) at the Under-Secretariat of the Treasury.</p> <p>Direct management by the European Commission:</p> <ul style="list-style-type: none"> <li>• under Action 1 (Civil society) the activity ‘Strategic capacity building for local/grassroots CSOs: ad hoc support mechanism’</li> <li>• under Action 5 (Home affairs), the activity ‘Support to refugees from the Syrian crisis in Turkey’</li> </ul>
<b>Final date for concluding <u>Financing Agreements</u> with the IPA II beneficiary</b>	At the latest by 31 December 2016
<b>Final date for concluding <u>procurement and grant contracts</u></b>	3 years following the date of conclusion of the Financing agreement, with the exception of the cases listed under Article 189(2) Financial Regulation.
<b>Final date for operational implementation</b>	6 years following the date of conclusion of the Financing agreement.
<b>Final date for implementing the Financing Agreement</b>	12 years following the conclusion of the Financing agreement.

<b>Programming Unit</b>	NEAR A5 — Turkey unit
<b>Implementing Unit/ EU Delegation</b>	EU Delegation to Turkey (Ankara)

## 2 DESCRIPTION OF THE ACTION PROGRAMME

### 2.1 SECTORS SELECTED UNDER THIS ACTION PROGRAMME

- Rationale for selecting the specific sectors concerned:

With the aim being to concentrate IPA II financial assistance on a limited number of key priorities, and bearing in mind that the sectors of environment and climate change, transport, competitiveness and innovation, education, employment and social policies are covered by multi-annual sector operational programmes with separate financing decisions, the proposed annual action programme covers four sectors identified in the indicative country strategy paper for 2014-2020: democracy and governance; rule of law and fundamental rights; energy; agriculture and rural development.

**Democracy and governance** includes a specific action on *civil society*, reflecting the importance the Commission attaches to fostering effective pluralism in Turkey, which involves respect for fundamental rights and freedoms, the rule of law and the possibility of social and political change. In this regard, the *civil society* action under this programme focuses on crucial aspects such as civil society development, including capacity building of key institutions and civil society organisations, increased cooperation between civil society and public institutions and civil society dialogue between Turkey and the EU.

**Rule of law and fundamental rights** lie at the heart of the enlargement strategy. Related reform needs have also been identified as a major priority in the strategy paper for Turkey. Support through the *Judiciary* action will aim at strengthening the independence, impartiality, efficiency and administration of the judiciary. As regards *Fundamental rights*, the action includes activities designed to enhance key institutions as well as support efforts to prevent and combat violence against women and children. If anti-discrimination and data protection laws in line with European standards will be adopted, the actions should be adapted in this respect. *Home affairs* is one of the key areas of cooperation between Turkey and the EU, especially after the entry into force at the end of 2013 of the EU-Turkey readmission agreement and launch of the visa liberalisation roadmap covering wider justice, home affairs as well as fundamental rights benchmarks. The *Home affairs* action will provide support to Turkey for implementing related requirements as well as contribute to the efforts to host refugees from the conflict in Syria.

A stand-alone action will support social inclusion of Internally Displaced Persons (IDPs) in Van Province.

As regards the **energy** sector, Turkey has one of the fastest growing demands for energy in Europe. It needs to develop domestic energy supplies, including renewable energy, and increase energy efficiency. With this in mind, the action will support capacity building of key actors in establishing a more efficient and sustainable energy sector in Turkey: municipalities, universities, policymakers and the regulator. At the same time Turkey is a key partner in increasing the EU's energy supply security and has the potential to become a reliable transit country. Hence, the action will also help to improve the reliability, efficiency and operational performance of the Turkish gas network.

**Agriculture and rural development** is a key sector in Turkey, in both social and economic terms, employing more than 20 % of the country's labour force. The IPA 2015 action will help bring Turkey into line with relevant EU legislation and increase its



institutional capacity in relation to prevention and eradication of animal diseases, fisheries stocks management and food hygiene and environmental standards.

- Overview of past and ongoing EU, other donors' and/or IPA II beneficiaries' actions in the relevant sectors:

Under the IPA instrument for the period 2007-2013, Turkey has been implementing pre-accession assistance under indirect management (previously called decentralised management), i.e. EU budget implementation tasks have been delegated to the Turkish authorities, with institutions set up specifically for this purpose. The total of this previous IPA assistance amounts to EUR 5.3 billion. Support for institution building — which is also at the core of this action programme — has been mainly provided through annual programming with projects focusing particularly on justice, home affairs and fundamental rights and supporting alignment with the EU *acquis* in various fields.

Turkey needs, however, to strengthen its capacity to absorb funds, achieve results and implement EU financial assistance in a timely manner. Given the backlog in implementing previously programmed actions, attention needs to be paid to ensuring complementarity and proper sequencing of activities. The introduction of more strategically planned multi-annual sector approaches under IPA II addresses this issue. Still, greater ownership by the lead institution for each sector and stronger cooperation among stakeholders will be required in order to improve efficiency and effectiveness.

Relatively few international donors provide grant support to Turkey. However, international financial institutions (IFIs) are very active with loan programmes. The Council of Europe, several United Nations agencies and other specialised international organisations (IOs) — e.g. the International Organisation for Migration, IOM — are also active in Turkey, working on aspects such as judicial reform, fundamental rights and migration and border management. Some of these bodies will continue to be involved in the implementation of pre-accession assistance under this action programme in their fields of expertise. To avoid overlapping assistance, the Commission systematically consults with and meets Member States' embassies, IFIs and IOs, especially at country level.

***List of Actions foreseen under the selected Sectors:***

**Democracy and governance (in million EUR)**

INDIRECT MANAGEMENT WITH THE IPA II beneficiary		OTHER IMPLEMENTATION ARRANGEMENTS	
Action 1 — <i>Civil society</i>	20.7	Direct management for direct grant award to STGM	3
Action 2 — <i>Local administration reform</i>	5.45	n.a.	
TOTAL	26.15	TOTAL	3

**Rule of law and fundamental rights (in million EUR)**

INDIRECT MANAGEMENT WITH THE IPA II beneficiary		OTHER IMPLEMENTATION ARRANGEMENTS	
Action 3 — <i>Judiciary</i>	17.9	n.a.	

Action 4 — <i>Fundamental rights</i>	18.941489	n.a.	
Action 5 — <i>Home affairs</i>	118.94	Direct management for contribution to EU Trust Fund for Syria	6.943961
Stand-alone action 6 — Support to internally displaced persons in the Province of Van	4.72455	n.a.	
<b>TOTAL</b>	<b>160.506039</b>	<b>TOTAL</b>	<b>6.943961</b>

### Energy (in million EUR)

INDIRECT MANAGEMENT WITH THE IPA II beneficiary		OTHER IMPLEMENTATION ARRANGEMENTS	
Action 7 — <i>Energy</i>	26.6	n.a.	
<b>TOTAL</b>	<b>26.6</b>	<b>TOTAL</b>	

### Agriculture and rural development (in million EUR)

INDIRECT MANAGEMENT WITH THE IPA II beneficiary		OTHER IMPLEMENTATION ARRANGEMENTS	
Action 8 — <i>Agriculture and rural development, food safety, veterinary and phytosanitary policy and fisheries</i>	31.9	n.a.	
<b>TOTAL</b>	<b>31.9</b>	<b>TOTAL</b>	

## 2.2. DESCRIPTION AND IMPLEMENTATION OF THE ACTIONS

<b>SECTOR 1</b>	<b><i>Democracy and governance</i></b>	<b><i>EUR 29 150 000</i></b>
<b>Action 1</b>	<b><i>(Sub-sector) Civil society</i></b>	<b><i>EUR 23 700 000</i></b>

### *(1) Description of the action, objective, expected results and key performance indicators*

The action aims at improving the legislative environment for active citizenship, strengthening cooperation between public sector and civil society organisations (CSOs), enhancing civil society dialogue and intercultural exchange between civil societies in Turkey and Europe. To this end, capacity building of both CSOs and public institutions that play a role in improving the enabling environment will be supported. In addition, an activity specifically designed to target rights-based and/or grassroots CSOs, to be managed centrally by the Commission is also foreseen.

Expected results of the activities under this action are as follows:

- All individuals and legal entities can express themselves freely, assemble peacefully and establish, join and participate in organisations;
- The policies and legal environment stimulate and facilitate volunteering and employment in CSOs;
- Public institutions recognise the importance of CSOs in improving good governance through CSOs' inclusion in decision-making processes;
- Advocacy capacities and communication skills of CSOs are enhanced to develop policies, to engage in policy dialogue with public bodies, and to communicate the results of their activities to the public;
- CSOs regularly network within and outside country borders and make use of coalition-building for increased impact in campaigning and advocacy;
- Exchanges between CSOs from Turkey and the EU Member States are increased, as well as positive media coverage;

The following key indicators will be considered for the performance measurement of this action:

- Assessment by relevant stakeholders of the legislative environment for active citizenship;
- Ratio of CSOs that use adequate and professional argumentation and analysis for achieving advocacy goals;
- Proportion of CSOs taking part in local, national, regional and international networks.
- Long-term partnerships and cooperation between EU and Turkish CSOs are increased.

Moreover, the outputs of each of the four activities will be measured through specific indicators with targets by 2017 and 2020.

### ***(2) Assumptions and conditions***

Turkey remains committed to EU accession.

Government institutions are fully committed to developing and implementing the policies and institutional changes required to deliver results.

Failure to comply with the requirement set out above may lead to recovery of funds under this programme and/or re-allocation of future funding.

### ***(3) Implementation arrangements***

The activities, with all expected results except one, will be carried out under indirect management with Turkey.

#### ***(3)(a) Short description of the tasks entrusted to the entity***

An overall EU contribution of EUR 20 700 000 will be managed under indirect management by the CFCU as operating structure.

**(3)(b) *Short description of the tasks entrusted to the entity***

The entrusted entity, the CFCU, will be responsible for the contracting, implementation, information and visibility, monitoring and reporting of IPA II activities, and the evaluation thereof whenever relevant, in line with the mandates given under the IPA II legal framework and in accordance with the principle of sound financial management, and must ensure the legality and regularity of the expenditure incurred in implementing the programme.

The lead institution for programming and monitoring this action is the Ministry of European Affairs.

**(3)(c) *Essential elements of the action in direct management***

The activity aiming to support rights-based and/or grassroots organisations will be implemented under centralised management.

This activity, amounting to EUR 3 000 000, will be implemented through a direct grant to the Civil Society Development Centre (STGM), which is a resource centre for capacity building of CSOs in Turkey as well as a long-standing EU-supported umbrella CSO. STGM will, through this contract, manage the financial support to third parties scheme to support grassroots organisations, in full compliance with Articles 58(7) and 137 of the Financial Regulation<sup>1</sup> and Articles (209) and (210) of the Rules of Application.<sup>2</sup>

**Grant — Direct grant award:**

a) Objectives and expected results:

In the light of various nationwide consultations and views expressed by CSOs to the EU and STGM, it was concluded that the capacities of grass-roots organisations should be strengthened, so that they can join networks and participate in local, national and even European and international decision-making processes. For that purpose, a tailor-made mechanism has to be developed.

This approach is broadly endorsed in the Country Strategy Paper for Turkey, as follows: ‘Civil society organisations (CSOs) still face a legal environment with bureaucratic obstacles, in particular relating to their operation, their funding and, in some cases — such as for federations — their legal creation. Complex rules create difficulties for small or medium-sized associations. CSOs need to be more involved in policy development at local, regional and national levels, and dialogue and cooperation between institutions and civil society need to be improved, particularly in the area of fundamental rights. However, significant weaknesses in CSO capacities — particularly for smaller organisations and some rights-focused CSOs — have been noted with regard to internal management, fund-raising and advocacy skills and the membership base.’

---

<sup>1</sup> Regulation (EU, Euratom) No 966/2012.

<sup>2</sup> Commission Delegated Regulation (EU) No 1268/2012.

The specific needs of grassroots organisations will be addressed through two mechanisms:

1. Tailor-made capacity building support delivered by STGM, including training, coaching, matchmaking and partnership support.
2. Direct financial support to third parties in response to grassroots CSOs' requests for training, campaigns, advocacy activities, networking meetings, work visits, digital empowerment, publications, etc.

b) Justification for the use of an exception to calls for proposals:

The main aim is to facilitate and stimulate grass-roots CSOs' networking and project development capacities, improving their relations with public institutions, their lobbying, campaigns, communication and PR activities. The target group of the financial support to third parties under this direct grant will be grass-roots CSOs based in Turkey; geographical distribution of support will be taken into account. In addition to general capacity building, the activity will also promote a more effective civic participation in policy processes at local level and strengthening of cooperation among CSOs, thus fostering the role of civil society actively participating in public debate to influence local policy and decision-making processes. Ultimately, this should help improve the capacities of local/grass-roots CSOs that currently find it very difficult to access available grant schemes due to capacity limits, or for procedural, structural and/or other reasons.

At present, CSDC (*the Civil Society Development Centre*)/STGM (*Sivil Toplum Geliştirme Merkezi*) is the only help desk for civil society organisations that is working Turkey-wide and it is not sector-specific, apart from the fact of directing its support towards rights-based organisations. It has more than ten years of experience in delivering one-to-one tailor-made support to CSOs. CSDC/STGM focuses almost exclusively on that kind of action. Therefore it is the only organisation in Turkey combining both technical competence and specialisation in capacity building for CSOs. Considering its experience and expertise, as well as the fact that STGM is the only resource centre delivering help desk support to CSOs on a country-wide level, it has been identified as the only organisation capable of implementing the activity in question.

Therefore, pursuant to Article 190(1)(f) of Commission Delegated Regulation (EU) No 1268/2012, a grant will be awarded without a call for proposals to STGM in order to ensure the implementation of this activity.

- c) name of the beneficiary: *Sivil Toplum Geliştirme Merkezi [acronym in Turkish STGM] (the Civil Society Development Centre)*
- d) indicative amount of the grant: EUR 3 000 000
- e) Maximum rate of EU co-financing: The maximum possible rate of EU financing will be 100% of the total cost of the action. Full financing of the action is essential because STGM is, like most NGOs in Turkey, operating under conditions limiting its capacity to raise funding and it would therefore not have the financial means to make a contribution, and the activity is essential for delivering EU support to civil society organisations in Turkey, notably grassroots organisations.

f) Indicative date for signing the grant agreement: June 2016

<b>Action 2</b>	<b><i>(Stand-alone action)</i></b> <b><i>Local administration reform</i></b>	<b><i>EUR 5 450 000</i></b>
-----------------	---	-----------------------------

***(1) Description of the action, objective, expected results and key performance indicators***

The objective of this action is to improve the functioning of local administration, by supporting the preparation of the relevant legislative framework and human and operational capacity building of municipalities.

Expected results of this action are:

- Secondary legislation for implementing the New Metropolitan Municipality Model is prepared;
- Administrative and operational capacity of local authorities is enhanced;
- Capacity of the Ministry of Interior and the Union of Municipalities of Turkey as regards regional development planning is improved.

Key performance indicators:

- Number of municipalities in which the new model of local administration is implemented;
- Level of satisfaction of local administration services users in municipalities benefiting from the assistance.

***(2) Assumptions and conditions***

National and local institutions are fully committed to developing and implementing the policies and institutional changes required to deliver results.

Failure to comply with the requirements set out above may lead to recovery of funds under this programme and/or re-allocation of future funding.

***(3) Implementation arrangements of the action:*** indirect management with Turkey

***(3)(b) Short description of the tasks entrusted to the entity***

This action will be carried out under indirect management by the CFCU as operating structure. The entrusted entity will be responsible for the contracting, implementation, information and visibility, monitoring and reporting of IPA II activities, and the evaluation thereof whenever relevant, in line with the mandates given under the IPA II legal framework and in accordance with the principle of sound financial management, and must ensure the legality and regularity of the expenditure incurred in implementing the programme.

The lead institution for programming and monitoring this action is the Ministry of EU Affairs, which will liaise closely with other relevant institutions.

<b>SECTOR 2</b>	<i>Rule of law and fundamental rights</i>	<i>EUR 167450 000</i>
<b>Action 3</b>	<i>(Sub-sector) Judiciary</i>	<i>EUR 17900 000</i>

***(1) Description of the action, objective, expected results and key performance indicators***

The action aims at further strengthening and making more concrete and visible the independence, impartiality, efficiency and administration of the judiciary as well as continuing with the reform of the prison system. To this end, institutional building of the High Council for Judges and Prosecutors and the Court of Cassation, and capacity of the criminal justice system in terms of both human and physical resources, and expertise for prevention of radicalisation in prisons will be supported.

Expected results of these activities are:

- Strengthened independence, impartiality and accountability of the High Council for Judges and Prosecutors;
- Improved criminal justice system, in line with European standards, both in terms of expertise of judges, prosecutors and expert witnesses, and treatment of evidence;
- Enhanced institutional capacity of the Court of Cassation;
- Enhanced professionalism of judges and prosecutors;
- Improved prevention of radicalisation in prisons.

Key indicators that will be considered for the performance measurement of this action are:

- Level of progress achieved towards meeting accession criteria;
- Number of infringement judgments by the European Court of Human Rights (ECHR) as well as follow up given;
- Clearance rate for backlogs in courts.

Moreover, and as specified in the document for the sub-sector judiciary, the outputs of the activities will be measured through specific indicators with targets by 2017 and 2020.

***(2) Assumptions and conditions***

Turkey remains committed to EU accession and to the necessary reforms for meeting the political criteria and acquis chapter 23.

Government institutions are fully committed to developing and implementing the policies and institutional changes required to deliver results.

Failure to comply with the requirements set out above may lead to recovery of funds under this programme and/or re-allocation of future funding.

**(3) Implementation arrangements of the action:** indirect management with Turkey

**(3)(b) Short description of the tasks entrusted to the entity**

The relevant activities will be carried out under indirect management by the CFCU as operating structure. The entrusted entity will be responsible for the contracting, implementation, information and visibility, monitoring and reporting of IPA II activities, and the evaluation thereof whenever relevant, in line with the mandates given under the IPA II legal framework and in accordance with the principle of sound financial management, and must ensure the legality and regularity of the expenditure incurred in implementing the programme.

The lead institution for programming and monitoring this action is the Ministry of Justice, which will liaise closely with the High Council of Judges and Prosecutors, the Justice Academy, High Courts, Turkish Bar Association and other institutions.

<b>Action 4</b>	<b>(Sub-sector) Fundamental rights</b>	<b>EUR 18 941 489</b>
-----------------	--	-----------------------

**(1) Description of the action, objective, expected results and key performance indicators**

The action aims at boosting respect for fundamental rights and freedoms for all individuals without discrimination in line with the European Convention on Human Rights (ECHR) and the case law of the ECtHR. To this end, support will be provided to enhance the effectiveness of the Ombudsman Institution, improve the functioning of law enforcement institutions in relation to respect of fundamental rights, enhance the prevention of and combating violence against women and children, and increase awareness of democracy and human rights among school children and the academic world. If anti-discrimination and data protection laws in line with European standards will be adopted, the activities would be adapted in this respect.

Expected results of these activities are:

- Effectiveness of the Ombudsman Institution is enhanced;
- Awareness and respect by the judiciary and law enforcement institutions of fundamental rights, including, freedom of expression and assembly in line with European standards;
- Increased accountability of the law enforcement institutions (eg. Turkish National Police, Gendarmerie and Coast Guards);
- Effectiveness of the Gendarmerie in preventing and combating violence against women and children is enhanced;



- Awareness about democracy and fundamental rights in the academic community, including schools, is increased.

Key indicators that will be considered for the performance measurement of this action are:

- Number of applications to Ombudsman Institution, follow up and average processing time;
- Number of complaints regarding excessive use of violence by law enforcement institutions, and follow up;
- Percentage of rural areas covered by a specialised Gendarmerie section in charge of preventing and combating violence against women and children;
- Percentage of a school-age class having completed the compulsory course about human rights, citizenship and democracy.

Moreover, and as specified in the document for the sub-sector of fundamental rights, the outputs of the activities will be measured through specific indicators with targets by 2017 and 2020.

***(2) Assumptions and conditions***

Turkey remains committed to EU accession and meeting the political criteria and *acquis* chapter 23.

Government institutions are fully committed to the development and implementation of policies as well as developing their capacity to deliver the action's results.

National co-financing of EUR 1358204 will be provided to achieve the above mentioned results.

Failure to comply with the requirements set out above may lead to recovery of funds under this programme and/or re-allocation of future funding.

***(3) Implementation arrangements of the action:*** indirect management with Turkey

***(3)(b) Short description of the tasks entrusted to the entity:***

These activities will be carried out under indirect management by the CFCU as operating structure. The entrusted entity will be responsible for the contracting, implementation, information and visibility, monitoring and reporting of IPA II activities, and the evaluation thereof whenever relevant, in line with the mandates given under the IPA II legal framework and in accordance with the principle of sound financial management, and must ensure the legality and regularity of the expenditure incurred in implementing the programme.

The lead institution for programming and monitoring this action is the Ministry of EU Affairs, which will liaise closely with the Ministry of Justice as the institution responsible for monitoring the implementation of the Action Plan on the Prevention of Violations of the European Convention on Human Rights together with the involvement of other key stakeholders such as Grand National Assembly of Turkey, Ministry of Interior (including the General Directorate of Provincial Administration), Union of

Turkish Bar Associations, Ombudsman, as well as other institutions with full involvement of civil society.

<b>Action 5</b>	<b>(Sub-sector) Home affairs</b>	<b>EUR 125 883 961</b>
-----------------	----------------------------------	------------------------

***(1) Description of the action, objective, expected results and key performance indicators***

The action aims at improving the administrative infrastructures in the field of migration management in line with the requirements of the EU-Turkey readmission agreement and contributing to Turkey's efforts to host refugees from the Syrian crisis; supporting the development of integrated border management in line with EU policies and strategies, in terms of land and sea border security and surveillance and customs controls enforcement; contributing to the fight against organised crime through improved cooperation with the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA).

Expected results of these activities are:

- i. Enhanced capacity for removal of irregular migrants in line with EU best practices and international standards;
- ii. Improved infrastructure for the readmission of third countries' nationals, in line with the EU-Turkey readmission agreement;
- iii. Provision of assistance to refugees from the Syrian crisis in Turkey;
- iv. Increased capacity of land and border surveillance;
- v. Increase customs controls capacity and risk management capacity;
- vi. Improved reporting by Turkey to EMCDDA.

Key indicators that will be considered for the performance measurement of this action are:

- Hosting capacity for irregular migrants in removal centres in Turkey
- Number of refugees receiving assistance
- Percentage of length of borders covered by modern border surveillance systems
- Time response of Turkish Coast Guards in relation to irregular migration events at sea
- Quality of reporting on drugs and drug addiction to EMCDDA

Moreover, and as specified in the document for the sub-sector of home affairs, the outputs of each of the nine activities will be measured through specific indicators with targets by 2017 and 2020.

***(2) Assumptions and conditions***

Turkey remains committed to EU accession.

Government institutions are fully committed to developing and implementing the policies and institutional changes required to deliver results.

National co-financing of EUR 18 900 000 will be provided.

Failure to comply with the requirements set out above may lead to recovery of funds under this programme and/or re-allocation of future funding.

### ***(3) Implementation arrangements***

**The activities with all expected results except (iii) will be carried out under indirect management with Turkey.**

#### ***(3)(b) Short description of the tasks entrusted to the entity***

Those activities with an overall EU contribution of EUR 118 940 000 will be carried out under indirect management by the CFCU as operating structure. The entrusted entity will be responsible for the contracting, implementation, information and visibility, monitoring and reporting of IPA II activities, and the evaluation thereof whenever relevant, in line with the mandates given under the IPA II legal framework and in accordance with the principle of sound financial management, and must ensure the legality and regularity of the expenditure incurred in implementing the programme.

The lead institution for programming and monitoring this action is the Ministry of Interior, which will liaise closely with its sub-institutions, notably the General Directorate for Migration Management and the Border Management Bureau as well as with the Ministry of Customs and Trade and other relevant institutions.

**(3)(c) Activity on provision of assistance to refugees from the Syrian crisis in Turkey: centralised management.**

In line with recent European Council Conclusions a contribution of EUR 6 943 961 to the EU Trust Fund set up in response to the crisis in Syria is foreseen. The Constitutive Agreement signed with the donors on 15 December 2014 defines the rules and procedures applying to the management and governance of the Trust Fund.

The Trust Fund shall implement the contribution either:

- directly (i) by the Commission's departments, including its staff in the Union Delegations under the authority of their respective Head of Delegation, (ii) or through executive agencies;
- or indirectly with third countries or the bodies they have designated, international organisations and their agencies, public law bodies or bodies governed by private law with a public service mission to the extent that the latter provide adequate financial guarantees.

<b>Action 6</b>	<b><i>Stand-alone action Support to Internally Displaced</i></b>	<b><i>EUR 4 724 550</i></b>
-----------------	--	-----------------------------

<b><i>Persons in the Province of Van</i></b>
--

***(1) Description of the action, objective, expected results and key performance indicators***

The objective of this action is to enhance the social inclusion of Internally Displaced Persons (IDPs) in the Province of Van, through the provision of multi-dimensional social assistance services

Expected results of this action are:

- Three new community centres functioning.

Key performance indicators:

- Rated of school attendance, broken down by gender.
- Percentage of target population whose situation vis a vis labour market is improved, broken down by gender.
- Health status of internally displaced persons.

***(2) Assumptions and conditions***

Government institutions are fully committed to developing and implementing the policies and institutional decisions required to deliver results.

National co-financing of EUR 1 048 450 to be provided.

Failure to comply with the requirements set out above may lead to recovery of funds under this programme and/or re-allocation of future funding.

***(3) Implementation arrangements:*** indirect management with Turkey

***(3)(b) Short description of the tasks entrusted to the entity***

This action will be carried out under indirect management by the CFCU as operating structure. The entrusted entity will be responsible for the contracting, implementation, information and visibility, monitoring and reporting of IPA II activities, and the evaluation thereof whenever relevant, in line with the mandates given under the IPA II legal framework and in accordance with the principle of sound financial management, and must ensure the legality and regularity of the expenditure incurred in implementing the programme.

The lead institution for programming and monitoring this action is the Ministry of Interior, which will liaise closely with other relevant institutions.

<b>SECTOR 3</b>	<b><i>Energy</i></b>	<b><i>EUR 26 600 000</i></b>
<b>Action 7</b>	<b><i>Energy</i></b>	<b><i>EUR 26 600 000</i></b>

***(1) Description of the action, objective, expected results and key performance indicators***

Action in the energy sector will contribute to the objective of reliable and efficient Turkish energy markets, through improved energy efficiency by assisting key actors: central administrations, municipalities and academics. It will also help enhance the Energy Regulator's capacity as well as the functioning of the gas network infrastructures.

Expected results of these activities are:

Capacity of the municipalities and universities in relation to renewable energy and energy efficiency applications, projections and strategies is enhanced.

Research and Development (R&D) applications for renewable energy and energy efficiency are supported;

Institutional capacity of in relation to energy efficiency is increased;

The capacity of the Energy Markets Regulatory Authority is improved by the development of new performance-based tariff calculation mechanisms, including a social tariff;

Sustainability and maintenance of the gas network system are enhanced via support to new supervisory control and data acquisition (SCADA) system which manages the transport of natural gas throughout the country.

Key indicators that will be considered for the performance measurement of this action are:

- Use of renewable energy in the supported municipalities and universities;
- Energy savings in supported municipalities and universities;
- Performance-based tariff mechanism applied by Energy Markets Regulatory Authority;
- Level of integration of gas sub-stations serving the gas transportation pipeline complex.

### ***(2) Assumptions and conditions***

Turkey remains committed to EU accession.

Government institutions are fully committed to developing and implementing the policies and institutional changes required to deliver results.

National co-financing of EUR2752941 will be provided to achieve the above-mentioned results.

Failure to comply with the requirements set out above may lead to recovery of funds under this programme and/or re-allocation of future funding.

### ***(3) Implementation arrangements: indirect management with Turkey***

#### ***(3)(b) Short description of the tasks entrusted to the entity***

The activities will be carried out under indirect management by the CFCU as operating structure. The entrusted entity will be responsible for the contracting, implementation,

information and visibility, monitoring and reporting of IPA II activities, and the evaluation thereof whenever relevant, in line with the mandates given under the IPA II legal framework and in accordance with the principle of sound financial management, and must ensure the legality and regularity of the expenditure incurred in implementing the programme.

The lead institution for programming and monitoring this action is the Ministry of Energy and natural resources.

<b>SECTOR 4</b>	<i>Agriculture and rural development</i>	<i>EUR 31 900 000</i>
<b>Action 8</b>	<i>Agriculture and rural development, food safety, veterinary and phytosanitary policy and fisheries</i>	<i>EUR 31 900 000</i>

***(1) Description of the action, objective, expected results and key performance indicators***

The objective is to contribute to Turkey's accession by supporting alignment with EU legislation in the field of agriculture and rural development (Chapter 11), food safety, veterinary and phytosanitary policy (Chapter 12) and fisheries (Chapter 13), and to enhance the institutional capacity of the Ministry of Food, Agriculture and Livestock (MoFAL) to implement the relevant EU legislation in Turkey within the scope of these chapters.

In order to achieve this objective, four activities are supported, namely: (i) improving the control and prevention of Lumpy Skin Disease (LSD), (ii) oral vaccination against rabies, (iii) implementation of fisheries stock assessments, and (iv) improving awareness of EU hygiene and environmental standards, and related IPARD support, among farmers and food processors.

Expected results of these activities are:

- LSD is being diagnosed and animals are vaccinated;
- Rabies outbreak in region covered by the vaccination campaign is curtailed;
- A fisheries stock assessment system is functioning;
- Awareness about EU hygiene and environmental standards is increased among farmers and food producers;

Key indicators that will be considered for the performance measurement of this action are:

- Number of lumpy skin disease outbreaks;
- Number of rabies cases in farm animals resulting from the transmission of the disease from wild animals;
- Improved fisheries stock assessment and ecosystem monitoring;

- Improved food hygiene and environmental standards in farming, food processing, fisheries and aquaculture.

***(2) Assumptions and conditions***

Turkey remains committed to EU accession.

Government institutions are fully committed to developing and implementing the policies and institutional changes required to deliver results.

National co-financing of EUR 3 787 500 will be provided.

Failure to comply with the requirements set out above may lead to recovery of funds under this programme and/or re-allocation of future funding.

***(3) Implementation arrangements:*** indirect management with Turkey

***(3)(b) Short description of the tasks entrusted to the entity***

These activities will be carried out under indirect management by the CFCU as operating structure. The entrusted entity will be responsible for the contracting, implementation, information and visibility, monitoring and reporting of IPA II activities, and the evaluation thereof whenever relevant, in line with the mandates given under the IPA II legal framework and in accordance with the principle of sound financial management, and must ensure the legality and regularity of the expenditure incurred in implementing the programme.

The lead institution for programming and monitoring this action is the Ministry of Agriculture.

### **3 BUDGET**

### 3.1 INDICATIVE BUDGET TABLE — 2015 COUNTRY ACTION PROGRAMME FOR TURKEY

	Indirect management with the IPA II beneficiary			Other implementation arrangements			MM	Total programme	Total EU Contribution	
	Titles	EU Contribution	IPA II Beneficiary co-financing	Total expenditure	EU Contribution	IPA II Beneficiary co-financing				Total expenditure
Democracy and rule of law	<b>Democracy and governance</b>	<b>26 150 000</b>	<b>0</b>	<b>26 150 000</b>	<b>3 000 000</b>	<b>0</b>	<b>3 000 000</b>		<b>29 150 000</b>	<b>29 150 000</b>
	AD 1 — Civil Society	20 700 000	0	20 700 000	3 000 000	0	3 000 000	IM BC And DM	23 700 000	23 700 000
	AD 2 — Local Administration reform	5 450 000	0	5 450 000	0	0	0	IM BC	5 450 000	5 450 000
	<b>Rule of law and fundamental rights</b>	<b>160 506 039</b>	<b>21 306 654</b>	<b>181 812 693</b>	<b>6 943 961</b>	<b>0</b>	<b>6 943 961</b>		<b>188 756 654</b>	<b>167 450 000</b>
	AD 3 — Judiciary	17 900 000	0	17 900 000	0	0	0	IM BC	17 900 000	17 900 000
	AD 4 — Fundamental rights	18 941 489	1 358 204	20 299 693	0	0	0	IM BC	20 299 693	18 941 489
	AD 5 — Home affairs	118 940 000	18 900 000	137 840 000	6 943 961	0	6 943 961	IM BC And DM	144 783 961	125 883 961
	AD 6 — Stand-alone action: Internally displaced people	4 724 550	1 048 450	5 773 000	0	0	0	IM BC	5 773 000	4 724 550
	<b>TOTAL</b>	<b>186 656 039</b>	<b>21 306 654</b>	<b>207 962 693</b>	<b>9 943 961</b>	<b>0</b>	<b>9 943 961</b>		<b>217 906 654</b>	<b>196 600 000</b>
Competitiveness and growth	<b>Energy</b>	<b>26 600 000</b>	<b>2 752 941</b>	<b>29 352 941</b>	<b>0</b>	<b>0</b>	<b>0</b>		<b>29 352 941</b>	<b>26 600 000</b>
	AD 7 — Energy	26 600 000	2 752 941	29 352 941	0	0	0	IM BC	29 352 941	26 600 000
	<b>Agriculture and rural development</b>	<b>31 900 000</b>	<b>3 787 500</b>	<b>35 687 500</b>	<b>0</b>	<b>0</b>	<b>0</b>		<b>35 687 500</b>	<b>31 900 000</b>
	AD 8 — Agriculture	31 900 000	3 787 500	35 687 500	0	0	0	IM BC	35 687 500	31 900 000
	<b>TOTAL</b>	<b>58 500 000</b>	<b>6 540 441</b>	<b>65 040 441</b>	<b>0</b>	<b>0</b>	<b>0</b>		<b>65 040 441</b>	<b>58 500 000</b>
<b>G TOTAL</b>	<b>245 156 039</b>	<b>27 847 095</b>	<b>273 003 134</b>	<b>9 943 961</b>	<b>0</b>	<b>9 943 961</b>		<b>282 947 095</b>	<b>255 100 000</b>	



#### **4 IMPLEMENTATION MODALITIES AND GENERAL RULES FOR PROCUREMENT AND GRANT AWARD PROCEDURES**

##### **DIRECT MANAGEMENT:**

Part of this programme shall be implemented under direct management by the Commission / by the Union Delegations in accordance with Article 58(1)(a) of the Financial Regulation and the corresponding provisions of its Rules of Application.

Procurement shall follow the provisions of Part Two, Title IV, Chapter 3 of the Financial Regulation No 966/2012 and Part Two, Title II, Chapter 3 of its Rules of Application.

Grant award procedures shall follow the provisions of Part Two, Title IV, Chapter 4 of the Financial Regulation and Part Two, Title II, Chapter 4 of its Rules of Application.

Parts One and Three of the Financial Regulation and its Rules of Application shall apply to external actions except as otherwise provided in Part Two, Title IV.

The Commission may also use services and supplies under its framework contracts concluded in accordance with Part One of the Financial Regulation.

##### Twinning:

Twinning projects shall be set up in the form of a grant agreement, whereby the selected Member State administrations agree to provide the requested public sector expertise against reimbursement of the expenses thus incurred.

The contract may in particular provide for the long-term secondment of an official assigned to provide full-time advice to the administration of the IPA II beneficiary as resident twinning advisor.

The twinning grant agreement shall be established in accordance with relevant provisions of Part Two, Title IV, Chapter 4 of the Financial Regulation and Part Two, Title II, Chapter 4 of its Rules of Application. Parts One and Three of the Financial Regulation and its Rules of Application shall apply to external actions except as otherwise provided in Part Two, Title IV.

##### **INDIRECT MANAGEMENT:**

Part of this programme shall be implemented under indirect management by Turkey in accordance with Article 58(1)(c) of the Financial Regulation and the corresponding provisions of its Rules of Application.

The general rules for procurement and grant award procedures shall be defined in the Financing agreement and the relevant delegation agreements between the Commission and the entrusted entity concerned.

#### **5 PERFORMANCE MONITORING ARRANGEMENTS**

As part of its performance measurement work, the Commission shall monitor and assess progress towards achievement of the specific objectives set out in the IPA II Regulation on the basis of predefined, clearly measurable indicators. The progress reports referred to in

Article 4 of the IPA II Regulation shall be taken as a point of reference in assessing the results of IPA II assistance.

The Commission will collect performance data (process, output and outcome indicators) from all sources, which will be aggregated and analysed in terms of tracking the progress made against the targets and milestones established for each of the actions of this programme, as well as the country strategy paper.

In the specific context of indirect management by IPA II beneficiaries, national IPA coordinators will collect information on the performance of the actions and programmes (process, output and outcome indicators) and coordinate the collection and production of indicators coming from national sources.

Overall progress will be monitored by the following means: a) Result-oriented monitoring (ROM) system; b) IPA II beneficiaries' own monitoring; c) self-monitoring performed by the EU Delegations; d) joint monitoring by the Commission and IPA II beneficiaries, whereby the extent of compliance, coherence, effectiveness, efficiency and coordination in the implementation of financial assistance will be regularly monitored by an IPA II committee, supported by sectoral committees, which will ensure a monitoring process at sector level.