1. Basic Information

1.1 CRIS Number (Year 1):
1.2 Title: Technical Assistance for Programming and Management of Regional Development Programmes and Support to the Establishment and Functioning of RDAs
1.3 Sector: Regional Development
1.4 Location: Turkey
1.5 Duration: 2 years

2. Objectives

2.1 Overall Objectives:
Enhance efficiency in designing and implementation of Turkish regional development policy in line with EU.

2.2 Project purpose:
- To support preparation of participatory regional development strategies, plans, programmes and prioritisation of project ideas in line with the (preliminary) national development plan.
- To support central and regional management, monitoring and evaluation capacity for EU regional development programmes in accordance with the targets toward implementation of pre-accession funds.
- To provide technical and material support for establishment and functioning of RDAs.

2.3 Accession Partnership (AP) and NPAA priority
According to the 2003 Accession Partnership (AP), the short-term priorities in the field of regional policy include:

- Development of a national policy for economic and social cohesion aimed at reducing regional disparities through a national development plan, and the establishment of regional plans at NUTS II level
- Strengthening the administrative structures for managing regional development

The medium term priority is to set up regional branches at NUTS II level to implement regional development plans.

According to the Turkish National Programme for the Adoption of the Acquis (NPAA), Priority 21.1 is stated as:
Establishment of a legislative and administrative framework and necessary mechanisms for the programming, implementation, monitoring and evaluation of regional programmes consistent with Community Standards.

The project contributes to the realisation of the above mentioned priorities stated in AP and NPAA.

2.4 Contribution to National Development Plan

The Preliminary National Development Plan (pNDP) was prepared and submitted to the European Commission in 2003. In this plan, Turkey’s Regional Development Strategy at National Level (Chapter 5.1) has been developed. Related priority areas of this medium-term Strategy are as follows:

- Strengthening human resources and particularly, increasing self-employment potential,
- Strengthening institutional structure by new local governance models, which will increase local participation, improve common enterprise areas and regulate collective intervention of local actors to local economic development.

In the framework of pNDP, 12 NUTS II regions were selected as priority regions among 26 NUTS II regions according to the results of analysis and negotiations with EU. Within this framework, in pNDP, it is aimed at reducing interregional development disparities by raising employment level and competitiveness of the 12 NUTS II regions targeted in the scope of the fourth development axis (Increasing the Economic Power of Regions, Reducing the Interregional Development Disparities, and Accelerating Rural Development).

- Within the scope of the Development Axis 4 of pNDP, building and strengthening institutional capacity is one of the priorities, which is directly related with this project fiche.

2.5 Cross Border Impact

Not applicable

3. Description

3.1 Background and justification:

Since 2001, technical assistance has been incorporated into each regional development programme as one of its essential components. TA is vital since the design and implementation of regional development policy and programmes is a relatively recent phenomenon in Turkey and capacity in this field is not very strong both at central and regional level. At central level, the State Planning Organization (DPT), Directorate General for Regional Development and Structural Adjustment (GDRDSA) is responsible
for regional development policy, regional development plans and the eventual co-
ordination of EU supported regional development programmes in Turkey.

Staff numbers in the Directorate General have increased substantially over the past 2 years
and although these officials have received initial training in many aspects related to EU
regional development and to project cycle management, support is still required to provide
additional and more specialized training and assistance with programming and project
preparation, project management, monitoring and evaluation.

Additionally, Turkey is not very familiar with EU regional development approach, rules
and procedures at regional level. Furthermore there is lack of technical units responsible
for project preparation and implementation. This contributes to delays in the
implementation of regional development programmes.

This situation is set to change with the proposed establishment of Regional
Development Agencies (RDAs) at NUTS II level. A draft Law on Establishment and
Duties of RDAs in NUTS II Regions has been prepared and sent to the Turkish Grand
National Assembly (TBMM). The Commission of EU Harmonization in the TBMM
adopted the Law on February 8, 2005. The law is expected to be adopted by the Primary
Commission (Planning and Budgeting Commission) and be ratified in the plenary
session of the TBMM in the first half of 2005. The adoption of the Law will create a
technical capacity in each NUTS II Region, but not until establishment decrees for each
has been promulgated.

DPT has timetabled the setting up of the agencies in three “waves” starting in 2005 with
those regions where EU funded regional development plans are ongoing or already
programmed. These include 12 NUTS II regions, followed by a further 8 in 2006
(including those concerned by the Interreg programme with Greece and CBC with
Bulgaria) and the remaining 6 in 2007. Staffing levels are only very indicative at this
stage, but in total would amount to recruitment of between 550 and 600 staff increasing to
a projected 1500 by 2007.

In the past, having Technical Assistance (TA) “tied” to a specific programme has proved
to be a handicap, since the actual start of implementation of programmes has often been
delayed until the TA is in place. The need to wait until the TA is in place can be attributed
directly to weak capacity at national and regional level. Because of the lengthy tendering
procedures for service contracts, in practice, this has entailed delays of a year in
programme start up. Further down the line, where there have been unforeseen delays in
the actual implementation of programmes, the TA contract will expire before all projects
within a programme (especially under grant schemes) have been completed. Thus TA has
not been available to provide adequate support with the monitoring of projects. The TA
to be provided under this fiche should ensure that no gaps in coverage risk hampering the
implementation of ongoing programmes and the preparation of future ones.

Component 1: Support for the preparation of participatory regional development
strategies, operational plans and prioritisation of infrastructure investment project
ideas

Since 1960, DPT has been the major institution determining the regional development
policy and up to date several national and regional development plans have been
prepared in order to reduce regional development disparities. In the preparation of regional development policies, the principles of sustainability, interregional integration, provision of social and economic balances, improving life quality, equal opportunities, cultural development and participation were generally taken as basis.

The regional development planning studies prepared so far include:

South Eastern Anatolia Project (GAP) supported with adequate financing can primarily be mentioned as the most successful project among the current regional development plans. Main purpose of GAP covering TRC1, TRC2 and TRC3 NUTS II regions, is converting the region to an agriculture-based exporting region. Despite the fact that GAP was initiated as a project based mainly on energy and irrigation, it became an integrated multidimensional development project in time especially with GAP 2010 Integrated Plan.

The Eastern Anatolia Project (DAP) - Master Plan covering sixteen provinces, was initiated by DPT in response to serious and persistent underdevelopment of this region compared with the national average. The plan and accompanying feasibility studies for individual investment projects were prepared by a consortium of universities located in the region.

Finally, the Eastern Black Sea Regional Development Plan (DOKAP) covering seven provinces on the Black Sea coast, was prepared by the Japan International Cooperation Agency under the coordination and leadership of DPT. DOKAP was prepared with a participatory approach and its strategies were defined through the SWOT analyses carried out both at the centre and in the region. DOKAP was prepared through a strategic planning approach and during preparation phase; “central” and “regional” steering committees were established to reflect views of various agencies, sector concerns and local interests in the scope of this multi-sectoral planning practice.

However, in spite of these regional planning experiences, it is deemed necessary to redefine the planning methodology in the process of accession to EU. There is need for clear definition of national regional development strategies in compliance with sectoral strategies. In this context, a regional strategy/plan guideline and a provincial strategic plan guideline should be prepared. This can be used as the general framework for the preparation of regional development plans. The concept and the coverage of regional plans will need to be revised considering the EU regional policies and structural funds. Although these regional development plans have been prepared with a participatory approach, they failed to be operational for organizational and financial reasons and while most of the regional plans covered NUTS I regions, the subsequent regional plans will be prepared for NUTS II regions.

Besides the four regional plans, a Regional Development Master Plan study covering the provinces of Amasya, Çorum, Samsun and Tokat (Yeşilırmak River Basin Development Project) was initiated in 2004 to define basic strategies to solve development problems of a relatively underdeveloped region and cover all sectoral objectives. Yeşilırmak River Basin Development Project is being prepared through the new planning approach in the process of accession to EU.
As DAP, DOKAP and GAP are prepared at NUTS I level, they have to be re-designed according to NUTS II level. They should also be upgraded if necessary and finally prioritisation of project ideas should be carried out. As a result; operational plans will be prepared based on the DAP, DOKAP and GAP master plans.

The operational plans for DAP, DOKAP and GAP will cover eight of twelve Priority NUTS II Regions. Yeşilirmak River Basin Development Project is being prepared as one of the Priority NUTS II Regions. So, new regional development plans should also be prepared for the remaining three Priority NUTS II Regions.

Therefore, technical assistance is needed in order to prepare new regional plans and operational plans at NUTS II level based on the existing DAP, DOKAP and GAP master plans. In this context, the technical assistance team should include staff with expertise in both the preparation of regional development plans and the formulation of projects through which the plans will be implemented. As the regional development plans are the products of wide-ranging studies, experts involved in this process should include experienced professionals specialized in different areas such as social and economic structure, urban and rural infrastructure, environment, education, health, culture, social welfare and employment, agriculture and livestock, industry, trade and many other fields. The technical assistance team should include academics in order to be able to provide satisfactory expertise in such an extensive study.

Operational programmes will be prepared on the basis of the strategic plans and will take into consideration the introduction of the EU’s new instrument for pre-accession IPA from 2007. Particular attention will be paid to integrating sectoral and regional strategies.

**Component 2: Support to the central and regional management, monitoring and evaluation capacity for EU regional development programmes**

This component will particularly address progressive requirements of DPT, General Directorate of Regional Development and Structural Adjustment as the beneficiary for planning, programming, implementation and monitoring of the EU supported regional development programmes/projects.

As implementation of regional development programmes has been accelerated since 2003-2004, structural changes have been made in GDRDSA to increase the capacity by establishing and staffing new departments, namely Department of EU Regional Programmes and Department of Monitoring and Evaluation, and program working groups with senior coordinators and adequate experts.

Furthermore, the new cooperation structures to ensure smooth implementation in the regions are created jointly by local authorities and DPT. Until the RDA Law is in force, Programme Implementation Units within the service unions of the governorships have been established in the target NUTS II regions. The DPT has prepared the necessary staffing strategy and initiated the recruitment process. While programme management and programming activities are ongoing, job descriptions and manuals for central and regional units have been prepared. Human resource strategy and programme have also been drafted and relevant trainings carried out for PIU staff.
Technical assistance has been recruited for the ongoing regional development programmes, but delays have meant that TA contracts will expire before the implementation deadline of the programme as a whole. Moreover, although the DPT has established its own monitoring department, this does not have adequate capacity in terms of staff numbers and experience to monitor adequately the hundreds of projects to be contracted under various grant schemes. The ongoing programmes, the future programming activities and the IPA regulation will bring a heavier load to regional development sector. So, the DPT requires support not only in programme implementation and monitoring, but also in programming for future years. The TA to be delivered under this component would provide flexibility for sustained support as and when needed, particularly in the areas indicatively described below.

- Continuous support to the general management of the programme phases
- General awareness rising about EU funded regional development programmes throughout whole country including central and regional authorities and line ministries.
- Ensuring the participation of all relevant local and central stakeholders.
- Identification and dissemination of best practice for future programmes, including EU member and candidate countries
- Establishment of information flow networks between the central management authorities
- Design and establishment of effective management information system
- Monitoring and evaluation
- On-going training for central and regional institutions and other stakeholders

Technical assistance will also cover the implementation and monitoring of grant schemes under the 2005 regional development programme in TR 90 NUTS II Region.

**Technical Assistance for TR90 Regional Development Programme (DOKAP)**

TR90 Regional Development Programme (DOKAP) project fiche is part of the 2005 programme proposal. This programme consists of 3 grant schemes. The technical assistance will be needed to cover the following tasks:

- Organisation of public awareness campaigns
- Provision of training to local stakeholders and particularly to potential grant applicants responding to the call for proposals.
- Training in PCM and grant management according to PRAG rules for local program implementation units (PIUs).
- Provision of helpdesks to support to local stakeholders during project preparation, management, and monitoring.
- Provision of assessors for evaluation of proposals
Establishment of monitoring structures and appropriate training delivered

Component 3: Technical and material support for the establishment and functioning of RDAs

A draft Law on Establishment and Duties of Development Agencies (RDAs) in NUTS II Regions has been prepared and sent to the Turkish Grand National Assembly (TBMM). The Commission of EU Harmonization and The Primary Commission (Planning and Budgeting Commission) in the TBMM adopted the Law in February 2005 and in May, 2005 respectively. The Law is expected to be adopted before summer recess of the Parliament. Just after the internal legal ratification process, the secondary legislation and the establishment decrees of Development Agencies will be drafted as from April 2005 to July 2005 and as from April 2005 to December 2005, respectively. Meanwhile staffing, infrastructure, location and capacity building issues will be handled concomitantly as from May 2005.

The aim of this law is to set out the principles and procedures regarding the establishment, duties and authorities of RDAs which shall be organized at NUTS II level; in order to enhance the cooperation between private sector and non-governmental organizations and the public sector, accelerate regional development, in accordance with principles and policies set out in the development plans and programmes, by ensuring the efficient and effective exploitation of resources and stimulating local potentials, achieving the sustainability of development and reducing regional disparities. RDAs will function as coordinators and leading organisations for regional economic development, infrastructure planning and local institution building. RDAs are congruent with decentralization objectives of Public Administration Framework Law.

RDAs will be established in the 26 newly created NUTS II regions in successive stages starting from the least developed regions that are currently using EU financial assistance. The location will be decided by Council of Ministers but most probably and preferably they will be located in the most developed province within the NUTS II Region. RDAs shall be established by the decision of Council of Ministers upon the proposal of the Minister responsible for DPT on the basis of NUTS II Regions.

It is envisaged in provisional Article 3 that the activities, transactions, rights, responsibilities and fixtures of Project Implementation Units (established to implement and coordinate Regional Development Programmes within the framework of Turkey-EU Financial Cooperation) shall be transferred to related RDA in one month following the publication of the establishment decree. In addition, South Eastern Anatolia Project (GAP) Regional Development Organization shall be converted to 3 RDAs in the relevant NUTS II Regions.

It is envisaged that RDAs will hire minimum 50 and maximum 150 staff. The number of staff will depend on local conditions and needs such as geographical coverage, level of economic activities and population as well as the number of provinces in the region. Duties of the Agency shall be carried out by experts, who are responsible for the execution of agency’s duties, together with support staff employed pursuant to the provisions of Labour Act of No 4857. Experts are employed among nominees who are graduates of universities of at least four years or of equivalent higher education institutions located abroad, have minimum C level score in English from Public Staff Foreign Language Examination (KPDS). Depending on local conditions and the number
of staff employed, RDAs will need minimum 2000 m² and maximum 5000 m² office space. They will need IT systems, office equipment, GIS, furnishing etc. in order to carry out their day-to-day activities.

In the provinces of NUTS II Regions, one-stop shops will be established in order to help entrepreneurs in investments and shorten the procedures for permit and licence taking. These offices will be established separate from Governors’ Office by the decision of board of directors consisting of maximum five experts including the coordinator.

DPT will be responsible for the coordination of RDAs at national level, and the RDAs will be decentralized institutions, which have legal personality and financial autonomy. All responsibilities between DPT and RDAs will be properly allocated for efficient implementation of regional programmes in accordance with the EDIS, which will later on lead to the management structures of structural funds with full administrative responsibilities including planning, implementation, monitoring, financing and audit.

RDAs will be responsible for the coordination of the EU programmes at regional level so they need to be supported in the management, implementation and monitoring of EU programmes.

In order to enhance cooperation between the regions and central authorities, an organization and working model for RDAs needs to be established within a short time frame and initially in 12 priority NUTS II Regions defined in the pNDP TA will advise and support central and local authorities in the preparation of this organisational framework and its accompanying human resource strategy.

Pilot RDAs will have to be supported technically and materially at the establishment stage to ensure their effectiveness in the region.

TA will also be required to:

- Train RDA staff across a wide range of fields relevant to regional development, including the EU approach to regional development, instruments for pre-accession, strategic planning, project cycle management, EU procurement rules, experience and best practice in other member states (including implementation of structural fund), regional promotion etc.

- Assist in the preparation of an awareness raising and promotion campaign for RDAs to inform institutional and private sector actors about their role in regional development and establish a framework for ongoing collaboration amongst the RDAs and regional stakeholders and the RDAs and central organisations and authorities.

3.2 Sectoral rationale

Not applicable

3.3 Results

Component 1: Support for the preparation of participatory regional development strategies, operational plans and prioritisation of infrastructure investment project ideas
For each NUTS II region covered, and based on a common methodology and harmonised approach, this component will result in the preparation and adoption of regional development strategies and operational programmes for future funding which combine regional and sectoral priorities. These will then form a basis on which to prepare future projects for funding. Thus, regional/local development initiatives will be activated, regional public investment will oriented and the absorption capacity of future EU Pre-accession Assistance (IPA) increased through regional development plans, strategies and project ideas.

Component 2: Support to the central and regional management, monitoring and evaluation capacity for EU regional development programmes

This component will result in:

- The capacity of the State Planning Organisation to design, prepare, implement and monitor development programmes at regional level being substantially improved from its current level.
- PIUs having successfully implemented, coordinated and monitored regional development programmes for which they are responsible.
- Public awareness of development programmes being considerably increased especially in the target regions and also across the whole country.
- Interest and participation of local stakeholders being enhanced and cooperation between central and local institutions and other actors strengthened.
- On-going programmes being effectively monitored.
- TR 90 programme producing good quality applications and being implemented efficiently and in a timely manner and project assessment and evaluation is ensured.

Component 3: Technical and material support for the establishment and functioning of RDAs

This component will result in:

- The creation of fully functioning RDAs. Equipped to become drivers of the regional economy and to play the leading role in the design, preparation, implementation and monitoring of development programmes at regional level. They will be staffed with well trained personnel.
- High public and institutional awareness both at national and regional level of the roles and responsibilities of RDAs as key regional players.
3.4 Activities

Component 1: Support for the preparation of participatory regional development strategies, operational plans and prioritisation of infrastructure investment project ideas

- Provision of support to the SPO in the preparation of the National Development Plan.
- Preparation of regional strategy/plan guideline and provincial strategic plan guideline.
- Identification of all major stakeholders in the 12 priority NUTS II regions targeted that are to involved and/or consulted during the preparation of the regional plans.

For each region concerned: preparation or updating of a fully comprehensive study, comprising a detailed description and statistical data on physical structure and natural resources, economic activity and infrastructure, population and social infrastructure and determination of main strengths and weaknesses and best opportunities for future development. This will be carried out through a mix of desk research (analysis of existing data) and field work for the compilation of new data where required. Updating will be required for the Master Plans of the Eastern Anatolia Region (DAP), the GAP region and the Eastern Black Sea region (DOKAP). Together, these cover:

- Preparation of strategic development plans based on the regional analysis and needs assessment, as above, incorporating a matrix, which combines regional and sectoral considerations. A participatory approach is to be used in the preparation of the plans involving consultation and collaboration with national and regional stakeholders.
- Preparation of regional operational programmes integrating all major sectoral priorities and adopting a participatory approach.
- Identification of projects that will contribute to the implementation of regional/sectoral programmes and their prioritisation. Pre-feasibility related to these projects to be prepared with a view to consideration for future funding both from national sources and IFI.
- Providing technical and material support for designing and provision of related software, booklets etc., organization of information days, workshops and seminars related to regional plans and programmes.

Component 2: Support to the central and regional management, monitoring and evaluation capacity for EU regional development programmes

The technical assistance team will provide support to the DPT, CFCU and PIUs in the following areas:

Activities at programming level

- Support to the DPT in the identification of projects for future funding under economic and social cohesion measures and in the preparation of project fiches.

Capacity building/training
• Provision of training to central and regional authorities (PIUs personnel and other relevant officials/experts) in implementation aspects of regional projects including procurement rules, project cycle management, grant scheme management, evaluation and monitoring. There will be a strong focus on the TR 90 region as there is no other technical assistance covering this programme.

• Training to regional stakeholders (SMEs, experts of infrastructure provider institutions, extension staff of in line ministries and other relevant stakeholders) in PCM with particular focus on grant schemes, especially in the TR 90 NUTS II region, where 3 grant schemes are to be implemented. Training will include EU requirements at the project design stage in terms of feasibility studies, environmental impact assessments, etc

• To provide help desk functions to regional stakeholders

• In the TR 90 region specific training will be given to the local business community and business support organisations to stimulate entrepreneurship and promote a business culture especially in areas of potential growth such as tourism.

Awareness raising/publicity

• Organisation of events to raise awareness about EU funded development programmes in the regions.

• Organisation of workshops and regular meetings to facilitate the exchange of information between central and regional authorities involved in regional development programmes and to enhance coordination.

• Designing and provision of periodicals, booklets, etc. to raise the profile of regional programmes and inform stakeholder of progress in implementation of the various projects.

• Creation and maintenance of a website for the TR 90 programme and other regional development programmes.

Programme/project implementation and monitoring level

• Designing and provision of an IT based Management Information System for efficient management, monitoring and evaluation of the regional programmes

• To advise and support DPT and PIUs in all aspects of implementation of regional development programmes, including grant scheme evaluation and monitoring activities. This will include the provision of training sessions and helpdesks for applicants (see under training above) as well as training to successful applicants in PCM and financial management of projects, procurement and reporting requirements.

• Provision of technical assistance and human resources (STE) to support CFCU/DPT in the evaluation procedure

Component 3: Technical and material support for the establishment and functioning of RDAs
Technical Assistance

Establishment of a framework for operation

During the initial project phase, TA will support the DPT and regional authorities in the preparation of an organizational framework for RDAs established in Turkey to support:

- The effective management of national programmes for regional development,
- EU funded pre-accession programmes and
- Other IFI funded programmes in the regions.

This framework will include a strategy document on infrastructure and human resources required for the operation of the RDAs. During this phase TA will organise information and training sessions for central and local authorities, drawing extensively on best practice in the EU and elsewhere. The aim will be to fashion RDAs that will play an important role as drivers of the regional economy and in the design and implementation of programmes in the region.

Based on the organisational framework for the establishment of RDAs the TA will also assess future requirements in terms of office and IT equipment and assist with the preparation of relevant tender dossiers.

Operational Phase

Following the approval by central and regional authorities of the organisational framework document and the strategy for human resource development and infrastructure requirements, the TA will support their implementation. Activities will include:

- Delivering training to RDA staff in lines with the roles and responsibilities attributed to the agencies and in particular to their role in the implementation of programmes at regional level. This training will also draw on examples from best practice in EU countries and especially new member states
- Where the timing of RDA establishment allows, ensuring the coordination and involvement of RDAs in the preparation of the regional development strategies under component 1 and their involvement in the implementation of on-going programmes (component 2). This will form an integral part of “hands on “training.
- Assisting RDAs
  - with the establishment of geographical information systems for regional development
  - To incorporate into their operational structures the management information systems developed under component 2.
  - to establish a financial control system/mechanism in line with EU requirements
  - To create a regional database/archive including best practices from all over the world.
o to design a promotional (visibility) strategy for the region and for the RDAs themselves

o with provision of technical assistance and material support, to organize information days, meetings, workshops, seminars and to establish platforms in order to strengthen participation and cooperation of local participants and central institutions in regional development, and to increase public awareness about regional programmes

Supplies

Since the actual requirements for each RDA will depend on the organisational structure and the human resource strategy devised in the first phase, this component will provide for a core of basic IT and office equipment, materials and furnishings required for start up operations. In Agri, Malatya, Konya and Kayseri NUTS II regions, this equipment will supplement that already provided to PIUs under ongoing regional development programmes and in the GAP NUTS II regions, the equipment transferred from the GAP administration following its replacement with 3 RDAs.

3.5 Linked activities:

The European Union is currently financing several regional development programmes. These are South Eastern Anatolia Programme, Eastern Anatolia Development Programme (EADP), Regional Development Programme for the Kastamonu, Samsun and Erzurum NUTS II Regions (2003), Regional Development in Konya, Kayseri, Malatya and Ağrı NUTS II Regions (2004) which are designed to give support to the Turkish Government in implementing regional development policy, by means of projects aiming to promote the sustainable economic development of the regions concerned, and to provide experience at the regional level in conducting locally appropriate EU co-funded grant schemes.

Regional Development in TR 90 NUTS II Region (DOKAP) is envisaged to be included in the framework of 2005 Financial Cooperation Programme.

EU also supports two programmes designed for capacity building for implementation of economic and social cohesion measures and strengthening institutional and administrative capacity.

EU-Turkey Pre-Accession Financial Assistance, 2003 Programming Year Twinning Project of “Support to the State Planning Organization General Directorate for Regional Development and Structural Adjustment for Strengthening Institutional and Administrative Capacity” is included. This Twinning Project provides support to strengthen integrated mechanisms for the development and implementation of regional policy and institutional capacity for the management and coordination of regional development policies and the implementation of the regional projects supported by EU. One of the activities defined in Twinning Contract Document is horizontal coordination to support and strengthen the coordination between DPT and the line Ministries. In this
context, an Inter-Ministerial Committee on Regional Policies will be established. TA team will work in close collaboration with this committee in regional development strategy definition and regional planning studies.

In addition, the EU is supporting a number of large-scale development programmes addressing priority needs across the whole of Turkey. These include programmes to support active labour market strategy; promote reproductive health; strengthen the vocational education and training system; provide support for basic education; and support women entrepreneurs.

3.6 Lessons learned:

Regional planning is in its infancy in Turkey, where planning in general has been carried out at central level and on a sectoral basis. Earlier attempts at some form of regional planning by the State Planning Organisation resulted in the production of a number of “Master Plans” for geographical regions, such as the “Eastern Anatolia Project Master Plan” covering 16 provinces. These plans take the form of detailed studies of the region and some future scenarios have been incorporated into them, but they have not been turned into documents that can serve as a basis for operational programmes. The concept of regional development programmes in Turkey is currently virtually synonymous with EU funded regional programmes, since Turkey’s sectoral programmes have hitherto taken little account of the regional dimension. As there is now greater emphasis within the central administration on regional needs, the time is ripe for a revised approach to planning. Yet experience has shown that regional development programmes which are not based on coherent regional plans have little chance of success and are more likely to result in the implementation of disparate, ad hoc measures whose rationale is not based on a long term vision for development. The first component of this programme therefore addresses this weakness, by laying the foundations for coherent future programming.

As far as the second component of the programme is concerned, past experience has shown that because of weak administrative capacity both at central and local level, sustained horizontal TA support for the relevant institutions is highly desirable to prevent delays in implementation. Earlier programmes have suffered from severe delays in programme implementation resulting from lengthy tendering procedures for TA service contracts, which have been linked to specific programmes. The horizontal TA proposed under the second component for this programme was specifically designed as a result of the lessons learned in this context.

The third component of this programme relates specifically to support for the establishment and operation of regional development agencies. Lessons learnt from other countries (be they member states or candidate countries) present a mixed bag of success and failure. Just as there is no universal model for an RDA, so there is no universal formula to ensure success. Nevertheless, experience has shown that it is virtually impossible to introduce a bottom up, participatory approach to regional programmes, when the orchestration is carried out from the centre. In the absence of any other regional structures at NUTSII level the establishment of RDAs can only be seen as a move in the right direction. This programme should provide solid training for the staff and help with the initial equipment. Experience in other countries suggests that the ultimate success of RDAs depends on a combination of factors including the qualifications of staff and their level of commitment. Not least, however, is an adequate national funding stream and a clear role to play in regional development.
4. **Institutional Framework**

The beneficiary for the programme will be DPT. DPT will be responsible for the coordination and management of the activities under the first component of this project fiche.

The implementation and monitoring of DOKAP Regional Development Programme will be carried out at NUTS II level. In this programme DPT as the beneficiary will be responsible for sound management as well as monitoring and reporting. It is also clear to all interested parties that regional development will be seriously hampered in the foreseeable future unless it is properly guided at the central level. In this context, efforts are underway to prepare the DPT to play a leading role in coordinating these activities, and to support Service Union / future RDA in implementing regional development programmes and projects. So, close co-operation, communication and coordination will be required with central organisations, local authorities, NGOs and Service Union / future RDA for the success of the programme.

The Central Finance and Contracts Unit (CFCU) is responsible for the approval of procedures and general rules referring to contracting, documentation, monitoring and approval of the list of projects selected, contractual matters and disbursement of funds.

In addition, according to the draft Law on Establishment and Duties of RDAs in NUTS II Regions, DPT will be responsible from the guidance, coordination, monitoring and evaluation of RDAs.

5. **Detailed Budget**

The budget for the Programme is € 19,5 million in total.

Budget reallocation among components may be considered during the course of the implementation.

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(*) contributions form National, Regional, Local, Municipal authorities, FIs loans to public entities, funds from public enterprises

(**) private funds, FIs loans to private entities

1. All investment sub-projects supported by the pre-accession fund must receive co-financing from national public funds. Minimum requirement for co-financing from national public funds is 25% of the combined PHARE and national contributions to the overall investment support.

2. Many Institution building projects will also have a degree of co-financing – this should be quantified and included wherever possible.

3. Expenditure related to equipment (regulatory infrastructure or ESC-related) and to Technical Assistance supporting investment (e.g. pre feasibility study / supervision of works / technical specifications) should be considered as Investment support in the project fiche.

4. All co-financing must be provided on a joint basis. Parallel co-financing will, in a principle, not be accepted. Exceptions to this rule have to be agreed with the Commission in advance.

5. All co-financing should be clearly quantified, also the degree of certainty of such co-financing (i.e. for National Public Funds: is it already earmarked in local or national budget, for FIs Loans, private funds: are they already approved/ under appraisal, etc.).

6. Where parallel co-financing is accepted and justified per exception to the normal rule it should be provided in monetary form. If this is not possible there should be clear criteria set out for the valuation of any non-monetary contributions (that should be quantified in the table).

7. If twinning is involved, clearly state the expected budget of the twinning covenant.

8. The financial engineering of the project should be closely monitored against actual delivery during implementation and against the objectives that were set in the project fiche so that corrective actions may be taken where required.

6. Implementation Arrangements

6.1 Implementing Agency

Contracting Authority
CFCU will be the Contracting Authority and will be the Implementing Agency responsible for all procedural aspects of the project’s implementation, contracting matters (contracts with applicants/beneficiaries) and financial management (including payments to beneficiaries).

**Beneficiary**

DPT and RDAs will be the beneficiary and will be responsible for preparing, with support from CFCU and the Technical Assistance team, required background documentation for the project content. Background documentation will be established following the models provided by the Practical Guide for External Aid. All documentation will be submitted to the Delegation of the European Commission for approval.

6.2 **Twinning**

No twinning activities are included individual investment projects.

6.3 **Non-standard aspects**

Not applicable, the project will be implemented according to the DIS.

6.4 **Contracts**

- Service contract for the Component 1 (€ 7 million)
- Service contract for the Component 2 (€ 5 Million)
- Service contract for Component 3 TA (€ 3,5 Million)
- Supply contract(s) for Component 3 (€ 4 million)

7. **Implementation Schedule**

Component 1:
Start of the tendering for TA 3Q/2005  
Start of technical assistance 1Q/2006

Component 2:
Start of the tendering for TA 2Q/2005  
Start of technical assistance 1Q/2006

Component 3:
Start of the tendering for TA 2Q/2005  
Start of technical assistance 1Q/2006  
Start of tendering for supply contract(s) 1Q/2006

8. **Equal Opportunity**
Equal opportunity will be guaranteed.

9. **Environment**

Not applicable

10. **Rates of return**

Not applicable

11. **Investment criteria**

No investment projects are included as a part of this project fiche.

12. **Conditionality and sequencing**

EU financing of the different components of the project will be dependent on a set of preconditions.

- The technical assistance related to the DOKAP Regional Development Programme is provided on the condition that Project Fiche of DOKAP Regional Development Programme is covered under 2005 Financing Memorandum.
- Component 3: The draft law on Establishment and Duties of Development Agencies entered into force.

**ANNEXES TO PROJECT FICHE**

1. Logical framework matrix in standard format
2. Detailed implementation chart
3. Indicative contracting and disbursement schedule by quarter
4. Reference to feasibility/pre-feasibility studies.
5. Reference list of relevant laws and regulations
6. Reference list of relevant strategic plans and studies
7. Detailed information related to RDA
## ANNEX-1: LOGFRAME

### LOGFRAME PLANNING MATRIX FOR

<table>
<thead>
<tr>
<th>Programme Name and Number</th>
<th>Technical Assistance for Programming and Management of Regional Development Programmes and Support to the Establishment and Functioning of RDAs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contracting period expires</td>
<td>Disbursement period expires</td>
</tr>
<tr>
<td><strong>Total Budget:</strong> 19,5 million euro</td>
<td><strong>EU Contribution:</strong> 18,5 million euro</td>
</tr>
</tbody>
</table>

**Overall Objective**

Enhance efficiency in designing and implementation of Turkish regional development policy in line with EU.

<table>
<thead>
<tr>
<th>Project purpose</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>• To support preparation of participatory regional development strategies, plans, programmes and prioritization of project ideas in line with the (preliminary) national development plan.</td>
<td>• Operational regional development plans of priority NUTS II Regions by the end of 2008</td>
<td>• Evaluation reports</td>
<td>• Political commitment</td>
</tr>
<tr>
<td>• To support central and regional management, monitoring and evaluation capacity for EU regional development programmes in accordance with the targets toward implementation of pre-accession funds.</td>
<td>• Number of trainings provided to local and national stakeholders by the end of 2008</td>
<td>• Interim Evaluation Report</td>
<td>• Efficient coordination among national and regional structures</td>
</tr>
<tr>
<td>• To provide technical and material support for establishment and functioning of RDAs.</td>
<td>• Over 85% of the EU funds allocated for the TR90 Regional Development Programme absorbed at the end of the programme</td>
<td>• NDP document</td>
<td>• Active participation of institutions involved</td>
</tr>
<tr>
<td></td>
<td>• 11 RDAs are established and efficiently operating by the end of 2008</td>
<td>• Project Progress reports</td>
<td></td>
</tr>
</tbody>
</table>
### Component 1: Support for the preparation of participatory regional development strategies, operational plans and prioritisation of infrastructure investment project ideas

- Regional development strategies and operational programmes prepared and adopted for future funding which combine regional and sectoral priorities for each NUTS II region covered,
- Regional development strategies and operational programmes formed the basis on which to prepare future projects for funding.
- Regional/local development initiatives activated,
- Regional public investment oriented and the absorption capacity of future EU Pre-accession Assistance (IPA) increased through regional development plans, strategies and project ideas.

#### Objectively Verifiable Indicators

**Component 1:**
- The National Development Plan including national regional strategies prepared by 2006
- Regional strategy/plan guideline and provincial strategic plan guideline prepared by 2008
- All major stakeholders in the 12 priority NUTS II regions targeted are identified by 2007
- Number of strategic development plans prepared by 2008
- Number of regional operational programmes prepared by 2008
- Number of projects identified, prioritized and number of feasibility studies prepared by 2008
- Number of information days, workshops and seminars related to regional programmes organized by 2008.

**Component 2:**
- Number of projects for future funding identified and their project fiches prepared by 2008.
- Number of PIU, central and regional authorities’ staff trained in implementation aspects of regional projects by 2008.
- Number of regional stakeholders trained in PCM, especially in the TR 90 NUTS II region by 2007.
- Help desk functions to regional stakeholders provided.
- Number of specific trainings provided to the local business community and business support organizations by 2008.
- Number of workshops and regular meetings to facilitate the exchange of information between central and regional authorities organized by 2008.
- Number of periodicals, booklets, etc. printed by

### Sources of Verification

**Component 1:**
- Monitoring Reports
- Regular progress reports
- DPT reports
- Monitoring and evaluation reports
- Interim evaluation reports

**Component 2**
- Interim Evaluation Reports
- DPT reports
- Project progress reports
- PIU/RDA reports
- Programme evaluation report
- Monitoring and assessment reports
- DOKAP
- Interim evaluation report
- Project progress reports

### Assumptions and Risks

**Component 1:**
- Cooperation of all relevant central and local institutions
- Strong response and participation from stakeholders

---

### Component 2: Support to the central and regional management, monitoring and evaluation capacity for EU regional development programmes

- The capacity of the State Planning Organisation to design, prepare, implement and monitor development programmes at regional level being substantially improved from its current level.
- PIUs having successfully implemented, coordinated and monitored regional development programmes for which they are responsible.
- Public awareness of development programmes being considerably increased especially in the target regions and also across the whole country.
- Interest and participation of local stakeholders being enhanced and cooperation between central and local institutions and other actors strengthened.
- On-going programmes being effectively monitored.
- TR 90 programme producing good quality applications and being implemented efficiently and in a timely manner and project assessment and evaluation is ensured.

<table>
<thead>
<tr>
<th>Component 3: Technical and material support for the establishment and functioning of RDAs</th>
</tr>
</thead>
<tbody>
<tr>
<td>- The creation of fully functioning RDAs, equipped to become drivers of the regional economy and to play the leading role in the design, preparation, implementation and monitoring of development programmes at regional level.</td>
</tr>
<tr>
<td>- High public and institutional awareness both at national and regional level of the roles and responsibilities of RDAs as key regional players.</td>
</tr>
</tbody>
</table>

Component 3:
- An organizational framework for RDAs prepared by 2007
- A strategy document on infrastructure and human resources required for the operation of the RDAs prepared by 2007
- Tender dossiers for the future requirements of RDAs in terms of office and IT equipment prepared by 2007
- Number of information and training sessions for central and local authorities organized by 2008
- Number of training sessions for RDA staff organized by 2008
- Geographical information systems for regional development established by 2008
- A financial control system/mechanism in line with EU requirements established by 2008.
- A regional database/archive including best practices from all over the world created by 2008.
- A promotional strategy for the region and for the RDAs themselves designed by 2008.
- Number of information days, meetings, workshops and seminars organized by 2008.

Component 2:
- Cooperation of all relevant central and local institutions
- Strong response and participation from stakeholders

Component 3:
- Regular Progress Report
- Accession Partnership
- Monitoring and assessment reports
- RDA reports
- DPT reports related to RDA performances
- Interim Evaluation

Component 3:
- Utilization of sufficient human resources in RDAs
- Cooperation of all relevant central and local institutions
<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Component 1: Support for the preparation of participatory regional development strategies, operational plans and prioritisation of infrastructure investment project ideas</strong></td>
<td></td>
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</tr>
<tr>
<td>• Provision of support to the DPT in the preparation of the National Development Plan.</td>
<td>Component 1:</td>
<td>Component 1:</td>
</tr>
<tr>
<td>• Preparation of regional strategy/plan guideline and provincial strategic plan guideline.</td>
<td>• Technical assistance contracts</td>
<td>• Cooperation of all relevant central and local institutions</td>
</tr>
<tr>
<td>• Identification of all major stakeholders in the 12 priority NUTS II regions targeted that are to involved and/or consulted during the preparation of the regional plans.</td>
<td>• Professional consultation services</td>
<td>• Strong response and participation from stakeholders</td>
</tr>
<tr>
<td>• Preparation or updating of reports such as baseline surveys, strengths and weaknesses and best opportunities for future development for each target region.</td>
<td>• Human resources, office and equipment.</td>
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</tr>
<tr>
<td>• Updating the Master Plans of the Eastern Anatolia Region (DAP), the GAP region and the Eastern Black Sea region (DOKAP). These cover:</td>
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<tr>
<td>• Preparation of strategic development plans based on the regional analysis and needs assessment involving consultation and collaboration with national and regional stakeholders,</td>
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<tr>
<td>• Preparation of regional operational programmes integrating all major sectoral priorities and adopting a participatory approach.</td>
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<tr>
<td>• Identification of projects that will contribute to the implementation of regional/sectoral programmes and their prioritisation. Pre-feasibility related to these projects to be prepared with a view to consideration for future funding both from national sources and IPA.</td>
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<tr>
<td>• Providing technical and material support for information days, workshops and seminars related to regional programmes.</td>
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<tr>
<td><strong>Component 2: Support to the central and regional management, monitoring and evaluation capacity for EU regional development programmes</strong></td>
<td>Component 2:</td>
<td>Component 2:</td>
</tr>
<tr>
<td>The technical assistance team will provide support to the DPT,</td>
<td>• Technical assistance contracts</td>
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<tr>
<td></td>
<td>• Human resources, office and equipment essential to the activities of technical assistance, trainings and information days</td>
<td></td>
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<tr>
<td>Activities</td>
<td>Means</td>
<td>Assumptions and Risks</td>
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</tbody>
</table>
| **CFCU and PIUs in the following areas:** | and other related activities  
- Professional consultation services  
- Training packages provided for institutions and stakeholders at central and local levels | - Cooperation of all relevant central and local institutions  
- Strong response and participation from stakeholders |
<p>| <strong>Activities at programming level</strong> | | |
| • Support to the DPT in the identification of projects for future funding under economic and social cohesion measures and in the preparation of project fiches. | | |
| <strong>Capacity building/training</strong> | | |
| • Provision of training to central and regional authorities in implementation aspects of regional projects | | |
| • Training to regional stakeholders in PCM with particular focus on grant schemes, especially in the TR 90 NUTS II region, | | |
| • Provision of help desk functions to regional stakeholders | | |
| • Provision of specific training to the local business community and business support organisations especially in the TR 90 region | | |
| <strong>Awareness raising/publicity</strong> | | |
| • Organisation of events to raise awareness about EU funded development programmes in the regions. | | |
| • Organisation of workshops and regular meetings to facilitate the exchange of information between central and regional authorities involved in regional development programmes and to enhance coordination. | | |
| • To support for designing and printing periodicals, booklets, etc. to raise the profile of regional programmes and inform stakeholder of progress in implementation of the various projects. | | |
| • Creation and maintenance of a website for the TR 90 programme and other regional development programmes. | | |
| <strong>Programme/project implementation and monitoring level</strong> | | |
| • Design of an IT based Management Information System for efficient management, monitoring and evaluation of the regional programmes | | |
| • To advise and support DPT and PIUs in all aspects of | | |</p>
<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Assumptions and Risks</th>
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</thead>
<tbody>
<tr>
<td>implementation of regional development programmes, • The provision of training sessions and helpdesks for applicants as well as training to successful applicants. • Support to CFCU/DPT in the evaluation procedure</td>
<td>Component 3: • Technical Assistance contract • Supply Contract</td>
<td>Component 3: TA Contact: 3.5 M € Supply Contract 4 M€</td>
</tr>
<tr>
<td>Component 3: Technical and material support for the establishment and functioning of RDAs</td>
<td>Technical Assistance Establishment of a framework for operation: TA will support the DPT and regional authorities in the preparation of an organizational framework for RDAs established in Turkey to support: • The effective management of national programmes for regional development, EU funded pre-accession programmes and other IFI funded programmes in the regions. • Preparation of a strategy document on infrastructure and human resources required for the operation of the RDAs. • Organization of information and training sessions for central and local authorities on best practice in the EU and elsewhere. • Assessment of future requirements in terms of office and IT equipment and assisting the preparation of relevant tender dossiers.</td>
<td>Component 3: • Utilization of sufficient human resources in RDAs • Cooperation of all relevant central and local institutions</td>
</tr>
<tr>
<td>Operational Phase • Following the approval by central and regional authorities of the organisational framework document and the strategy for human resource development and infrastructure requirements, the TA will support their implementation. Activities will include; • Delivering training to RDA staff in lines with the roles and responsibilities attributed to the agencies and in particular to their role in the implementation of programmes at regional level. This training will also draw on examples from best practice in EU</td>
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<tr>
<td>Activities</td>
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<td>Assumptions and Risks</td>
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| countries and especially new member states  
  - ensuring the coordination and involvement of RDAs in the preparation of the regional development strategies under component 1 and their involvement in the implementation of ongoing programmes (component 2). (Where the timing of RDA establishment allows)  
**Assisting RDAs**  
  - with the establishment of geographical information systems for regional development  
  - to incorporate into their operational structures the management information systems developed under component 2.  
  - to establish a financial control system/mechanism in line with EU requirements  
  - to create a regional database/archive including best practices from all over the world.  
  - to design a promotional (visibility) strategy for the region and for the RDAs themselves  
  - provision of technical assistance and material support for the organization of information days, meetings, workshops and seminars in order to strengthen participation and cooperation of local participants and central institutions in regional development, and to increase public awareness about regional programmes | | |
| **Preconditions:**  
  - DOKAP Project Fiche covered under 2005 Programming (Related to Component 2)  
  - The Law on RDAs entered into force (Related to Component 3) | | |
ANNEX 2: Implementation, Contracting and Disbursement Schedule

<table>
<thead>
<tr>
<th>Implementation, Contracting and Disbursement Schedule</th>
<th>Date Drafting: March 2005</th>
</tr>
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<tbody>
<tr>
<td><strong>Programme Title:</strong> Technical Assistance for Programming and Management of Regional Development Programmes and Support to the Establishment and Functioning of RDAs</td>
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<tr>
<td><strong>Sector:</strong> Regional Development</td>
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<tr>
<td><strong>Project</strong></td>
<td><strong>Budget Cost</strong> 19.500.000 Euro</td>
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<tr>
<th></th>
<th>2005</th>
<th>2006</th>
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<td><strong>Tech. Assistance (Component 1)</strong></td>
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<td><strong>Tech. Assistance (Component 2)</strong></td>
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<td><strong>Tech. Assistance (Component 3)</strong></td>
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<td><strong>Supply Contract(s)</strong> (Component 3)</td>
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</table>

C: Tendering and contracting  
I: Implementation and payments

*There may be more than one contract.

**Assumption:** Financial Memorandum will be signed by the end of January 2006.
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<tr>
<td>Supply Contract</td>
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<td>14 800 000</td>
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ANNEX 4

Reference List of Feasibility/Pre-Feasibility Studies, Indepth Ex Ante Evaluations or Other Forms of Preparatory Work.

Reference list of feasibility/pre-feasibility studies, indepth ex ante evaluations or other forms of preparatory work:

Not Applicable
Relevant laws

1. Decree-Law on the Establishment and Duties of the State Planning Organization (SPO's Legislation - DL540.)
2. The Draft Law on the Establishment and Duties of RDAs
3. Development Law with No.3194
ANNEX 6

List of relevant strategic plans and studies

List of relevant strategic plans and studies:

3. GAP- South Eastern Anatolia Project Master Plan
4. DAP- Eastern Anatolia Project Master Plan (http://ekutup.dpt.gov.tr/bolgesel/dap/)
5. DOKAP- Eastern Black Sea Region Regional Development Plan (http://ekutup.dpt.gov.tr/bolgesel/dokap/)
Annex 7  Detailed information related to RDAs

Duties and authorities of Regional Development Agencies

The Draft Law on the Establishment and Duties of RDAs

Article 5- Duties and authorities of agency are as follows:

a) To contribute to the planning studies of local authorities,

b) To support to the activities and projects ensuring the implementation of regional plan and programmes; to monitor and evaluate the implementation process of activities and projects supported within this context and to present results to State Planning Organisation,

c) To contribute to the capacity improvement related to region’s rural development compatible with regional plan and programmes and support projects within this scope,

d) To monitor other projects, considered important in terms of regional plan and programmes, implemented by public sector, private sector and non-governmental organizations in the region,

e) To improve cooperation among public sector, private sector and non-governmental organizations to realize regional development targets,

f) To use the resources allocated to agency in pursuant to Article 4(2)(e) of this Law, in conformity with regional plan and programmes and/or to reallocate these resources to relevant organizations,

g) To conduct research concerning the determination of natural, economic and human resources and facilities of region, acceleration of economic development and enhancement of competitiveness or to make it conducted, and to support other research carried out by private persons, organisations and institutions,

h) To promote business and investment facilities of region at national and international level in close cooperation with other related institutions or make them promoted,

i) To support small and medium-sized enterprises and new entrepreneurs, in areas such as management, production, promotion, marketing, technology, finance, organisation and labour force training by ensuring cooperation with other related institutions,

j) To serve as one stop shop for business and apply for investment permissions, licensing transactions to governmental organizations on behalf of entrepreneurs and get permissions,

k) To promote activities in the region related to bilateral or multilateral international programmes to which Turkey has participated and to contribute to the development of projects within the context of these programmes.
## STAFFING AND ESTABLISHMENT SCHEDULE FOR RDAs

<table>
<thead>
<tr>
<th>Agency</th>
<th>Locations</th>
<th>2005</th>
<th>2006</th>
<th>2007*</th>
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<tr>
<td>DAKP</td>
<td>TRB2: Bitlis, Hakkari, Muş, Van</td>
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<td>TRC1: Adıyaman, Gaziantep, Kilis</td>
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<td>TRC2: Diyarbakır, Şanlıurfa</td>
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<td>TRC3: Batman, Mardin, Şırnak, Siirt</td>
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<td>GAP</td>
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<td>AMKK</td>
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</table>

*It is expected that depending on the volume of work & performance achieved during the previous years, staffing may continue in the post 2007 period up to 150 staff per agency*