

EN

ANNEX I

Annual Work Programme
This document constitutes the annual work programme in the sense of Article 110(2) of the Regulation (EU, Euratom) 2018/1046

1 IDENTIFICATION

Beneficiary	Türkiye
Basic act: CRIS/ABAC Commitment references and budget line:	Instrument for Pre-accession Assistance (IPA II) 2018/041-236 EUR 85 000 000 from 22.02 03 01 2018/041-640 EUR 13 400 000 from 22.02 03 02
Total cost: EU Contribution:	EUR 179 577 529 EUR 98 400 000
Method of implementation	Indirect management by Türkiye Indirect management by the World Bank under Action 5 - Energy Direct management by the European Commission.
Final date for concluding Financing Agreement with the IPA II beneficiary	At the latest by 31 December 2019
Final date for contracting, including the conclusion of contribution/delegation agreements	3 years following the date of conclusion of the Financing Agreement
Indicative operational implementation period	6 years following the date of conclusion of the Financing Agreement
Final date for implementing the Financing Agreement	12 years following the conclusion of the Financing Agreement

(date by which this programme should be de-committed and closed)	
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2 DESCRIPTION OF THE ACTION PROGRAMME

2.1 SECTORS SELECTED UNDER THIS ACTION PROGRAMME

- Rationale for the selection of the specific sectors under this programme:

With the aim to concentrate IPA II financial assistance for Türkiye on key priorities, the proposed annual action programme covers three sectors identified in the revised Indicative Strategy Paper for 2014-2020: Democracy and governance; Rule of law and fundamental rights; Environment, climate action and energy.

Democracy and governance includes a stand-alone action to continue support for the *Jean Monnet Scholarship Programme (JMSP)*, which aims to develop Türkiye's human resources in EU acquis by granting scholarships for related academic studies in EU Member States and support improvement towards an efficient, responsible and accountable public administration. Moreover, the programme includes an action to co-finance *Türkiye's participation in Union programmes and agencies* for areas such as education, training, youth and sports.

The need to increase Türkiye's institutional capacity to fight the crime of migrant smuggling and trafficking in human beings and the need to continue to bring these in line with European standards and international best practices has been recognised by the revised Indicative Strategy Paper for Türkiye. Under the rule of law and fundamental rights sector (**sub-sector Home Affairs**), an activity has been designed to strengthen the anti-trafficking response and victim protection mechanisms in Türkiye by building the capacities, coordination mechanisms and partnerships amongst government and non-governmental actors and in order to increase the efficiency of the services supplied in shelter.

As regards **Environment, climate action and energy**, activities under energy sector will be supported as Türkiye 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 activities to increase awareness of public utilities and households for energy efficiency and renewable energy investments and the level of trust and market depth in natural gas market; and enhance effectiveness of electricity grid operations.

- Overview of past and on-going EU, other donors' and/or IPA II beneficiary's actions in the relevant sectors:

Through the IPA pre-accession programme the EU is the main donor of financial assistance, as relatively few international donors provide grant support to Türkiye.

Under IPA 2007-2013 IPA, Türkiye has been implementing pre-accession assistance under indirect 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. Under IPA II similar priorities have been agreed under IPA 2014, 2015, 2016 and 2017 annual action programmes while moving towards an integrated sector approach with a multi-annual planning logic.

Capacity limitations persist for the absorption of funds as reflected in implementation delays and a large contracting backlog for previously programmed actions. Consequently, besides assessments of relevance, particular attention has been given to the maturity of proposals under this programme as well as to the sequencing of interventions. 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 provides grant support to Türkiye. The Council of Europe and UN Agencies (e.g. United Nations Development Programme – UNDP, International Organization for Migration – IOM, United Nations Population Fund – UNFPA, United Nations Children's Fund – UNICEF, UN Refugee Agency – UNHCR) are the international organisations who have traditionally provided substantial support, together with relevant Turkish and international non-governmental organisations (NGOs) working on human rights, civil society development and other right-based areas, such as Union of Bar Associations, bar associations, trade unions and NGOs (Gender Equality Monitoring Association – CEID, International Centre for Migration Policy Development – ICMPD, the Joint Platform for Human Rights – IHOP, Civil Society Development Center – STGM, etc.). The Council of Europe has also been implementing various EU funded projects and programmes especially in the judicial area, supporting Türkiye in fulfilling the Council of Europe standards in the field of human rights, rule of law, and democracy.

In order to avoid overlapping assistance, the Commission systematically consults with Member States’ embassies, International financing institutions (IFIs) and International Organisations (IOs) with the aim of improving donor coordination at sector level. The EU Delegation (EUD) has organised meetings with Member States on a quarterly basis. The Delegation presents the draft IPA programmes to representatives of Member States embassies on a yearly basis and organises additional ad-hoc information sessions at sector level. These meetings include exchanges about complementary of bilateral funding from Member States, even though bilateral grant financing is very limited compared with the IPA allocations. In fields of joint interest, technical level meetings are organised.

List of Actions foreseen under the selected Sectors/Priorities:

Sector/Priority/Action	Direct management	Indirect management	
		With entrusted entity	With IPA II beneficiary
Democracy and governance			

Participation in Union Programmes			EUR 68 000 000
Civil Society (JMSP)			EUR 12 000 000
TOTAL			EUR 80 000 000
Rule of law and fundamental rights			
Home Affairs	EUR 50 000		EUR 4 950 000
TOTAL	EUR 50 000		EUR 4 950 000
Environment, climate action and energy			
Energy		EUR 3 626 000	EUR 9 774 000
TOTAL		EUR 3 626 000	EUR 9 774 000

2.2 DESCRIPTION AND IMPLEMENTATION OF THE ACTIONS

The envisaged assistance is deemed to follow the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU¹.

SECTOR	Democracy and governance	EUR 80 000 000
Action 1	Participation in Union Programmes	EUR 68 000 000

(1) Description of the Action, objectives, expected results and key performance indicators

- Description of the action and objectives

The action's objective is to ensure participation of Türkiye 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.

- Expected results and key performance indicators

Expected results are:

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

Key performance indicators are:

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

(2) Assumptions and conditions

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.

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

¹ https://eeas.europa.eu/headquarters/headquarters-homepage/8442/consolidated-list-sanctions_en

(3) Implementation modalities:

(3)(a) Indirect management

This action will be implemented under indirect management by Türkiye, which shall be responsible for carrying out all the tasks relating to the implementation of the action.

Implementation will consist in the payment of the IPA part of the financial contribution to the programme Erasmus+ by the National Fund for 2019, as well as participation fees / entry tickets for other programmes for 2022 and 2023 (for which EU contribution will not exceed 40%).

(4) Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

Action 2	Civil Society (Jean Monnet Scholarship Programme)	EUR 12 000 000
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(1) Description of the Action, objectives, expected results and key performance indicators

- Description of the action and objectives

The objectives of this action are:

- To enhance human resources capacity in fields relevant to the EU Acquis.
- To enhance inter-personal and inter-cultural dialogue via mobility.
- To improve educational attainment via investing in people.

- Expected results and key performance indicators

Expected results of this action are:

- Information about the JMSP ensured for all potential candidates.
- Training institutions relevant to both the needs of the scholars and the programme objectives identified.
- Scholarship awardees selected after a transparent and fair selection process.
- At least 320 scholarships granted and all awardees placed at their respective training institutions.
- Scholarship holders completed their programmes successfully.
- Scholars' trajectory upon completion of academic studies has led them to the EU Acquis/policy related fields.
- Jean Monnet alumni network strengthened.

Key Performance Indicators:

- Number of applications to the JMSP and success rate (sex disaggregated)
- Number of followers on social media accounts
- Number of academic programmes in the “Hosting Institutions Catalogue”
- Distribution of scholars by profile (e.g. public/private sector employee, student)
- Percentage of scholarships granted to women and of women applicants
- Percentage of the scholars completing their academic studies successfully (by sex)
- Evidence of scholars' trajectory upon completion of academic studies
- Number of dissertations/academic studies displayed at the Directorate for EU Affairs (DEUA)’s library.
- Number of ex-scholars attended the events to be organised for the Jean Monnet Scholarship holders and alumni

(2) Assumptions and conditions

The implementation of the action requires continued commitment by Turkish Authorities, including the increased number of staff working on the JMSP both in the DEUA and the CFCU.

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

(3) Implementation modalities:

(3)(a) Indirect management

This action will be implemented under indirect management by Türkiye, which shall be responsible for carrying out all the tasks relating to the implementation of the action.

The Operating Structure responsible for the execution of the actions is the CFCU and the Directorate for EU Affairs (DEUA), under the Ministry of Foreign Affairs (MFA). DEUA will coordinate the implementation of the Action, ensuring the involvement and participation of all concerned stakeholders. A Steering Committee will be formed composed of representatives from the DEUA, EUD and CFCU. In case of need, other relevant stakeholders can also be invited to the Steering Committee.

The DEUA will implement the technical aspects of the scholarship programme. Apart from these technical aspects, the DEUA will need technical assistance in support of promotion, visibility, networking, organisational/logistical and evaluation aspects of the scholarship implementation. The Technical Assistance (TA) Team is needed to assist the DEUA for the visibility issues, promotion, the organisation and logistics of the selection and evaluation processes and contracting process of the scholarship programme. The Implementing Agency for all activities under this Action will be the CFCU that will be responsible for all procedural aspects of the tendering process, contracting matters and financial management (including payments) of the activities.

(4) Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

SECTOR	Rule of law and fundamental rights	EUR 5 000 000
Action 4	Home Affairs	EUR 5 000 000

(1) Description of the Action, objectives, expected results and key performance indicators

- Description of the action and objectives

The overall objective of the action is to enhance access to protection services of victims of trafficking of human beings in Türkiye.

The specific objective is to strengthen the anti-trafficking response of key stakeholders (including, but not limited to Ministry of Interior (MoI), law enforcement agencies, civil society) and the victim protection mechanisms in Türkiye.

The action will be implemented with one activity, namely "Protecting Victims of Human Trafficking Phase II".

- Expected results and key performance indicators

Expected results are:

- A draft Third National Action Plan is prepared in line with the CoE Convention, strengthening national counter-trafficking structures.
- The technical capacity of NGOs to directly assist a greater number of identified and potential victims of trafficking is increased.
- Capacity to develop, coordinate and implement effective trafficking prevention strategies and victim assistance at the national and local level has increased.
- Capacity of services to appropriately assist victims of trafficking in human beings, taking into account their gender, age, nationality and the consequences of the form of exploitation they have been subjected to, has increased.
- Awareness is raised among particularly vulnerable individuals and the public on how to recognise trafficking in human being indicators and seek assistance.
- Safe accommodation, necessary living conditions and adequate services for victims of human trafficking in one pilot shelter are ensured.

Key performance indicators are:

- The third draft National Action Plan on Human Trafficking is drafted in consultation with key stakeholders, including civil society, taking into account the gender specificity of the crime, with women and girls disproportionately targeted.
- Increased number of NGOs able to refer and assist Victims of Trafficking (VoTs).
- Increased number of detection of Trafficking in Human Beings (THB) victims by NGOs supported by this action.
- Number of detection of THB victims by public stakeholders supported by this action.

- Number of victims receiving assistance (e.g. AVR), disaggregated by gender, age, nationality and form of exploitation.
- Number of public and private sector workers on human trafficking informed through the awareness raising activities and number of vulnerable persons informed concerning human trafficking.
- Number of pilot shelter run by Directorate General of Migration Management (DGMM) refurbished and maintained.
- Number of victims (disaggregated by gender, age, nationality and form of exploitation) receiving adequate services in the one pilot shelter run by DGMM supported by this Action.

(2) Assumptions and conditions

Conditionality specific for the project:

- The implementation of the action will require the prior adoption of a country-wide strategy, or similar document, to effectively coordinate with NGOs to combat human trafficking and protect VoTs in Türkiye. It is expected that the development of this document will be done in a participatory manner.
- Procedures for the maintenance and refurbishment for the shelter to be run by DGMM can only start after a suitable location is secured and a human resource plan is developed for the running of the shelter.

The project will be implemented through a complementing set of activity clusters as well as consultations with local and/or central stakeholders, which are a **precondition for the activities' sustainability**. In this context, this initiative ensures the collaboration and coordination with partners, in particular civil society, who are dedicated to and focused on the action, which guarantees participation and ownership, as well as sustainability and pertinence.

The project implementation methodology also envisages active participation of governmental institutions in monitoring of the project activities, to ensure project relevance in accordance with institutional priorities.

A **prerequisite** for an efficient impact of activities is that:

- targeted institutions remain dedicated to their plan of action,
- the institutions will continue to offer guidelines and equip their staff with knowledge on the relevant legislation;
- there will be transfer of knowledge even after the project ends;
- the trained staff remains with the institutions;
- institutions remain dedicated to the harmonisation of the legislation with EU and international standards, especially in the area of human trafficking and migrant smuggling.

Considering that there are remedies to the above (such as the transfer of knowledge intra-institutionally as well as international obligations which the country must meet), the assumptions do not pose an evident or substantive threat to the sustainability of the action.

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

(3) Implementation modalities:

(3)(a) Indirect management

This action will be implemented in indirect management by Türkiye, which shall be responsible for carrying out all the tasks relating to the implementation of the action.

The Operating Structure responsible for the execution of the actions is the CFCU and the Ministry of Interior.

(3)(b) Direct management

The evaluation of the action will be implemented under direct management by the EUD contracting an independent consultant.

(4) Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

SECTOR	Environment, climate action and energy	EUR 13 400 000
Action 5	Energy	EUR 13 400 000

(1) Description of the Action, objectives, expected results and key performance indicators

- Description of the action and objectives

The objective of this action is to promote energy efficiency and renewable energy in line with the EU's resource efficiency and climate action targets and to improve Türkiye's integration with European electricity and gas markets.

The specific objective of the action is to increase utilisation of low-carbon energy technologies by public utilities, awareness of households on energy efficiency and the level of trust and market depth in natural gas market; and enhance effectiveness of electricity grid operations.

- Expected results and key performance indicators

Expected results are:

- Utilisation of efficient and low-carbon energy consumption/production technologies by municipalities, their subsidiaries and municipal service providers, Petroleum Pipeline Corporation (BOTAS) and General Directorate of Turkish Electromechanical Industry (TEMSAN) is increased and pilot implementation in their operations/buildings is supported
- Ministry of Energy and Natural Resources (MENR)'s capacity in implementing and measuring the impact of energy efficiency awareness raising activities and strategies towards households is enhanced;
- Turkish Electricity Transmission Company (TEIAS)'s planning-related activities such as R&D implementations, transmission and generation planning are improved;
- Energy Market Regulatory Authority (EMRA)'s capacity to implement the Legislation on Transparency and Competition in Turkish Natural Gas Market in line with Energy Market Integrity and Transparency (REMIT) and the legislation on natural gas market transactions and to monitor natural gas market transparency and transactions are developed

Key performance indicators are:

- Installed capacity (MW) of renewable energy generation plants in municipalities, their subsidiaries and municipal service providers.
- Operational solar PV installed capacity (MW) at BOTAS facilities;
- Operational solar PV installed capacity (MW) at TEMSAN facilities;
- Percentage of increase in sales of efficient household appliances
- Level of preparation of a Master Plan for TEIAS;
- Ratio of the published information market players need to access with respect to the data published on the REMIT portal.

(2) Assumptions and conditions

Particularly for solar PV projects and generally for renewable energy investments, beneficiaries have to hire external consultants to prepare the technical projects to be submitted to Türkiye Electricity Distribution AS (TEDAS) for unlicensed generation and connection permits. Therefore, under 2018 Action, MENR will ensure in cooperation with the Union of Municipalities of Türkiye (UMT) that solar PV/renewable energy pilot equipment supply projects' beneficiaries will complete permit procedures before preparing the procurement documents to avoid delays and risks stemming from bureaucratic permit procedures.

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

(3) Implementation modalities:

(3)(a) Indirect management

This action will be partially implemented in indirect management by Türkiye, which shall be responsible for carrying out all the tasks relating to the implementation of the action.

The Operating Structure responsible for the execution of the actions is the CFCU and the Ministry of Energy and Natural Resources (MENR).

The Technical Assistance component of the action will be implemented in indirect management with the World Bank.

The World Bank will provide technical assistance to the Turkish counterparts for the achievement of all 4 results via, among others, support to the preparation of studies for the renewable and energy efficiency markets, preparation of market assessments, guidelines and surveys to improve and monitor energy efficiency awareness at household's level as well as organisational assessments and training activities.

The criteria for the choice of the World Bank as entrusted entity are its excellent technical expertise and good project management experience (including under EU programmes) in the energy sector.

(4) Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

2.3 PROVISIONS APPLICABLE TO ALL ACTIONS

Where resources are granted through the budget of Türkiye, or where Türkiye contributes to the selection of the specific interventions to be supported, State aid control obligations deriving from the EU-Türkiye Association Agreement and decisions of the EU-Türkiye Association Council shall be complied with.

3 BUDGET

3.1 INDICATIVE BUDGET TABLE - ANNUAL ACTION PROGRAMME FOR TÜRKIYE

		Indirect management		Direct management	Total EU contribution (EUR)	IPA-II beneficiary or other third party contribution (EUR)	Total (EUR)
		with IPA-II beneficiary	with entrusted entity				
		EU contribution (EUR)	EU contribution (EUR)	EU contribution (EUR)			
Objective 1 2018/041-236	Democracy and Governance	80 000 000			80 000 000	79 500 000	159 500 000
	Action 1 Participation in Union Programmes	68 000 000			68 000 000	79 500 000	147 500 000
	Action 2 Civil Society (JMSP)	12 000 000			12 000 000		12 000 000
	Rule of Law and Fundamental Rights	4 950 000		50 000	5 000 000		5 000 000
	Action 4 Home Affairs	4 950 000		50 000*	5 000 000		5 000 000
Objective 2 2018/041-640	Environment, Climate Action and Energy	9 774 000	3 626 000		13 400 000	1 677 529	15 077 529
	Action 5 Energy	9 774 000**	3 626 000		13 400 000	1 677 529	15 077 529
	TOTAL	94 724 000	3 626 000	50 000	98 400 000	81 177 529	179 577 529

*BUDGET FOR EVALUATION

**INCLUDING EUR 268 000 BUDGET FOR EVALUATION

4 PERFORMANCE MONITORING ARRANGEMENTS

As part of its performance measurement framework, the Commission shall monitor and assess progress towards achievement of the specific objectives set out in the IPA II Regulation on the basis of pre-defined, clear, transparent measurable indicators. The progress reports referred to in Article 4 of the IPA II Regulation shall be taken as a point of reference in the assessment of 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 versus the targets and milestones established for each of the actions of this programme, as well as the Indicative Strategy Paper.

In the specific context of indirect management by IPA II beneficiaries, National IPA Coordinators (NIPACs) 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.

The overall progress will be monitored through the following means: a) Result Orientated Monitoring (ROM) system; b) IPA II Beneficiaries' own monitoring; c) self-monitoring performed by the EU Delegations; d) joint monitoring by the European Commission (DG NEAR) and the IPA II Beneficiaries, whereby the compliance, coherence, effectiveness, efficiency and coordination in implementation of financial assistance will be regularly monitored by an IPA II Monitoring committee, supported by Sectoral Monitoring committees, which will ensure a monitoring process at sector level.

5 EVALUATION

Having regard to the importance of the Actions, mid-term/final/ex-post evaluations will be carried out under the Actions of this Programme via independent consultants or through a joint mission, contracted by the Commission or via an implementing partner.

For the Actions on Fundamental Rights and Home Affairs, the European Commission will carry out a mid-term, or a final or an ex-post evaluation under direct management.

The evaluations will be carried out in line with provisions of the Framework Agreement between Türkiye and the European Commission and in accordance with DG NEAR guidelines on linking planning/programming, monitoring and evaluation².

For Jean Monnet Scholarship Programme, IPA II beneficiary shall be responsible for conducting evaluations of the programme using funds envisaged for the Technical Assistance.

Where an evaluation is foreseen and is to be contracted by the Commission, it shall inform the implementing partner at least two months in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

² https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/near_guidelines.zip.

The evaluation reports shall be shared with the IPA II beneficiary and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the IPA II beneficiary, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.