



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

EU support for participation in Union Programmes and Agencies

Action summary

This Action aims to ensure the participation of Turkey in Union Programmes and Agencies by co-financing the costs of the entry tickets/participation fees to be paid in areas such as education, training, youth and sports, research and innovation, SMEs, social policy, customs and fiscal policy and the environment. The main benefits of the programme will be enhanced participation of Turkish beneficiaries in Union Programmes and Agencies and dissemination and convergence of EU policies, priorities and targets among Turkish stakeholders.

Action Identification	
Action Programme Title	Annual Action Programme for Turkey 2020
Action Title	EU support for participation in Union Programmes and Agencies
Action ID	IPA 2020/042-385/1/Turkey/ Union Programmes
Sector Information	
IPA II Sector	Democracy and Governance
DAC Sector	43010 (multisector aid)
Budget	
Total cost	EUR 225 000 000
EU contribution	EUR 90 000 000
Budget line(s)	22.020301
Management and implementation	
Method of implementation	Indirect management
Indirect management: National authority or other entrusted entity	The National Fund is responsible for the allowable pre-accession financial assistance share of the financial contribution to be paid by the country to participate in Union programmes and Agencies
Implementation responsibilities	Ministry of Foreign Affairs Directorate for European Union Affairs Department of Union Programmes and Cross-border Cooperation
Location	
Zone benefiting from the action	Turkey
Specific implementation area(s)	Turkey
Timeline	
Final date for concluding Financing Agreement(s) with IPA II beneficiary	At the latest by 31 December 2021
Final date for concluding procurement and grant contracts	3 years following the date of conclusion of the Financing Agreement, with the exception of cases listed under Article 114(2) of the Financial Regulation
Final date for operational implementation	6 years following the conclusion of the Financing Agreement
Final date for implementing the Financing Agreement (date by which this programme should be de- committed and closed)	12 years following the conclusion of the Financing Agreement
Policy objectives / Markers (DAC form)	

General policy objective	Not targeted	Significant objective	Main objective
Participation development/good governance	☐	☐	✓
Aid to environment	☐	✓	☐
Gender equality (including Women In Development)	☐	✓	☐
Trade Development	☐	✓	☐
Reproductive, Maternal, New born and child health	✓	☐	☐
RIO Convention markers	Not targeted	Significant objective	Main objective
Biological diversity	✓	☐	☐
Combat desertification	✓	☐	☐
Climate change mitigation	☐	✓	☐
Climate change adaptation	☐	✓	☐
Internal Markers	Not targeted	Significant objective	Main objective
Digitalisation	x	☐	☐
COVID Response	x	☐	☐

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

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

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

This Action Document will lay out the prospective Union Programmes and Agencies for 2021 that Turkey could be associated with. Association with Union Programmes and Agencies depends on the consent of the European Commission, which is authorised to negotiate on behalf of the EU and Turkey on the specific terms and conditions of participation in each Programme, including the financial contribution.

It is presumed that Turkey will continue to participate in some of the Union Programmes and Agencies it already participated in under the 2014-2020 IPA II period. Turkey is aiming to increase its participation in these Programmes and Agencies. The Ministry of Foreign Affairs Directorate for European Union Affairs is responsible for coordinating participation in Union Programmes and Agencies and for monitoring and evaluating Turkey's performance in the Programmes' and Agencies' actions. In this context, a study and internal consultation for participation in new Union Programmes and Agencies within the next Multiannual Financial Framework (MFF) is currently ongoing, based on the data available in the draft regulations. Therefore the number of Programmes in which Turkey can participate in 2021-2027 will be decided once the related EU regulations are adopted and the ongoing study concluded. If Turkey decides to participate in additional Union Programmes and Agencies, the respective IPA contribution for the entry ticket of these programmes for 2021 (year one) will be discussed and agreed upon in due time.

Implementation of the Erasmus+ and European Solidarity Corps programmes in Turkey is handled by the country's Centre for European Union Education and Youth Programmes, which is affiliated with the Ministry of Foreign Affairs Directorate for European Union Affairs. The Centre receives applications, then evaluates and finances the projects and activities under these programmes. On behalf of the National Authority, the Ministry of Foreign Affairs Directorate for European Union Affairs participates in Erasmus+ Programme and European Solidarity Corps Committee meetings.

OUTLINE OF IPA II ASSISTANCE

IPA II assistance facilitates Turkey's participation in the different prospective Programmes and Agencies for which it will sign international agreements with the European Commission.

Through its participation in the Union Programmes and Agencies, Turkey familiarises itself with EU policies and tools. Participation in the Union Programmes and Agencies encourages the active involvement of public and private institutions, NGOs, civil society organisations and universities to benefit from the EU accession process. It is expected that the knowledge and skills developed through participation in these Programmes and Agencies will be retained within the participating and responsible institutions.

RELEVANCE WITH THE IPA II INDICATIVE STRATEGY PAPER AND OTHER KEY REFERENCES

Participation in Union Programmes and Agencies strongly contributes to achieving the IPA II objectives, as outlined in the revised *Indicative Strategy Paper for Turkey 2014-2020*. These objectives are: 'support for economic, social and territorial development' and 'strengthening regional integration and territorial cooperation and economic, social and territorial development'. Union Programmes and Agencies helps to meet IPA objectives and 2030 Sustainable Development Goals.

Moreover, in the *Multi-Country Indicative Strategy Paper*, IPA II beneficiaries are encouraged to familiarise themselves with EU working methods, including through cooperation with / participation in relevant EU Agencies. Specific interest is given to Erasmus+ , which can build capacity and promote mobility in higher education and for young people.

For the post-2020 period, the prospective strategy documents might comprise more links with EU Programmes and Agencies in order to move towards closer relations between the partners within the EU and those in Turkey.

In addition, EU Programmes, and particularly Erasmus+, will continue using gender-sensitive selection criteria to encourage female students to participate actively.

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

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

With regard to Turkey's participation in EU Programmes and Agencies in 2014-2020:

In 2014-2020 period, Turkey participated in nine EU Programmes and two EU Agencies. The total contribution under these Programmes and Agencies was around EUR 1.5 billion, approximately 40% of which constituted IPA funds and 60% Turkish national funds.

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

Erasmus+ is the EU Programme receiving most financial support from IPA II funds. The entry ticket to be paid by Turkey to the EU General Budget to participate in Erasmus+ between 2014 and 2020 is EUR 933 million. IPA II funds co-finance close to 50%, with EUR 437 million.

Under the Programme, actions on education, young people and sport are implemented through strategic partnership projects with European counterparts, while students and educators participated in learning mobility activities. Turkey achieved significant capacity for programme participation and implementation, building on the experiences of participation since 2004.

Since 2019, Turkey has participated in the European Solidarity Corps programme. The programme supports the development of projects involving young people, with a specific focus on volunteering and solidarity.

Participation in the Horizon 2020 programme provided a complementary policy tool to invest in research, innovation and technological development in Turkey, in partnership with EU and other non-EU countries participating in the programme. Turkey's entry ticket for 2014-2020 period is around EUR 400 million. TÜBİTAK, the Scientific and Technological Research Council of Turkey, invested in additional policy tools to increase the sector's participation and competitiveness in the programme.

Regarding the COSME programme, KOSGEB, the national coordinator, has established a consortium under the European Enterprise Network, which has increased Turkey's participation in the programme. As regards the financial instruments, an agreement with the European Investment Fund is expected to create a credit volume of TL 750 million for SMEs. The total contribution to the programme is approximately EUR 69 million.

Turkish line institutions' capacity to participate in Horizon 2020 and COSME has been strengthened through IPA projects under the 'CISOP' Competitiveness and Innovation Sector Operational Programme.

Participation in the Fiscalis and Customs programmes ran smoothly. Line ministries showed willingness to take part in more actions in the upcoming years.

Enhanced cooperation between the Ministry of Environment and Urbanisation and the European Commission increased thanks to Turkey's participation in the European Environment Agency's activities. In addition, in the context of the European Monitoring Centre for Drug and Drug Addiction, significant cooperation and capacity building between the relevant institutions were achieved.

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

The Directorate for EU Affairs has ensured internal coordination in order to maximise its quantitative and qualitative contribution to the Programmes. A new structure within the Directorate, the Department for the European Union Programmes, has been established to serve this purpose.

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

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

2. DESCRIPTION AND IMPLEMENTATION ARRANGEMENTS

INTERVENTION LOGIC

General objective:

- Long-term overall objective:
To comply with the EU's values and progressively align with the EU's rules, standards, policies and practices.

Intermediate Overall objective(s):

To consolidate cooperation between European and Turkish stakeholders, to contribute to EU goals on: (i) economic, social and territorial cohesion; (ii) promotion of scientific and technological progress; (iii) promotion of EU values; and (iv) the well-being of Turkish citizens.

Specific objectives:

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

Outputs:

- Enhanced participation of Turkish beneficiaries in Union Programmes and Agencies
- Dissemination among Turkish stakeholders and convergence of EU policies, priorities and targets and convergence towards those policies, priorities and targets among

Indicators:

- Number of applications/projects submitted in response to calls for expression of interest
- Number of successful projects
- Total amount of grants allocated to projects

- Sex-disaggregated data collection on project participants.

IMPLEMENTATION ISSUES

Turkey's entry tickets / participation fees for 2021 are co-financed from IPA II funds in 2020. This means that the last year of IPA II co-financing falls outside of the current financial framework.

The participation of the IPA II beneficiary in EU Programmes, including the country's payment of the entry ticket/participation fees, must follow the specific terms and conditions set out for each Programme in the relevant international agreement. Co-financing rates from previous participation must be taken into account, and IPA funding rates should decrease over the years in real or relative terms, in line with the principle of increased ownership and responsibility assumed by Turkey.

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

The National IPA Coordinator (NIPAC) will regularly monitor participation rates and report on them. It will also report on co-financing trends in the context of IPA monitoring committees.

COMMUNICATION AND VISIBILITY

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

3. BUDGET BREAKDOWN

Total budget of EUR 90 000 000 is requested. There is no budget breakdown per programme as the programmes in which Turkey will participate will be determined after the adoption of relevant legislation by the EU and following the internal decision procedures in Turkey. This figure is therefore based on rough estimates and projections from 2014-2020. It should take into account a fair and proportional distribution across all the Programmes and Agencies that Turkey will participate in the next MFF.

	Total expenditure	IPA II contribution		IPA II beneficiary contribution	
Participation in 2021	EUR	EUR	%	EUR	%
Programmes and Agencies that Turkey will participate in 2021	225 000 000	90 000 000	40.00	135 000 000	60.00