STANDARD SUMMARY PROJECT FICHE
Project number: TR 0306.01

1. Basic Information

1.1 Title: Support Activities to Strengthen the European Integration Process
1.2 Sector: General IB
1.3 Location: Turkey, Ankara (other locations as appropriate)

2. Objectives

2.1 Overall Objective
The project overall objective is to support relevant Turkish institutions in their pre-accession roles and functions, including the preparation of pre-accession projects to be financed by the EC and other international financing institutions (IFIs).

2.2 Project Purpose
The project purposes are:
- to strengthen the ability of the relevant Turkish Administrations to design and appraise pre-accession programmes and projects to be submitted for financing in the framework of the pre-accession financial assistance (pre-accession programming) for Turkey,
- to provide the key players in the pre-accession process with adequate knowledge to actively contribute to the EU pre-accession process by delivering appropriate training relevant to Turkey’s European Union accession process, and funding ‘small scale technical assistance’ (SSTA) and TAIEX activities if required.

2.3 Accession Partnership and NPAA priority
This project proposal is linked to the priority areas for Turkey's membership preparation, as underlined in the Accession Partnership (AP) and the National Programme for the Adoption of the Acquis (NPAA). Both documents recognise the importance of improving the administrative capacity including programming in different subject areas.
Accession Partnership

Chapter 5 of the AP clearly indicates that in the field of programming substantial financial assistance through different Pre-accession financial assistance instruments will be provided. This chapter also indicates that a systematic co-operation with other international financing institutions is, with a view of facilitating co-financing activities, aimed.

National Programme for the Adoption of the “Acquis”

In chapter 5 of the NPAA the capacity strengthening of the Turkish administration is mentioned as a priority in order to be able to effectively and correctly implement the "acquis". Strengthening adequate programming will be focused on those areas that have been identified as priority areas in both the Accession Partnership (AP) and the National Programme for the Adoption of the Acquis (NPAA).

2.4 Contribution to National Development Plan

Turkey has not yet been invited to prepare a National Development Plan by the European Commission.

2.5 Cross Border Impact

Not applicable

3. Description

3.1 Background and justification

3.1.1 Pre-Accession Programming Facility (PPF)

The Secretariat General for the European Union Affairs (EUSG) is at the central level responsible for the overall internal co-ordination of the accession process. This is particularly the case for the pre-accession financial assistance where since the adoption of the new Turkey regulation aligning Turkey’s assistance with that of the other candidate countries, the EUSG performs the role of the secretariat for National Aid Coordinator for programming and monitoring use of EU funds. In this position, the
EUSG operates as key co-ordinator between the NAO, the different line Ministries and Governmental Organizations and the Commission. In this role, the EUSG, on behalf of the Government of Turkey shares the responsibility for the qualitative level of the various project proposals yearly submitted to the EC together with the line Ministries and Governmental Organizations in programming process.

The availability of a ‘pre-accession programming facility’ will be an important tool that will support the relevant line ministries developing mature and accession oriented programmes to be submitted for financing and its importance is expected to increase as it is emphasized in the Accession Partnership that annual average assistance to Turkey will substantially increase from 2004. Further, the Commission’s Strategy Paper “Towards an Enlarged Union” envisages at least doubling this level of assistance by 2006, which means the number of pre-accession projects will increase and the need for PPF will rise.

An upgraded project design would also contribute to accelerate the disbursement and the contracting periods of programmes adopted.

The identification of single initiatives that will receive support from PPF will be jointly made by the National Aid Co-ordinator (represented by the EUSG) and the Commission services at an early stage in the programming cycle, on the basis of initial proposals for pre-accession financial assistance support received from the competent line ministries and other public authorities in Turkey.

The support will be provided in cases where an initial proposal is considered to correspond to a priority for pre-accession financial assistance support, (justified in terms of Accession Partnership short or medium term priorities; needs identified through the Regular Report; activities defined in the NPAA), but where further efforts are needed to design and appraise mature pre-accession projects, ready for implementation under the upcoming pre-accession financial assistance support programme. In exceptional cases, funds may also be used to prepare projects for funding by other IFIs where such projects contribute to the accession process.
If relevant, pre-accession financial assistance projects must also meet basic EU requirements on environmental impact (EI). The "acquis" includes a directive concerning EIA and public participation. For certain large projects full EIA and public participation is required. However pre-accession financial assistance is likely to have many smaller projects that fall under the general provision of the EU law in this area, requiring that National Governments ensure through a screening of such projects that there is no adverse environmental impact. Therefore, a series of EIA studies may be needed during the project design phase.

This ‘facility’ focuses on releasing funds to provide assistance to line ministries, governmental organisations and NGOs for the identification and detailed design of projects (including the finalisation of the documents required for their financing, such as ‘project fiches’ or technical specifications.)

The identification and design of sound and mature pre-accession projects are an essential and critical steps in the ‘pre-accession strategy’; actually the effectiveness of the initiatives to be financed by the EC pre-accession funds for Turkey largely depends on the quality of the project proposals for both pre-accession institutional building and investment projects.

Complex investment and institution building pre-accession projects require detailed and reliable data and background documentation to identify the best approach for achieving the expected objective(s). In-depth feasibility studies, systems design, impact analysis and other project preparatory activities are critical for a successful implementation of projects financed both through Financial Assistance from EU and other IFIs. Background studies provide, apart from the project identification, also an analysis of the current status of the relevant sector/area, an identification of possible alternative solutions including a testing of their financial, technical and administrative feasibility and recommendations for the economically most advantageous solutions.

3.1.2 Training in European Affairs and Short Term Technical Assistance (STTA) for Acquis Related Activities in the Framework of EU Pre-Accession Process

Following the recognition of Turkey as a candidate country at the Helsinki European Council of December 1999, important progress has been achieved within the
framework of the Accession Partnership and the Turkish National Programme for the Adoption of the Acquis. The pre-accession period and further process towards accession negotiations require an increasing number of qualified experts, competent civil servants and necessitate expertise and EU knowledge in the judicial, economic and political matters. Upgrading the skills and knowledge of civil servants and enrichment of their experience will enhance the quality of efforts carried out towards Turkey’s accession and the results achieved in this respect.

The implementation of Turkish National Programme for the Adoption of the Acquis, approximation and implementation of EU legislation require developing institutional and legal infrastructures besides some investment. Civil servants may lack the necessary expertise, knowledge and experience to carry out these activities. In the light of this need it is essential to deliver STTA to the relevant public institution in the form of small scale actions such as seminars, workshops, experts meetings, twinning light, etc.

TAIEX activities, designed to provide five main services [documentation, information and advice on legislation, workshops and seminars, study visits to the European Commission and Member States, expertise to advise the beneficiary countries and, finally, the creation of databases on the deployment and results of technical assistance provided] also help civil servants to close their expertise and knowledge gaps.

3.2 Linked Activities
There have been several PCM seminars organized by EUSG in cooperation with the Commission including the ones held in British Council and training of trainers project. These activities intended to give a detailed and concrete approach in order to guarantee that administrative staff becomes more capable of preparing adequate project proposals and other documents relevant for international financing.

In the 2001 Meda Annual Financing Plan 5.000.000 Euro are committed for “Overall Allocation for Pre-Accession Assistance” that also aims at increasing the quality of pre-accession projects design, appraisal, and implementation. There have been made commitments in 2002 annual work plan of Administrative Cooperation Fund (I)
regarding “General Training on EU Matters” (intensive training on accession to the EU, organization of a kick of meeting and establishment of a directory entitled “Who is who in EU integration”) and “Management of Community Aid/Decentralized Implementation System” (Study visit to a candidate country on the functioning of DIS, training on DIS procedures of all relevant government institutions, technical assistance for the set up of CFCU, in service training for newly recruited personnel of EUSG on EU matters, technical assistance for administrative capacity building, study visits to Brussels and candidate countries, technical assistance on PCM).

CFCU, received short term technical assistance, which ended by mid August 2002 which aimed at supporting the newly created CFCU in its initial phase and providing advice on the introduction of the DIS. In addition to these, as one of the components of the “Administrative Cooperation Facility (II)” in Meda Annual Financing Plan 2001 envisages long term technical assistance and other support to the National Aid Coordinator, National Fund and the CFCU to EU procedures and to strengthen its financial management capacity which have already started in 2003.

Besides, in 2002 EU-Turkey Financial Package 4 million Euro has been allocated to the project of “Support Activities to Strengthen EU Integration Process”, which is supposed to be operational after DIS is accredited in Turkey.

Under both Administrative Cooperation Fund and Overall Allocation, a number of project preparation activities have been funded to support 2002 programming process.

Since 15 March 2002 there have many numbers of study visits, workshops, expertise demands have been successfully realized with the participation Turkish public institutions and line ministries in the context of TAIEX under the coordination of EUSG.
3.3 Results

3.3.1 Pre-Accession Programming Facility
1) The quality (in terms of maturity, effectiveness, impact) of pre-accession projects submitted to the EC for funding in the framework of the pre-accession assistance is increased.
2) Technical and management skills of the civil servants from the relevant public institutions and NGOs involved in the pre-accession project preparation are upgraded.
3) More effective and timely delivery of all documents related to pre-accession project financing to the Commission or other IFIs.

3.3.2 Training in European Affairs and Short Term Technical Assistance (STTA) for Acquis Related Activities in the Framework of EU Pre-Accession Process:
1) Civil servants from beneficiary public institutions and NGOs will become more familiar with the European issues such as European integration process, its policies, EU acquis and its implementation in such that their contribution to the EU accession process will enhance,
2) The coordination between the EUSG and the other actors contributing the accession process will be improved,
3) All documents submitted to the Commission will have better quality and be fully compliant with the relevant guidelines,
4) Legislative alignment and institutional capacity in specific areas of acquis will be improved.

3.4 Activities
3.4.1 Pre-Accession Programming Facility
Technical assistance provided to line Ministries and Governmental Institutions is basically focused on the preparation and completion of:

-Feasibility studies
The PPF can finance not only entire studies, but can also be applied to complete studies or tests to ensure that their recommendations are coherent and feasible. The most obvious studies in this field are cost-benefit analyses of a recommended solution or sensitivity testing of various assumptions made in a feasibility study. This
may include studies relevant to the preparation of future pre-accession cross border projects.

-Detailed designs of pre-accession investment projects
This includes the detailed, technical preparation of a project following the completion of a feasibility study. It may involve developing detailed descriptions and technical specifications, bill of quantity for necessary inputs, completion schedules for works delivery and drafting of technical drawings. In addition the preparation of complex grant and aid schemes can also be envisaged.

-Environmental impact assessments
Where a programming authority has reasonable doubts over a project's environmental impact, the PPF can finance a screening process and if needed a more elaborate and detailed EIA.

-Preparation of institution-building projects, training programmes and aid schemes
The PPF can assist with the preparation of such institution building programmes, training programmes and aid schemes.

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

Project development to be supported under the PPF may include projects that are potential candidates for loans from IFIs, where such activities are linked to pre-accession or where co-financing by the IFIs and pre-accession financial assistance support is considered as a possibility. Project preparation costs for such project can be supported by this facility, subject to the same procedures as projects proposed for
support by pre-accession financial assistance alone; i.e. an initial proposal from a
competent government body at an early stage in the programming cycle, justification
in terms of the priorities for accession, the allocation for project preparation to be
agreed between the National Aid Co-ordinator and the Commission services.

This facility may also be used for the recruitment of external assessors for the
evaluation of tenders.

3.4.2 Training in European Affairs and STTA for Acquis Related Activities in the
Framework of EU Pre-Accession Process
The EUSG needs to be supported to continue its key tasks of supporting and
facilitating EU accession process through the activities it carries out for
implementation of the National Programme for the Adoption of the Acquis (NPAA)
and coordination of monitoring and evaluation of ongoing and past
programmes/projects. Besides, strengthening the qualitative level of relevant actors
working on European Affairs at different levels in public institutions, NGOs and line
ministries will facilitate and improve the operation of those tasks and functions. In
order to familiarize public institutions, NGOs and line ministries with relevant EU
information to accelerate EU integration process, the EUSG aims at organising
training activities/programmes to public bodies, NGOs and to its own staff. Training
should be practical and theoretical and especially focus on familiarising Turkish
administrative and NGO staff at different levels with at least basic EU related subjects
(its history, its structure, institutions, operations, objectives, procedures, policies, EU
accession process), some specific European issues, EU acquis, implementation of
EU acquis, approximation of Turkish acquis to the EU acquis, etc.) Supporting
materials (training equipments, books, documents, training materials, etc.) are also
essential to ensure the sustainability of this process and to enable the EUSG to
further develop its training programmes.

To complement these activities, and to improve the legislative alignment and the
institutional capacity in specific areas of acquis, the Turkish relevant administration
and bodies also often requires receiving short-term technical assistance (STTA). The
form of the STTA should be decided according to the needs of the relevant
institution/organization, the results expected from the legislative alignment and the
time constraints. These STTA activities will be laid down in a quarterly workplan with clear indication of priorities. The EUSG will ensure the non-duplication of activities with the existing Administrative Cooperation programmes. Whenever an institution working on harmonization of EU legislation lacks the relevant expertise, it should be able to demand for STTA from the EUSG.

TAIEX activities contribute to transposing, implementing and enforcing legislation in the associated countries in the pre-accession context; enhance transparency and facilitate the flow of information between the associated countries and assistance providers; contribute to institution building in the light of the pre-accession strategy. Turkey has been included to TAIEX budget since 15 March 2002 and since that date EUSG is the TAIEX coordinator in Turkey responsible for receiving and assessment of TAIEX applications. This project may be used for TAIEX activities to bridge any gap between those implemented as a result of the 2001 TAIEX programme commitment and those to be contracted as a result of the 2004 budget allocation for TAIEX activities in the remaining candidate countries.

3.5. Lessons learned

Overall Allocation for Pre-Accession Assistance 2001

Twenty actions have been contracted so far from this programme for a total amount of 2,15 M€. 8.5% of this was used for short term technical assistance to the National Find to establish the DIS. The remaining activities concentrated on the development of ToRs or Technical Specifications for the contracting of specific programmes, evaluation of tenders and preparation of new programmes. Substantial progress was achieved in the implementation of the DIS especially for the National Fund. The support to the implementation of the 2001 and 2002 annual programmes was crucial to achieve the timely implementation of large parts of these programmes which can be observed.

The majority of the actions were contracted via Framework Contracts. The quality of the results depended largely on the quality of the short–term experts and the ToRs. Lessons learned were fed-back continuously to improve the clarity of the ToRs for the framework contracts which resulted in noticeable quality improvements. Allocations
for the utilization of further 2,2, M€ have already been made focusing on further programme preparation and implementation support.

**Administrative Cooperation I** (DIS component only)
Support to the initial phase of the CFCU was provided through a framework contact which developed the operation manual of the CFCU and provided essential training and first hands-on experience to the “seed” staff of the CFCU. (200.000€). Furthermore this activity created successfully a first awareness of the operational needs and complexities of the DIS among the concerned authorities.

**Administrative Cooperation II**
Only the part of the programme which focuses on the support to the implementation of the DIS has been activated (the remainder requires the accreditation of the DIS in Turkey). A direct grant was signed with the CFCU (1,43 M€) to support the operational expenses of the CFCU for the first three years in a digressive manner. The long term technical assistance support to the CFCU, NAC and the NAO for three years has been tendered and contracted (2,27M€). The project is operational since 3. January 2003 with three long term advisors and a pool of short term experts. The practical implementation has shown a number of further requirements to support the DIS through additional training, technical assistance and minor equipment elements. These are being specified at this moment to be financed from this programme component.

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

**4. Institutional Framework**
The “Secretariat General for European Union Affairs” affiliated to the Turkish Ministry of Foreign Affairs was established on 27 June 2000 under Law No 4587, with the aim of ensuring effective coordination in relations with the EU through substantiating and coordinating Turkey’s accession in to the EU.
The Secretariat General, which also incorporates the Internal Coordination and Harmonization Committee to ensure internal harmonization, is headed by the Secretary General holding the title of Ambassador, who directs six directorates acting as main service units under the administration of the Deputy Secretary Generals appointed by four public institutions (Ministry of Foreign Affairs, Undersecretariat of State Planning Organization, Undersecretariat of Foreign Trade and Undersecretariat of Treasury), which were previously responsible for internal coordination in their respective fields of activity.

As a result of the assistance provided by the PPF and by the training activities, the ability of the EUSG to play its co-ordination role for the pre-accession process of Turkey (including the programming, monitoring and evaluation of pre-accession financial assistance) will be strengthened.

### 5. Budget

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<th>Component/Sub-Project</th>
<th>Support in MEURO</th>
<th>Investment Support (I)</th>
<th>Institution Building (IB)</th>
<th>Total (I+IB)</th>
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<td>A) Pre-Accession Programming Facility</td>
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### 6. Implementation Arrangements
6.1 Implementing Authority
The Implementing Authority for all sub-components will be EUSG.

Contact:
Secretariat General for EU Affairs (EUSG)
Director: Dr. İnci ATAÇ-RÖSCH (Head of Economic and Financial Issues Department)
Address: Avrupa Birliği Genel Sekreterliği Eskişehir Yolu 9. Km PK:06530 ANKARA
Tel.: 0090 312 285 77 20/ 240
Fax: 0090 312 285 63 77

National Authorizing Officer (NAO)
The State Minister responsible for the Treasury heading the NF. The NAO has the overall responsibility for the financial management of EU financial assistance.

The Central Finance and Contracts Unit (CFCU) will be the Implementing Agency and is responsible for all procedural aspects of the tendering process, contracting matters and financial management (including payments) of the project activities.

Contact:
PAO: Ercan Tortop
Address: Ehlibeyt Mahallesi 6.sok. no:18 Ekşioğlu Yapı Merkezi Balgat/ANKARA
Tel.: 0090 312 285 20 02
Fax: 0090 312 285 96 24

6.2 Twinning
Twinning light can be foreseen for the STTA under this project fiche.

6.3 Non-standard Aspects
None

6.4 Contracts
Pre-Accession Programming Facility- EURO 3.500.000
Due to the nature of the activities the majority are likely to be contracted throughout the Framework Contract scheme.

Training in European Affairs and STTA for Acquis Related Activities in the Framework of EU Pre-Accession Process- EURO 1.500.000
Due to the nature of activities there will be a number of small contracts according to the applicable procurement rules.

7. Implementing Schedule

7.1 Start of Tendering/Call for proposals

7.1.1 Pre-Accession Programming Facility
ToRs will be drawn up on a needs basis; the majority of activities will be contracted through restricted tenders, Framework Contracts schemes or direct agreements as appropriate.

7.1.2 Training in European Affairs and STTA for Acquis Related Activities in the Framework of EU Pre-Accession Process
ToRs will be drawn up on a needs basis; the majority of activities will be contracted through restricted tenders, Framework Contracts schemes or direct agreements as appropriate.

7.2 Start of Project Activities

7.2.1 Pre-Accession Programming Facility – 01.01.2004

7.2.2 Training in European Affairs and STTA for Acquis Related Activities in the Framework EU Pre-Accession Process– 01.01.2004

7.3 Project Completion

7.3.1 Pre-Accession Programming Facility– 30.11.2006

7.3.2 Training in European Affairs and STTA for Acquis Related Issues in the Framework of EU Accession Process– 31.11.2006
8. Equal Opportunity
The selection of both trainers and trainees will be made on non-discriminatory criteria and participation of women in both positions be monitored and reported through the progress reports.

9. Environment
Not Applicable

10. Rates of Return
Not Applicable

11. Investment Criteria
Not Applicable

12. Conditionality and Sequencing

ANNEXES TO PROJECT FICHE
Annex-1 Logical framework matrix in standard format
Annex-2 Implementation time chart, cumulative contracting and disbursement schedules by quarter for full duration of programme (including disbursement period)