

# IPA STRATEGIC RESPONSE 2021-2024

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REPUBLIC OF TURKEY



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## List of Acronyms

AD	Action Document
CAP	Common Agricultural Policy
CFP	Common Fisheries Policy
CMO	Common Market Organisation
CSO	Civil Society Organisation
DGRCS	Directorate General for Relations with Civil Society
DEUA	Directorate for European Union Affairs
DTO	Digital Transformation Office of the Presidency
ECHR	European Court of Human Rights
ERP	Economic Reform Programme
ESA	European System of National and Regional Accounts
ETC	European Territorial Cooperation
EU	European Union
FLW	Food Loss and Waste
HREI	Human Rights and Equality Institution of Turkey
IACS	Integrated Administration and Control System
IBM	Integrated Border Management
ICT	Information and Communication Technologies
IPA	Instrument for Pre-accession Assistance
MFF	Multi-annual Financial Framework
MoAF	Ministry of Agriculture and Forestry
NAP	Turkey's National Action Plan for the EU Accession (2021-2023)
NDP	National Development Plan
NGO	Non-governmental Organisation
NIPAC	National IPA Coordinator
OECD	Organisation for Economic Cooperation and Development
PO	Policy Objective
SDG	Sustainable Development Goal
TP	Thematic Priority
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund

## Introduction

The Republic of Turkey is one of the most important external economic and security partners of the European Union. Turkey was granted an EU candidate status in 1999 and the year 2005 marked the start of accession negotiations, following a decision by the European Council in December 2004.

Turkey has been benefitting from EU pre-accession assistance like other candidate countries. After several reforms of the pre-accession support instruments, the IPA facility continuously evolves, mirroring the EU Cohesion Policy and its objectives established for each MFF. With the commencement of the MFF 2021-2027 the IPA facility has transformed again, and this Strategic Response describes Turkey's plan to utilise IPA III Financial Assistance to contribute to the overall and specific objectives defined in the IPA III Programming Framework. In particular, it provides an articulation of actions planned across the key thematic priorities within each of the five thematic Windows.

## Prioritisation and Sequencing Between Windows

Turkey has gained a lot of experience in managing EU pre-accession assistance. Indeed, Turkey has been on par with Croatia (the newest Member State) in the establishment of the management and control system for indirect management of EU funds and has taken an opportunity to benefit from financial assistance provided under both: i) multi-annual programmes with split commitments and ii) annual programmes.

The experience gained under the multi-annual programming facilities has brought significant track record in project prioritisation and establishment of the relevant stakeholders' networks, which to a large extent reflects the way in which individual operations (actions) are articulated and formulated. Also, multi-annual planning and programming give a significant opportunity for the establishment of the relevant project pipeline.

Turkey has recently experienced budgetary cuts in the IPA II financial envelope and some of the projects intended to be financed e.g., from the 2018, 2019 and 2020 budget lines have become redundant. These important factors (including vast experience in managing multi-annual programmes) determine the way in which prioritisation across IPA III Windows has been made against very tight deadlines established by the Commission for planning for the IPA 2021-2027 programming period. For that, Turkey intends to focus on Windows 3-4 in the first programming years while more attention will be given to Windows 1-2 in the upcoming years as the country expects to adopt and implement a wide range of economic and regulatory reforms, including those in the context of Acquis alignment – these are all listed in sections pertaining to each relevant Window. The Window 5 related to territorial and cross-border cooperation in IPA III is mostly related to IPA-IPA CBC Programmes. However, the CBC Programmes in which Turkey shall participate in 2021-2027 period is subject to Interreg and ETC regulations and related priorities and documents are being determined by the participating countries and subject to approval by DG REGIO.

## Strategic Framework Analysis

Turkey is currently implementing its **11<sup>th</sup> National Development Plan<sup>1</sup>** (2019-2023) (NDP) as the main strategic development policy document. The NDP normally covers the period of 5 years and is subject to approval by the Grand National Assembly of Turkey. The 11<sup>th</sup> NDP was approved in the Grand National Assembly of Turkey on 18 July 2019. All policies and programmes under IPA III are expected to be in sync with the NDP. The 11<sup>th</sup> National Development Plan is implemented through Medium Term Programmes<sup>2</sup> per 3-year period, Annual Programmes and Annual Investment Programmes of the Presidency. The Presidential Annual Programme of 2022<sup>3</sup> was published on 25 October 2021 and covers a wide range of topics in line with the IPA III Programming Framework in sectors and sub-sectors such as judiciary, rights of women, child protection, youth and persons with disabilities. The Development Plan offers a set of policies which will guide all institutions in setting priorities for the preparation of other policy documents and strategic plans.

In order to efficiently implement the policies and measures envisaged in the Plan, the Presidency Program, Medium Term Programmes (MTP), Annual Programmes of the Presidency, regional development and sectoral strategies, institutional strategic plans will be prepared on the basis of the Development Plan. The 11<sup>th</sup> NDP targets 5 pillars:

- Under the pillar of “stable and strong economy”, the Plan lays down a basic framework and principles governing the monetary, fiscal, revenue and foreign trade policies as well as macroeconomic targets to reinforce these policies.
- The 2<sup>nd</sup> pillar of “competitive production and productivity” covers policies to achieve competitiveness and productivity increase in the economy and to support the structural transformation in production as well as the improvement in welfare.
- Under the 3<sup>rd</sup> pillar of “qualified human and strong society”, the Plan sets out policies to strengthen human capital, explicitly implement the inclusive growth approach and scale up welfare across all sections of the society.
- Under the 4<sup>th</sup> pillar “liveable cities and sustainable environment”, the Plan includes goals and policies aimed at protecting the environment, improving the quality of living in urban and rural areas and reducing regional development disparities in line with the goal of enhanced economic and social benefit.
- The 5<sup>th</sup> pillar of “rule of law, democratization and good governance” covers goals and policies aimed at reinforcing the application of the principles of rule of law and democratization across all institutions and organizations making up the state, strengthening civil society, inclusiveness, transparency and accountability at all levels in public administration.

The Development Plan has particularly considered the budgetary aspects of all policies and measures to be implemented. Public institutions set their policies, investment and current expenditures, institutional and legal arrangements in compliance with the targets and resources envisaged in the Plan. Therefore, strengthening the linkages of IPA funds with the Plan and national budget in a way to ensure complementarity and consistency is important.

The existing Pre-accession Economic Reform Programme (ERP) covers the years 2021-2023. The ERP is the country’s strategy to bring Turkey closer to the EU and has been prepared since 2001. The current Programme was elaborated under the coordination of Turkish Presidency,

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<sup>1</sup> [https://www.sbb.gov.tr/wp-content/uploads/2020/06/Eleventh\\_Development\\_Plan-2019-2023.pdf](https://www.sbb.gov.tr/wp-content/uploads/2020/06/Eleventh_Development_Plan-2019-2023.pdf)

<sup>2</sup> [https://www.sbb.gov.tr/wp-content/uploads/2021/10/Medium\\_Term\\_Programme\\_2022-2024.pdf](https://www.sbb.gov.tr/wp-content/uploads/2021/10/Medium_Term_Programme_2022-2024.pdf)

<sup>3</sup> <https://www.sbb.gov.tr/wp-content/uploads/2021/10/2022-Yili-Cumhurbaskanligi-Yillik-Programi-26102021.pdf>

Presidency of Strategy and Budget with contribution of relevant Ministries, other public bodies after consultation with stakeholders.

Both documents lay down the foundation for planning of the country's budget, macroeconomic policy and international assistance, including IPA, other donor organisations and funding from international finance institutions. Ministry of Foreign Affairs, Directorate for EU Affairs is responsible for general management and coordination of the pre-accession assistance funds for Turkey, and also acts as a support office for NIPAC. NIPAC is a part of the broader management and control system established for the implementation of the EU pre-accession assistance, governed by the Presidential Circular No. 2019/20. With that in light, consultation with stakeholders includes exchange with the relevant Ministries, dialogue with civil society organisations, chambers of commerce, provincial governors, trade unions, union of municipalities of Turkey and other relevant organisations, as appropriate. Stakeholders partake in the IPA Monitoring Committee and Sectoral Monitoring Committees.

In the period 2014-2020 a number of sector planning groups were established to make programming more participatory, and a similar mechanism is expected to continue for the MFF 2021-2027 albeit its manner of interaction with stakeholders may differ due to the COVID-19 pandemic. Also, the ultimate legal framework will only be established after all relevant EU Regulations regarding IPA III are adopted.

Turkey is currently implementing its National Action Plan for the EU Accession (NAP) (2021-2023). NAP is a guiding document for Turkey in the period ahead and is in line with key priorities determined in the IPA III Programming Framework.

NAP provides a sound basis for harmonization with the EU acquis within the framework of legislative alignment as well as institutional and administrative measures. The Plan has been prepared with the contribution of all line Ministries and envisages enactment of 204 legal arrangements as well as 126 administrative measures in line with the EU acquis.



# Window 1 – Rule of Law, Fundamental Rights and Democracy

## PART 1 – SECTOR CONTEXT AND RELEVANCE WITH THE ENLARGEMENT POLICY

### 1. Consultation Process

The consultation process regarding IPA III programming with regards to the framework of Window 1 included the following processes:

- Draft IPA III Regulation was shared with all IPA bodies in mid-2018 to let the stakeholders familiarise with key novelties and revised priorities,
- The entire concept of its Windows together with Thematic Priorities was introduced to all relevant public bodies in late April 2020,
- Public bodies (Lead Institutions and End Beneficiaries under IPA II) conducted their individual online meetings with the relevant stakeholders (other public and non-government actors) in May-June 2020 to inform about the new IPA Programme architecture,
- Appropriate online consultation meetings were held in the period May 2020-February 2021 to agree on Thematic Priorities that will be included for the years 2021-2022 and subsequent period; it was paired with collecting project ideas,
- Action Fiches were prepared and submitted to the Commission (without programming framework) within tight deadlines that laid down the foundation for IPA III intervention logic,
- Draft Strategic Response document was prepared as appropriate, and shared on 26 February 2021 and comments from the relevant stakeholders were received in March 2021,
- The final draft document was completed on 15 March 2021 and this version is the second draft after comments received from the Commission.
- In addition to sectoral public consultations run by each relevant IPA body on sector level when preparing draft Action Fiches and draft Action Documents, the NIPAC office launched its own public consultation on the first draft of the Strategic Response document during a public event held on 25 July 2021 in Ankara. Stakeholders' feedback was captured through an online survey. In total, 568 individuals filled in the survey questionnaires till the deadline. About 29 % of the total number of respondents represented public institutions, such as ministries and public institutions under the supervision of ministries, governorates, municipalities and development agencies. 15% of the respondents represented state and private educational and research institutions, 21% non-governmental organisations, trade unions and other non-state actors, as well as occupational institutions. 10 % of respondents represented some institutions that do not fit to any of the aforementioned categories and 25% of the respondents were individuals not connected to any specific institution.
- “45% of the total respondents found IPA III – Window I “Rule of law, fundamental rights and democracy” as most important for Turkey in the context of EU accession. According to the respondents, the second most important IPA III window is Window III “Green agenda and sustainable connectivity” with 25%, followed by IPA III – Window IV “Competitiveness and Comprehensive Growth” with 22% and IPA III – Window II “Good governance, alignment with the acquis, good neighbourly relations and strategic communication” with 8%”.

It should also be noted that a comprehensive consultation mechanism with CSOs was established in 2017 and it is regularly used by the DEUA through meetings, workshops, focus group meetings, online surveys and one-to-one contacts with civil society representatives. DEUA has organized an online consultation meeting in July 2020 where the overall structure of IPA III and Turkey's action proposals in the civil society field were presented to the representatives of CSOs. Afterwards, the CSOs were asked to provide their comments on overall sectoral needs as well as the activity proposals through online questionnaires and other means of written correspondence. 194 responses from 85 different CSOs were received which



mainly pointed out the following needs: i) *Broader and diversified initiatives for enhancing capacity in CSOs are required.* ii) *Support to EU-Turkey civil society dialogue should be sustained and further facilitated through more flexible and agile support tools.* iii) *A national and integrated strategy should be developed for improving the dialogue and cooperation between the public sector and CSOs to encourage CSO participation in decision making processes.* iv) *Legislative framework should be improved for enabling a more conducive environment.* Almost 75% of the CSOs ranked the first two items as high priority issues for the IPA III period which implies that Turkish CSOs pay utmost importance to the sustainment of capacity building and civil society dialogue actions.<sup>4</sup>

## 2. Alignment of Beneficiary's Strategies with IPA III Programming Framework

The overarching policy document is the 11<sup>th</sup> National Development Plan, which is fully relevant to the new IPA Windows, including seven thematic priorities of Window 1. Turkish national strategic framework in this context is comprised of several strategies, programmes and policy papers that correspond to IPA III Window 1, which focuses on the rule of law, fundamental rights and judiciary. The 11<sup>th</sup> National Development Plan is implemented through the Annual Programmes of the Presidency. The Presidential Annual Programme of 2022<sup>5</sup> was published on 25 October 2021 and - in the context of this Window - mostly encompasses aspects related to rights of women, child, youth and persons with disabilities.

Turkey continues reform process in line with the National Action Plan for the EU Accession (2021-2023)<sup>6</sup>. The Action Plan encompasses steps for the forthcoming period in respect to legislative alignment, as well as institutional and administrative measures. The objectives cover a range of fundamental rights related aspects such as independence and impartiality of judiciary, access to justice, protection of rights defined in the ECHR, improvement of institutional capacity on the protection of human rights including Human Rights and Equality Institution of Turkey and Ombudsman Institution, individual application to the Constitutional Court, victims' rights, freedom of expression, increasing capacity of the Data Protection Authority and capacity of law enforcement. In addition, the Action Plan addresses the need for increasing the capacities of institutions responsible for women rights, children rights, rights of persons with disabilities, elderly rights and protection of vulnerable groups as well as the training and awareness raising for judges, prosecutors and law enforcement on fundamental rights. Actions of the Plan will be complemented by projects on judiciary and fundamental rights to be carried out under IPA III.

Strengthening democratic institutions and procedures in the public sector with a transparent, effective, and accountable democratic governance approach that is based on citizen satisfaction, participating in the private sector and civil society, and quickly mobilizing the social potential is included among the main objectives of the 11th Development Plan.

In accordance with the rule of law and the requirements of the rule of law, the main objectives are rapid, fair, efficient and predictable proceedings, facilitating access to justice and increasing confidence in justice.

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<sup>4</sup> The consultation report can be accessed through <http://siviltoplumsektoru.org/wp-content/uploads/2020/12/IPA-III-Do%CC%88neminde-Sivil-Toplum-Dan%C4%B1s%CC%A7ma-raporu-ENG.pdf>.

<sup>5</sup> [https://www.sbb.gov.tr/wp-content/uploads/2020/11/2022\\_Yili\\_Cumhurbaskanligi\\_Yillik\\_Programi.pdf](https://www.sbb.gov.tr/wp-content/uploads/2020/11/2022_Yili_Cumhurbaskanligi_Yillik_Programi.pdf)

<sup>6</sup> [https://www.ab.gov.tr/siteimages/birimler/kpb/uep/21\\_23\\_UEP\\_EN.pdf](https://www.ab.gov.tr/siteimages/birimler/kpb/uep/21_23_UEP_EN.pdf)

In this context, accountability, transparency and participation will be strengthened via effective use of communication technologies, and ICT projects are being developed to increase citizen participation in decision-making, implementation and supervision processes and to ensure effective public supervision.

### **Thematic Priority 1 - Judiciary**

The NDP sets among its several priorities concepts such as strengthening, institutionalisation and consolidation of the rule of law. The Plan also stresses the importance of judicial review of administrative actions, independence and impartiality of judiciary, equality before law, providing citizens effective rights to legal remedies (Par. 731). Policies and measures of the Plan envisage ensuring fast, fair, efficient functioning of the trial process, predictability, facilitating access to justice and increasing confidence in the justice system (Par. 746); improving the effectiveness of ordinary and administrative judiciary and increasing the citizens' satisfaction with the justice services (Par. 747); enhancing transparency of the justice system and more effectively protecting the right to be tried in a reasonable time through "Target Time in Judiciary" practice (Par. 748); extending the scope of the activity reports in ordinary and administrative judiciary and raising the public awareness (Par. 751); developing a new model and exam system for admission to judicial, attorneyship and notary professions (Par. 753); extending alternative dispute resolution methods to reduce the workload in judiciary and settling disputes in a cost-efficient, fast and friendly manner (Par. 762); introducing legal amendments to reduce the number and costs of the transactions requiring notarization, and authorizing notaries to handle certain non-controversial judicial cases and perform evidence recording processes as limited to the period when the suit has not been initiated yet (Par. 318.4.); providing the specialisation of the magistrates' judiciary (Par. 456.2.). Furthermore, there are various objectives defined in the National Development Plan that are in line with the priorities defined in IPA III Programming Framework (PFW) such as: strengthening the juvenile justice system, improving legal aid with a focus on vulnerable groups, improving victims' support services, improving access to justice, rights of women, youth, persons with disabilities and improving the quality and the effectiveness of the judicial services.

**The 3<sup>rd</sup> Judicial Reform Strategy**<sup>7</sup> is in place for the years 2019 through 2023. The Action Plan of the Judicial Reform Strategy was published on 5 October 2020 and includes the responsible institutions, calendar and budget of the measures and performance indicators. It is prepared in line with the relevant EU methodology (EU Justice Scoreboard 2019) and Council of Europe (CEPEJ). Furthermore, the implementation of the Judicial Reform Strategy will be monitored via online tools. A website (<https://yargireformu.adalet.gov.tr>) was established and an electronic monitoring system has been activated. Citizens are able to submit their opinions and recommendations through these tools. The Judicial Reform Strategy is structured around 9 objectives including improving independence, impartiality and transparency of the judiciary; increasing the quality and quantity of human resources; enhancement of performance and productivity; protection and improvement of rights and freedoms; ensuring efficient use of the right to self-defence; ensuring access to justice and enhancing satisfaction from service; enhancing the efficiency of the criminal justice system; simplification and enhancement of the efficiency of civil and administrative trials; spreading of alternative dispute resolution

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<sup>7</sup> [https://sgb.adalet.gov.tr/Resimler/SayfaDokuman/23122019162949YRS\\_ENG.pdf](https://sgb.adalet.gov.tr/Resimler/SayfaDokuman/23122019162949YRS_ENG.pdf)

methods. The measures and activities under each objective include the improvement with regard to the crucial areas of *Acquis* Chapter 23 (Judiciary and Fundamental Rights) as well, and the strategy has clear references to EU membership.

Particularly, there are 9 aims, 63 objectives and 256 activities under the Judicial Reform Strategy and there are 9 aims, 50 objectives and 393 activities under the Action Plan on Human Rights. Works pertaining to the implementation of both of the policy documents are carried out with the participation of relevant institutions and organisations. 133 activities among the 256 activities in the Judicial Reform Strategy have been realised. The implementation ratio of the document has surpassed 50%. The Judicial Reform Strategy and the Action Plan on Human Rights are parts of a whole. In both of the documents, tangible policies are provided for the improvement of rights and freedoms and for a more effective functioning of the justice system. Policies' coherence with the EU documents and evaluations has been taken into consideration. Expectations of stakeholders in the judiciary were analysed and reflected in the policies with the evaluations of the European Union and the Council of Europe.

It is possible to provide a list of main titles in the Document as follows: “strengthening the rule of law, more effective protection and improvement of rights and freedoms, improving independence, impartiality and transparency of the judiciary, simplification and enhancement of the efficiency of civil and administrative trials, facilitating access to justice, ensuring efficient use of the right to self-defence, and more effective protection of the right to be trialed within a reasonable time”.

In addition, it is stated in the JRS Document that the European Convention on Human Rights (ECHR), the case law of the European Court of Human Rights (ECtHR) and European Union *acquis* on human rights constitute “European human rights law” and Turkey is a part of this common legal system. Within this scope, four judicial packages were legislated: i. Law No. 7188 (First Judicial Package-2019), ii. Law No. 7342 (Second Judicial Package-2020), iii. Law No. 7251 (Third Judicial Package-2020), iv. Law No. 7331 (Fourth Judicial Package-2021).

With the first Package of the JRS, steps were taken which strengthen the freedom of expression and improve criminal justice:

- The rule which states that explaining opinions with the purpose of criticism does not constitute a crime was introduced relating to the freedom of expression.
- Amendment relating to terror propaganda crime does not occur when within the boundaries of criticism and delivering the news was introduced.
- It was ensured that court decisions relating to the freedom of expression be trialed one more time by the Court of Cassation after regional courts of appeal.
- It was ensured that verdicts on denying access were implemented only for the violating public part instead of the entire website.
- A maximum period of time for detention was introduced for the investigation phase.
- Shorter period of time for detention was determined for juveniles driven into crime.
- The recruitment board of candidate judges and prosecutors has been expanded. It was ensured that the Secretary-General of the Council of Judges and Prosecutors and one person selected from the Advisory Board of the Justice Academy of Turkey be present in the board.

With the second and third judicial packages, regulations relating to the improvement of the criminal justice and execution system have been put into practice.

With the fourth judicial package, steps were taken which prioritise victims and strengthen the right to legal remedies. Within this scope:

- As required by the principle of zero tolerance to violence against women, committing these crimes against the divorced spouse is also included in the major versions of this crime.
- To enhance the rights and freedoms, the existence of reasons for strong suspicion based on concrete evidence became a condition in order to detain for the commission of catalogue crimes.
- A new regulation was introduced requiring a clear explanation showing that the implementation of judicial control is inadequate for detention.
- With the amendment made by Article 24 of the Law dated 8/7/2021 No. 7331 on making Amendments to the Criminal Procedure Code and Some Laws to the Article 268 (3/b) of the Criminal Procedure Code No. 5271, a “vertical objection procedure” was introduced against the decisions of the criminal magistrate of peace on detention and judicial control, and it is ensured that these decisions are supervised by the criminal court of first instance.
- A new procedure to notify the victims was introduced.

There were also implementations carried out by the CJP within the scope of the JRS. Declaration of Ethics for Turkish Judiciary was announced to the public on 11 March 2019 and the follow-up of the implementation was ensured. With the decision dated 4 December 2019 of the General Assembly of the CJP, it was ensured that the compliance of decisions of judges and public prosecutors with the Constitutional Court and the ECtHR decisions be criteria for promotion in the profession and for their supervision.

A wide scale of situational analysis was carried out in the preparation process of the Judicial Reform Strategy. The methods adopted in the situational analysis include getting the opinions of stakeholders, evaluation of statistics, review of academic works, and public opinion research. Furthermore, evaluations of international organisations, mainly the European Union, were examined.

Each aim in the JRS is to compensate for the shortcomings which were identified as a result of the analysis. These aims are as follows:

- 1- Improvement of rights and freedoms
- 2- Strengthening the nature of exceptional measure of detention
- 3- Implementation of detention under mandatory circumstances and as a reasonable measure
- 4- Making the duration of detention reasonable
- 5- Increasing the guarantees for the right to a fair trial
- 6- Strengthening the right to be tried within a reasonable time
- 7- Improving the right to be heard legally
- 8- Strengthening access to justice
- 9- Strengthening instruments of alternative resolutions prior to prosecution

Turkey has shown its will to reach a more liberal and participatory democracy with its reforms and harmonisation works which it has realised until today in line with the Copenhagen Criteria.

Likewise, a Constitutional amendment was made in 2004. In accordance with this amendment in the case of a conflict between international agreements, duly put into effect, concerning fundamental rights and freedoms and the laws due to differences in provisions on the same matter, the provisions of international agreements shall prevail.

Furthermore, as stated in the JRS (2019) that four more regional courts of appeal (in addition current 11 regional court of appeal) would become operational. Currently, fifteen regional

courts of appeal are in operation. Also JRS introduces two specific objectives concerning regional courts of appeal:

1) to protect the right to be tried in a reasonable time by using “Target Time” practice in Judiciary, hence in regional courts of appeal

2) to strengthen regional courts of appeal by increasing the number of courts, chambers, judges, prosecutors and staff, taking necessary actions to prevent prolongation of the proceedings, rearranging regional courts of appeal criminal chambers’ authority to reverse in the appeal procedure, and establishing a system that eliminates the differences between the final decisions of different courts of appeals in similar cases.

- **With regard to The Action Plan on Human Rights:**

The Action Plan on Human Rights (HRAP) aiming to raise human rights standards in line with the vision of “Free Individual, Strong Society: More Democratic Turkey” was announced to the public on 2 March 2021. In line with this vision, the Action Plan composes of 9 aims, 50 goals and 393 activities under 11 main principles. The Plan covers comprehensive activities regarding independence of judiciary, right to a fair trial, freedom of expression, freedom of assembly, victim rights, women’s rights, juvenile rights and environmental rights.

It targets to increase the standards of public services to be served in an accessible, accountable, equal, transparent and fair manner by detailed review of the legislation. This Action Plan is the fundamental policy document of Turkey for 2 years concerning the enhancement of human rights.

The Action Plan covers the objectives such as continuing the diligent application of the policy of zero tolerance for torture and ill-treatment, ensuring the effective conduct of investigations, raising the standards regarding personal liberty and security, strengthening the right to a trial within a reasonable time, strengthening the access to justice, strengthening the defence and increasing the quality of legal services of lawyers, strengthening the right to a reasoned decision, protecting the honour and dignity and the private lives of individuals in judicial acts and processes, increasing the standards of the freedoms of expression and of the press, ensuring enjoyment of the freedom of religion and conscience at the widest extent, strengthening the right to assembly and association preventing violations of the right to property caused by administrative practices.

The monitoring and evaluation of the Action Plan shall be performed by the “The Action Plan on Human Rights Monitoring and Evaluation Board” formed under chairmanship of President. The Board shall coordinate and monitor the working of public institutions with the aim of implementing the Action Plan effectively and monitoring it in a transparent manner. The secretarial services of the Board shall be performed by the Ministry of Justice. The ministries and institutions responsible for the activities prescribed by the Action Plan will prepare their implementation reports at intervals of four months and send them to the Ministry of Justice. Ministry of Justice shall draft the “Annual Implementation Report” on the Action Plan and submit it to the Monitoring and Evaluation Board for approval.

HRAP also includes the regulation which provides the guarantee of location for judges and prosecutors, regulation to increase the guarantees in the disciplinary legislation, revision of provisions on discipline, horizontal objection to the decisions of criminal magistrate of peace, and the structure of the Justice Academy of Turkey (strengthen the independence). Within the

scope of this guarantee is that the location of duty of judges and prosecutors, who have a certain level of seniority, will not be appointed unless they request so, by also considering their professional success.

Turkey adopted the policy of increasing the number of women judges and prosecutors as a settled policy. This issue was also addressed in the reports by CEPEJ and the OECD (Government at A Glance 2021 Report). Turkey has been the country which demonstrated the most increase in the ratio of woman representation within the profession.

### **Thematic Priority 2 – Fight against corruption**

Turkey is fully committed to fighting against corruption in line with the UN Convention against Corruption since 2009. Turkey also ratified the Council of Europe Civil and Criminal Law Conventions on Corruption and became a member of the Group of States against Corruption in 2004. Turkey also ratified the Council of Europe's Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime (1990) in 2004 and became a member of the Financial Action Task Force and a party to the OECD Convention on Combating Bribery of Foreign Public Officials in International Business Transactions and of the OECD Working Group on Bribery.

Fight against corruption is chiefly exercised by several national bodies based on various legislation (Turkish Criminal Code No 5237, Turkish Criminal Procedure Law No 5271, Law No 567 on Public Officials, Law No 3628 on Declaration of Property and Fight Against Bribery and Corruption, etc). Those bodies include: The Financial Crimes Investigation Board, Coordination Board for Combating Financial Crimes, Council of Ethics for Public Officials and Turkish Court of Accounts. Existing measures embedded in the existing legislation are in line with the IPA III Specific Objective aiming at the reinforcement of the effectiveness of public administration and support transparency, structural reforms, judicial independence, fight against corruption and good governance at all levels.

In order to increase transparency and accountability of the public administration, the Action Plan on Human Rights undertakes to update the Strategy and Action Plan on Increasing Transparency and Strengthening the Fight Against Corruption and designates Presidency of Strategy and Budget as being responsible for coordinating the preparation and monitoring of the Strategy and Action Plan. Within this context, the Draft Strategy, which provides a framework to guide anti-corruption measures to be implemented, has been prepared in collaboration with several ministries and public bodies. The final version of the Draft Strategy and its Action Plan is planned to be adopted in the first quarter of 2022.

### **Thematic Priority 3 – Fight against organised crime/security**

Strategies, priorities and planned actions to fight organised crime and ensure security, again, stem from the 11<sup>th</sup> National Development Plan. Its *Chapter 2.5.1.2. Security Services and Chapter 2.2.3.10 Customs Services* outlines main policies and measures related to Thematic Priority 3. These policies and measures have similar perspectives in line with topics of IPA III Programming Framework such as cooperation on law enforcement authorities about security issues (Article 770) and judicial cooperation, enhancing specialised law enforcement institutions (Article 770), capacity-building in the area of cyber-security and fight against cyber-crime (Article 770), countering-terrorism as well as preventing and countering all forms of violent extremism and radicalisation (Article 771), any kind of drugs (Article 772) and the efficiency of customs controls and enhancing of combat with smuggling (Article 529).

Turkey's National Action Plan for the EU Accession (NAP) (2021-2023) includes important steps that are highlighted in the IPA III Programming Framework such as combatting smuggling, fight against cyber-crime, combatting financing of terrorism and money laundering, countering all forms of violent extremism and radicalisation and cooperation on law enforcement authorities about security issues and judicial cooperation. These aspects are based on key EU priorities and prioritised with key provisions of the National Strategy on the fight against Organised Crimes (2016-2021) being the main strategy in this thematic priority. It consists of six strategic objectives that include: ensuring institutional cooperation and coordination, development of evidence-based analyses, prevention of financing of terrorism and money laundering, improving international cooperation, increasing capacity-building and public awareness. An Action Plan on the Fight against Organised Crimes (2019-2021) was prepared and completed with the coordination of Ministry of Interior's Department of Smuggling, Intelligence, Operation and Data Collection (KİHBİ).

The draft National Strategy on Fight against Organised Crimes (2022-2027) and draft Action Plan on Fight against Organised Crimes (2022-2024) have been prepared in line with EU Strategy. The National Strategy and Action Plan will be implemented following the approval of the Presidency.

One of the aims of National Action Plan on EU Accession (2021-2023) is improving the effectiveness of counter terrorism financing and money laundering capacity of law enforcement agencies by conducting a Project. In IPA-III Programming Framework, it is stated that IPA III funds also focus on countering-terrorism as well as preventing and countering all forms of violent extremism and radicalisation

In addition, a National Strategy Document on Drugs and Action Plan (2018-2023) was prepared to fight against drugs and illicit substances through prevention of supply, fight against demanding and raising awareness. Ministry of Health is the main coordinator of the Action Plan and implementation of the activities.

It should also be noted that Strategy Document for Increasing Effectiveness in Anti-Money Laundering and Counter Terrorist Financing and Confiscation Practices in Turkey (2021-2025) was adopted by the President of Turkey and it was published as Presidential Circular No.2021/16 in the Official Gazette Date:17.07.2021 No:31544. This Strategy Document has been drawn up in Turkey for effective management of judicial and administrative processes regarding money laundering and terrorist financing offences, increasing the success in obtaining and using financial intelligence, and thus for coordinated implementation of measures for depriving criminals from criminal proceeds. With this Strategy Document, it is aimed at determining Turkey's priorities in the fight against money laundering and terrorist financing offences which can be committed in different ways and against criminal proceeds linked to these offences, at defining the importance and scope of inter-institutional cooperation, and sharing duties and responsibilities, and at revising the national risk assessment in combating these crimes. Main public institutions having responsibility on achieving strategic objectives, targets and activities identified under the Strategy Document are Ministry of Justice, Ministry of Interior (Turkish National Police, General Command of Gendarmerie, Coast Guard Command), Ministry of Trade (Directorate General of Customs Enforcement), Financial Crimes Investigation Board (MASAK) and others.

#### **Thematic Priority 4 – Migration and border management**



Migration and border management is one of Turkey's key policy priorities due to the broader political context and peace instability in the region, directly affecting Turkish borders and territorial integrity. In terms of alignment with the IPA III Programming Framework and this Thematic Priority, the **11<sup>th</sup> National Development Plan (2019-2023)** of Turkey sets out policies and measures in *Chapter 2.3.12. External Migration* and *Chapter 2.5.1.2. Security Services* which include cross-cutting priorities such as strengthening capacity for protection and women sensitive migration policies as well as the establishment of legal and institutional frameworks, in line with the evolving EU migration acquis and policy as well as with international standards (Article 661), facilitating assisted voluntary and non-voluntary return both to and from the region, including on incentives to help integrate returning citizens (Articles 661 and 662), developing integration strategies for recognised refugees and asylum seekers, information campaigns and addressing negative public attitudes towards migrants and refugees (Article 662), improving border surveillance and checks at border crossing points (Article 773) as well as further developing and implementing mechanisms for cooperation among the national and international institutions (Article 771) and in the region and with EU agencies, such as the European Border and Coast Guards agency and increasing operational capacities, fostering further compliance of law enforcement institutions with rule of law and good governance principles, and stepping up international police cooperation (Article 771-773).

Turkey's **Strategy Document and National Action Plan on Irregular Migration (2021-2025)**<sup>8</sup> is one of the main principal policy documents in the field of migration. The Strategy Document and Action Plan comprehensively address topics referring to IPA III Programming Framework that includes reducing irregular migration, cooperation in the region and with EU Member States to fight trafficking in human beings and migrants smuggling, return policies and developing of facilitation to assisted voluntary and non-voluntary return both to and from the region, including on further burden-sharing with EU members and resettlement with other appropriate mechanisms and tools and on incentives to help integrate returning citizens. Proper management of migration is the key priority in Chapter 24 (Justice, Freedom and Security) and it is reflected on Turkey's Strategy Document and National Action Plan on Irregular Migration (2021-2025). Directorate General of Migration Management is the sole authority for the implementation and coordination of migration policies in Turkey. The Strategy and Action Plan are expected to be updated in line with the relevant EU regulations and current developments.

**Strategy Document and National Action Plan on Harmonisation (2018-2023)**<sup>9</sup> entered into force in 2018. It is foreseen to be implemented between 2018 and 2023 and also gives tasks to each line Ministries, municipalities, NGOs and international organisations. The Strategy Document includes six chapters on welcoming, orientation and information, education, health, labour market, social services and aid as well as social participation and inclusion. These measures are aligned with IPA III Programming Framework envisaging developing integration strategies for recognised refugees and asylum seekers, information campaigns and addressing negative public attitudes towards migrants and refugees.

In addition, By-law on Inter-institutional Cooperation for Border Management<sup>10</sup> came into force on 17 of March 2016 being the main current strategic document for integrated border management related issues. It includes topics aligned with IPA III Programming Framework

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<sup>8</sup> This document will be uploaded to [www.goc.gov.tr](http://www.goc.gov.tr)

<sup>9</sup> <https://www.goc.gov.tr/uyum-strateji-belgesi-ve-ulusal-eylem-planı>

<sup>10</sup> <https://www.mevzuat.gov.tr/MevzuatMetin/21.5.20168520.pdf>

such as improving border surveillance and checks at border crossing points as well as further development and implementation of mechanisms for cooperation in the region and with EU agencies, and increasing operational capacities, fostering further compliance of law enforcement institutions with rule of law and good governance principles, and stepping up international police cooperation. The regulation also sets the aims and mechanism for the coordination between related institutions. The National IBM Strategy and National Action Plan to implement Turkey's IBM Strategy will be updated as an output of an IPA II project financed under 2019 Home Affairs Action Programme. The National IBM Strategy and the revised Action Plan will guide the development and implementation of the political, institutional, and legislative aspects of a reformed border management system in Turkey. The preparatory works regarding the roadmap to develop the National IBM Strategy and the revised Action Plan have been completed a large extent and it is foreseen that the implementation of the activity will be started in the near future in cooperation with the Ministry of Interior and ICMPD.

### **Thematic Priority 5 – Fundamental rights**

Turkey is party to various international conventions, agreements, treaties and their protocols with regard to compliance with international human rights standards. As a candidate country, Turkey improved its legal framework with the purpose of strengthening the democratic rights and fundamental freedoms of Turkish citizens, through a large number of legislative and Constitutional amendments in line with European standards set by European Convention on Human Rights (ECHR) and the case law of the European Court of Human Rights (ECtHR) as well as human rights conventions of the Council of Europe (CoE) and United Nations (UN), the Organization on Security and Cooperation in Europe (OSCE) documents and the European Union (EU) *acquis communautaire*. According to Article 90 of the Constitution, international agreements on fundamental rights and freedoms shall prevail in case of conflict with national legislation regarding the same matter.

The main strategic documents in Turkey with respect to fundamental rights are listed below:

- 11th National Development Plan (2019-2023)<sup>11</sup>
- National Action Plan for EU Accession (2021-2023)<sup>12</sup>
- The Judicial Reform Strategy and the Action Plan (2019-2023)<sup>13</sup>
- The Action Plan on Human Rights (2021-2023) and Implementation Schedule<sup>14</sup>
- Strategy Paper and Action Plan for the Empowerment of Women (2018-2023)<sup>15</sup>
- The Coordination Plan on Combating Violence against Women (2020-2021)<sup>16</sup>
- The 4th National Action Plan on Combating Violence Against Women (2021-2025)<sup>17</sup>
- The Strategy Paper on Roma People (2016 – 2021) and the Second Phase Action Plan (2019-2021)<sup>18</sup>

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<sup>11</sup> [https://www.sbb.gov.tr/wp-content/uploads/2020/06/Eleventh\\_Development\\_Plan-2019-2023.pdf](https://www.sbb.gov.tr/wp-content/uploads/2020/06/Eleventh_Development_Plan-2019-2023.pdf)

<sup>12</sup> <https://www.ab.gov.tr/52660.html>

<sup>13</sup> [https://sgb.adalet.gov.tr/Resimler/SayfaDokuman/23122019162949YRS\\_ENG.pdf](https://sgb.adalet.gov.tr/Resimler/SayfaDokuman/23122019162949YRS_ENG.pdf)

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[https://insanhaklarieylemlani.adalet.gov.tr/resimler/Action\\_Plan\\_on\\_Human\\_Rights\\_and\\_Implementation\\_Schedule.pdf](https://insanhaklarieylemlani.adalet.gov.tr/resimler/Action_Plan_on_Human_Rights_and_Implementation_Schedule.pdf)

<sup>15</sup> <https://www.aile.gov.tr/ksgm/ulusal-eylem-planlari/kadinin-guclenmesi-strateji-belgesi-ve-eylem-planlari-2018-2023/>

<sup>16</sup> <https://www.ailevecalisma.gov.tr/media/33061/koordinasyon-planlari-v13-1.pdf>

<sup>17</sup> <https://www.aile.gov.tr/media/82082/kadina-yonelik-siddetle-mucadele-iv-ulusal-eylem-planlari-2021-2025.pdf>

<sup>18</sup> <https://ailevecalisma.gov.tr/media/30906/roman-vatandaslara-yonelik-ii-asama-eylem-pl.pdf>

- National Programme on the Elimination of Child Labour (2017-2023) and its Action Plan<sup>19</sup>
- Turkey's Education Vision 2023<sup>20</sup>

Strategy/Action Plans in drafting phase:

- Strategy and Action Plan on Child Rights
- Barrier Free Vision Document and National Action Plan on Rights of the Persons with Disabilities

Turkey's cross-cutting and sectoral strategies addresses the areas related to fundamental rights under Programming Framework (PFW). Furthermore, the objectives of the Turkey's priorities set in general and specific strategies and activities are fully in line with the IPA III objectives.

The respect for fundamental rights is embedded in the **11<sup>th</sup> National Development Plan** and thus, has direct links with IPA III objective, which is to strengthen the respect for human rights. The Plan adopts the principles of supremacy of law, protection and promotion of fundamental rights and freedoms as the pillars of development efforts. Among its objectives are safeguarding the fundamental rights and freedoms, a fair judicial system along with provision of citizen-centred and public services accessible to all based on equal opportunities through highly predictable public policies (Par.165). The Plan targets strengthening the governance approach respecting individual rights as a principle, protection and improvement of fundamental rights and freedoms; prevention of violations of rights as well as awareness raising on human rights. strengthening the juvenile justice system, improving legal aid with a focus on vulnerable groups, improving victims' services, improving access to justice, improving the quality and the effectiveness of the security services including maintaining a critical balance between rights and freedoms and security, and increasing the capacity of law enforcement units. Related to women's rights, the Plan also envisages combatting violence against women, prevention of all kinds of discrimination and ensuring women empowerment and equal rights and opportunities in all spheres of social life including decision-making mechanisms. 11<sup>th</sup> NDP also foresees improving the child services and child protection, ensuring the best interest of the child, reducing the inequalities affecting children, increasing the quality of education and enrolment rates, improving the rights of persons with disabilities, equipping youth with training and awareness on fundamental rights and universal values. Also public institutions' capacities to protect and enhance the rights and freedoms will be developed and effective coordination will be realized. Achieving equality between men and women will be sought.

Turkey's National Action Plan for the EU Accession (NAP) (2021-2023) is in place. Related to fundamental rights, the NAP includes activities on increasing the effectiveness of human rights institutions such as strengthening the Human Rights and Equality Institution in line with UN Paris Principles, the Ombudsman Institution, the mechanism of individual application to Constitutional Court and Provincial/Sub-Provincial Human Rights Boards, which aligns with IPA III PFW. In line with Turkey's zero tolerance against torture and ill-treatment, a specific activity is envisaged to enhance effective functioning of Law Enforcement Surveillance Commission. Among others, NAP has specific activities on freedom of association and assembly, freedom of expression and legal aid system and victims' rights, which are identified as priorities in PFW. Regarding fight against violence, enhancing women's Shelters and Violence Prevention and Monitoring Centres (ŞÖNİM) are foreseen along with training for

<sup>19</sup> [https://www.csgeb.gov.tr/cgm/dokumanlar/cocuk\\_isciligi\\_ile\\_mucadele\\_ulusal\\_programii\\_eylem\\_plani/](https://www.csgeb.gov.tr/cgm/dokumanlar/cocuk_isciligi_ile_mucadele_ulusal_programii_eylem_plani/)

<sup>20</sup> [http://2023vizyonu.meb.gov.tr/doc/2023\\_VIZYON\\_ENG.pdf](http://2023vizyonu.meb.gov.tr/doc/2023_VIZYON_ENG.pdf)

law enforcement bodies to increase their capacity on the fight against domestic violence and better service provision considering the best interest of the child. Activities related to rights of the children and juvenile justice is coherent with IPA III PFW. Related to rights of the disabled, adoption of the Barrier-Free Vision Document and National Action Plan on Rights of the Persons with Disabilities is planned. Other objectives of the NAP corresponding to the IPA III PFW includes improving judicial independence and impartiality, improving access to justice, improving fair trial, improving the quality of justice, functioning of the justice services, improving procedural rights, improving the prison conditions and services.

**The main strategy on the protection and improvement of the fundamental rights is the Action Plan on Human Rights<sup>21</sup> which** was made public on 2<sup>nd</sup> March 2021, addressing all fundamental rights ranging from first to third generation of rights. The Action Plan was prepared by taking into account of the Council of Europe recommendations and other international standards including the EU acquis and the ECtHR jurisprudence. The Action Plan designed around 11 main principles which make up the backbone of the Plan and a total of 9 main objectives, 50 goals and 393 activities. The main objectives of the Action Plan are stronger system for protection of human rights; strengthening judicial independence and right to a fair trial; legal foreseeability and transparency; protection and promotion of freedom of expression, association and religion; strengthening personal liberty and security; safeguarding private life of an individual; protecting vulnerable groups and more effective protection of right to property and high-level administrative and social awareness on human rights. Those areas correspond with the objectives defined in the IPA III framework.

The Action Plan on Human Rights will be the main policy document of Turkey for the following next two years concerning the enhancement of human rights, with long-term and sustainable consequences. Thus, the implementation period coincides with the IPA III term, availing also the opportunity to support the ongoing activities of the Action Plan. Overall, actions under IPA III will complement and support the policies during implementation of the Action Plan.

The Action Plan is coherent with the specific objective of IPA III, which is to ensure the alignment of the legal framework with EU and international standards as well as to establish a solid track-record in respecting fundamental rights. The Action Plan has direct links with the IPA III objectives to support effective and independent functioning of structures for human rights institution; to prevent discrimination against women, children, persons with disabilities, elderly and other vulnerable groups including against Roma citizens in line with the EU equal treatment acquis. Freedom of expression and association are important priorities in the Action Plan in line with the PFW. Furthermore, the activity to harmonise the Law on Protection of Personal Data with EU standards in the Action Plan on Human Rights is coherent with IPA-III priority.

The **Judicial Reform Strategy** is yet another important strategic document for the entire Window 1 and includes important measures corresponding to objectives of the IPA III framework: raising the standards on rights and freedoms such as freedom of expression, procedural rights, right to freedom and security; improving the effectiveness of individual application to the Constitutional Court, alignment of personal data protection legislation with EU acquis; improving fair trial through trial in a reasonable time, adoption of disabled friendly

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<sup>21</sup> <https://rayp.adalet.gov.tr/resimler/1/dosya/insan-haklari-ep-eng02-03-202115-16.pdf>

practices, adoption of practices for better protection of women's rights, improvement of juvenile justice system and victims' rights, improvement of prison conditions.

As a supporting document, the Action Plan of the Judicial Reform Strategy is also in place. The Action Plan includes the responsible institutions, calendar and budget of the measures and performance indicators. It is prepared in line with the methodology of the EU (EU Justice Scoreboard 2019) and Council of Europe (CEPEJ). Furthermore, the implementation of the Judicial Reform Strategy is via online tools. A web-site (<https://yargireformu.adalet.gov.tr>) was established and an electronic monitoring system has been activated. Citizens are able to submit their opinions and recommendations through these tools. The implementation process has regularly been monitored by the Judicial Reform Strategy Monitoring and Evaluation Board as well. As of 15 September 2021, 133 out of 256 activities have been realised. The realised activities range from strengthening the rights of parties in judicial proceedings to facilitating the access to justice for all. The reports prepared by the Board will be made public on the official website. (<https://yargireformu.adalet.gov.tr>)

Protection of the rights of the vulnerable groups is a major element in Turkey's efforts regarding the fundamental rights. In this sense; rights of women and, children, rights of the persons with disabilities continue to be important agenda items. There are a number of policy documents in place as well some are underway.

**With regards to the rights of women,** the Strategy and the Action Plan on the Empowerment of Women (2018-2023)<sup>22</sup> has 5 main pillars on education, economy and employment, health, media and participation to the decision-making mechanisms. As the epitome of zero-tolerance for violence against women, the 4<sup>th</sup> Action Plan on Combating Violence against Women<sup>23</sup> has been recently adopted in July 2021. In this respect, all those documents will be the main sources which will contribute to achieving equality between men and women and preventing discrimination and violence against women, listed as key priorities under programming framework.

**With regards to the Roma citizens,** The Strategy Paper on Roma People 2016-2021 and the Action Plan Phase II (2019-2021)<sup>24</sup> are the main documents on the rights of Roma citizens. The Second Phase Action Plan covers a range of activities in the policy areas of education, employment, health, housing, social services and aids, monitoring and evaluation and general policies. The implementation of the second phase of the Action Plan will ensure the achievement of the objectives concerning Roma citizens set out in the Programming Framework.

**With regards to protection of personal data,** efforts to harmonize the Law on Protection of Personal Data with the EU standards and strengthening administrative and technical infrastructure of the institution are foreseen in the Action Plan on Human Rights and the Judicial Reform Strategy.

**With regards to children's' rights,** various actions regarding juvenile justice, protection of child and the services provided to children whose parents are in prisons were envisaged by the new Turkey's National Action Plan for the EU Accession. Furthermore, the Judicial Reform

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<sup>22</sup> <https://www.ailevecalisma.gov.tr/media/6315/kad%C4%B1n%C4%B1n-gue%C3%A7lenmesi-strajesi-belgesi-ve-eylem-plan%C4%B1-2018-2023.pdf>

<sup>23</sup> <https://www.aile.gov.tr/media/82082/kadina-yonelik-siddetle-mucadele-iv-ulusal-eylem-plan-2021-2025.pdf>

<sup>24</sup> <https://ailevecalisma.gov.tr/media/30906/roman-vatandaslara-yonelik-ii-asama-eylem-pl.pdf>

Strategy envisages comprehensive activities for the improvement of the juvenile justice system, fully in conformity with the Programming Framework priorities concerning children's rights. The Action Plan on Human Rights also foresees some measures concerning juvenile justice in line with the Council of Europe Guidelines on child-friendly Justice. According to the NDP and related strategies, access to education at all levels will be provided based on equal opportunity principle. Decreasing the rate of absenteeism, increasing schooling and graduation rates and the quality of education as well as enhancing human rights education are targeted.

**With regards to rights of persons with disabilities,** Barrier Free Vision Document and National Action Plan on Rights of the Persons with Disabilities are also in drafting phase taking into account the United Nations Convention on the Rights of Persons with Disabilities. These documents that are coordinated by the General Directorate of Services for Persons with Disabilities and the Elderly affiliated to the Ministry of Family, Labour and Social Services will ensure improving rights of persons with disabilities and contribute to the fighting discrimination against those people in line with IPA III PFW. In addition to the adoption of the Barrier Free Vision Document and National Action Plan on Rights of the Persons with Disabilities " the implementation of the "Programme for Evaluation and Quality Improvement for Disabled and Elderly Care Services" and a capacity building action regarding the improvement of the Accessibility Standards of HREI for disabled citizens are foreseen by the NAP.

The above-mentioned strategies mainstream human rights and correspond to the objective of Window 1 of IPA III, which is to strengthen the respect of human rights and international law and following Specific Objectives defined in the Programming Framework

- Ensuring the alignment of the legal framework with EU and international standards as well as to establish a solid track-record in respecting fundamental rights.
- effective and independent functioning of all the relevant structures for the promotion and protection of human rights, including the Human Rights and Equality Institution and the Ombudsman Institution.
- Ensuring women-men equality and preventing discrimination,
- Combatting violence against women,
- Anti-discrimination (against women, children, persons with disabilities, minorities<sup>25</sup> and other vulnerable groups)
- Promoting and protecting freedom of expression
- Enhance procedural rights of victims and suspects
- Protection of children
- Data protection in line with EU Acquis<sup>26</sup>

### **Thematic Priority 7 – Civil society**

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<sup>25</sup> For Turkey, according to the Turkish Constitutional System, the word minority, hereabove and in the whole document, encompasses only certain religious groups of persons as defined in the Treaty of Lausanne.

<sup>26</sup> Regulation (EU) 2016/679 on the protection of natural persons with regard to the processing of personal data and on the free movement of such data, and repealing Directive 95/46/EC (General Data Protection Regulation) and Directive (EU) 2016/680 on the protection of natural persons with regard to the processing of personal data by competent authorities for the purposes of the prevention, investigation, detection or prosecution of criminal offences or the execution of criminal penalties, and on the free movement of such data, and repealing Council Framework Decision 2008/977/JHA



The **11<sup>th</sup> National Development Plan** points out the increasing role of civil society in solving social problems and supporting development efforts in the country. Chapter 2.5.1.3 assumes consolidation of the sector and postulates ensuring conformity of the organisations with principles of transparency and accountability, and to ensure their effective participation in public decision-making processes. Para 776 in particular states that “regulations will be made to strengthen the development of a democratic, participatory, pluralist, transparent and accountable organized civil society”. The Plan also envisages that tax regulations regarding support of natural persons or legal entities to CSOs will be reassessed in order to increase social and economic benefits for the broader society. There are specific focuses in the Plan targeting at (i) increasing cooperation between civil society-public-private sectors, (ii) increasing participation and effectiveness of CSOs in decision-making and legislation processes and (iii) developing voluntarism in terms of both legal base and practices needed at early age and for higher education students.

Turkey underwent several legal reforms in 2004, 2008 and 2011 on the Civil Code, the Law on Associations and the Law on Foundations respectively. More progress is targeted to improve the enabling environment for a vibrant and active civil society in line with the European Convention on Human Rights (ECHR) and international standards.

In line with these requirements, in 2018, Turkey established the Directorate General for Relations with Civil Society within the Ministry of Interior which, among other mandates, is entrusted with the following tasks: developing medium and long term policies and strategies for civil society in accordance with national development plans; developing solutions for the problems of CSOs; cooperating with universities, relevant institutions and CSOs in order to improve the institutional structures and activities of CSOs; preparing and monitoring action plans for civil society policies by conducting research & development activities. DGRCS has also established the Civil Society Consultation Board that will identify and develop policies related to civil society activities, ensure coordination and cooperation among public bodies and CSOs, increase the effectiveness of CSOs, and increase the service quality, trust building, transparency and accountability in the sector.

Overall, the above mentioned key sectoral strategies correspond to the following Specific Objectives:

- Strengthen the rule of law, judiciary, the respect of human rights, equality between men and women, fundamental rights and international law, civil society, EU-Turkey civil society dialogue and cultural exchanges, academic freedom, peace and security, the respect for cultural diversity, non-discrimination and tolerance, and
- Address forced displacement and irregular migration, ensuring that migration takes place in a safe, orderly and regular manner, and safeguarding access to international protection.

### 3. Coherence of Beneficiary’s Strategies with the EU Enlargement Policy

Key Turkish strategies and policy documents pertaining to Window 1 are covered in Section 2. These have sectoral and cross-cutting nature and are in line with the new EU Enlargement Strategy (October 2020).<sup>27</sup> e.g., The Judicial Reform Strategy will continue its roll-out phase. Turkey implements its National Action Plan for EU Accession (2021-2023), which sets clearer goals and new commitments regarding its accession policy. The 11<sup>th</sup> NDP outlines measures

<sup>27</sup> COM (2020) 660 final



and activities, which are in sync with the postulates of all Thematic Priorities under Window 1, especially with regards to judiciary, fight against organised crime/security, migration and border management and Fundamental rights. The National Development Plan, the Judicial Reform Strategy and the new Action Plan on Human Rights along with the Turkey's National Action Plan for the EU Accession, which has been adopted in order to cover the recommendations of the latest Enlargement Package, such as aligning the legislation and practice in line with the CoE standards and EU Acquis. Addressing migration and border management is particularly important for Turkey and specific measures on this matter are included in the **Strategy Document and National Action Plan on Irregular Migration (2021-2025)**. EU Enlargement Strategy stated that managing the refugee crisis as well as addressing irregular migration have been key challenges for the EU, the Western Balkans and in particular Turkey, which is hosting the largest number of refugees in the world.

Turkey seriously takes into consideration observations and recommendations articulated in the EU Enlargement Package, especially in the areas where the observed progress was limited or there was virtually no progress. Examples include: the intended operational cooperation agreement on the exchange of personal data between Europol and Turkey, prolonged presence of refugees in the country that requires efficient integration measures to avoid social tensions, more effective judicial system that is independent, quality and efficient. The country also intends to support civil society, both from domestic and IPA funds (2020 Action Document).

The **Economic Reform Programme 2021-2023** already supports fundamental rights in the context of social policies and inclusion, especially through measures broadening the target groups and dissemination of family-oriented social services models.<sup>28</sup>

**Related to thematic priority on fundamental rights**, the 2020 Report recommends “*to adopt a credible, comprehensive and meaningful action plan on human rights with a view to effectively ensuring full respect for fundamental rights and freedoms and effectively addressing serious human rights violations*”. In line with that, Turkey adopted its Action Plan on Human Rights as also referred in the 2021 Turkey Report. 2020 and 2021 Turkey Reports also state “*the legal framework includes general guarantees of respect for human and fundamental rights*” but highlights that some legislation and practice “*still need to be brought into line with the European Convention on Human Rights (ECHR) and with the European Court of Human Rights (ECtHR) case-law*”. There are numerous activities defined in the 11<sup>th</sup> National Development Plan, the National Action Plan for the EU Accession, the Action Plan on Human Rights and the Judicial Reform Strategy to improve legislation as well as practice in line with ECHR and EU acquis along with other conventions that Turkey is a party to.

The 2020 and 2021 Reports also underline that “*Turkey is party to most international human rights instruments*”. However, the need for further improvement in certain areas of fundamental rights was also underlined. On promotion and enforcement of human rights, the main needs pointed out are to improve the framework of the human rights institutions and their functions and the Reports draw attention that Human Rights and Equality Body of Turkey remains to be accredited in compliance with the Paris Principles. To address these recommendations, the NAP and the Action Plan on Human Rights foresees activities related to Human Rights and Equality Institution, and the Ombudsman Institution. The Human Rights Action Plan envisages revision of the structure of the Human Rights and Equality Institution of Turkey as

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<sup>28</sup> <https://www.sbb.gov.tr/wp-content/uploads/2021/03/PRE-Accession-Economic-Reform-Program-2021-2023.pdf>

compliant with the UN Principles relating to the Status of National Institutions and its accreditation by the Global Alliance of National Human Rights Institutions.

Among the areas, needing further improvement according to the 2020 and 2021 Turkey Reports includes procedural rights, prison conditions, anti-discrimination including hate speech, equality between men and women, the rights of the child, and rights of people with disabilities. Procedural rights and prison conditions are addressed by the specific goals of the Action Plan on Human Rights, which are Goal 2.1: Strengthening the Independence and Impartiality of the Judiciary and Goal 6.4: Protecting the Honour and Dignity and the Private Lives of Individuals in the Execution of Sentences. Furthermore, the Action Plan on Human Rights envisages series of activities including both legislative amendments and effective fight against discrimination by relevant institutions including law enforcement and hate speech under Goal 4.4: Improving the Effectiveness of the Fight against Hate Speech and Discrimination”.

While the Turkey 2020 and 2021 Reports highlight a freedom of expression, freedom of assembly and association, non-discrimination as areas in which there is room for further improvement. Related to freedom of thought, conscience and religion the Report highlights that freedom of worship continued to be generally respected. Those areas are addressed in both the NAP and Action Plan on Human Rights. The Action Plan on Human Rights has a specific goal of Strengthening Freedom of Assembly and Association including of activities such as reviewing related legislation, awareness raising for relevant personnel including governors and law enforcement bodies. Related to freedom of religion, the Action Plan on Human Rights has specific activities under the Goal 4.3: Ensuring Enjoyment of the Freedom of Religion and Conscience at the Widest Extent.

With regard to the equality between men and women, 2020 and 2021 reports underline that the implementation, coordination between institutions and awareness and commitment of law enforcement officials on how to address violence against women remains to be addressed more effectively. Addressing these, the 4<sup>th</sup> National Action Plan on Combating Violence Against Women (2021-2025) was designed on 5 main pillars namely “access to justice and legislation”, “policy and coordination”, “protective and preventive services”, “public awareness” and “data and statistics” Addressing this, the Action Plan on Human Rights covers women’s rights and equality between women and men with a series of activities specified under Goal 6.3 “Improving the Effectiveness of the Fight against Domestic Violence and Violence against Women”. Related to the rights of the child, the Turkey 2021 Report indicates that “despite the improvement of meeting rooms in courts, problems in the juvenile justice system persist.” The Action Plan on Human Rights adopts a holistic approach towards juvenile justice including activities designed supporting and protecting children. 2020 Turkey Report states, “*The 2013-2017 national children’s rights strategy and its action plan, as well as the national strategy to prevent violence against children have yet to be updated.*” Thus, the Strategy and Action Plan on Child Rights will be drafted. With respect of rights of the disabled, in line with the Turkey 2020 and 2021 reports highlighting the need to promote community-based support services while making public services more accessible, the Action Plan on Human Rights includes improving the access of the elderly and people with disabilities to public services. With respect to Roma citizens, 2020 and 2021 Turkey reports indicate the inadequacies in terms of access to public services such as education, housing and employment, which are well addressed by the 2nd phase Action Plan of the Strategy Paper on Roma People. The 2020 and 2021 Reports state “*The rights of the most disadvantaged groups and of persons belonging to minorities need better protection.*” Protection of vulnerable groups and strengthening social wealth is one of the main nine aims of the Action Plan on Human Rights and envisages wide-range activities.

Within the context of minority rights, the Human Rights Action Plan foresees regular meetings with representatives of non-Muslim communities in order to identify problems and develop solutions.

The 2020 and 2021 Reports state that the Personal Data Protection Authority (DPA) is operational but underlines the importance of changes to ensure that the data protection law is harmonised with the EU acquis. This is addressed by specific measures foreseen by both the Human Rights Action Plan and Judicial Reform Strategy.

All of the areas stated above related to fundamental rights coincide with the areas highlighted by Turkey 2020 and 2021 Reports along with IPA III framework and all are included in the current strategies and action plans as mentioned above.

**2021 Turkey Report** underlines the importance of contribution by CSOs on certain key challenges: *“A powerful and diverse civil society is a crucial component of any democratic system and should be acknowledged and treated as such by the state institutions. Civil society organisations in Turkey continued to make crucial contributions on key challenges facing the country, notably in the areas of education, anti-discrimination, female workforce participation, awareness-raising regarding ethnic and social tolerance, hate crimes monitoring and support for refugees”* The Report also emphasises that the legal, financial and administrative environment needs to be more conducive for thriving of the civil society in Turkey, which is appropriately reflected in the 11<sup>th</sup> NDP. Furthermore, in order to allow the measurement of progress at country level, the set of objectives, results, and indicators set forth in EC DG NEAR’s Guidelines for EU Support to Civil Society in Enlargement Countries 2021-2027 will be used for programming and monitoring of the civil society actions.

Turkey is a member of European Monitoring Centre for Drugs and Drug Addiction and weighs participate in the upcoming Union Programmes and agencies relevant for this Window such as, but not limited to Justice, Rights and Values, Anti-fraud programmes and Asylum and Migration Fund. Those programmes and EU agencies shall contribute to the Turkey’s harmonisation with EU values that particularly encompass fundamental rights, non-discrimination and equality, anti-racism and tolerance, the respect for human dignity, the rule of law and the independence of the judiciary, protection of vulnerable groups and migrants and asylum seekers, a vibrant civil society, freedom of expression and citizen participation in democratic life.

2020 and 2021 Turkey Reports underline the importance of Turkey’s role on migration. The reports emphasise that migratory pressure on Turkey continued to increase significantly throughout the reporting period. Turkey continues to be an important transit and destination country for trafficking in human beings. Both the Eleventh Development Plan and National Action Plan on EU Accession (2021-2023) emphasises the importance of increasing the capacity of law enforcement agencies on migration management and smuggling of migrants. Besides, In 2021 Turkey Report, it is stated that *“Turkey has some level of preparation in the fight against organised crime; however there was limited progress overall.”* Report also indicates that *“Turkey should collect and use aggregate statistics to facilitate threat assessment, policy development and implementation and improve the track record on dismantling criminal networks and confiscating criminal assets; improve the legal framework regulating the fight against money laundering and terrorist financing; improve its legislation on cybercrime and witness protection; establish an Asset Recovery Office in line with the EU acquis and conclude an international agreement on cooperation with Eurojust.”*

There are similar targets on both National Action Plan for the EU Accession (2021-2023) and the 11<sup>th</sup> National Development Plan to improve the capacities of law enforcement agencies in the fight against organised crime and migrant smuggling.

#### 4. Sectoral Analysis

##### **Thematic Priority 1 – Judiciary**

**Ministry of Justice** is the Lead Institution for the sector concerned and mandated to develop and carry out policies to enable the justice services to be provided in a fair, quick and efficient way in accordance with the principles of the rule of law, independence, impartiality and efficiency of judiciary and human rights. The Ministry is the main responsible institution to coordinate and implement the new Judicial Reform Strategy; it works with other stakeholders who were brought together to devise an inclusive sector-based approach during IPA II period: Constitutional Court, Court of Cassation, and Council of State are significant stakeholders in terms of implementation of IPA funded projects. The Constitutional Court also ensures the legislative framework complies with the principles defined in the Constitution. Court of Cassation and Council of State have major roles on harmonisation of practices and decisions of first instance and regional courts of appeal in line with the case-law of high judicial bodies. The Council of Judges and Prosecutors, Justice Academy of Turkey, Unions of Turkish Bar Association and Union of Turkish Notaries are other key bodies in the sector with certain roles and responsibilities and they play a role of End Beneficiaries.

In Turkish Legal System, CJP is a constitutional institution, the structure and the duties of which are articulated in the Constitution. Since changes in these matters are possible only with a constitutional amendment, the issue should be handled within the framework of the constitutional amendment procedure (the majority of votes is required in this respect) at the Grand National Assembly of Turkey.

Personnel matters such as admission to the profession, appointment-transfer, discipline, etc. of the members of the judiciary are carried out by the Council of Judges and Prosecutors (CJP) in accordance with Article 159 of the Constitution.

The issue of the Council's establishment and functioning in accordance with the principles of the independence of the courts and the security of tenure of judges is clearly regulated in the aforementioned article and particularly emphasized in Article 3 of Law No. 6087:

“(6) The Council is independent in carrying out its duties and exercising its powers. No organ, authority, body or person can give orders or instructions to the Council.

(7) The Council functions within the framework of the principles of justice, impartiality, integrity, honesty, consistency, equity, competence and merit, by observing the principles of the independence of the courts and the security of tenure of judges and prosecutors.”

The CJP works in two chambers, each consisting of six members. Each chamber convenes and takes decisions with the absolute majority of the votes. The personnel matters of the members of the judiciary are carried out with the decisions of the chamber; in case of any disagreement, the related person has the right to demand the review of the decisions of the chamber and to object to the General Assembly in case of rejection of this demand. The Minister of Justice does not participate in the work of the chamber, and the Deputy Minister of the Ministry of

Justice is one of the six members of the First Chamber and has the right to cast a single vote in the voting.

When the structures of the supreme judicial councils of the Council of Europe's member States are examined, it is seen that there are different types of formations and that each country establishes its supreme judicial council structure according to its own legal structure, judicial practices and needs. In Turkey, in accordance with the relevant constitutional regulation, the structure of the CJP was adopted by referendum, on the basis of the experiences and needs related to the structures of the previous supreme judicial councils.

The constitutional changes adopted by referendum on 16 April 2017 did not affect the independence of the Council. These changes relate to its number of members, selection and working procedures. The duties of the Council remained unchanged. Except for the reduction in the number of members and chambers, no changes were made to its organizational structure. Moreover, the changes made have facilitated the work of the Council. As a consequence, thanks to its independent and impartial nature, the CJP is not subject to political influence.

Besides CJP's non-political structure, Turkey has also independent and impartial courts. In Article 9 of the Constitution titled "judicial power" is stipulated that; judicial power shall be exercised by on behalf of the Turkish Nation. In addition to that in Article 138 of the Constitution titled "Independence of the courts" is stipulated that; judges shall be independent in the discharge of their duties; they shall give judgment in accordance with the Constitution, laws, and their personal conviction conforming to the law. No organ, authority, office or individual may give orders or instructions to courts or judges relating to the exercise of judicial power, send them circulars, or make recommendations or suggestions. No questions shall be asked, debates held, or statements made in the Turkish Grand National Assembly relating to the exercise of judicial power concerning a case under trial. With the understanding of the independence of the courts cannot be separated from the tenure of the judges and the prosecutors, In Article 4 of the Law No. 2802 on Judges and Prosecutors titled "Independence, guarantees and duties" is emphasized that; judges carry out their duties in accordance with the principles of the independence of the courts and the guarantee of judges, that no organ, authority, office or individual can give orders and instructions to the courts and judges in the exercise of judicial power, cannot send them circulars, or make recommendations or suggestions, they shall give judgment in accordance with the Constitution, laws, and their personal conviction conforming to the law.

Within the framework of these regulations, all the authority and responsibility to conduct an investigation, to apply for protective measures and to file a public case according to the results, including the appreciation of the evidence and the qualification of the incident related to an alleged crime belongs to the judicial authorities. In addition, the proceedings regarding the cases filed are carried out and concluded by independent and impartial courts which fulfill their duties based on the authority and guarantee set out in Articles 9 and 138 of the Constitution.

The process of receiving applications to consumer arbitration committees during the COVID-19 pandemic via e-government continued without interruption. It is possible to easily apply to consumer arbitration committees through the Consumer Information System (TÜBİS), which provides 24/7 service over the e-Government gateway. TÜBİS is considered to have shortened the duration of the processing of consumer complaints significantly in the 2021 Turkey Report.

Consumer Arbitration Committees Expertise Regulation (2020), which was prepared with the aim of institutionalizing the sworn-expertise activity, ensuring uniformity and impartiality in

practices via obligatory training programmes by the Ministry of Justice, was published in the Official Gazette. As opposed to the statement in the 2020 Turkey Report, the rate of resorting to expert witnesses remained around 25 percent in the last three years.

Alternative Dispute Resolution (ADR) system has been among the priorities of the consumer protection agenda in Turkey lately and Consumer Arbitration Committees Annual Assessment Reports were accompanied by a report on ADR effectiveness. Annual assessment reports were prepared on a sectoral basis and the findings were discussed with the prominent members of each sector. The consumer arbitration committee structure was analysed in workshops with the participation of committee members, academicians, consumer organizations, public bodies and judiciary members. 5000 recent decisions taken by those committees were assessed by experts and stakeholders and duly reported in an IPA-II project. As a result of those assessments, a new model has been suggested to be employed for a better functioning ADR system. Directorate General for Consumer Protection and Market Surveillance (DGCPMS) paid special attention to benefit from those consultations and outputs, therefore those reports, as well as the field research conducted, have been adopted as the primary guidelines while getting ready to reform the structure of the arbitration committees in the upcoming period.

Recently adopted implementing legislation on identifying main responsibilities and ethical principles of expert witnesses assigned to consumer arbitration committees was considered to be a positive step towards achieving a more competent and impartial alternative dispute resolution mechanism by the Commission in the 2021 Turkey Report.

### **Thematic Priority 3 – Fight against organised crime/security**

In this Thematic Priority, there are four law enforcement institutions in Turkey according to the Penal Procedures Code no. 5271. Turkish National Police, Turkish Gendarmerie General Command and Turkish Coast Guard Command are subordinated to the Ministry of Interior. For the customs enforcement, DG Customs Enforcement is under Ministry of Trade. The main strategy is the National Strategy on the fight against Organised Crimes and is coordinated by Ministry of Interior. All of the related public institutions are involved with their activities as envisaged in the relevant National Action Plan. Some of the activities are coherent and support Turkey's alignment with the EU *Acquis*. The current Action Plan covers 2019-2021. The Strategy Document for Increasing Effectiveness in Anti-Money Laundering and Counter Terrorist Financing and Confiscation Practices in Turkey (2021-2025) is another notable instrument that recently published. The Document includes targets and activities to be financed by the national budget and they will support the efforts against all forms of organised crime.

Most of the activities are financed by Turkey's national budget; there are also complementary projects co-funded from EU funds. Ministry of Interior's Department of Smuggling, Intelligence, Operation and Data Collection is responsible for the coordination and reporting of the activities under the Action Plan.

Detection of cybercrimes, determining the real identities of the profiles involved in cybercrimes and examining and reporting the digital materials directly affect the investigation and prosecution processes. Therefore, EU standards and the European Cybercrime Convention and a digital guide and online training platform should be established for training personnel with a future-oriented understanding.

### **Thematic Priority 4 –Migration and border management**

This Thematic Priority falls under Chapter 24 (Justice, Freedom and Security).

**Migration-wise**, the Migration Board, which underwent restructuring in 2018 determines Turkey's migration policies and strategies, including follow-up implementation measures and ensuring interconnection with other relevant sectors.

According to the 2021 Turkey Report, *"Turkey continued to host the largest refugee community in the world, with 3.7 million Syrians under temporary protection and more than 320 000 non-Syrians including those who hold or applied for international protection status"*. Turkey sustains its outstanding efforts to support Syrians and asylum seekers from other countries such as Iraq, Afghanistan, Iran and Somalia. According to Turkey's DG of Migration Management, Turkey hosts 3,721,057 Syrians with temporary protection status, some 100,000 Syrians with resident permit and 93,000 who have been granted citizenship.

Turkey has witnessed a significant increase in irregular migrant apprehensions from 2013 to 2021. The number of irregular migrants in 2013 was 39.890 whereas in 2019, 454,662 irregular migrants were apprehended. Despite severe conditions due to COVID-19, 122.302 irregular migrants were apprehended in 2020 and as of 14 October 2021, 116.005 irregular migrants were apprehended. The rise in arrivals puts pressure on the infrastructure and the provision of services of the authorities. In this context, there is a clear need to continue to support the already over-stretched capacity. As in the past years, irregular migrants from Afghanistan, Syria and Pakistan were the most frequently apprehended nationalities. The Turkish Coast Guard rescued 20,380 irregular migrants at seas in the reporting period, compared to 60,802 in 2019.

In addition to above mentioned issues, migration routes pass through under the responsibility of Gendarmerie General Command units. Therefore, the role of the Gendarmerie General Command on fight against irregular migration and migrant smuggling is quite important. By increasing the capacity of law enforcement units that working in this field, irregular migration and migrant smuggling will be combated effectively.

For the border management issues, Border Management Implementation Board was established in 2016 under By-Law on Inter-institutional Cooperation for Border Management. The Board convenes regularly to coordinate the implementation of the legislation on civil airports, ports and border gates with the aim of eliminating the problems and hesitations that arise between ministries and public institutions. The Board is responsible for the coordination and monitoring of activities and projects funded by national budget and EU funds in the area. DG of Provincial Administrations under Ministry of Interior is the secretariat of the Board and is the National Contact Point to European Union institutions, third countries or international organizations.

Turkey 2021 Report states that *"In order to bring the country's border management system in line with the EU acquis, Turkey should further enhance inter-service and international cooperation, accelerate the adoption of an Integrated Border Management (IBM) strategy and update its National Action Plan to Implement Turkey's IBM Strategy of 2006"*. Turkey will adopt an Integrated Border Management (IBM) strategy and revise National Action Plan in the near future. Besides, a National Coordination and Joint Risk Analysis Centre (NACORAC) which will provide a platform for collecting, exchanging and processing data on border security and carry out joint risk analysis among the different border authorities has been established and will be operational soon.



Additionally, capacity building interventions on fraudulent documents in border gates in line with EU standards maintain its importance to ensure efficient border security and fight against irregular migration.

### **Thematic Priority 5 – Fundamental Rights**

The present strategies and action plans including Judicial Reform Strategy and its Action Plan, Action Plan on Human Rights are in conformity with the international references and 11th NDP (2019-2023). Thus, the conformity and complementarity between different national documents is strongly ensured.

The following main challenges are identified with regard to the thematic priority on fundamental rights: During the IPA II period, a sector approach for Fundamental Rights was developed and the DEUA plays the role of the Lead Institution for this sector. From the outset, the sector definition has been a major challenge, taking into consideration its cross-cutting nature, the fragmented institutional structure which includes various actors with intersecting and complementary roles and responsibilities as well as the wide and horizontal aspect of the topics covered by various strategies and action plans already in place.

With regards to organisational and institutional set up, several institutions are operational with regard to the Fundamental Rights. For instance the Ministry of Justice is responsible for implementation of the Action Plan on Human Rights and Judicial Reform Strategy while the Ministry of Family and Social Services is responsible for implementation of Strategy Paper and Action Plan for the Empowerment of Women, Coordination Plan on Combating Violence against Women, National Action Plan on Combating Violence Against Women, Strategy Paper on Roma People and the Second Phase Action Plan as well as the Strategy and Action Plan on Child Rights and Barrier Free Vision Document and National Action Plan on Rights of the Persons with Disabilities in drafting phase. The Ministry of Interior is responsible for monitoring of law enforcement and has important roles in the implementation of Action Plan on Human Rights, Coordination Plan on Combating Violence against Women, National Action Plan on Combating Violence Against Women. The Ministry of National Education, as the component authority for the exercise of right to education, plays important roles in the implementation of Strategy Paper on Roma People and National Programme on the Elimination of Child Labour and preparation of Strategy and Action Plan on Child Rights. Also the Ministry of Health's role regarding implementation public health system will be significant since the COVID-19 pandemic has proved once again individual health is a fundamental right to be protected.

Other main stakeholders are Human Rights, Equality Institution, and Ombudsman Institution. These two institutions serve as the independent human rights remedial mechanisms. With regard to protection of personal data, the Personal Data Protection Authority is an independent an independent body, which ensures the protection of personal data and raises awareness in line with the fundamental rights related with privacy and freedoms enshrined in the Constitution. Moreover, judicial bodies including Constitutional Court, Court of Cassation, and Council of State are main relevant institutions given their mandate embracing all aspects of the ECHR. Other institutions such as the Supreme Council of Radio and Television, the DG for Foundations, Union of Turkish Bar Associations and Turkish Union of Municipalities are important stakeholders in the area of fundamental rights.

In the area of fundamental rights, there are some coordination mechanisms, which are Reform Action Group (RAG) and Political Affairs Sub-Committee. RAG, as an inter-ministerial mechanism, with the participation of four Ministers, constitutes an important factor of momentum in the political reform process. RAG meetings are the platforms where a broad spectrum of topics ranging from rights of children and women to human rights institutionalization, topics ranging from rights of the vulnerable groups to the duties of the law enforcement personnel are discussed. Political Affairs Sub-Committee consists of high-level representatives from line Ministries and relevant institutions, gather prior to the RAG meetings in order to contribute to preparations and follow up to the conclusions of the RAG meetings.

The European Union Coordination Board (EUCB) was also established on 17 October 2019 by the Presidential Decree and is mainly responsible for the coordination of the accession negotiations as well as for the steering, monitoring and evaluation of Turkey's alignment with the EU acquis.

On the other hand, other platforms such as the Monitoring and Evaluation Boards of several thematic National Action Plans such as National Action Plan on Violence against Women, Action Plan for the Empowerment of Women, National Strategy Paper on Roma People, serve also as important mechanisms where high-level public officials and representatives of the NGOs come together. Furthermore, the monitoring mechanisms of the Action Plan on Human Rights and the Judicial Reform Strategy are also established and they are functioning regularly, with a special role attributed to the Human Rights Institutions.

The Lead Institution carries out sector coordination meetings regularly to discuss the developments in the sector and achievements of the projects financed in this thematic priority. Moreover, as the Lead Institution, the DEUA accumulated great experience for Fundamental Rights sub-field because of the secretarial roles and duties of the RAG and EUCB.

### **Thematic Priority 7 – Civil society**

In the IPA II period, **civil society** was defined as a sub-sector under the broader Democracy and Governance sector. DEUA was designated as the Lead Institution for the IPA II civil society sub-sector but policy-wise its role was limited. Indeed, civil society's having been addressed as a specific policy area in the 11th NDP and DGRCS's having been designated as the institution responsible for developing medium and long term policies and strategies for civil society in accordance with national development plans mark the most notable steps in the evolution of civil society to a more mature, if not fully fledged, sector. This Thematic Priority faces a particular challenge being coordination and prioritisation in various sectors in which CSOs act.

#### **5. Coherence of Sectoral Strategies with Regional and Global Strategies**

The 11<sup>th</sup> NDP reflects the majority of Sustainable Development Goals as it was prepared in consultation with the UNDP. All effort was taken into consideration to follow the SDG's logic when elaborating the Plan. Unlike Western Balkans, Turkey is not a part of any regional strategy and for that the main causal association between its policy actions and measures must be linked with the United Nations' priorities embedded in the SDG's.

SDG 16 refers to 'Peace, Justice and Strong Institutions' and planned measures under Thematic Priorities 1 and 2 'Judiciary' and 'Fight against corruption' are in sync with this

particular Goal. The justice element advocates for the need to provide fair access to justice for all. Turkey has aligned its justice reforms with reference to the Council of Europe recommendations. Turkey's strategies aim at reducing all forms of violence and related death rates, ending abuse, exploitation, trafficking and all forms of violence against children, promoting the rule of law, reduction of corruption and bribery (though appropriate actions plans must be put in place that will strengthen inter-institutional coordination).

Within the scope of the Aim No. 1 titled "Protection and Improvement of Rights and Freedoms" of the Judicial Reform Strategy Paper which was announced to the public by the President Recep Tayyip Erdoğan in May 2019, it is set out that; "The Law on the Protection of Personal Data will be reviewed within the framework of the EU acquis and the harmonization studies will be completed."

Likewise, in the context of the Aim No. 6 titled "Safeguarding the Physical and Moral Integrity and the Private Life of the Individual" of the Action Plan on Human Rights which was announced to the public by our President in March 2021, it is set out that "The Law on the Protection of Personal Data will be brought into line with the European Union standards."

All these issues revealed the need for the revision of Law No. 6698. For this reason, a Science Commission is established with the approval dated 16/6/2021 of the Minister to review the Law No. 6698, which has been in force since 2016, within the framework of the EU acquis in line with the objectives included in the Judicial Reform Strategy Paper and the Action Plan on Human Rights, and to make legislative preparation studies in order to update it in line with the innovations brought by the developing technology, new approaches adopted in international platforms and the results of five years of practice.

On the other hand, Turkey gives a high importance to training of personnel working in judiciary sector. In accordance with this awareness, improvement will be achieved in the quality of the judiciary through the objective which is stated in 3.3 of the Action Plan on Human Rights declared in March 2021 "Preparations will be completed for the effective implementation of the examination for admission to legal professions, i.e. the minimum qualification test for entry into judge, prosecutor, attorney and notary public positions.

Courses on rights and freedoms are also given in order to increase the sensitivity and awareness of all judicial personnel (except for judges and prosecutors) regarding human rights in the trainings provided. In this context, works on raising awareness among judicial personnel in line with the Judicial Reform Strategy and the Action Plan on Human Rights are ongoing.

Likewise, the "Module on the ECtHR" trainings have been provided and still continue to be provided to all judicial personnel (except for judges and prosecutors) through the distance learning system by using the "European Programme for Human Rights Education for Legal Professionals (HELP)", the training platform of the Council of Europe.

The Family Support Programme is implemented within the scope of in-service training programs on equality, violence against women, family development and intra-family communication, which are specified in the letter of the EU Commission (NEAR.4.4 ARES-2021/4999118). The curriculum of the programme has sufficient content to provide maximum benefit. In this vein, the course contents and practices are carried out to raise awareness on equality, violence against women, family development and intra-family communication.

Furthermore, the training modules on violence against women and domestic violence have been provided and still continue to be provided through the distance learning system by using the “European Programme for Human Rights Education for Legal Professionals (HELP)”, the training platform of the Council of Europe.

Turkey’s strategies and policy papers seriously take into account measures and actions concerning Priority 3 ‘Fight against organised crime/security’ and 4 “Migration and border management’, which also correspond to SDG 16, promoting the reduction of all forms of violence and death rates related to trafficking and reducing illicit activities, strengthening the recovery and return of stolen assets and combating all forms of organised crime. The country concluded a covenant with the EU on the protection of migrants and their retention in liveable and sustainable conditions.

Thematic Priorities 5 and 7 on ‘Fundamental rights’ and ‘Civil society’ are also expected to contribute to SDG 16. In addition to those, the entire Window 1 is expected to contribute SDG 5 gender equality and SDG 10 reduced inequality. Additionally, as a founding member of the Council of Europe, the strategies and the action plans of the CoE has been taken as a reference. In that respect, Turkey carries out activities and measures at the national level contributing to the achievement of the objectives of the Council of Europe Gender Equality Strategy 2018-2023.

The Turkish Constitution guarantees equal treatment of men and women. Actions financed under IPA III assistance will thus be implemented by complying with the principles of preventing all forms of discrimination and promoting positive discrimination. In particular, equal opportunities will be given in competition for employment at both project and Action level. These rights will continue to be monitored on a regular basis by the relevant Public Services Commission.

Civil society is very instrumental in localizing the Sustainable Development Goals (SDGs). Cities and regions are in a privileged position to transform the broad and abstract 2030 Agenda into concrete goals, to adapt these goals to their local context, and to help the public understand and be fully committed to them. Civil participation should be encouraged so that people take ownership of the Agenda. CSOs as the voice of the poorest and most marginalized members of the society, as service delivery agencies and as data collector, reporter and monitors play a crucial role in the localization of the SDGs. In this regard, IPA III civil society objectives (particularly capacity building and public-CSO cooperation objectives) and actions (to a greater extent grants) will contribute to the achievement of SDGs.

## PART 2 – PRIORITIES, OBJECTIVES AND ACTIONS UNDER IPA II ASSISTANCE

### 1. Consultation Process

The consultation process for the selection of IPA III Thematic Priorities and objectives was conducted in line with the deadlines required by the Commission. The selection of the Priorities and objectives was exercised through a bottom-up approach in which all potential beneficiaries were required to submit their draft action proposals in the form of Action Fiches to each Lead Institution. These proposals were subsequently clustered around Thematic Objectives and Windows and submitted to NIPAC and Presidency of Strategy and Budget for relevance checks. These were then transmitted to the Commission services for pre-approval, which was only communicated to NIPAC late December 2020. The outcome served as the base for further

public consultation for project prioritisation and the development of the relevant project ideas within the Thematic Priorities for the remaining years of IPA III.

Also, the DEUA launched in July 2020 a consultation process with CSOs under the strapline “Have Your Say”, which focuses on the forms of future support for the civil society sector (including IPA funds). Feedbacks provided separately for each Action proposal helped to understand the strong points of the projects’ design as well those aspects that need to be improved and/or strengthened.

Draft Strategic Response document was prepared as appropriate, and shared on 26 February 2021 and comments from the relevant stakeholders were received in March 2021.

The final draft document was completed on 15 March 2021 and this version is the second draft after comments received from the Commission. This second draft considers feedback from the broader society expressed in July-August 2021, following feedback received on the entire Strategic Response document.

## 2. Key thematic priorities

The following Thematic Priorities were selected for the years 2021-2024:

- Thematic Priority 1 – Judiciary,
- Thematic Priority 3 – Fight against organised crime/security,
- Thematic Priority 4 – Migration and border management
- Thematic Priority 5 – Fundamental Rights,
- Thematic Priority 7 – Civil society

### **Thematic Priority 1 – Judiciary**

Actions under this TP are aimed at supporting operations, which:

- Improve the quality of institutional and human source capacity of judicial bodies with an aim at ensuring independence, impartiality and transparency of the judiciary to provide alignment with EU standards,
- Improve and simplify justice services for effective ordinary and administrative judiciary to increase the citizens’ satisfaction with the justice services,
- Enhance transparency of the justice system and protect the rights of citizens, especially the right to access to justice more effectively,
- Extend alternative dispute resolution methods and e-justice services to reduce the workload in judiciary and settle disputes in a cost-efficient, fast and friendly manner,
- Improve the criminal justice and penal execution system and procedural rights.

### **Thematic Priority 3 – Fight against organised crime/security**

The main goal of IPA III interventions in this area will be setting up effective systems and strengthening existing track-records of proactive investigation, prosecution and conviction for organised crime as well as to counter terrorism, to counter radicalisation and combatting all forms of violent extremism. In line with the IPA III framework, actions in this thematic priority

will focus on assisting authorities to develop a more strategic approach towards tackling various forms of organised crime and countering-terrorism as well as preventing and countering all forms of violent extremism and radicalisation, including a better priority setting and allocation of adequate means accordingly.

#### **Thematic Priority 4 – Migration and border management**

Turkey's intervention under this TP of IPA III will continue further setting up strategic and operational cooperation on migration, along different pillars: irregular migration, border management, international protection and legal migration. IPA III will continue to support the beneficiaries in developing the necessary institutional framework and capacities that are necessary to manage migration in all its aspects, including further burden-sharing with EU members and resettlement with other appropriate mechanisms and tools while aligning with EU and international standards on the external and internal dimensions of migration.

#### **Thematic Priority 5 – Fundamental rights**

This TP is expected to provide contribution within the following areas:

- Enhancement of institutional capacity: enhancing institutional capacity aimed at protection and improvement of the fundamental rights in line with the ECHR and its case-law; alignment with the EU standards, effective protection of the fundamental rights, improvement of the capacities of the law enforcement agencies and penal institutions on the protection of fundamental rights, improvement of the penal institutions, improvement of procedural rights, effective functioning of all human rights institutions for the promotion and protection of human rights, institutional improvement of the stakeholders in the sector,
- Protection of vulnerable groups: actions aiming at ensuring equality between women and men including eliminating discrimination and bias against women and girls, enhancing women's rights, fight violence against women; anti-discrimination including persons with disabilities and other vulnerable groups; protection of the rights of the child; supporting persons with disabilities; raising awareness on anti-discrimination in particular through education starting from early ages;
- Supporting the sector coordination and promotion of fundamental rights: operations aiming at improving the sector coordination and promotion of the fundamental rights including awareness-raising as well as actions enhancing multi-sector coordination on fundamental rights.

The actions in IPA III period will be complementary to the IPA II actions carried out in the field. The achievements constituted by the actions could be maintained in the IPA III period, especially the ones regarding the harmonization with EU acquis and international standards.

#### **Thematic Priority 7 – Civil society**

In accordance with the needs and objectives described in 11<sup>th</sup> NDP, and IPA III Programming Framework, the findings of the 2020 Turkey Report and the outcomes of the consultation process, objectives to be pursued under civil society thematic priority are to strengthen the enabling legal and policy environment and support the basic needs of CSOs; to increase CSOs' role in decision and policy making in partnership with public authorities based on trust and mutual recognition and around common interests; to strengthen CSOs' skills and capacities; to enhance civil society dialogue and inter-cultural exchange between civil societies in Turkey and the EU and to enable a flourishing environment for social innovation and social entrepreneurship ecosystem in Turkey.

In the first two years of IPA III, the thematic focus of the civil society actions will be youth, women, business dialogue, people to people contact, social entrepreneurship and creative industries. The actions will address capacity building and dialogue objectives. Moreover, projects designed for promoting voluntarism, cooperation between civil society-public-private sectors including corporate social responsibility; social innovation, social entrepreneurship, as well as participation and effectiveness of CSOs in decision-making and legislation processes will be covered.

In 2005, the European Commission adopted a Communication<sup>29</sup> that established objectives and priorities for further development of a civil society dialogue between the EU and Candidate Countries. It aims to bring citizens and different cultures, political and economic systems closer in order to bridge the information gap, achieve better mutual knowledge, thus ensuring a stronger awareness of the opportunities as well as the challenges of future accessions. As stated in the Communication, “...*the development of the civil society dialogue is a long-term process which will accompany accession negotiations in the future. Consequently, its precise scope cannot be entirely defined in advance, as it is bound to evolve in line with to the needs and suggestions expressed by civil society.*” As evidenced by the feedbacks received in the civil society consultation process in July 2020, the CSOs in Turkey are also highly keen to participate in dialogue activities which have been implemented in Turkey since 2008 with the involvement of various actors and on various thematic areas. Furthermore, civil society dialogue continues to be a crucial ingredient of the positive agenda between Turkey and the EU. Therefore, keeping civil society dialogue as one of the objectives of civil society thematic priority is of utmost importance.

A New Agenda for Culture<sup>30</sup> released in 2018 states that “*Europe's rich cultural heritage and dynamic cultural and creative sectors strengthen European identity, creating a sense of belonging. Culture promotes active citizenship, common values, inclusion and intercultural dialogue within Europe and across the globe.*” This is also in line with Article no. 3 of the FARO convention<sup>31</sup>, which defines the European common heritage as “*i) all forms of cultural heritage in Europe which together constitute a shared source of remembrance, understanding, identity, cohesion and ii) the ideals, principles and values, derived from the experience gained through progress and past conflicts, which foster the development of a peaceful and stable society, founded on respect for human rights, democracy and the rule of law*”. The definition of cultural heritage as well as its role in the promotion of active citizenship and intercultural dialogue provide a solid ground for keeping intercultural exchange and promotion of the values of the EU such as protection and preservation of cultural heritage and supporting cultural and creative industries as one of the objectives of civil society thematic priority in IPA III.

### 3. List of actions proposed for IPA III support 2021-2024

#### PROGRAMMING YEAR 2021

**2021 Civil Society Action:** This Action consists of two activities. The activity titled ‘Women Friendly Cities (WFC) -III’ aims to improve the institutional capacity of municipalities to advance into becoming “women friendly” and of CSOs to ensure inclusiveness and better cooperation with municipalities regarding rights-based approach, equality of women and men

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<sup>29</sup> [http://ec.europa.eu/enlargement/pdf/civil\\_society\\_conference/civil-society-dialogue-between-the-eu-and-candidate-countries\\_2005-06-29\\_en.pdf](http://ec.europa.eu/enlargement/pdf/civil_society_conference/civil-society-dialogue-between-the-eu-and-candidate-countries_2005-06-29_en.pdf)

<sup>30</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52018DC0267&from=EN>

<sup>31</sup> <https://www.coe.int/en/web/conventions/full-list/-/conventions/rms/0900001680083746>



in local policies and service delivery which are of primary importance for a democratic society. The activity ‘Turkey-EU Business Dialogue (TEBD) II’ will address the capacity development needs of Turkish chambers as well as the need of both EU and Turkish chambers to build relationships that support not only their members’ business interests and trade between Turkey and the EU, but also the enlargement policy priorities. Therefore, capacity development of chambers and business dialogue constitute the two core strategic objectives of this activity.

## PROGRAMMING YEAR 2022

**Jean Monnet Scholarship Programme:** this Action is a continuation of a series of a highly successful cooperation with EU institutions in recent years that aims at bringing public, private and university sector affiliates closer to EU integration agenda through educational and professional exchanges. In this respect, the action contributes primarily to the dialogue objective.

**Establishing Creative Economy Centre to shift the culture in Istanbul:** Within the scope of the Action, cooperation between public sector and CSOs will be strengthened for reducing the negative impacts of the pandemic to cultural and creative industries and the capacities of CSOs active in the design, cultural heritage and creative sectors will be increased through capacity building, networking and civil society dialogue both at national and European level.

**Supporting Social Entrepreneurship in Turkey:** Within the scope of the Action, a more conducive and sustainable environment for civil society in Turkey will be enabled via promoting social innovation and social entrepreneurship in Turkey.

## PROGRAMMING YEARS 2023 AND 2024

The following actions under TP1 are envisaged for 2023-2024:

**Improving Turkish Notary System:** this Action Document comprises only 1 Action Fiche that aims at increasing the efficacy of the notary system and its functioning. The project aims at bringing the country’s system closer to best practices in the EU and overseas. Advisory and capacity building will be provided to transfer part of the current mandate provided by courts of law to notary and also introduce better protection of citizens when dealing with notary services. The Action will also provide recommendations regarding qualification, certification, insurance cover, etc.

The following actions under TP3 are envisaged for 2023-2024:

- Harmonisation of Fighting Against Cyber Crime Methods of Gendarmerie General Command with EU Standards

*This action aims to fight against cybercrime more efficiently in line with EU norms and best practices that includes activities for determining institutional strategy and concept on fight against cybercrimes and capacity building components for trainings and training instruments as well.*

- Strengthening the Capacity of Customs Enforcement Forensic Laboratory

*The overall objective of the action is to strengthen the capacity of the Directorate General of Customs Enforcement (DGCE) to fight against smuggling and organised crime. This action includes activities to improve the human resource capacity of the Narcotics and Psychotropic*

*Analysis Unit of the lab and the technical capacity of the laboratory; to implement efficient judicial investigations; to improve the quality and quantity of the data submitted to EMCDDA and to develop better functioning of the early warning mechanism.*

- Improving the Institutional Capacity of DG Customs Enforcement as a Law Enforcement Body

*The action aims to improve the capacity of DGCE to fight against smuggling and organised crime through; (i) Standardizing and improving the technical capacity of DGCE in preparing technical specifications, test and acceptance of the customs detection equipment, maintenance procedure, performance measurement of the equipment, etc., (ii) Enhancing the human resource capacity by standardizing the procedures for recruitment of the personnel, training, performance measurement, etc. and (iii) Boosting the image and visibility of the DGCE in public.*

- Strengthening Risk Based AML/CFT Supervision Capacity

The following actions under TP4 are envisaged for 2023-2024:

- Establishing of Database for Missing and Unaccompanied Immigrant Children

*This action aims to develop joint network mechanism for pursuit of unaccompanied immigrant children at the interinstitutional level between Turkey and EU that prevents immigrant child victims of crime*

- Enhancing the Efficiency of the Gendarmerie General Command on Fighting Against Irregular Migration

*This action aims to increase the efficiency and capacity of the Gendarmerie General Command in the fight against irregular migration, to manage security services more effectively and to carry out the transfer of foreigners in a controlled and safe manner*

The following actions under TP7 are envisaged for 2023-2024:

- Jean Monnet Scholarship Programme
- Social Impact Investment Fund
- Improving the Legal Environment and Increasing the Institutional Capacity of the Directorate General for Relations with Civil Society
- Improving the Institutional Capacity of Directorate General of Foundations and Supporting Public-CSO Cooperation
- Civil Society Dialogue Between Turkey and the EU: Together Towards a Common Future
- Civil Society Support Programme IV
- Strengthening Capacity of the Local CSOs to Contribute Vulnerable Group Resilience Affected from COVID-19 Outbreak
- Strengthening Civil Society Sector Coordination and Public-CSO Cooperation
- Strengthening Volunteerism Culture of Youth and Supporting Capacities of Youth CSOs
- Improving the Institutional and Personnel Capacity of Sports Federations
- Live Civil Think Civil Produce Civil
- Strengthening the Mechanisms for Cooperation between the Municipalities and Civil Society Organisations and Capacities on New Urbanism in Turkey (Civic Engagement Programme-II)
- EU Turkey Intercultural Dialogue II
- Strengthening Civil Society - Private Sector engagement in Turkey to bolster dialogue with EU on market harmonization through Green Deal and Rights Based approach

#### 4. Indicative Budget and Implementation Plan 2021-2024

	Estimated Budget (EUR)	Implementation Plan
<b>Thematic Priority 1 – Judiciary</b>		
<b>2023-2024</b>		
Improving Turkish Notary System	2,640,000	Service contract (TA)
<b>Total Thematic Priority 1 (2023-2024)</b>	<b>2,640,000</b>	
<b>Total Thematic Priority 1 (2021-2024)</b>	<b>2,640,000</b>	

	Estimated Budget (EUR)	Implementation Plan
<b>Thematic Priority 3 – Fight against organised crime / security</b>		
<b>2023/2024</b>		
Harmonisation of Fighting Against Cyber Crime Methods of Gendarmerie General Command with EU Standards	1,700,000	AD submission date: TBC Indirect Management: Twinning
Strengthening the Capacity of Customs Enforcement Forensic Laboratory	1,750,000	AD submission date: TBC Indirect Management: Twinning and Supply
Improving the Institutional Capacity of DG Customs Enforcement as a Law Enforcement Body	2,000,000	AD submission date: TBC Indirect Management: Service (TA)
Strengthening Risk Based AML/CFT Supervision Capacity	3,000,000	
<b>Total Thematic Priority 3 (2023-2024)</b>	<b>8,450,000</b>	
<b>Total Thematic Priority 3 (2021-2024)</b>	<b>8,450,000</b>	

	Estimated Budget (EUR)	Implementation Plan
<b>Thematic Priority 4 – Migration and border management</b>		
<b>2023/2024</b>		
Establishing of Database for Missing and Unaccompanied Immigrant Children	3,000,000	AD submission date: TBC Indirect Management: Twinning and Service (TA)
Enhancing the Efficiency of the Gendarmerie General Command on Fighting Against Irregular Migration	5,500,000	AD submission date: TBC Indirect Management: Twinning and Supply
<b>Total Thematic Priority 4 (2023-2024)</b>	<b>8,500,000</b>	
<b>Total Thematic Priority 4 (2021-2024)</b>	<b>8,500,000</b>	

	Estimated Budget (EUR)	Implementation Plan
<b>Thematic Priority 7 – Civil society dialogue</b>		
<b>2021</b>		
Turkey-EU Business Dialogue II	6,000,000	AD submission date: March 2021 Indirect management: Grants: 2,500,000 Direct grant with EUROCHAMBERS: 3,500,000
Women Friendly Cities III	5,000,000	AD submission date: March 2021 Indirect Management with pillar assessed organisation (UNFPA): direct grant (5,000,000)
<b>Total Thematic Priority 7 (2021)</b>	<b>11,000,000</b>	

2022		
Jean Monnet Scholarship Programme	15,600,000	AD submission date: November 2021 Indirect Management: grants (14.000.000) and service (1.600.000)
Supporting Social Entrepreneurship in Turkey	6,000,000	AD submission date: November 2021 Indirect Management: Grants (4.000.000) and Service (2.000.000)
Establishing Creative Economy Centre to shift the culture in Istanbul	18.000.000	AD submission date: November 2021 Indirect Management: Service
<b>Total Thematic Priority 7 (2022)</b>	<b>39,600,000</b>	
2023 / 2024		
Improving the Legal Environment and Increasing the Institutional Capacity of the Directorate General for Relations with Civil Society (DGRCS)	3,000,000	AD submission date: TBC Indirect Management: service (TA)
Improving the Institutional Capacity of Directorate General of Foundations and Supporting Public-CSO Cooperation	2,000,000	AD submission date: TBC Indirect Management: service (TA)
Civil Society Dialogue Between Turkey and the EU: Together Towards a Common Future	7,000,000	Indirect Management 2 grant schemes (1. Green Deal Grant Scheme: EUR 3,000,000; 2. Grant Scheme for Contribution of CSO for Future of EU-Turkey Relations: EUR 1,000,000) and service (TA): 3,000,000)
Civil Society Support Programme IV	5,500,000	Indirect management: 3 grant schemes (4,000,000) and service (TA): 1,500,000
Strengthening Capacity of the Local CSOs to Contribute Vulnerable Group Resilience Affected from Covid-19 Outbreak	4,000,000	Indirect management: direct grant with Turkish Red Crescent (Türk Kızılayı) - at least 50% of the budget will be distributed to CSOs through sub-granting
Strengthening Civil Society Sector Coordination and Public-CSO Cooperation	3,000,000	Indirect management: service (TA)
Jean Monnet Scholarship Programme	15,600,000	AD submission date: TBC Indirect Management: service (TA) and grant schemes (1,600,000 + 14,000,000)
Strengthening Volunteerism Culture of Youth and Supporting Capacities of Youth CSOs	8,500,000	AD submission date: TBC Indirect Management: service (TA) and grant scheme (4,500,000 + 4,000,000)
Improving the Institutional and Personnel Capacity of Sports Federations	3,250,000	Indirect Management: service (TA) and supply
Live Civil Think Civil Produce Civil	3,000,000	Indirect management: service (TA)
Strengthening the Mechanisms for Cooperation between the Municipalities and Civil Society Organisations and Capacities on New Urbanism in Turkey (Civic Engagement Programme-II)	6,000,000	Indirect management with pillar-assessed organisation (UNDP)
EU Turkey Intercultural Dialogue II	7,000,000	Indirect management: service (TA): 2,000,000 and grants scheme (5,000,000)
Strengthening Civil Society - Private Sector engagement in Turkey to bolster dialogue with EU on market harmonisation through Green Deal and Rights Based approach	3,000,000	Indirect Management with UNDP Direct grant (at least €1,500,000 will be allocated to CSOs via financial support to third parties)
Social Impact Investment Fund	20,000,000	Indirect Management with UNDP
<b>Total Thematic Priority 7 (2023/2024)</b>	<b>90,850,000</b>	
<b>Total Thematic Priority 7 (2021-2024)</b>	<b>141,450,000</b>	



## Window 2 – Good Governance, Acquis Alignment, Good Neighbourly Relations and Strategic Communication

### PART 1 – SECTOR CONTEXT AND RELEVANCE WITH THE ENLARGEMENT POLICY

#### 1. Consultation Process

The consultation process regarding IPA III programming concerning this Window included the following processes:

- Draft IPA III Regulation was shared with all IPA bodies in mid-2018 to let the stakeholders familiarise with key novelties and revised priorities,
- The entire concept of its Windows together with Thematic Priorities was introduced to all relevant public bodies in late April 2020,
- Public bodies (Lead Institutions and End Beneficiaries under IPA II) conducted their individual online meetings with the relevant stakeholders (other public and non-government actors) in May-June 2020 to inform about the new IPA Programme architecture,
- Appropriate online consultation meetings were held in the period May 2020-February 2021 to agree on Thematic Priorities that will be included for the years 2021-2022 and subsequent period; the process also included the collection of project ideas for IPA III support,
- Action Fiches were prepared and submitted to the Commission (without programming framework) within tight deadlines that laid down the foundation for IPA III intervention logic,
- Draft Strategic Response document was prepared as appropriate, and shared on 26 February 2021 and comments from the relevant stakeholders were received in March 2021,
- The final draft document was completed on 15 March 2021 and this version is the second draft after comments received from the Commission
- In addition to sectoral public consultations run by each relevant IPA body on sector level when preparing draft Action Fiches and draft Action Documents, the NIPAC office launched its own public consultation on the first draft of the Strategic Response document during a public event held on 25 July 2021 in Ankara. Stakeholders' feedback was captured through an online survey. In total, 568 individuals filled in the survey questionnaires till the deadline. About 29 % of the total number of respondents represented public institutions, such as ministries and public institutions under the supervision of ministries, governorates, municipalities and development agencies. 15% of the respondents represented state and private educational and research institutions, 21% non-governmental organisations, trade unions and other non-state actors, as well as occupational institutions. 10 % of respondents represented some institutions that do not fit to any of the aforementioned categories and 25% of the respondents were individuals not connected to any specific institution.
- “45% of the total respondents found IPA III – Window I “Rule of law, fundamental rights and democracy” as most important for Turkey in the context of EU accession. According to the respondents, the second most important IPA III window is Window III “Green agenda and sustainable connectivity” with 25%, followed by IPA III – Window IV “Competitiveness and Comprehensive Growth” with 22% and IPA III –

Window II “Good governance, alignment with the acquis, good neighbourly relations and strategic communication” with 8%”.

## 2. Alignment of Beneficiary’s Strategies with IPA III Programming Framework

Window 2-wise, the main Turkey’s policy document is the **11<sup>th</sup> National Development Plan**, which establishes the country’s strategic policy framework and sets the scene for sectoral, cross-cutting and territorial policies and programmes. The 11<sup>th</sup> National Development Plan is adopted by the Grand National Assembly of Turkey and implemented through the **Annual Programmes of the Presidency**. *Chapter 2.5.2 Good Governance* of the Plan is the main guidance as to how Turkey intends to increase sound governance in its public sector and engage in international cooperation, including delivery on the main Sustainable Development Goals. Good governance relates to transparency, accountability, administrative structures, policy making, strategic management in public sector, local administrations, e-government, increasing capacities for cooperation with other countries (including visibility of the Republic of Turkey in the Global Development Agenda) and regional cooperation.

The 11<sup>th</sup> National Development Plan sets as a main objective to establish accountability in public administration, strengthen participation, equal and fair treatment in public service delivery and increasing transparency.

The Presidential Annual Program of 2022 prepared in this direction and contains efforts that are underway to:

- Ensure active participation of citizens and all relevant parties in policy-making processes,
- Make the allocation and use of public resources accessible to the public in an understandable, traceable and comparable way, and

Implement mechanisms that will strengthen the state-citizen relationship in order to increase the standards of democracy.

While the NDP provides general policy guidance, the relevant institutions are responsible for drawing up their individual action plans and develop measures to deliver on the NDP agenda. There are no specific overarching public programmes that correspond e.g. to the broader Public Administration Reform but there are guidelines in place that steer reforms separately at different tiers of the government and public administration after the introduction of Presidential system.

### **Thematic Priority 1 – Good governance**

One of the main objectives of the NDP under Good Governance Chapter is to increase transparency and establish accountability in public administration, to strengthen citizen participation and to ensure equal and fair treatment in providing public services. The Plan sets several policies and measures to attain these objectives, including strengthening the coordination of economic activities, making the allocation and use of public resources available to the public, and online publishing public procurement processes. In terms of local administration, in line with the Development Plan some key planned activities and actions to improve governance include *inter alia*: update of Performance Audit Guide, guidelines by Ministry of Environment, Urbanisation and Climate Change for the elaboration of more efficient local strategic plans, standards for local administration services, strengthening of



citizens' participation and supervision role in municipal decision-making, etc. Special attention is paid to e-Government Gateway, which will integrate more services for citizens that are currently provided by different spheres of public administration. Strategic management is yet another key topic introduced through the NDP which the primary aim is to increase the efficiency of its implementation in the public sector and to implement the understanding of accountability in all stages of management cycle from planning to monitoring and evaluation. Within this framework, several policies and measures are determined including domestically funded actions that will increase the capacity of Strategy Development Units, and to strengthen the efficiency of internal control frameworks/systems and internal audit practices on all tiers of Turkish administration. Lastly, in terms of statistics, the NDP refers to the importance of producing statistics in certain areas in accordance with new technologies and international standards, the need for researches in the field of digital transformation and big data and the need for up-to-date statistics for strengthening policy-making and decision-making processes.

The Medium Term Programme (MTP) 2022 -2024<sup>32</sup> emphasizes the efficient and effective use of public resources, activating decision-making mechanism and increasing transparency and accountability in the field of public finance. MTP (2022 -2024) also accentuates the needs for further digitisation, including taxation, auditing, etc. The Programme advocates for the improvement of statistics and in this context, it intersects with the Official Statistics Programme 2017-2021, which focuses on the importance of producing timely, reliable, transparent and impartial data required at national and international level and aims at structuring and broader use of Big Data concept<sup>33</sup>. In terms of digitalization, the Digital Audit Project and the Taxpayer Portal Project of Tax Inspection Board can be given as examples in the area of taxation. In terms of the first project, the aim is to transfer all tax inspections to the electronic environment and to transform the labour-intensive processes to technology-intensive processes in tax inspections. In terms of the second project, on the other hand, the aim is to increase the tax awareness and taxpayer rights' awareness in the context of a taxpayer-oriented and participatory management approach.

The main policy framework of the Economic Reform Package (or Economic Reform Action Plan, announced on March 2021 by the President Mr. Erdogan, stands as EREP) has shaped in line with the economic developments of pandemic period and the sectoral needs, to strengthen the macroeconomic stability, increase competitiveness and efficiency, improve the transparency, predictability and accountability. This package has two main policy dimensions as macroeconomic policies and structural reforms. The macroeconomic policies aim to strengthen the fiscal discipline, ensure price stability, strengthen financial sector, improve current account balance and increase employment. Structural part of the package includes enhancing corporate governance, stimulating investments, easing domestic trade, increasing competition, improving investment environment and ensuring a well-functioning market surveillance. Relevant ministries, institutions and non-governmental organizations work in close cooperation during the implementation phase of the program as well as during the creation phase. Considerable work has been done in accordance with the reform agenda. In this regard, the budget process was simplified and the transparency of budget implementations were increased, the access of small and medium sized enterprises to finance via Credit Insurance System was enhanced. Also, the institutional governance was strengthened by establishing Price Stability Committee to monitor the shocks that pose risks to the disinflation process and

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<sup>32</sup> [https://www.sbb.gov.tr/wp-content/uploads/2021/10/Medium\\_Term\\_Programme\\_2022-2024.pdf](https://www.sbb.gov.tr/wp-content/uploads/2021/10/Medium_Term_Programme_2022-2024.pdf)

<sup>33</sup> [http://www.officialstatistics.gov.tr/media/files/2018/07/05/Official\\_Statistical\\_Programme\\_2017-2021.pdf](http://www.officialstatistics.gov.tr/media/files/2018/07/05/Official_Statistical_Programme_2017-2021.pdf)

Financial Stability Committee and Economy Coordination Board to enhance the cooperation between relevant public institutions

Turkish Public Administration System has undergone a major restructuring with the Public Financial Management and Control Law No:5018. The 5018 Law, which regulates the area of public financial management, sets up the institutional planning system based on medium term strategic plans, annual performance programs and annual accountability reports via which the PAR objectives are implemented. In the aftermath of this structural reform, many secondary regulations have been prepared. Turkey has been still applying new programs in public administration when necessary within its domestic policy making process which are all included in main policy documents such as Development Plans, Presidential Annual Programmes etc. The recent Economic Reform Program which was published in March 2021 also gives a detailed information on the actions that will be implemented.

Additionally, e-Export Strategy and Action Plan (2018-2020)" was approved, which was prepared by the Ministry of Trade (2018/1 dated January 31, 2018). Enabling product safety and control in cross-border e-commerce is one of the objectives of the Turkish e-Export Strategy and Action Plan. It is indicated in this document that product safety and meeting international technical standards are strategically important.

Good economic governance is crucial for ensuring a sustainable and inclusive economic growth and increasing competitiveness. Therefore, further improvement of institutions involved in the annual ERP process, improving the effectiveness of fiscal and monetary policy and the capacity of institutions that have a role in the economic and monetary policy making (Chapter 17: Economic and Monetary Policy), strengthening the financial sector and the stability of financial institutions (Chapter 9: Financial Services) are key for ensuring inclusive economic growth and competitiveness. In the Economic Reform Programme (ERP 2021-23), various activities are planned to achieve these objectives. In this context, activities for improving business and investment environment and reducing informality will be given priority. In line with the requirements of the European Green Deal, R&D, innovation and digital transformation projects which will ensure necessary transformation of the industrial infrastructure and enhance productivity will be prioritized to contribute to socio-economic recovery after Covid-19.

### **Thematic Priority 2 – Administrative capacity and *Acquis* alignment**

Turkey aims at supporting green and digital transformation of the economy while ensuring a balanced and sustainable economic recovery in the post-Covid period. Joint Conclusions of the Economic and Financial Dialogue between the EU and Western Balkans and Turkey emphasised the importance of fostering a strong recovery via further improvement of macroeconomic, budgetary and structural policies. Therefore, sustained reform is also needed on several aspects of the economic *acquis*, such as requirements relating to economic criteria, free movement of capital (chapter 4), financial services (chapter 9), economic and monetary policy (chapter 17). Turkey's National Action Plan for the EU Accession (2021-2023) include actions on these chapters.

Other policy documents contemplated in the description of TP1 are also relevant to this Priority being that better quality statistics and enhanced strategic planning will also contribute to better evidence-making policy and alignment of statistics with EUROSTAT standards.

Among others, under this TP the Commission expects that Turkey to increase the coverage and effectiveness of market surveillance measures and inclusion of product safety provisions on e-commerce to the new framework legislation is welcomed (2020 Turkey Report, p. 67-68, 102). Furthermore special provisions on this are already made in the National Development Plan and National Market Surveillance Strategy Document for 2019-2021 to keep pace with the changing and improving conditions in market surveillance system in Turkey.<sup>34</sup>

Also, the Turkish Law on Product Safety and Technical Legislation No 7223 was published in Turkish Official Gazette in 12 March 2020 and it will enter into force one year after its publication, in March 2021. The law aims to set up a general framework to define the main characteristics of the system, states the main principles to be followed and establishes fines for non-compliances or violations against these principles.

The Law no 7223 has been prepared in line with the related EU legislation and also has provisions for better implementation in Turkey, such as administrative fines. The basis and starting point of the law is technical regulations. According to our Law, all products should be safe and in compliance with the relevant technical regulation. For the products where there are no technical regulations then general product safety principle applies.

Within this context, the aim of the Law is to ensure that the products placed on the market, imported to the market and made available on the market are safe and in compliance with the related technical regulations. Besides, the Law strengthens the responsibilities of the public authorities for an effective market surveillance and for this purpose lays down the rules and procedures, openly stating the obligations of the Parties, such as traceability. The Law also specifies the responsibilities of the manufacturer, importer, distributor, authorised representative separately in accordance with the current EU legislation. With the law, recall mechanism and product liability has been incorporated to Turkish legal system in line with the EU legislations. In addition, the Law creates a framework for the market surveillance on e-commerce and distance sales. Turkey has been acknowledged to have achieved a good level of preparation for legislative alignment of consumer and health protection and encouraged for ensuring effective protection of consumers by better enforcement and better coordination of and cooperation with consumer groups in the 2021 Turkey Report. In order to achieve further acquis alignment, Turkey has started the preparation work for integrating the fundamentals of 'The New Deal for Consumers' (Directive (EU) 2019/2161) and prepared a draft piece of legislation on unfair commercial practices and amendments on the Law on Consumer Protection. Just as the New Deal for Consumers, Directive 2019/770 on Digital Content and Services and Directive 2019/771 on Sale of Goods are to be taken into account in the recent legislation preparation efforts.

As far as the consumer groups are concerned, the level of cooperation has now reached to a peak with the implementation of IPA-II projects in the field of consumer protection. The consumer organizations have formed the first confederation under the facilitating role of the government and DGCPMS prepared the first Strategy Plan on Consumer Organizations. The Strategy Plan was a result of previous IPA project activities' inputs as well as the inventory, field research and consultation activities conducted together with the consumer organizations. In line with the recommendations in the Strategy Plan, a new governmental unit called 'Consumer Organizations Coordination Branch' was established in 2021 under the same DG and it has been dedicated solely to the coordination of and cooperation with the consumer

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<sup>34</sup> <https://ticaret.gov.tr/data/5b88054b13b8761160fa1e70/2019-2021%20PGD%20Stratejisi.pdf>

organizations. The establishment of this unit has been underlined in the 2021 Country Report. The Report addresses the developments in this field via highlighting the fact that the dialogue among consumer NGOs was strengthened and the first confederation of consumer organisations was established. Countrywide trainings for judges and arbitration committee members, traders, public institutions and consumer have also been regarded as positive efforts to improve the overall performance of the stakeholders within the consumer protection system.

Especially in the last three years, the interaction among the stakeholders from public, civil society, business and academic circles in the sphere of consumer protection has drastically increased. The underlying material factor behind such an increase in the frequency, intensity and quality of this interaction was the availability of resources and opportunities provided by the EU. The preparation of a new consumer policy document (electronic copy of which is available at the DGCPMS) with the participation of experts from public authorities, judiciary members, consumer organizations and academicians and the training programmes on project cycle management, financial management and consumer law were amongst the most prominent examples of such cooperation.

Regarding the various policy areas, efforts for updating Turkey-EU Customs Union on the basis of mutual benefit and cooperation will also be carried out carefully.

#### **Thematic Priority 4 – Strategic communication, Monitoring and Evaluation and communication activities**

Turkey's EU Communication Strategy has been implemented since 2010 in order to show an accurate picture of Turkey, as well as to increase domestic and international support for Turkey's membership to the EU.

The Strategy has two dimensions. The first dimension covers communication within the country, which aims to contribute to the domestic perception of the EU, its institutions and the EU accession process. The second dimension of the strategy aims to ensure an increased presence of Turkey's membership on the EU agenda and to bolster support for Turkey's EU membership by informing EU citizens of the facts about Turkey to overcome misperceptions.

The role and importance of communication (and new tools supporting this activity) is rapidly increasing, especially in the times of the COVID-19 outbreak. Strategic communication evolves and shapes up in line with rapid socio-cultural changes, and frequently is linked to governance tools, both with regards to public and private sector.

This Priority refers to bilateral exchange between Turkey and the Commission and between the beneficiary country and the broader society in the context of promoting EU values, including cross-cutting issues and the use of monitoring and evaluation tools. Actions under this TP will be funded through individual actions and (in 2023-2024) from horizontal actions across major IPA III sectors (environment, competitiveness, transport, etc.).

Innovative IPA III funded projects will be implemented in the coming period on the basis of mutual understanding of communication, to discuss the future of EU- Turkey relations with all the stakeholders involved and organize various events in Turkey and in the EU which is complementary to P2P relations. Within this context, the preparatory works for submitting a project to 2023 financing programming period will be carried out.

Strategic communication and other aspects under this Window are the domain of the NIPAC office, in line with the previous IPA Regulations reflected in national by-laws/legislation hierarchy. Other line Ministries may also be involved, as appropriate.

Turkey's strategic document and hands-on practices within this Window correspond to parts of the two IPA III Specific Objectives focusing on:

- Reinforcement of the effectiveness of public administration and support transparency, structural reforms, judicial independence, fight against corruption and good governance at all levels, including in the field of public procurement, state-aid, competition, foreign investments and intellectual property (this objective also intersects with part of Window 1 contents).

### 3. Coherence of Beneficiary's Strategies with the EU Enlargement Policy

The EU Enlargement Package included in COM (2020) 660 final emphasises the importance of strategic communication, especially in the context of resilience-building, cyber security and migration. Turkey has put in place sufficient measures to counteract irregularities in the cyber space through hands-on approach (sometimes policies are restricted and may not be within public domain). Turkey has recently updated its National Action Plan for the EU Accession, which brings about new proposals for the negotiation of different *Acquis* chapters that will be reflected in the 2023-2024 action package. Strategic communication issues in focal policy points and integrated people-to-people contacts are also addressed by project proposals within the remit of Window 1 (while others in other relevant sectoral Windows).

The 11<sup>th</sup> NDP covering 2019-2023 sets the overall development objectives and measures for PAR, which are expected to transform into more operational steps through the institutional planning system, and be monitored through the annual accountability reports. The *chapter 2.5 on "Rule of Law, Democratization and Good Governance"* of the 11<sup>th</sup> NDP amongst other issues, sets out the reform agenda for engagement of civil society, transparency, accountability, administrative structure and policy-making, strategic management in the public sector, human resource management and e-government in delivering public services.

Public financial management is an integral part of Turkish public administration reform efforts, which are based on good economic governance and sustainable socio-economic and structural reforms. Although public financial management system covers a number of sub-systems, including revenue administration, budget preparation, budget execution, public debt, public procurement, accounting and reporting, public internal financial control and external audit, Turkey so far achieved a comprehensive public financial management reform thanks to the reforms done in various sub-systems.

In the area of PFM, IPA I and II have focused on strengthening the public financial management in Turkey via improving strategic management and planning (to better link policy and budgeting), including by designing necessary softwares; building the institutional capacity of relevant public administrations like Ministry of Treasury and Finance and Revenue Administration; strengthening accounting systems and reporting; strengthening the independency and effectiveness of external audit; improving transparency and accountability of the public financial management system; improving the planning and implementation of public investments, including at local level. Therefore, under public financial management, IPA III is expected to support Turkey to implement and upgrade its reform strategies to ensure fiscal sustainability and sound management of public finances as applicable in the EU.

2020 EU Enlargement Strategy states that public administration reform, which includes increased transparency and accountability as well as sound public financial management, is essential for improving governance at all levels. Overall, the existing Turkish policy papers and documents (as highlighted in the previous Section) aim at contributing to better governance (internal control frameworks/systems), increased accountability, programme-based performance budgeting, more efficient taxation, improved statistics for national accounts indicators (ESA 95) and in the agricultural sector. ERP 2021-2023 also contains the measures to address in the aforementioned areas including the improvement of data collection processes and increasing the capacity of evaluation in agricultural statistics. The ERP 2021-2023 advocates for better compliance with the European System of National and Regional Accounts (ESA 2010) as well. Moreover, ERP 2021-2023 also encourage to enhance program budget system which aimed to strengthen the link between public resources and public spending, to contribute to transparency and accountability and to increase the visibility of performance information in public administrations.

Turkey has been an important trade partner for decades with the EU and product safety, market surveillance and e-commerce has become essential policy areas important for both sides. 2020 Turkey Report provides that the country is at good level of preparation for the free movement of goods but further increase of capacity in market surveillance is emphasized (p.67-68, 102) In 2019 report, market surveillance need for products marketed through e-commerce is highlighted.

Participation in Union Programmes and agencies is an important element during accession. Turkey currently participates in Customs and Fiscalis Programmes to improve the operations of tax system.

For 2021-2027, Turkey may participate in Union programmes and agencies such as, but not limited to such Customs, Fiscalis, Integrated Border Management Fund, which are relevant for Window 2.

#### 4. Sectoral Analysis

Window 2 is a unique IPA III pillar as it comprises horizontal issues (including communication) between the Commission, the country (NIPAC) and its citizens alongside stakeholder organisations, and significant parts of foreign policy, which may be exercised independently from the priorities of the European Union (even inside the EU block there are divisions as to how to address the current situation e.g., in North Africa, especially in Libya). It is hardly possible to precisely define sectors within Window 2 since the corresponding Specific Objectives have a cross-cutting character, as already contemplated above.

Presidency of Strategy and Budget, Ministry of Treasury and Finance, and Court of Accounts are responsible for different aspects of PFM in Turkey. Ministry of Treasury and Finance takes place in the preparation of financial and economic policies and is responsible for implementing them. Therefore, the Ministry is related with Chapter 5 Public Procurement, Chapter 16 Taxation, Chapter 17 Economic and Monetary Policy, Chapter 18 Statistics and Chapter 32 Financial Control.

The DEUA of the Ministry of Foreign Affairs is largely responsible for strategic communication together with the relevant Operating Structures. The larger structure of the Ministry of Foreign Affairs is in charge of the regional and bilateral exchange included in the scope of the Window while other public or non-governmental organisations are responsible for

various aspects of good governance topics. In case of e-services the respective line Ministry is in charge, e.g., Ministry of Health - for e-health services, Ministry of Trade - for e-commerce, while for instance the Union of Municipalities of Turkey - for the promotion of excellence and good practice in the local administration sphere. There is also Union of Provinces acting on regional and supra-regional level. The Directorate General of Local Authorities in the Ministry of Environment, Urbanization and Climate Change is the overall coordination unit, on the local authority-related government policies. However, for better coordination of IPA funding, the Directorate for EU Affairs takes over the role of the Lead Institution in case the respective entity does not originate from public sector or when an IPA II primary or secondary sector relates to several public bodies. Ministry of Trade exercises its mandate through specialised bodies, namely: i) Market Surveillance and Product Safety Assessment Board, and ii) Market Surveillance Coordination Board.

## 5. Coherence of Sectoral Strategies with Regional and Global Strategies

The majority of priorities within the framework of Window 2 relate to SDG 16 (Peace, Justice and Strong Institutions), particularly to the targets such as: Substantially reduce corruption and bribery in all their forms, develop effective, accountable and transparent institutions at all levels, Promote and enforce non-discriminatory laws and policies for sustainable development. Turkey also plays an important role in the region and its institutions contribute to the target Broaden and strengthen the participation of developing countries in the institutions of global governance. Some actions respond to SDG 17 and its following targets: Strengthen domestic resource mobilization, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection.

The SDG 11 (Sustainable Cities) highlights the importance of local authorities in global development. Also, the 2016 – 2036 agenda of Urbanization (so called the New Urban Agenda of UN) also emphasises the importance of capacity development at local authority level.

The Turkish Constitution guarantees equal treatment of men and women. Actions financed under IPA III assistant will thus be implemented by complying with the principles of preventing all forms of discrimination and promoting positive discrimination. In particular, equal opportunities will be given in competition for employment at both project and Action level. These rights will continue to be monitored on a regular basis by the relevant Public Services Commission.

## PART 2 – PRIORITIES, OBJECTIVES AND ACTIONS UNDER IPA II ASSISTANCE

### 1. Consultation Process

The consultation process for the selection of IPA III Thematic Priorities and objectives was conducted in line with the deadlines required by the Commission. The selection of the Priorities and objectives was exercised through bottom-up approach in which all potential beneficiaries were required to submit their draft action proposals in the form of Action Fiches to each Lead Institution. These proposals were subsequently clustered around Thematic Objectives and Windows and submitted to NIPAC and Presidency of Strategy and Budget for relevance checks. These were then transmitted to the Commission services for pre-approval, which was only communicated to NIPAC late December 2020. The outcome served as the base for further public consultation for project prioritisation and the development of the relevant project ideas within the Thematic Priorities for the remaining years of IPA III.



The consultation process with relevant public institutions was conducted in February 2021

## 2. Key thematic priorities

The following Thematic Priorities were selected for the years 2021-2022; TP1: Good governance and TP2 Administrative capacity and *Acquis* alignment.

### **Thematic Priority 1 – Good governance**

While a significant number of interventions in this area is financed from domestic resources, Turkey is keen to take advantage of sharing best EU and international practices with the aim of fostering excellence of the local administration sphere on numerous aspects.

### **Thematic Priority 2 – Administrative capacity and Acquis alignment**

Digitalisation is one of the key objectives of the 11<sup>th</sup> National Development Plan and several sectoral policies in Turkey. Interventions in this area will relate to more efficient surveillance of e-services, especially for e-commerce. Turkey aims at bringing its legislative framework closer to that in the EU with regards to product safety, consumer protection, especially when e-trading across the borders as e-commerce export is one of the country's key policy objectives. This TP priority may provide assistance in the areas relevant for the internal market (free movement of goods, freedom of movement for workers, right of establishment and freedom to provide services, company law, intellectual property rights, information society and media) and for actions on better functioning of the Customs Union as well including trade facilitation and customs aspects in the following years of the IPA period.

It is expected that the interventions under this TP will contribute to the following IPA III Specific Objective: Reinforce the effectiveness of public administration and support transparency, structural reforms, judicial independence, fight against corruption and good governance at all levels, including in the field of foreign investments and intellectual property. Also, the enhancement of public administration capacities and digitalisation efforts are prioritised in the IPA III Programming Framework.

## 3. List of Action Proposed for IPA III Support 2021-2024

Actions covered under this window will mainly be addressed through stand-alone actions.

### **PROGRAMMING YEAR 2021**

This Window combines Actions aimed at supporting good governance in public sector:

**Establishment of an effective e-commerce surveillance system:** This Action will support Turkey's accession progress by improving the country's legal and administrative capacity in terms of the free movement of goods and digitalisation in line with the EU *acquis*. It also contributes to the thematic priority: Administrative capacity and *acquis* alignment.

This action will strengthen Turkish market surveillance authorities' (MSAs) capacities to carry out efficient market surveillance (MS) activities for products sold online; will support the establishment of effective cooperation mechanism with regards to the e-commerce surveillance activities; will increase the awareness level of online sellers with regards to their legal

obligations concerning the safety of products sold on their platforms and will also increase the awareness level of consumers who purchase goods online.

Finally, the Action will also contribute to a better implementation of the Customs Union Decision dated 1995, since Turkey is responsible for the harmonisation of the EU legislation on product safety,

## **PROGRAMMING YEAR 2022**

**Supporting excellence of local authorities:** interventions aim at increasing capacities of local authorities for better delivery of their services through replication of best EU practices in local administrations.

**Result Oriented Monitoring in Turkey – Phase IV:** Result Oriented Monitoring Phase IV project is a continuation of the previous phases of ROM projects. The project aims to provide objective and impartial assessment of performance of selected ongoing and ex-post interventions that are implemented under IPA assistance, provide support to NIPAC and LI/OSs to improve the quality of intervention logics, logframes as well as monitoring and reporting systems of selected interventions, to improve the capacities of Turkish institutions on monitoring and evaluation related topics and improve the visibility and public perception of IPA assistance by promoting the results and achievements created by IPA projects under all sectors.

## **PROGRAMMING YEARS 2023 AND 2024**

**Town twinning:** is a continuation of the earlier two successful activities to enhance capacities of local administration to provide innovative, inclusive and sustainable services for all in their constituencies. The third edition will include a complementary grant component to ensure better participation.

The following actions under TP1 are envisaged for 2023-2024:

- Strengthening the Capacity in Monitoring, Evaluation and Reporting Processes in Public Financial Management

The following actions under TP2 are envisaged for 2023-2024:

- Increasing Tax Compliance by Raising the Level of Tax Literacy
- Alignment of Turkish Statistical System to European Statistical System with Using New Data Sources and Technologies
- Improving Turkish Notary System

The following action under TP4 is envisaged for 2023-2024:

- Strategic Communication Facility to support EU Accession Process

#### 4. Indicative Budget and Implementation Plan 2021-2024

	Estimated Budget (EUR)	Implementation Plan
<b>Thematic Priority 1 – Good governance</b>		
<b>2021</b>		
Supporting excellence for local authorities - SELA	3,000,000	AD Submission date: March 2021 Service contract (TA)
<b>Total Thematic Priority 1 (2021)</b>	<b>3,000,000</b>	
<b>2023-2024</b>		
Town Twinning between Turkey and The EU Phase –III (TT-III: Twinning for Sustainable Tourism)	5,000,000	AD Submission date: TBC Service contract (TA) and grants (2,500,000 – 2,500,000)
Strengthening the Capacity in Monitoring, Evaluation and Reporting Processes in Public Financial Management	1,500,000	Indirect management There will be a procurement for technical assistance under this action.
<b>Total Thematic Priority 1 (2023-2024)</b>	<b>6,500,000</b>	
<b>Total Thematic Priority 1 (2021-2024)</b>	<b>9,500,000</b>	

	Estimated Budget (EUR)	Implementation Plan
<b>Thematic Priority 2 – Administrative capacity and Acquis alignment</b>		
<b>2021</b>		
Sustainable E-commerce	2,250,000	AD Submission date: September 2021 Service contract (TA)
<b>Total Thematic Priority 2 (2021)</b>	<b>2,250,000</b>	
<b>2022</b>		
Result Oriented Monitoring in Turkey – Phase IV	2,750,000	
<b>Total Thematic Priority 2 (2022)</b>	<b>2,750,000</b>	
<b>2023-2024</b>		
Alignment of Turkish Statistical System to European Statistical System with Using New Data Sources and Technologies	840,000	Indirect Management <i>and/or</i> Direct Grant <i>and/or</i> Technical Assistance
Increasing Voluntary Tax Compliance by Raising The Level of Tax Literacy	4,000,000	Indirect Management
<b>Total Thematic Priority 2 (2023-2024)</b>	<b>4,840,000</b>	
<b>Total Thematic Priority 2 (2021-2024)</b>	<b>9,840,000</b>	

	Estimated Budget (EUR)	Implementation Plan
<b>Thematic Priority 4 – Strategic communication, Monitoring and Evaluation and communication activities</b>		
<b>2021</b>		
Strategic Communication Facility to support EU Accession Process –(TA)	3,000,000	
<b>Total Thematic Priority 4 (2023)</b>	<b>3,000,000</b>	
<b>Total Thematic Priority 4 (2021-2024)</b>	<b>3,000,000</b>	

## Window 3 – Green Agenda and Sustainable Connectivity

### PART 1 – SECTOR CONTEXT AND RELEVANCE WITH THE ENLARGEMENT POLICY

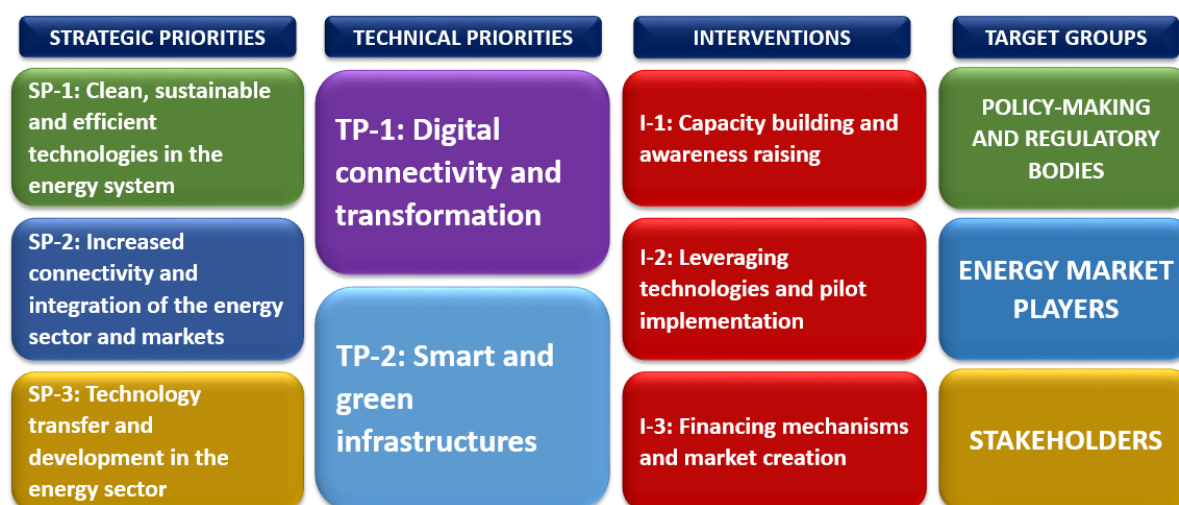
#### 1. Consultation Process

The consultation process regarding IPA III programming concerning this Window included the following processes:

- Draft IPA III Regulation was shared with all IPA bodies in mid-2018 to let the stakeholders familiarise with key novelties and revised priorities,
- The entire concept of its Windows together with Thematic Priorities was introduced to all relevant public bodies in late April 2020,
- Public bodies (Lead Institutions and End Beneficiaries under IPA II) conducted their individual online meetings with the relevant stakeholders (other public and non-government actors) in May-June 2020 to inform about the new IPA Programme architecture,
- Appropriate online consultation meetings were held in the period May 2020-February 2021 to agree on Thematic Priorities that will be included for the years 2021-2022 and subsequent period; the process also included the collection of action proposals for IPA III support,
- Action Fiches were prepared and submitted to the Commission (without programming framework) within tight deadlines that laid down the foundation for IPA III intervention logic,
- Draft Strategic Response document was prepared as appropriate, and shared on 26 February 2021 and comments from the relevant stakeholders were received in March 2021,
- The final draft document was completed on 15 March 2021 and this version is the second draft after comments received from the Commission
- In addition to sectoral public consultations run by each relevant IPA body on sector level when preparing draft Action Fiches and draft Action Documents, the NIPAC office launched its own public consultation on the first draft of the Strategic Response document during a public event held on 25 July 2021 in Ankara. Stakeholders' feedback was captured through an online survey. In total, 568 individuals filled in the survey questionnaires till the deadline. About 29 % of the total number of respondents represented public institutions, such as ministries and public institutions under the supervision of ministries, governorates, municipalities and development agencies. 15% of the respondents represented state and private educational and research institutions, 21% non-governmental organisations, trade unions and other non-state actors, as well as occupational institutions. 10 % of respondents represented some institutions that do not fit to any of the aforementioned categories and 25% of the respondents were individuals not connected to any specific institution.
- “45% of the total respondents found IPA III – Window I “Rule of law, fundamental rights and democracy” as most important for Turkey in the context of EU accession. According to the respondents, the second most important IPA III window is Window III “Green agenda and sustainable connectivity” with 25%, followed by IPA III – Window IV “Competitiveness and Comprehensive Growth” with 22% and IPA III – Window II “Good governance, alignment with the acquis, good neighbourly relations and strategic communication” with 8%”.

Ministry of Environment, Urbanization and Climate Change (MoEU) is the lead institution responsible for the overall Chapter 27: Environment in legislative drafting and policy making procedures, sharing the responsibility with other related ministries. Since environment and climate change sectors are multi-dimensional by their nature, contribution of all related sub-sectors in terms of their strategies, plans, objectives and targets are of the utmost importance for the consultation process. Detailed consultation process and its outcomes are attached to the document as Annex IV.

Special attention is drawn to Energy sector. Ministry of Energy and Natural Resources (MENR) acting as Lead Institution in this sector has recently launched IPA III Energy Dialogue process with the relevant sectoral target groups including: i) policy-making and regulatory bodies, ii) energy market players and iii) other relevant stakeholders such as research and development centres, energy start-ups, etc. As a consequence of the Dialogue meetings with the relevant target groups, MENR's developed its own detailed programming framework which fed into the preparation of the Strategic Response and appraisal of programming of the annual actions. MENR's Strategic Response Programming Framework for Energy Sector (2021-2027) outlining the strategic and technical priorities, interventions and target groups for IPA III energy sector programming is based on three strategic and two technical priorities, three intervention clusters and three target groups summarized in the below table..



**Table 1: Strategic Response Programming Framework for Energy Sector (2021-2027) in IPA III period.**

The Ministry of Transport and Infrastructure coordinated the drafting of the transport section through a working group formed by the experienced experts of the related ministerial units. By the same token, updated information was gathered from the relevant institutions of the Ministry via official communication. The remarks and comments of the respective governmental/non-governmental bodies (22 nongovernmental out of 70 in total) on the Strategic Response document were reflected in the document through a formal/informal consultation process.

## 2. Alignment of Beneficiary's Strategies with IPA III Programming Framework

The **11<sup>th</sup> National Development Plan** is Turkey's main strategic policy document, from which all sectoral and territorial development strategies stem. The 11<sup>th</sup> Development Plan is adopted by the Grand National Assembly of Turkey and implemented through the Midterm Programmes, Annual Programmes of the Presidency. This IPA III Window is largely associated with *Chapter 2.4 of the Plan - Liveable Cities, Sustainable Environment* covering numerous aspects that relate to regional development, urbanisation (including water and wastewater management, pollution), housing, urban transformation, urban infrastructure, protection of environment (protection of biological diversity, marine ecosystem, etc.) and disaster management and *Chapter 2.2 – Competitive Production and Productivity* where topics aligned with this Window concern energy infrastructure, rail system vehicles, energy, mining and construction; and *Chapter 2.5.2 – Good Governance* with topics such as e-Government applications in public services and sustainable development goals.

The Medium Term Programme (MTP) 2022-2024 highlights the policies and measures regarding the transition to green economy. MTP points out that the more severe impact of climate change all over the world has increased the importance of the transition to a green economy in a sustainable manner. With approaches such as the European Green Deal announced by the EU, the importance of climate change in economic policies will increase in the world under the leadership of developed countries. Besides, in order to minimize the negative effects of global climate change, investments in environmentally friendly production that use energy and resources efficiently will be supported. In accelerating green transformation, R&D studies will be supported, and necessary technologies for green production will be developed and disseminated.

The **Economic Reform Programme 2021-2023** highlighting structural reform priorities also makes reference to various aspects included in Window 3, emphasizing structural policies and measures on environment, agriculture, industry sectors and digital transformation to ensure strategic production and sustainability taking into account climate change and also including increase in share of renewable energy for electricity generation, development of financial mechanisms for energy efficiency that will have positive effect on environment, besides establishing digital transformation centers.

### **Thematic Priority 1 – Environment and climate change**

Complementary to the National Plan is more specific EU Integrated Environmental Approximation Strategy 2007-2023.<sup>35</sup> The fundamental purpose of this strategy document is to establish a healthy and viable environment by taking into consideration the economic and social conditions of Turkey and to provide the implementation of Turkish national environmental legislation by harmonising it with the EU Environmental Acquis and monitoring and controlling of its implementation. The Strategy has been updated in order to reflect new challenges, financial needs and sectoral developments.

Turkey Climate Change Strategy 2010-2023<sup>36</sup> is a more detailed response to the approximation plan, while Integrated Urban Development Strategy and Action Plan 2010-2023<sup>37</sup> refers to key environmentally friendly and more sustainable infrastructures in the context of rapid

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<sup>35</sup> <https://webdosya.csb.gov.tr/db/cygm/icerikler/ucses-belges--20180125144313.pdf>

<sup>36</sup> [https://webdosya.csb.gov.tr/db/iklim/edotordosya/iklim\\_degisikligi\\_stratejisi\\_EN\(2\).pdf](https://webdosya.csb.gov.tr/db/iklim/edotordosya/iklim_degisikligi_stratejisi_EN(2).pdf)

<sup>37</sup> <https://webdosya.csb.gov.tr/db/kentges/icerikler/kentges-en-20191223090807.pdf>



urbanisation and development of functional urban areas. National Water Plan 2019-2023<sup>38</sup>, National Waste Management Action Plan (2016-2023)<sup>39</sup> and e.g. National Strategy and Action Plan to Combat Desertification 2019-2030<sup>40</sup> have been put in place to set the foundation for actions corresponding to the content of this IPA III Window. These key policy documents are supplemented by action plans developed and managed by the relevant Ministries and other lower-tier arrangements to implement specific individual interventions - full list of the documents relevant to this TP is annexed to Strategic Response as Annex I.

Integrated Urban Development Strategy and Action Plan 2010-2023 has been developed with the guidance of national and international documents by considering the specific conditions of Turkey. It is important to minimize the adverse impacts of climate change, decrease energy consumption in urban areas, increase energy efficiency, and mitigate pressures on biological diversity, agricultural lands, forest lands, protected areas and ecosystems. To achieve those objectives, some of the main actions were stated as: Urban transportation plans will be drawn up and implemented by protecting environmental, technical, economic and social values; To expand pedestrian and bicycle paths, plan decisions will be developed and implemented effectively and required legal arrangements will be made for that; The public transport systems will be made environmentally sensitive by adopting environmentally-friendly technologies in selection of fuel and vehicles types used in public transport; Researches will be made to determine cost-benefit of use of grey water systems of different construction types and in different regions as well as a legislation will be issued to expand storage and use of rainwater; The use of renewable energy sources will be expanded in the cities; Instruments will be developed for protection of urban ecosystems and forests; The energy efficient and climate-sensitive strategies for settlements will be prepared.

Turkey has prepared and published its Green Deal Action Plan (2021)<sup>41</sup> in the Official Gazette dated 16 July 2021 No. 2021/15 as the Presidential Circular. Action Plan, covers a total of 32 targets and 80 actions under the headings of (1) border carbon regulations, (2) a green and circular economy, (3) green finance, (4) clean, affordable and secure energy supply, (5) sustainable agriculture, (6) sustainable smart mobility, (7) combating climate change, (8) diplomacy, and (9) European Green Deal information and awareness-raising activities. One of the main objectives of the plan is adopting a sustainable and green economy. The plan states that the green economy envisages environmental policies and economic policies are designed in harmony with each other and in coordination with sustainable development goals. The importance of ensuring the transformation that will support the transition to a sustainable, resource-efficient and green economy in line with Turkey's development goals is also emphasized. For the establishment of a green and a circular economy, the plan sets some targets such as harmonization of the legislation with the EU acquis in various environmental fields, preparation of a national Circular economy Action Plan in line with the EU Circular Economy Action Plan, determination of priority sectors and conducting impact and need analysis, carrying out resource efficiency studies in some regions, improvements in water and wastewater usages etc.

Moreover, as shown in Annex II: Relevance Matrix for Alignment of Environment Related National Strategies with IPA III Programming Framework; overall objective of Turkey for IPA

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<https://www.tarimorman.gov.tr/SYGM/Belgeler/NHYP%20DEN%C4%B0Z/ULUSAL%20SU%20PLANI.pdf>

39 <https://webdosya.csb.gov.tr/db/cygm/haberler/ulusal-at-k-yonet-m--eylem-plan--20180328154824.pdf>

40 [http://cmusep.cem.gov.tr/Uploads/Documents/CMUSEP\\_baski\\_versiyonu-pdf\(eylemlani\).pdf](http://cmusep.cem.gov.tr/Uploads/Documents/CMUSEP_baski_versiyonu-pdf(eylemlani).pdf)

41 <https://ticaret.gov.tr/data/60f1200013b876eb28421b23/MUTABAKAT%20YE%C5%9E%C4%B0L.pdf>



III Under Window 3 Thematic Priority 1 will contribute promoting the Green Agenda by increasing environmental protection and quality; contributing to mitigation; increasing resilience and adaptation to climate change; accelerating the shift towards a low-carbon and circular economy; and having advanced alignment with the EU's environment and climate action related Acquis.

### **Thematic Priority 2 – Transport, digital economy and society, energy**

Due to the size of the country, Transport is of paramount importance for Turkey and a key sector especially for the national economy, foreign trade, tourism and connectivity of citizens. While the overall quality of transport infrastructure is good, further investments are needed for a safer, smarter and more inclusive transport system, and also for reducing emissions and pollution originating from the sector. Improving global connections of the transport network especially with the EU is also essential. The main strategy documents for the sector include Transport and Communication Strategy: Vision 2023<sup>42</sup>, Road Traffic Safety Strategy 2021-2030 and Action Plan 2021-2023<sup>43</sup>, the National Intelligent Transport Systems Strategy and 2020-2023 Action Plan<sup>44</sup>, Strategic Plan of TCDD Transport JSC 2019-2023<sup>45</sup> and Smart Cities Strategy and Action Plan 2020-2023. Some significant measures relevant to the transport sector are also included in Turkey Climate Change Strategy 2010-2023 (and related action plan 2011-2023), the National Energy Efficiency Action Plan 2017-2023 and the National Education Strategy and Action Plan 2019-2023<sup>46</sup> and increasing road safety also features in 2019 Turkey Report (p. 86) with regards to *Acquis* Chapter 14 (Transport Policy). Since transport affects the environment, the National Climate Change Action Plan is also relevant for the sector.

**Nationally and globally connected transport network:** As the 11<sup>th</sup> National Development Plan defines, a part of the main objective in the logistics sector is improvement of intermodal and multimodal transport practices, reducing logistics costs, facilitating trade, and increasing the competitiveness of Turkey by establishing an integrated transport system. The plan features objectives of improving logistics legislation, adoption of combined transport legislation and introducing an administrative and financial incentive program for combined freight transport services and terminals and sets the target as raising Turkey to the 25<sup>th</sup> rank in Logistics Performance Index by 2023. 11<sup>th</sup> NDP, Turkey Transport Policy Document (TPD), Strategic Plan of the Ministry of Transport and Infrastructure (SP-MoTI) and -Transport and Communications Strategy -Vision 2023 (TCS-2023) all aspire to strengthen the integration among modes of transport and shift the freight transport to railways and maritime transport for appropriate distances. TPD adopts a multi-modal main transport corridor approach for efficient, innovative and multi-modal transport services. ‘Logistics Master Plan’ which sets objectives for the logistics industry in Turkey, has also been prepared.

**Smart mobility:** 11<sup>th</sup> NDP aims the expansion of ITS applications in order to use existing infrastructure more efficiently, to enhance traffic safety, to manage transport demand correctly and to make planning more effective. The plan also includes measures to improve smart urban mobility and develop connected and autonomous vehicles. Establishment of a dynamic transport database to monitor freight

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<sup>42</sup> [http://www.sp.gov.tr/upload/xSPTemelBelge/files/93C5Y+Turkiye\\_Ulasim\\_velletisim\\_Stratejisi.pdf](http://www.sp.gov.tr/upload/xSPTemelBelge/files/93C5Y+Turkiye_Ulasim_velletisim_Stratejisi.pdf)

<sup>43</sup> <https://www.resmigazete.gov.tr/eskiler/2021/02/20210203-10.pdf>

<sup>44</sup> <https://www.uab.gov.tr/uploads/announcements/ulusal-akilli-ulasim-sistemleri-strateji-belgesi-v/ulusal-akilli-ulas-im-sistemleri-strateji-belgesi-ve-2020-2023-eylem-plani-eng.pdf>

<sup>45</sup> <https://www.tcddtasimacilik.gov.tr/uploads/images/Strateji/TCDD-Tasimacilik-2019-2023-Stratejik-Plan.pdf>

<sup>46</sup> [https://sgb.meb.gov.tr/meb\\_iys\\_dosyalar/2019\\_12/31105532\\_Milli\\_EYitim\\_BakanYYY\\_2019-2023\\_Stratejik\\_PlanY\\_31.12.pdf](https://sgb.meb.gov.tr/meb_iys_dosyalar/2019_12/31105532_Milli_EYitim_BakanYYY_2019-2023_Stratejik_PlanY_31.12.pdf)

mobility, utilize idle capacity and optimize costs is also aimed in the plan. *TPD* defines national and local development and encouraging the use of autonomous driving, smart roads and Internet of Vehicle (IoV) technologies as policy measures. The document also highlights the widespread use of ITS and also other smart systems like SESAR, ERTMS, and RIS. Turkey aims to develop the infrastructure needed for sustainable and smart mobility, energy and time efficiency in a safer transport network with the new '*ITS Strategy and Action Plan*'. The strategy leads the way to a nationwide ITS architecture and harmonized regulations for the deployment of ITS technologies. '*Smart Cities Strategy and Action Plan*'<sup>49</sup> backs the smart mobility policy with actions to mature ITS especially in cities. *SP-MoTI* and supporting strategic plans of specific modes conform to these objectives and policies via measures like digitalization, application of smart technologies and integration of information systems in maritime, road, rail transport and civil aviation.

Within the scope of the **IPA III Programming Framework**, regarding the **energy** sector, **the overall objectives** of the EU's assistance under Window 3 are to promote the green agenda by contributing to mitigation, increasing resilience to climate change, accelerating the shift towards a low-carbon and circular economy and develop the digital economy. Window 3 will also contribute to increased connectivity of the IPA III beneficiaries to the EU and to the wider global market as well as among themselves.

The **specific objectives** of this Thematic Priority that relate to the energy sector are to improve access to digital technologies and services, to accelerate the shift towards a low-carbon, climate resilient economy, promote clean energy transition and a European integrated energy market. **Energy** is one of the sectors that is given policy priority due to rapidly increasing consumption of energy in Turkey. In line with the 10<sup>th</sup> and 11<sup>th</sup> National Development Plan, Turkey is implementing its National Energy Strategy<sup>47</sup> announced in 2017, which is based on three main pillars: 1) Ensuring security of supply, 2) Utilisation of domestic energy sources and development of domestic technologies, 3) Enhancement of predictable market conditions. Turkey is party to UNFCCC and ratified the Paris Agreement. Within its Intended Nationally Determined Contribution (INDC), Turkey submitted its target to reach 21% reduction in GHG emissions from BAU levels by 2030. In line with these targets, relevant measures formulated by Turkey included increasing the current solar power capacity to 10 GW and wind power capacity to 16 GW by 2030, reaching 38.8% renewable energy share in electricity generation by 2023, tapping the full hydroelectric potential, reducing electricity transmission and distribution losses to 15% by 2030, rehabilitation of public electricity generation power plants and establishment of micro-generation, co-generation systems and production on site in electricity production. Within this framework, under the 11<sup>th</sup> National Development Plan (2019-2023)<sup>48</sup> 14 targets encompassing energy markets, demand side participation, rehabilitation of power plants, carbon emission control, grid integration of renewables, nuclear, energy storage systems, energy efficiency, smart grid applications, reinforcement and flexibility of power and gas grids, and gas storage and LNG capacity enhancement were identified. It is underlined in the Objective 3 of the Economic Reform Package (2021-2023) that "a competitive open market will be developed via restructuring the natural gas market" in line with the 3rd Energy Package and "legislation infrastructure for the establishment of electrical energy storage facilities will be completed". Additionally, in Climate Change Strategy (CCS) 2010-2023, use of low and zero greenhouse gas emission technologies, primarily renewable energy and nuclear energy shall be fostered. Therefore, the target to

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<sup>47</sup> [https://sp.enerji.gov.tr/ETKB\\_2019\\_2023\\_Stratejik\\_Plan.pdf](https://sp.enerji.gov.tr/ETKB_2019_2023_Stratejik_Plan.pdf)

<sup>48</sup> [https://www.sbb.gov.tr/wp-content/uploads/2020/06/Eleventh\\_Development\\_Plan-2019-2023.pdf](https://www.sbb.gov.tr/wp-content/uploads/2020/06/Eleventh_Development_Plan-2019-2023.pdf)

<sup>49</sup> <https://www.akillisehirler.gov.tr/wp-content/uploads/strategyplan.pdf>

increase the share of renewable energy in total electricity generation up to 30% by 2023 by fully utilising technical and economic hydro potential, raising wind electricity generation capacity to 20 GW and geothermal electricity generation capacity to 600 MW and supporting electricity generation from solar energy was set. These targets are also followed by several action plans, e.g., Strategic Plan of Ministry of Energy and Natural Resources for 2019-2023, National Energy Efficiency Action Plan (NEEAP) 2017-2023<sup>49</sup> and Climate Change Action Plan (CCAP – 2011-2023)<sup>50</sup>.

The Strategic Plan of MENR aims to ensure sustainable supply security in energy; prioritise and boost energy efficiency; strengthen institutional and sectoral capacity; technology development and utilisation of domestic resources in energy and natural resources; enhance predictability in markets; increase the share of domestic and renewable energy sources in installed power capacity to 65% by 2023; reinforce electricity and natural gas infrastructure; include nuclear energy in Turkey's supply mix and continue the efforts to increase the share of nuclear energy in installed capacity; develop legislation and human resources on nuclear energy, ensure technological transformation in electricity sector; integrate electric vehicles into the energy system; and develop cloud, digitalisation and management system infrastructures in an integrated manner. NEEAP contains 55 actions defined under 6 categories namely buildings and services, energy, transport, industry and technology, agriculture and cross-cutting (horizontal) areas. By investing 10.9 billion USD by 2023, it is expected that energy savings is cumulatively 23.9 MTEP which is equal to decreasing primary energy consumption of Turkey by 14 % in 2023 compared to the base scenario. Expected savings by 2033 is 30.2 billion USD. CCAP (related with CCS) targets to increase the average cycle efficiencies of existing coal-fired thermal power plants until 2023, support R&D activities on energy efficiency, ensure that the share of renewable energy in electricity production is increased and reduce nationwide electricity distribution losses to 8% by 2023.

The strategies, targets and priorities set by these national documents and action plans overlap with and complement the EU's strategies and priorities laid out by the European Green Deal and the IPA III Programming Framework.

Successful economic integration with the EU will only be possible with enhanced connectivity with improving high speed internet networks, focussing primarily on improving the competition in the electronic communication sector and the dissemination of infrastructure throughout the country with regional disparities reducing measures. For this purpose, 2017-2020 National Broadband Strategy and Action Plan was been carried out. The 11th National Development Plan also has policies and measures to achieve this goal, by facilitating the processes related to infrastructure installation, activating electronic communication legislation and enforcement, supporting the establishment of infrastructure and also establishing by the state in some regions. These will increase competitiveness, improve access to services, boost economic growth and achieve regional integration. The Presidential Annual Programmes define activities for the relevant institutions to achieve these goals.

Strategic Plan of Ministry of Transport and Infrastructure for 2019-2023 set “extending advanced communication technologies and accelerating the transformation into an information society” as one of the main goals of the plan. In this context, development and extension of electronic communication infrastructures and services, ensuring the security of all kinds of services, transactions, data and systems provided through information systems, extending the

ICT services to all segments of the society and to all regions. Besides, supporting the production of electronic communication technologies with national resources has been determined as a sub-target.

The 11<sup>th</sup> National Development Plan aims to bring up qualified individuals who transform the knowledge into economic and social benefit and are prone to technology usage and production in line with the initiative of comprehensive and quality education at all levels with the aim of strengthening the human resources of our country. Within this framework, it is aimed that all individuals should have access to a comprehensive and quality education as well as lifelong learning opportunities. Moreover, it is aimed to establish an effective measuring, monitoring and assessment system for varying and increasing the learning outcome of students. It is believed that use of proper technologies will provide a great opportunity to provide service to a greater portion of the society, especially when combined with national broadband strategies and initiatives.

Digital Economy and Society Index (DESI)<sup>51</sup> is a composite index that summarizes the relevant indicators for Europe's digital performance and tracks changes in the digital competitiveness of EU Member States. DESI helps our country identify areas that require investment and action to reach the levels of the best performing global countries.

In the Medium Term Programme 2022 -2024<sup>52</sup> prepared by the Ministry of Treasury and Finance, it is stated that awareness about the jobs of the future, especially in the areas of digitalization and green transformation, will be raised and studies will be carried out on the current employment situation, new employment opportunities and skills related with the regional and sectoral transformation in these fields.

As a matter of fact, the 11<sup>th</sup> National Development Plan and the Presidential Annual Programs prepared in relation to it, contain policies and measures for the fields of big data, artificial intelligence, innovative technologies, cloud computing, block chain, Internet of Things and cyber security, which are among the building blocks of the digital economy.

It is stated in the 11<sup>th</sup> National Development Plan that new technologies and trends will be used in the provision of e-government services in order to increase the efficiency, effectiveness, transparency and accountability of the public, and that improvements regarding the processes and technological infrastructure will be made in order to benefit from new technologies in improving public services. Service provision channels, particularly mobile services, will be further varied and works towards increasing the access of disadvantaged people are prioritized.

In EU Commission's 2019 Turkey report refers to requirement to align with personal data protection legislation with the EU acquis. For this purpose, the 11th National Development plan includes the following policy, under the title of "Competitive Production and Productivity, Information and Communication Technologies":

Policy no. 479. The regulations governing the protection of personal data will be updated in line with innovations brought by technology and new approaches adopted on the international platforms, and technological developments will be encouraged in this field.

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<sup>51</sup> <https://ec.europa.eu/digital-single-market/en/digital-economy-and-society-index-desi>

<sup>52</sup> [https://www.sbb.gov.tr/wp-content/uploads/2021/10/Medium\\_Term\\_Programme\\_2022-2024.pdf](https://www.sbb.gov.tr/wp-content/uploads/2021/10/Medium_Term_Programme_2022-2024.pdf)

Main underlining helper of digital government will be national common infrastructures and standards. Digital Transformation Office of the Presidency (DTO) started building national data dictionary, with the help of line ministries. Within this respect, national process maps will be developed and public services will be automatized via help of technologies such as smart digital infrastructures, process automation technologies and artificial intelligence. Complementary to these studies, Digital Transformation Office of the Presidency (DTO) is currently working on public cloud and national data strategies. Similarly, Ministry of Environment, Urbanization and Climate Change started a national geographic data infrastructure to nationally coordinate all geographic data sets. All initiatives will provide public services to be deeply analysed and data-sharing initiatives with the stakeholders will increase the benefit gained from public datasets.

Additionally, the 11<sup>th</sup> National Development Plan states that production of data which allow international comparisons, suitable for using in scientific research and analyses that can be used as input in data and evidence-based policy making will be ensured.

In addition, the National Artificial Intelligence Strategy 2021-2025<sup>53</sup> has entered into force. The Presidential Circular No. 2021/18 on the "National Artificial Intelligence Strategy 2021-2025", prepared in cooperation with the Digital Transformation Office of the Presidency of the Republic of Turkey and the Ministry of Industry and Technology, and with active participation of all relevant stakeholders, has entered into force upon its publication in the Official Gazette dated 20/08/2021 and numbered 31574. With the publication of the National Artificial Intelligence Strategy (NAIS), which is the first national strategy document of our country on artificial intelligence (AI), Turkey has taken its place among the countries that have an AI strategy. NAIS was prepared as per the 11<sup>th</sup> National Development Plan and Presidential Annual Programs, in line with the "Digital Turkey" vision and the "National Technology Initiative". The Strategy was prepared with a participatory approach. A comprehensive work was carried out with the contributions of many stakeholders such as public institutions, academia, professional organizations, private sector, NGOs and international organizations. Having the vision "creating value on a global scale with an agile and sustainable AI ecosystem for a prosperous Turkey", the Strategy was designed around 6 strategic priorities.

- Training AI Experts and Increasing Employment in the Domain
- Supporting Research, Entrepreneurship and Innovation
- Facilitating Access to Quality Data and Technical Infrastructure
- Regulating to Accelerate Socioeconomic Adaptation
- Strengthening International Cooperation
- Accelerating Structural and Labor Transformation
- Within the scope of these strategic priorities, 24 objectives and 119 measures were determined.

NAIS sets the measures that will align our country's efforts on AI for the period 2021-2025. The rapidly transforming nature of the AI field necessitates a dynamic implementation process for the Strategy. Governance mechanism of NAIS will enable responding quickly to the opportunities, risks and uncertainties that may arise for our country, with the participation of all stakeholders.

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<sup>53</sup> <https://cbddo.gov.tr/en/nais>

The DTO also carries out efforts to disseminate technologies focused on generating value from data and is trying to realize a holistic transformation in human, technology and business processes to increase economic and social welfare.

In addition to the strategy plans that determine the framework of Information Society policies, by publishing strategy documents such as:

- Digital Turkey Road Map,
- 2020-2023 National Cyber Security Strategy and Action Plan,
- 2023 National Industry and Technology Strategy,
- 2020-2023 National Smart Cities Strategy and Action Plan,
- Smart Transportation Systems,
- 2017-2020 National Broadband Strategy and Action Plan,
- 2016-2019 National e-Government Strategy and Action Plan,
- 2017-2019 Turkey Software Sector Strategy and Action Plan and
- 2014-2023 Critical Infrastructure Protection Roadmap Document
- 2018-2020 e-Export Strategy and Action Plan
- 2021-2025 National Artificial Intelligence Strategy

ICT-focused goals and policies and actions towards these goals have been determined.

Overall, the planned interventions under Window III Thematic Priorities are going to contribute to the following Specific Objective: Reinforce environmental protection, increase resilience to climate change, accelerate transition towards a low-carbon economy and develop the digital economy and society, thereby creating job opportunities, in particular for the youth.

### 3. Coherence of Beneficiary's Strategies with the EU Enlargement Policy

Turkish strategies linked to the EU enlargement policy that pertain to Window 3 include:

- Negotiating Framework: In line with Chapter 27 on Environment and Climate Change, Turkey provided its negotiating position, which contains information on the overall legislative and institutional framework as well as the detailed information on Legislative Framework and Administrative Capacity regarding various pieces of Acquis in the fields of Horizontal Legislation, Air Quality, Waste Management, Water Quality, Nature Protection, Industrial Pollution Control and Risk Management, Chemicals, Management, Climate Change, Noise, and Forestry.
- ERP and policy guidelines agreed annually in Joint Conclusions: The initial measures to cope with the crisis were already reflected in the policy guidance jointly adopted at the Economic and Financial Dialogue between the EU and the Western Balkans and Turkey in May 2020. In this context, the 2021-2023 Economic Reform Programme focuses on the post COVID-19 recovery, while integrating mid-term reforms that make this recovery sustainable and build up economic resilience in line with the EU green, digital and just transition priorities which include increase in share of renewable energy for electricity generation by implementing models similar to YEKA with the necessary legislative arrangements and updating the current support mechanism to increase the share of electricity generation based on renewable energy sources; and development of financial mechanisms for energy efficiency by making legislative arrangements regarding the development and implementation of financial mechanisms for the

purpose of increasing energy efficiency that will have positive effect on environment. On the other hand, It is underlined in the Objective 3 of the Economic Reform Package (2021-2023) that “a competitive open market will be developed via restructuring the natural gas market” in line with the 3rd Energy Package and “legislation infrastructure for the establishment of electrical energy storage facilities will be completed”.

- Linkages to recommendations from 2020 Communication on EU Enlargement Policy COM (2020) 660 with regards to green transition and connectivity including the progress made in the diversification and security of energy supplies, renewable energy, energy efficiency and trans-European networks.

The major objective of Turkey in the field of environment chapter is to transpose the EU environmental and climate change legislation, to enhance implementation through necessary investments and inspections, to increase necessary administrative capacity, and last but not the least, to continue improving the necessary coordination by focusing on all levels within the country.

Turkey’s National Action Plan for the EU Accession (NAP), reveals steps for the forthcoming period in respect to legislative alignment, as well as institutional and administrative measures in environment and climate chapter.

Turkey has different progress levels in different fields of environment. Turkey has certain progress in the environment chapter, however for full adaptation and alignment of the EU standards, legislation and directives further efforts are needed.

Especially, transposition and implementation of the EU Climate Acquis would require strengthening the institutional capacity to design, implement and monitor climate policies, and improving capacity for transition to low carbon economy through action across a number of sectors. An important part of the European Union Acquis has been harmonized with national legislation and the harmonization studies for the remaining part are on-going. Due to the dynamic character of the EU Acquis, harmonisation studies are carried on by taking into consideration several new EU legislations as well.

To overcome the growing threat of climate change on Europe and the world, Europe sets out a new growth strategy, namely “The European Green Deal” with the aim of “transforming the EU into a fair and prosperous society, with a modern resource-efficient and competitive economy where there are no net emissions of greenhouse gases in 2050 and where economic growth is decoupled from resource use.” As climate change and its results are global, active participation of rest of the world is significantly important. The European Green Deal underlines the importance of climate-neutral and circular economy as well as green and blue economy for sustainable economic growth.

Importance of reduction of the waste, management of waste, quality and functioning of ground and surface water, air quality, chemicals management, industrial pollution and protection of biodiversity are also underlined. Turkey published “The Green Deal Action Plan 2021” on 16th of July 2021 with the involvement of relevant stakeholders.

Turkey has been participating in the European Environmental Agency and Union Civil Protection Mechanism, which are relevant initiatives pertaining to this IPA III Window, and illustrates the country’s commitment to the enlargement agenda.



Turkey intends to participate in Union programmes and agencies such as, but not limited to Life, Digital Europe and Space (Copernicus, Galileo and EGNOS) programmes.

#### 4. Sectoral Analysis

Turkey has developed an efficient sector-based policy for most of the themes embedded in IPA III Window 3. While the scope of the Window is broad, there are efficient coordination mechanisms in place to ensure ownership and accountability for the current and future interventions:

- The Ministry of Environment, Urbanization and Climate Change is already the Lead Institution responsible for the planning, implementation and management of the overall environment and climate change sectors. Regarding alignment with the EU acquis, the Ministry is also responsible for the Chapter on Environment and Climate Change in terms of legislation and policy making procedures and work with all relevant stakeholders. General Directorate of European Union and Foreign Relations of the Ministry manages a multiannual programme 2014-2020.
- The Energy Sector is governed by a very large number of institutions. Ministry of Energy and Natural Resources is the main actor and Lead Institution responsible for development and enforcement of policy and legislation in all areas of the Energy sector. The Ministry has a dedicated IPA Support Unit within the DG Foreign Relations to program, implement, monitor and evaluate the annual action programmes in coordination with other donors including the World Bank and the EBRD.
- Ministry of Industry and Technology is the Lead Institution responsible for competitiveness, which includes digitisation in the private sector, being a part of this Window.
- Ministry of Transport and Infrastructure is the Lead Institutions for Transport. A dedicated general Directorate of the Ministry acts as Operating Structure managing the multiannual programme focusing on more sustainable Transport sector.

Each Ministry has its own action plan in place to implement measures financed from national budget, which are aligned with those funded from IPA funds.

Due to its cross-cutting and complex nature, there are many stakeholders involved in the Environment and Climate Change sector. Therefore the policy making and implementation in these fields require the coordination and common work of many institutions as well as the civil society. As a result of this institutional diversity, there are coordination difficulties, as highlighted in the weaknesses of the sector below. The main challenges for the implementation of the sector approach under this window are as following:

- Coordination difficulties as a result of institutional diversity,
- Insufficient monitoring, inspection and enforcement and lack of reliable data (e.g. for monitoring performance of service providers),
- Certain divisions of the central and local (municipal and regional) administration involved in the process of implementing environmental policies need strengthening in administrative, financial and technical capabilities required for the measurement, monitoring, planning, supervision, inspection, reporting as well as project development and implementation,
- Financial resources dedicated to infrastructure investments and operations aimed at environmental protection which are heavy-cost investments do not meet the demand.

## 5. Coherence of Sectoral Strategies with Regional and Global Strategies

This Window and Turkish strategies are aligned with 2030 Agenda for Sustainable Development and include references to the following Sustainable Development Goals: SDG 2: Zero Hunger – end hunger, achieve food security and improve nutrition and promote sustainable agriculture-, SDG 6: Clean Water and Sanitation – ensure availability and sustainable management of water and sanitation for all-, SDG 7: Affordable and Clean Energy – ensure access to affordable, reliable, sustainable and modern energy for all-, SDG 11: Sustainable Cities and Communities – make cities and settlements inclusive, safe, resilient and sustainable-, SDG12: Responsible Consumption and Production – ensure sustainable consumption and production patterns-, SDG 13: Climate Action –take urgent action to combat climate change and its impacts-, SDG 14: Life Below Water– conserve and sustainably use the oceans, seas and marine resources for sustainable development- and SDG 15: Life on Land – protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss-specifically.

Window 3 includes Specific Objectives and promotes measures in line with the Green Deal. Under Window 3, IPA III will gradually integrate the new policy dimensions of the EU Cohesion Policy in the enlargement region with the objective to better support the beneficiaries' understating of advantages of EU membership, support transfer of best practices to the enlargement area and better prepare the beneficiaries for accession, especially in the context of new Cohesion Policy Objectives: PO1 – A smarter Europe by promoting innovative and smart economic transformation, PO2 – A Greener, low-carbon Europe by promoting clear and fair energy transition, green and blue investment, the circular economy, climate adaptation and risk prevention and management and PO3 – A more connected Europe - mobility and regional ICT connectivity. Turkey is also a party of the United Nations Framework Convention on Climate Change (UNFCCC) since 2004 and of the Kyoto Protocol since 2009. Despite being listed under Annex I of the UNFCCC Turkey signed the Paris Agreement on 22 April 2016 and ratified in 2021 as a developing country, which demonstrates her sincere determination to combat climate change. The primary objective of Turkey within the scope of global combat against climate change is to take part in the global efforts for preventing climate change, which is a common concern of mankind, determined with common mind, in cooperation with the international parties and in the light of objective and scientific evidence; in accordance with the sustainable development policies, and within the framework of the principle of shared but differentiated responsibilities and Turkey's special circumstances..

The Turkish Constitution guarantees equal treatment of men and women. Actions financed under IPA III assistant will thus be implemented by complying with the principles of preventing all forms of discrimination and promoting positive women issues. In particular, equal opportunities will be given in competition for employment at both project and action level. These rights will continue to be monitored on a regular basis by the relevant Public Services Commission.

## PART 2 – PRIORITIES, OBJECTIVES AND ACTIONS UNDER IPA III ASSISTANCE

### 1. Consultation Process

The consultation process for the selection of IPA III Thematic Priorities and objectives builds on the programming experience of IPA II. The selection of the Priorities and objectives was

exercised based on the existing pipeline for the years 2019-2020 and through bottom-up approach in which all potential beneficiaries were required to submit their draft action proposals in the form of Action Fiches to each Lead Institution, as required by the Commission in April 2020. Proposals were received from various public institutions, including the relevant Ministries and local actors and their umbrella organisations (e.g. Union of Municipalities of Turkey) and the main Turkish development bank (Ilbank). These proposals were subsequently clustered around Thematic Objectives and Windows and submitted to NIPAC and Presidency of Strategy and Budget for relevance checks. These were then transmitted to the Commission services for pre-approval, which was only communicated to NIPAC late December 2020. The outcome served as the base for further public consultation for project prioritisation and the development of the relevant project ideas within the Thematic Priorities for the remaining years of IPA III. The Energy sector encompassed a unique Energy Dialogue initiative contemplated in PART I and carried out by the Ministry of Energy and Natural Resources, which increased the scope and range of the project pipeline and included collection and appraisal of project proposals from potential beneficiaries in line with the strategic and technical priorities set through the consultation process.

## 2. Key thematic priorities

### **Thematic Priority 1 – Environment and climate change**

Actions under this TP intend to increase technical, institutional and financial capacity in the field of climate change, nature protection, water; wastewater, groundwater, marine ecosystem and basin protection actions; waste management; circular economy, green economy, zero waste, air management; monitoring and improving the air quality, reducing greenhouse gas emissions, industrial and chemical pollution actions, disaster management and civil protection.

Bringing climate change policies in line with EU requirements and policy priorities, to protect nature and to conserve terrestrial and marine ecosystems, actions are designed with the aim of contributing to the reduction of and adaption to the adverse effects of global climate change by increasing national preparedness and resilience capacity, improving a climate change sensitive urban planning approach, raising awareness on climate change and implement national climate change communication strategy and plan, supporting the formation of Turkey's national climate finance policy, instruments and strategies and increasing disaster resilience through improving disaster management system.

Another important issue is the need to determine the health risks of climate change throughout the country and to reveal regional and local differences due to geographic diversity, and to increase the capacity to combat new diseases caused by climate change. Knowing these risks will allow to increase the speed of preparedness and intervention as a health sector in the protection of public health and to improve the ability to cope. At the same time, public disclosure of regional and local risks and informing the public about the health effects of climate change will increase awareness of vulnerable groups that will be primarily affected by climate change and resistance to climate change.

With the aim of improving the environment, ensuring its preservation for future generations and using the natural resources efficiently water actions are designed with the objective of protecting, developing and improving the water resources in order to achieve good water status; increasing the effective use of treated urban wastewater for different reuse alternatives; raising awareness on water usage; enhancing the access of citizens to environmental infrastructure,

protecting the marine environment, and fully aligning Turkey's legislation on water with key EU water legislation.

In terms of waste management and the relevance and benefits of circular economy, the objectives of the proposed actions can be listed as: supporting the formation of Turkey's national circular economy policy, instruments, and strategies, supporting efforts towards zero waste management via developing a strategy in line with the EU circular economy targets, zero-waste initiatives improving the infrastructure for waste management on municipal level and increasing capacity on marine litter management.

For improving the quality of air and soil, abating levels for industrial and chemical pollution action ideas were developed with the objective of increasing the air quality, establishing a clean and healthy environment by decreasing the air pollution, improving institutional capacity in air quality measurement and monitoring systems, increasing the air quality especially industry intensive cities and promoting decline in the mass flow rates of industrial volatile organic compound emissions in strategic sectors.

Turkey is also aiming at supporting at a later stage the use of safer chemicals that is led by REACH<sup>54</sup> and POPs<sup>55</sup> Regulations and aligning Turkey with the EU Regulation on Mercury.

One of the most important tools in terms of harmonization with the EU in the field of disaster management is the European Union Civil Protection Mechanism (UCPM) to which Turkey is a member. Adaptation to climate change requires Turkey to build resilience, strengthen its disaster risk management and emergency response capacities, and to develop sustainable urbanization policies and practices. Therefore, increasing disaster resilience through improving disaster management system is also taken into consideration in the actions.

Thus, Turkey's collaboration under the EU Civil Protection Mechanism (UCPM) increased in 2019, notably with regard to tackling the COVID-19 pandemic. Turkey is encouraged to commit further response capacities to the European Civil Protection Pool and to offer assistance under the Union Civil Protection Mechanism during emergencies. In this sense, several Actions focuses on building a better disaster management system in Turkey and empowering related institutions and towns/cities for improving the disaster-resilience are designed and proposed.

In the light of above mentioned environmental issues and concepts and a result of longlisting action proposals in the environment and climate change area, a prioritization study has been done by the lead institution. Relevance and maturity assessments are made separately during the study. In the relevancy assessments, links with the IPA III Framework, national, regional and global strategies as well as EC comments were taken into account In the maturity assessment, overall design, structure of the action fiches and log-frame matrix quality were scored with different weights.

There is a need to determine the health risks of climate change throughout the country and to reveal regional and local differences due to geographic diversity, and to increase the capacity to combat new diseases caused by climate change. Knowing these risks will allow to increase the speed of preparedness and intervention as a health sector in the protection of public health and to improve the ability to cope. At the same time, public disclosure of regional and local risks and informing the public about the health effects of climate change will increase

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<sup>54</sup> EU Regulation on Registration, Evaluation, Authorisation and Restriction of Chemicals

<sup>55</sup> EU Regulation on Persistent Organic Pollutants

awareness of vulnerable groups that will be primarily affected by climate change and resistance to climate change.

The in-depth analysis requested by the Committee on the Internal Market and Consumer Protection on ‘Sustainable Consumption and Consumer Protection Legislation’ (April 2020) sheds light on how sustainable consumption and longer lifetime of products can be promoted through consumer protection legislation. In line with UN 2030 Agenda for Sustainable Development and the Sustainable Development Goals, Circular Economy Action Plan and Eco-design Directive, the document defines four aspects for products namely, the design, marketing, contractual and waste stages. Especially the marketing stage, which is heavily dependent on increasing citizens’ environmental awareness and making respective information available, as well as employing methods to substantiate green claims in order to step-up enforcement, the contractual stage, which is governed by the Sale of Goods Directive (EU) 2019/771 and the Consumer Rights Directive 2011/83/EU and the waste stage requiring the integration of informed consumers to the system, are all taken into account as the ‘Green Deal Action Plan - 2021’ was prepared in Turkey.

From a consumer protection perspective, the action on decreasing food loss and waste is planned to have been concluded by the end of 2021 (coordinated by Ministry of Agriculture and Forestry) and an action plan on sustainable consumption (coordinated by Ministry of Trade and Ministry of Environment, Urbanization and Climate Change ), including taking legislative steps, is projected to be completed until the third quarter of 2024 in cooperation with respective ministries.

2021 Turkey Report suggests that the implementing legislation on renewal, certification, marketing of pre-owned products and authorisation of renewal centres which aims at increasing consumer awareness and preventing consumer complaints in this field was considered to be amongst the efforts to enhance the consumer protection environment in Turkey.

11th National Development Plan defines making Turkey one of the important trade hubs where trade is easy and safe and consumer rights are protected with quality-oriented, innovative approaches and practices as a main objective. According to the Plan, the legislation on consumer protection will be reviewed, practices will be improved and promotion and awareness raising activities will be carried out to promote conscious consumption. Empowering consumers and public buyers, new types of unfair commercial practices including dark patterns, labelling practices concerning environmental aspects, renewed products, guarantee issues and improving of the consumer arbitration committees are expected to be among the main priorities of the ‘review and improvement’ referred to in the National Development Plan. In accordance with the current Strategy Plan of Ministry of Trade, which specifically addresses key consumer issues touched upon in the National Development Plan, legislative framework on the actions to be taken by the legal authority to raise awareness among consumers, especially on green and digital transformation, is in progress. Also, a model that ensures product safety controls in e-commerce and respective legal regulations are put forward as the remaining pillars helping achieve the defined main objective.

### **Thematic Priority 2 – Transport, digital economy and society, energy**

Projects under TP 2 (those proposed for 2021-2022 and those that are expected for financing in the later stint of the IPA III period) are aimed at:

- **Increasing and promotion of utilisation of clean, sustainable and efficient technologies across the energy system**, encompassing the production, conversion, consumption, transmission/distribution, delivery, trade, exchange, management and marketing of energy, including renewable, nuclear and alternative energy sources and technologies, energy efficiency technologies and applications, energy storage and batteries, utilisation of natural gas as a low-carbon transition fuel, utilisation of hydrogen and boron as energy carriers and efficiency enhancing instruments, clean energy technologies such as carbon capture, utilisation and storage, offshore energy sources and etc. by supporting public institutions, municipalities, SMEs, universities/institutes, start-ups, research centres/departments, technoparks, organized industrial zones, technology development zones, households, prosumers, ESCOs and NGOs with supplies for implementation and leveraging new technologies, technical assistance for legislative alignment, capacity building, awareness raising and financing mechanisms, and grants for financial assistance, deployment and diffusion.
- **Enhancing connectivity and integration of energy markets and infrastructures** to the EU and to the wider global markets including reinforcement of the integration, interconnectivity and digitalisation of energy markets, management, grids and network infrastructures, boosting innovative technologies and smart infrastructures, modernisation and upgrading of existing networks and infrastructures, electrification, diversification of sources and routes, and harmonisation of EU's and Turkey's markets and practices by supporting policy-making and regulatory bodies, energy market operators and participants, wholesale/retail companies, transmission/distribution system operators, energy producers, prosumers, industrial consumers and households with supplies for implementation and leveraging new technologies, technical assistance for legislative alignment, capacity building, awareness raising and financing mechanisms, and grants for financial assistance, deployment and diffusion.
- **Promoting innovation, digitalisation, technology transfer and development in energy sector** including support to technology development cycle (research, development, demonstration, deployment and diffusion), digital transformation and innovation activities targeting universities/institutes, start-ups, research centres/departments, technoparks, industrial organisations, technology development zones and SMEs in coordination and synergy with InvestEU and Digital Europe programmes with supplies for implementation and leveraging new technologies, technical assistance for legislative alignment, capacity building, awareness raising and financing mechanisms, and grants for financial assistance, development, deployment and diffusion,
- **Design, development and implementation of intelligent transport systems**, including sustainable urban transport mechanisms and solutions, better connectivity, less carbon emission, etc. In order to provide wider support for the Intelligent Transport System (ITS) sector development, including urban mobility, Turkey proceeds with the 11<sup>th</sup> National Development Plan (2019-2023) and National Intelligent Transport Systems Strategy and 2020-2023 Action Plan that focus on the rendering of the necessary legislation and development of the relevant architecture ensuring the energy and time saving in the road network, traffic safety, and efficient use of highway capacity in collaboration with the local authorities.
- **Increased road safety and more efficient multi-modal hubs**. As part of safe and inclusive transport for all, national strategies provide clear objectives and target-oriented measures regarding safe and inclusive transport for all. Turkey has achieved the road safety targets for 2020 and has adopted the new '*Road Traffic Safety Strategy (2021-2030) and Action Plan (2021-2023)*' in conformity with the Stockholm Declaration and the new EU road safety strategy. 11<sup>th</sup>DP features removing of bottlenecks and accident blackspots, utilization of ITS, adoption of the safe system approach taking road safety as a common responsibility of all actors and improved enforcements with new technologies, as key measures for safer roads.

For the projects such as those in the transport sector that are large scale and necessitate greater financing sources, blending mechanisms will be utilized.

Actions proposed under Window III are expected to contribute to the following Specific Objective: Reinforce environmental protection, increase resilience to climate change, accelerate the shift towards a low-carbon economy and develop the digital economy and society, thereby creating job opportunities, in particular for the youth.

The complexity of interventions under this Window required sound planning, design of actions, capital investments and sustainable management. The Team Europe Initiatives have been declared by the EU for supporting greater investments as a new guarantee instrument. For this, there is a necessity for the country to make its own needs analysis. Under this approach to meet these needs, different sources will be combined and the relevant national authorities will work in cooperation with international organizations and financial institutions in the sense of joint programming. Concurrently, the EFSD+ is designed as a new financial mechanism within the scope of a different financing approach especially for infrastructure investments. This new programming approach also plays a role as a kind of guarantee mechanism aiming to support socio-economic development.

### 3. List of actions proposed for IPA III support 2021-2024

#### PROGRAMMING YEAR 2021

**Enhancement of MENR's Capacity for Preparation of National Strategy and Guidelines & Measurement and Monitoring on Efficient Heating and Cooling** action aims to enhance MENR's capacity for preparation of a national strategy and guidelines and measurement and monitoring on efficient heating and cooling sector.

**Strengthening the Energy Performance of Public Building Stock through Sustainable Strategies** action aims to develop an energy efficiency strategy to improve the energy performance of existing building stock in order to decrease the public expenditures on energy consumptions in the post Covid-19 process.

**Maritime Decarbonisation and Green Shipping Programme** action aims to develop sustainable projects involving ports, vessels, and the usage of alternative fuel in the Turkish Maritime Sector.

**Going Green I** is a comprehensive Action that combines activities in several fields of TP1: climate change mitigation and adaptation capacity at local level, building more efficient disaster resilience, reuse of treated urban wastewater. Short summaries of the action fiches proposed under TP1 for the programming year 2021 are presented in Annex III.

#### PROGRAMMING YEAR 2022

Additional actions will be submitted for the 2022 programming year in consultation with the EUD. The list of action(s) as of 16 November 2021 is as follow:

**Going Green II** is a comprehensive Action that combines activities in several fields of TP1: promoting efforts against climate change and assessment of climate change impacts on inland waters, reaching good ecological and chemical status for surface water bodies, financing for climate change, developing national stocktake system, marine litter management, restoration

of marine ecosystems and protection of marine habitats, strategy for construction and demolition waste, zero waste, improving the monitoring practices of regional clean air centres, aligning with BPR etc. Short summaries of the action fiches proposed under TP1 for the programming year 2022 are presented in Annex III.

**The proposal titled “ Support to the development of sustainable and smart mobility in Turk-ish metropolitan municipalities by Ilbank (2021-2025)”** includes interventions for the development of sustainable and smart mobility systems and measures in urban areas through better integration of existing mobility structures with innovative mobility solutions. In this way, the Action will support municipal investments in de-carbonisation and digitalisation of urban mobility. This Action will combine EU grant funding blended with loans.

### **PROGRAMMING YEAR 2023 AND 2024**

In Turkey Commission Staff Working Document 2020 Turkey Report, besides having some level of progress in environment and climate change area, the need for an improvement was stated. The actions proposed for the 2023 and 2024 are in line with the issues addressed in the Report, and will contribute to achieve desired levels in terms of both legislative alignment and implementation in the fields of air quality, nature protection, industrial pollution and risk management, climate change and on chemicals etc areas.

The following activities are envisaged for the programming years 2023-2024 under Environment Priority:

- Identification of Potential NATURA 2000 Areas in Blacksea Ecoregion of Turkey
- Managing Impacts of the Climate Change on the Protected Areas through Ecosystem-Based Planning Approach and Capacity Building
- Safer Chemicals by Implementing REACH and POPs Regulations for a Non-Toxic Materials Cycle
- Technical Assistance for Enhancing the Capacity of Ministry of Environment, Urbanization and Climate Change on Implementation of Special Waste (RoHS, WEEE, ELV, Battery) Legislation
- Capacity Building on Environmental Data Management and Reporting and Development of National Environmental Data Inventory and Dictionary in line with the EU Policy
- Technical Assistance for Building Up the National Marine Protected Area (MPA)
- Continuity of Operations for Crisis and Climate Resilience for Local Authorities
- Development of Biodegradable Zero Waste Management Strategy document for Turkey to Enhance ‘Zero Waste Action of Turkey’ and to Promote Sustainable Agricultural Food Production against Climate Change.
- Roadmap for Support Tools in Land Use Decisions to Build Climate Change Adaptation and Resiliency in Cities in Turkey
- Promoting Sustainable Rural Development and Climate Smart Land Management in LULUCF and Agriculture Sectors in West Mediterranean Region of Turkey
- Strengthening Cooperation with NGOs in order to Reach Good Environmental Status
- Strengthening the Capacity for Evaluation of Air Pollution Exposure Levels (APEX) (in line with NEC Directive)
- Strengthening the Capacity of the Ministry of Health to Reduce the Negative Effects of Climate Change on Health
- Technical Assistance for Determining Road Map to Reducing Volatile Organic Compound Emissions for Strategic Sectors in Turkey



- Improving Air Quality with Harmonization Medium Combustion Plant Directive in Turkey
- Development of Appropriate Methodology for the Improvement of Water Quality and Restoration of Natural Functions of Wetlands
- Implementation of Mercury Regulation in Turkey
- A Revision Study of Drought Management Plan of Konya and Antalya Basins and Developing Drought Early Warning System
- Capacity Strengthening Project on Turkish Environment Label System
- Revision of Flood Risk Management Plans and Development of Flood Forecasting & Early Warning System for Susurluk and Doğu Karadeniz Basins
- Improving Sustainable Consumption
- Strengthening Administrative Capacity and Increasing Synergy Among Different Stakeholders Regarding Multilateral Environmental Agreements
- Capacity Building for Establishment of an Institutional Structure of Natural History Museum and Awareness (NHM)
- Dissemination and Strengthening of the Implementation of Nitrate Action Plans Project
- Preparation of Innovative Spatial Planning Model for Sustainable Livestock with Spatial Analysis of Nitrate Pollution (Küçük Menderes River Basin Example)
- Real-Time Landslide Monitoring and Early Warning System Project for Civil Protection and to Enhance Existing Flood-Risk Management Plans in Northeast of Turkey (Eastern Black Sea Region)
- Improving the Capability of Turkish Coast Guard on Protection of Marine Environment
- Strengthening the Capacity of Municipalities on the Reuse of Urban Wastewater
- Water Efficiency Action Plans for Municipal and Agricultural Sectors
- National Integrated Resource Efficiency Assessment Centers Network
- Groundwater Management Implementations in Turkey
- Within the Scope of Adaptation to Climate Change in River Basins With Flood Risk in Turkey, Reducing the Effects on Urban Areas with Collection Remote Sensing Data and Integration Into the System
- Recommending Current Due diligence and Protection Methods from the Perspective of Pollution and Biodiversity of the Turkish Seas
- Adapting to climate change: Awareness Raising of Water Users and Economic Assessment of Adaptation Activities
- Fitness Check of the Turkish Water Legislation in order to Align with the EU Acquis
- Constitution of the Methodology to Determine the Nonmarket Benefits for the Cost Benefit Analysis Studies within the Context of River Basin Management Plans (RBMPs) at Turkey
- Project on Development of Water Allocation and Auto-Calibration Tools
- Environment and Climate Friendly Schools Project
- WINS (Waste IN the Soil): “Using Organic Wastes in Rehabilitating Degraded Lands, and Contributing to Climate Change Resilience”
- The Project for Mitigation of Energy Consumption with Environmentally Integrated Buildings
- Water Ambassadors Education and Awareness Raising Project - Part II
- Assessment of Drinking Water Resources and Drinking Water Treatment Plants in Turkey - Phase 2
- Enhancing Climate Change Communication for Turkey
- Preparing the Mobile Wastewater Treatment Implementation Project
- Capacity Building on Sediment Management in Turkey
- Measures to be taken in Buildings to Combat with Contagious Diseases

- Technical Assistance for Determination of Climate and Social Distance Sensitive Urban Planning Criterias
- Improving Health Services in Disasters
- Increasing the Usage of Bicycle as a means of Transportation in the New Normal Life Period
- Strengthening Enforcement Capacity for Combatting Tobacco Smuggling and Improvement of Disposal Process
- Education for Sustainable Development
- Determination of Solar Potential in the Urban Environment with the Aid of Aerial Photogrammetry
- Capacity Building on Development of Urban Cycling Plans for the Air Quality
- Cooperation with the European Union and Review of Legislation to Prevent the Negative Effects of COVID-19 on the Environment
- Building Information Modeling to Unite 3D Standardisation (BIM23DUnion)
- The Methodology/ies and Implementations on Groundwater and Ecosystem Relations/Interactions
- Developing our Country's Legislation and Practice by Evaluating which Criteria are Taken Into Consideration in Preparation of Legal Opinions that Constitute the Basis for the Decisions Regarding Environmental Impact Assessment by Examining the Practices of the Member States of the European Union
- Capacity Building for the Development of Open Data Applications Compliant with TNSDI (Turkish national spatial data infrastructure) Standards at the Local Level
- Establishment of Country Wide Urban Land-Use Monitoring System Supported by Semi-automatic Built-up Area Identification Techniques from Remotely Sensed Data
- Eco-Friendly Youth Center
- Water saving and Smart Toilets in Sports Hall, Youth Centers, Stadiums and Public Dormitories
- Capacity Building Project for Effect of Sediment Transport on Reservoirs in Batı Karadeniz Basin

Moreover, a new financing mechanism namely EFSD+ was designed by the EU for the funding of the infrastructure projects by combination of different guarantee, loan and grant tools. Proposed infrastructure action ideas and actions contributing to the environmental protection and sustainable development are expected to be implemented with the determination of the scope and structuring of the new financial mechanism proposals. Ilbank Inc., as a local investment and development bank that has specific expertise on the finance of municipal infrastructure projects, acts as an intermediary for use of IFI loans to municipalities and will undertake coordination and monitoring functions during the implementation period. For that reason, no investment projects were included in this document.

The following activities are envisaged for the programming years 2023-2024 under Energy Priority:

- Renewable Energy and Energy Efficiency Support for SMEs and Industrial Organisations
- Renewable Energy and Energy Efficiency Support for Municipalities, Universities and Public Institutions
- Support for Start-ups and Research Centres in Clean Energy Technology Development
- Support for Clean Energy Demonstration and Innovation Projects

Regarding the project proposals in the transport sector, the stakeholder consultation process conducted by the Ministry of Transport and Infrastructure reflect the willingness and potential for developing a project pipeline to benefit from the IPA III funds. In this respect, transition of the infrastructure and service provision to environment-friendly forms, developing all-inclusive and technology intensive means/methods while contributing to aligning with the EU Acquis as well as universal norms and to the connectivity with the EU come to the fore of the elaborations on the likely project proposals. Studies to come up with a mature project pipeline from these ideas will be conducted duly in the process of the IPA III. Meanwhile, departing from the assessments of the Commission of the proposals submitted in 2020, the following list is envisaged in the sector for 2023-2024 programming period:

- Construction of Railway connecting Yavuz Sultan Selim Bridge to Halkalı-Kapıkule Railway Line
- Improvement of Connectivity and Sustainability through Making an Integrated Transport Plan
- Safer Roads in Turkish Cities Programme
- Esenler Smart Mobility
- Improving Urban Transportation in Artvin, The Rising Destination of the Caucasus
- Sustainable Mobility and Reliable Transportation Plus (SUMART+)
- Strengthening Rail Connectivity through constructing New Last Mile Rail Connectivities
- Bringing Inland Waterways to the Logistics Sector and the Transport Sector
- Purchasing electric vehicles for airports that we operate on the purpose of using as follow me
- Grid-Interactive, Ground Mounted Solar Photovoltaic Power Plants at 6 Airports With Total Capacity Of 14.675,72 kWp
- Determination of the General Concept and Implementation Steps of the Pedestrianization Projects
- Technical Inspections of Commercial Vehicles at Roadside
- Building Dynamic Spectrum Sharing Infrastructure
- Driver and traffic training

#### 4. Indicative Budget and Implementation Plan 2021-2024

	Estimated (EUR)	Budget	Implementation Plan
<b>Thematic Priority 1 – Environment and climate change</b>			
<b>2021</b>			
Increasing the Capacity in the Field of Local Level Climate Change Efforts		22,000,000	AD Submission date: March 2021 Indirect management: UNDP and grants
Reuse of Treated Urban Wastewater for Different Alternatives		3,000,000	AD Submission date: March 2021 Indirect management: service contract (TA)
Building a Disaster Resilient Turkey		4,000,000	AD Submission date: March 2021 Indirect management: service contract (TA)
<b>Total Thematic Priority 1 (2021)</b>		<b>29,000,000</b>	
<b>2022</b>			
Increasing Efforts in the Field of Climate Change		3,000,000	AD Submission date: March 2021 Indirect management: services (TA)
Developing National Stocktake System for Global Efforts on Climate Change		2,500,000	AD Submission date: March 2021 Indirect management: services (TA)
Strengthening the Capacity of National Climate Finance		3,500,000	AD Submission date: March 2021 Indirect management: services (TA)

Assessment of Climate Change Impacts on Pilot Lakes, Wetlands and Coastal Areas in Turkey	3,000,000	AD Submission date: March 2021 Indirect management: service contracts (TA)
Identification of Marine Habitats and Potentially Marine NATURA 2000 Areas	8,000,000	AD Submission date: March 2021 Indirect management: service contracts (TA)
Restoring Marine Ecosystem Connectivity In South Western Turkey With Network of Marine Protected Areas Boosting Climate Change Resilience	3,000,000	AD Submission date: March 2021 Indirect management: service contract (TA)
Local Zero Waste Initiatives Programme	9,908,824	AD Submission date: March 2021 Indirect management: service contract (TA), supply and grant scheme
Technical Assistance towards Developing a Strategy of Construction and Demolition Waste (C&DW) Management According to EU Circular Economy Package and Its Implementation (StraCDW)	2,500,000	AD Submission date: March 2021 Indirect management: services (TA)
Increasing Capacity on Marine Litter Management in Turkey	4,000,000	AD Submission date: March 2021 Contribution agreement Grant scheme Indirect management with pillar-assessed organisation (UNDP)
Improving monitoring practices in ambient air quality and marine environment (Cafe-Marda)	2,645,000	AD Submission date: October 2021 Indirect management: services (TA) & supply
Establishment of Ecoregions Based Ecological Assessment System of Water Quality in Turkey	2,500,000	AD Submission date: October 2021 Indirect management: services (TA)
Technical Assistance for Harmonization of Regulation (EU) No 528/2012 on biocidal products (BPR)	1,705,000	AD Submission date: October 2021 Indirect management: services (TA)
<b>Total Thematic Priority 1 (2022)</b>	<b>46,258,824</b>	
<b>2023</b>		
Identification of Potential NATURA 2000 Areas in Blacksea Ecoregion of Turkey	3,000,000	N/A
Managing Impacts of the Climate Change on the Protected Areas through Ecosystem-Based Planning Approach and Capacity Building	3,300,000	N/A
Safer Chemicals by Implementing REACH and POPs Regulations for a Non-Toxic Materials Cycle	4,000,000	N/A
Technical Assistance for Enhancing the Capacity of Ministry of Environment, Urbanization and Climate Change on Implementation of Special Waste (RoHS, WEEE, ELV, Battery) Legislation	4,000,000	N/A
Capacity Building on Environmental Data Management and Reporting and Development of National Environmental Data Inventory and Dictionary in line with the EU Policy	5,000,000	N/A
Technical Assistance for Building Up the National Marine Protected Area (MPA)	3,000,000	N/A
Continuity of Operations for Crisis and Climate Resilience for Local Authorities	1,500,000	N/A
Development of Biodegradable Zero Waste Management Strategy document for Turkey to Enhance "Zero Waste Action of Turkey" and to Promote Sustainable Agricultural Food Production against Climate Change.	5,000,000	N/A
Roadmap for Support Tools in Land Use Decisions to Build Climate Change Adaptation and Resiliency in Cities in Turkey	1,500,000	N/A

Promoting Sustainable Rural Development and Climate Smart Land Management in LULUCF and Agriculture Sectors in West Mediterranean Region of Turkey	10,000,000	N/A
Strengthening Cooperation with NGOs in order to Reach Good Environmental Status	5,000,000	N/A
Strengthening the Capacity for Evaluation of Air Pollution Exposure Levels (APEX) (in line with NEC Directive)	5,000,000	N/A
Strengthening the Capacity of the Ministry of Health to Reduce the Negative Effects of Climate Change on Health	4,777,000	N/A
Technical Assistance for Determining Road Map to Reducing Volatile Organic Compound Emissions for Strategic Sectors in Turkey	3,000,000	N/A
Improving Air Quality with Harmonization Medium Combustion Plant Directive in Turkey	4,000,000	N/A
Development of Appropriate Methodology for the Improvement of Water Quality and Restoration of Natural Functions of Wetlands	5,000,000	N/A
Implementation of Mercury Regulation in Turkey	2,000,000	N/A
A Revision Study of Drought Management Plan of Konya and Antalya Basins and Developing Drought Early Warning System	3,500,000	N/A
Capacity Strengthening Project on Turkish Environment Label System	1,500,000	N/A
Revision of Flood Risk Management Plans and Development of Flood Forecasting & Early Warning System for Susurluk and Doğu Karadeniz Basins	6,000,000	N/A
Improving Sustainable Consumption	1,850,000	N/A
Strengthening Administrative Capacity and Increasing Synergy Among Different Stakeholders Regarding Multilateral Environmental Agreements	1,000,000	N/A
Capacity Building for Establishment of an Institutional Structure of Natural History Museum and Awareness (NHM)	300,000	N/A
Dissemination and Strengthening of the Implementation of Nitrate Action Plans Project	4,000,000	N/A
Preparation of Innovative Spatial Planning Model for Sustainable Livestock with Spatial Analysis of Nitrate Pollution (Küçük Menderes River Basin Example)	4,000,000	N/A
Real-Time Landslide Monitoring and Early Warning System Project for Civil Protection and to Enhance Existing Flood-Risk Management Plans in Northeast of Turkey (Eastern Black Sea Region)	900,000	N/A
Improving the Capability of Turkish Coast Guard on Protection of Marine Environment	396,400	N/A
Strengthening the Capacity of Municipalities on the Reuse of Urban Wastewater	2,000,000	N/A
Water Efficiency Action Plans for Municipal and Agricultural Sectors	3,000,000	N/A
National Integrated Resource Efficiency Assessment Centers Network	7,000,000	N/A
Groundwater Management Implementations in Turkey	5,000,000	N/A
Within the Scope of Adaptation to Climate Change in River Basins With Flood Risk in Turkey, Reducing the Effects on Urban Areas with Collection Remote Sensing Data and Integration Into the System	8,500,000	N/A
Recommending Current Due diligence and Protection Methods from the Perspective of Pollution and Biodiversity of the Turkish Seas	3,000,000	N/A

Adapting to climate change: Awareness Raising of Water Users and Economic Assessment of Adaptation Activities	3,000,000	N/A
Fitness Check of the Turkish Water Legislation in order to Align with the EU Acquis	1,500,000	N/A
Constitution of the Methodology to Determine the Nonmarket Benefits for the Cost Benefit Analysis Studies within the Context of River Basin Management Plans (RBMPs) at Turkey	2,900,000	N/A
Project on Development of Water Allocation and Auto-Calibration Tools	2,500,000	N/A
Environment and Climate Friendly Schools Project	1,200,000	N/A
<b>Total Thematic Priority 1 (2023)</b>	<b>132,123,400</b>	
<b>2024</b>		
WINS (Waste IN the Soil): "Using Organic Wastes in Rehabilitating Degraded Lands, and Contributing to Climate Change Resilience"	1,673,080	N/A
The Project for Mitigation of Energy Consumption with Environmentally Integrated Buildings	3,500,000	N/A
Water Ambassadors Education and Awareness Raising Project - Part II	5,050,000	N/A
Assessment of Drinking Water Resources and Drinking Water Treatment Plants in Turkey - Phase 2	5,000,000	N/A
Enhancing Climate Change Communication for Turkey	4,000,000	N/A
Preparing the Mobile Wastewater Treatment Implementation Project	3,000,000	N/A
Capacity Building on Sediment Management in Turkey	4,500,000	N/A
Measures to be taken in Buildings to Combat with Contagious Diseases	1,500,000	N/A
Technical Assistance for Determination of Climate and Social Distance Sensitive Urban Planning Criterias	3,750,000	N/A
Improving Health Services in Disasters	4,761,000	N/A
Increasing the Usage of Bicycle as a means of Transportation in the New Normal Life Period	9,000,000	N/A
Strengthening Enforcement Capacity for Combatting Tobacco Smuggling and Improvement of Disposal Process	3,818,000	N/A
Education for Sustainable Development	4,000,000	N/A
Determination of Solar Potential in the Urban Environment with the Aid of Aerial Photogrammetry	11,000,000	N/A
Capacity Building on Development of Urban Cycling Plans for the Air Quality	3,000,000	N/A
Cooperation with the European Union and Review of Legislation to Prevent the Negative Effects of COVID-19 on the Environment	4,000,000	N/A
Building Information Modeling to Unite 3D Standardisation (BIM23DUnion)	8,500,000	N/A
The Methodology/ies and Implementations on Groundwater and Ecosystem Relations/Interactions	1,000,000	N/A
Developing our Country's Legislation and Practice by Evaluating which Criteria are Taken Into Consideration in Preparation of Legal Opinions that Constitute the Basis for the Decisions Regarding Environmental Impact Assessment by Examining the Practices of the Member States of the European Union	650,000	N/A
Capacity Building for the Development of Open Data Applications Compliant with TNSDI (Turkish national spatial data infrastructure) Standards at the Local Level	7,500,000	N/A
Establishment of Country Wide Urban Land-Use Monitoring System Supported by Semi-automatic Built-	5,500,000	N/A

up Area Identification Techniques from Remotely Sensed Data		
Eco-Friendly Youth Center	2,000,000	N/A
Water saving and Smart Toilets in Sports Hall, Youth Centers, Stadiums and Public Dormitories	10,000,000	N/A
Capacity Building Project for Effect of Sediment Transport on Reservoirs in Batı Karadeniz Basin	3,000,000	N/A
<b>Total Thematic Priority 1 (2024)</b>	<b>109,702,080</b>	
<b>Total Thematic Priority 1 (2021-2024)</b>	<b>317,084,304</b>	

	Estimated Budget (EUR)	Implementation Plan
<b>Thematic Priority 2 – Transport, digital economy and society, energy</b>		
<b>2021</b>		
Enhancement of MENR's Capacity for Preparation of National Strategy and Guidelines & Measurement and Monitoring on Efficient Heating and Cooling	2,500,000	AD Submission date: March 2021 Indirect management: service contract (TA)
Maritime decarbonisation and green shipping	60,000,000	AD Submission date: March 2021 Indirect management: service contract (TA), supply and grant scheme
Strengthening energy efficiency performance of public buildings stock	5,000,000	AD Submission date: March 2021 Indirect management: service contracts (TA)
<b>Total Thematic Priority 2 (2021)</b>	<b>67,500,000</b>	
<b>2022</b>		
Support to the development of sustainable and smart mobility in Turkish metropolitan municipalities by Ilbank (2021-2025)	50,000,000	AD Submission date: March 2021 Indirect management: by pillar-assessed organisation (AFD): grant blended with loans
<b>Total Thematic Priority 2 (2022)</b>	<b>50,000,000</b>	
<b>2023-2024</b>		
Improvement of State Owned Enterprises Monitoring System (KIVI)	1,250,000	<b>Indirect Management</b>
Construction of Railway connecting Yavuz Sultan Selim Bridge to Halkalı-Kapıkule Railway Line	3,000,000,000	To be studied
Improvement of Connectivity and Sustainability through Making an Integrated Transport Plan	8,000,000	To be studied
Safer Roads in Turkish Cities Programme	3,000,000	To be studied
Esenler Smart Mobility	9,000,000	To be studied
Improving Urban Transportation in Artvin, The Rising Destination of the Caucasus	29,700,000	To be studied
Sustainable Mobility and Reliable Transportation Plus (SUMART+)	490,000,000	To be studied
Strengthening Rail Connectivity through Constructing New Last Mile Rail Connectivities	300,000,000	To be studied



Bringing Inland Waterways to the Logistics Sector and the Transport Sector	9,500,000	To be studied
Purchasing electric vehicles for airports that we operate on the purpose of using as follow me	4,000,000	To be studied
Grid-Interactive, Ground Mounted Solar Photovoltaic Power Plants at 6 Airpots With Total Capacity Of 14.675,72 kWp	11,500,000	To be studied
Determination of the General Concept and Implementation Steps of the Pedestrianization Projects	225,000	To be studied
Technical Inspections of Commercial Vehicles at Roadside	5,200,000	To be studied
Building Dynamic Spectrum Sharing Infrastructure	2,000,000	To be studied
Driver and traffic training	5,000,000	AD Submission date: March 2021
<b>Total Thematic Priority 2/Transport (2023-2024)</b>	<b>3,878,375,000<sup>56</sup></b>	To be studied

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<sup>56</sup> The project budgets are based on the preliminary technical assessments and, thus, are indicative.

## Window 4 – Competitiveness and Inclusive Growth

### PART 1 – SECTOR CONTEXT AND RELEVANCE WITH THE ENLARGEMENT POLICY

#### 1. Consultation Process

The consultation process regarding IPA III programming concerning this Window included the following processes:

- Draft IPA III Regulation was shared with all IPA bodies in mid 2018 to let the stakeholders familiarise with key novelties and revised priorities,
- The entire concept of its Windows together with Thematic Priorities was introduced to all relevant public bodies in late April 2020 after guiding letter received from the Commission Services and the Headquarters,
- Public bodies (Lead Institutions and End Beneficiaries under IPA II) conducted their individual online meetings with the relevant stakeholders (other public and non-government actors, including business member organisations) in May-June 2020 to inform about the new IPA Programme architecture,
- Appropriate online consultation meetings were held in the period May 2020-February 2021 to agree on Thematic Priorities that will be included for the years 2021-2022 and subsequent period; the process also included the collection of project ideas for IPA III support,
- Action Fiches were prepared and submitted to the Commission (without programming framework) within tight deadlines that laid down the foundation for IPA III intervention logic,
- Draft Strategic Response document was prepared as appropriate, and shared on 26 February 2021 and comments from the relevant stakeholders were received in March 2021,
- The final draft document was completed on 15 March 2021 and this version is the second draft after comments received from the Commission
- In addition to sectoral public consultations run by each relevant IPA body on sector level when preparing draft Action Fiches and draft Action Documents, the NIPAC office launched its own public consultation on the first draft of the Strategic Response document during a public event held on 25 July 2021 in Ankara. Stakeholders' feedback was captured through an online survey. In total, 568 individuals filled in the survey questionnaires till the deadline. About 29 % of the total number of respondents represented public institutions, such as ministries and public institutions under the supervision of ministries, governorates, municipalities and development agencies. 15% of the respondents represented state and private educational and research institutions, 21% non-governmental organisations, trade unions and other non-state actors, as well as occupational institutions. 10 % of respondents represented some institutions that do not fit to any of the aforementioned categories and 25% of the respondents were individuals not connected to any specific institution.
- “45% of the total respondents found IPA III – Window I “Rule of law, fundamental rights and democracy” as most important for Turkey in the context of EU accession. According to the respondents, the second most important IPA III window is Window III “Green agenda and sustainable connectivity” with 25%, followed by IPA III – Window IV “Competitiveness and Comprehensive Growth” with 22% and IPA III –

Window II “Good governance, alignment with the acquis, good neighbourly relations and strategic communication” with 8%”.

## 2. Alignment of Beneficiary’s Strategies with IPA III Programming Framework

The **11<sup>th</sup> National Development Plan** is an overarching document setting the main development vision for Turkey. *Section 2.2 Competitive Production and Productivity* and *Section 2.3 Qualified People, Strong Society* are the main reference points for Window 4 of IPA III - they include priorities pertaining to industrial policies, e.g., business and investment climate, human resources in productive sectors, digital transformation, research and innovation, critical technologies, priority sectors and other manufacturing industries, priority development areas (agriculture, defence and tourism), support to key sectoral policies and inclusive society (education, employment and working life, health, family issues, women, youth, children, youth, social services, population and aging, etc.) and also covering priorities regarding strengthening the labour market institutions including labour inspectorates, reducing the proportion of people engaged in informal employment, continuation of efforts for equality and non-discrimination, equality of men and women, social dialogue, youth employment, social and economic inclusion of persons with disabilities and other vulnerable groups in labour market governance, workplace compliance, and decent work environment for all women and men in Turkey.

Within the framework of "competitiveness, production and efficiency" axis of the 11<sup>th</sup> National Development Plan, policies that will support the intended structural transformation in production and increase in welfare by ensuring competitiveness and productivity increase in the economy are defined.

The main objective is to ensure sustainable, technology-oriented and inclusive growth. In this framework, it is aimed to achieve an increase in employment and welfare with an environmentally friendly growth based on investments and exports with increasing technology intensity that is also compatible with macroeconomic balances. Policies that support economic recovery after the Covid-19 pandemic and encourage flexible labour market development continue to be implemented.

The **Economic Reform Programme 2021-2023** stressing the most important structural reform priorities also makes a reference to various aspects included in Window 4, including enhancement of industry, service sector and agriculture, research, development and innovation with digital economy, better education and skills alongside employment and labour markets and social protection and social inclusion including healthcare.

### **Thematic Priority 1 – Education, employment, social protection and inclusion policies, health**

Regarding thematic priority of *employment*, the 11<sup>th</sup> Development Plan (2019-2023) underlines the main objective regarding employment and working life as “to provide decent work opportunities to all segments of the society and to increase the employment of groups requiring special policies, especially women and young people.” This objective is completely in line with the issues stated in the IPA III Programming Framework such as fostering quality employment and access to labour market, enhancing social dialogue, promoting equality and non-discrimination, social protection and inclusion and combatting poverty and ERP 2021-2023 as

stated in the measure 20. In the Plan, it is stated that “Practices that will facilitate women's participation in the labour market and their employment will be developed. The active participation of women in economic, social, cultural life and all levels of decision-making mechanisms will be encouraged, especially starting from the local level, in a way that will strengthen the equality of opportunity between men and women regarding rights”. The 11<sup>th</sup> National Development Plan also refers to the labour inspections, taking its basis from ILO Labour Inspection Convention No.81 and relevant national legislation, in various fields regarding informal employment, undeclared wages, flexible working methods, working hours and child labour. Furthermore, it proposes to ensure compliance to the Labour Law by means of ways other than imposing fines such as awareness raising activities and guidance. The Plan also directly as well as indirectly refers to social partners including workers, employers and their representatives and aims to enhance the capacity of social partners through awareness-raising activities and guidance in order to ensure the enforcement of national labour legislation, implementation International Labour Standards and promotion of social dialogue at all levels in labour market. Similarly, Turkey’s National Employment Strategy (2014-2023) also highlights the need to increase the effectiveness of inspections under various sections including informal employment as well as security and flexibility in labour market. Turkey’s National Programme on the Elimination of Child Labour (2017-2023) also aims to strengthen the institutional capacity of Ministry of Labour and Social Security in the field of elimination of child labour and increase the capacity of the labour inspection through in-service trainings.

In line with the Programming Framework, the Plan also foresees determining new skill needs within the framework of the effects of digital transformation and technological developments on labour market; strengthening active labour force programmes to determine the new skill needs, strengthening transition from education to employment, facilitating the participation of women to the labour market, supporting the active participation of young people in the labour market, increasing labour force participation and employment of disabled people, developing new programmes in order to increase the employability of the long-term unemployed, regulating and supporting social entrepreneurship and increasing awareness raising activities and inspections to effectively combat informal employment.

Another point that is both handled in the Plan, IPA III Programming Framework and ERP 2021-2023 is on the future professions. All these documents underline the need for qualified labour force in the digitalised industry. The target for the number of 18-29-year-old young people who benefit from the On-the-job Training Programme in Future Professions is listed as 2.000 in the ERP Measure 24.

#### **11<sup>th</sup> Development Plan Targets on Employment**

	<b>2018</b>	<b>2023</b>
<b>Employment Rate</b>	47.4%	50.8%
<b>Female Employment Rate</b>	29.4%	34%
<b>Labour Force Participation Rate</b>	53.2%	56.4%
<b>Female Labour Force Participation Rate</b>	34.2%	38.5%
<b>Informal Employment Rate</b>	33.4 %	%28.5 %
<b>Rate of Women in Self-Employed</b>	17.8%	20%
<b>Rate of Women in Employers</b>	8.7%	10%
<b>Youth Unemployment Rate</b>	20.3%	17.8%

Regarding employment, besides the Plan, the main policy document is also National Employment Strategy (2014-2023) which is prepared with the contributions of all stakeholders of the working life and conducted by the MoLSS. The Strategy was prepared and put into practice based on European Employment Strategy and International Labour Organization's conventions. The Strategy is also in line with the Programming Framework since the goals are listed as strengthening the relationship between education and employment, providing assurance and flexibility in the labour market, increasing employment of special groups, strengthening the relationship between education and social protection. National Action Plan also sets targets regarding employment rate, unemployment rate and informal economy similarly to the 11th National Development Plan. Within the framework of "Increasing Employment of Groups Requiring Special Policy", which is one of the main policy axes of the National Employment Strategy (2014-2023), the importance of increasing women's employment opportunities is emphasized. Also, the main objective of removing the barriers to women's participation in the labour force and employment, policies to increase their participation in the labour force and employment, and to combat unregistered employment have been determined.

On the other hand, the National Youth Employment Strategy and Action Plan (2021-2023) have been prepared by the MoLSS to increase youth employment and approved on 2<sup>nd</sup> of October 2021. This Strategy has been prepared taking into account the needs, problems and expectations of the labour market, and aims to enable young people to develop a comprehensive range of skills and knowledge to remove barriers to employment and participate in the current and future labour market. The main policy axes of the strategy are 'Strengthening the education-employment relation', 'Increasing the employment of young people who are not in employment, education or training' and 'Future of work'. In the new plan, there are some actions and targets relevant to young people who are not in employment, education or training. It is thought that these actions will contribute to reducing the rate of NEET. According to TURKSTAT, the proportion of the young population in the 15-24 age group who are neither in education nor in employment, is 23.5% in the second quarter of 2021. The number of NEET was 2 million 805 thousand persons.<sup>57</sup> In order to overcome this issue, education-employment-production relation should be strengthened especially through VET, which is highly stressed in policy papers such as 11<sup>th</sup> Development Plan, The Economic Reform Programme 2021-2023, 2019-2023 Strategic Plan of Ministry of National Education<sup>58</sup>. The main targets of National Youth Employment Strategy and Action Plan (2021-2023) for 2023 are reducing the youth unemployment rate to 17.8%, Increasing the rate of youth participation to labour force to 46% and decreasing the rate of NEET to 20%.

İŞKUR, who is an important actor in the employment sector, also provides public employment services in line with those measures. Job Clubs is an intensive job and vocational counselling programme for the groups requiring special policies such as women, youth, persons with disabilities, the long-term unemployed and ex-convicts. Job Hunting for NEETs is a dedicated counselling model for NEETs between 15 and 24 years old. Once NEETs are registered for İŞKUR they are referred to ALMPs and/or jobs appropriate for them. On the other hand, Job Coaching for the Persons with Disabilities has been put into practice to contribute the social integration of individuals with disabilities and to support their job placement process by concentrating on their skills.

In addition, the 11th National Development Plan also sets targets for supporting the workforce working in the priority sectors for obtaining vocational qualification certificate under 2.2. Competitive Production and Productivity. The plan also covers the aim of updating national

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<sup>57</sup> <https://data.tuik.gov.tr/Bulten/Index?p=Labour-Force-Statistics-Quarter-II:-April-June,-2021-37546>

<sup>58</sup> [https://sgb.meb.gov.tr/meb\\_iys\\_dosyalar/2019\\_12/31105532\\_Milli\\_EYitim\\_BakanlYYY\\_2019-2023\\_Stratejik\\_PlanY\\_\\_31.12.pdf](https://sgb.meb.gov.tr/meb_iys_dosyalar/2019_12/31105532_Milli_EYitim_BakanlYYY_2019-2023_Stratejik_PlanY__31.12.pdf)

occupational standards and qualifications, which are the basis of vocational training programs and examination and certification activities, and increasing their numbers under “2.3. Qualified People, Strong Society”. Also, under “2.3.2. Employment and Working Life”, the Plan mentions that occupational standards and qualifications which are the basis of training programs will be established; the labour force will be certified, the occupational accidents will be reduced and the qualification of the labour force will be improved. In line with the aim of IPA III in supporting the enhancement of the skills of the labour force through developing the relationship between education and employment, supporting LLL and the implementation of National Qualifications System and the Framework, various actions such as supporting the development of national occupational standards, national qualifications, supporting implementation, revision, development, accessibility of LLL programs and Turkish Qualifications Framework; supporting individuals to acquire vocational qualifications certificates and promoting establishment of additional certification bodies authorised by VQA may be implemented.

The main strategy documents regarding *social policies* are: Strategic Plan (2019-2023)<sup>59</sup> of Ministry of Family and Social Services, Strategy Paper on Roma People 2016-2021 Turkey<sup>60</sup>, Strategy Paper and Action Plan on Women’s Empowerment 2018-2023<sup>61</sup>, IV. National Action Plan for Combating Violence Against Women (2021-2025) and National Program on Elimination of Child Labor<sup>62</sup>.

The main objective of the 11<sup>th</sup> National Development Plan under social services title is “enhancing the participation in the economic and social life, improving the quality of life of the groups at risk of poverty and social exclusion by ensuring easier access to the opportunities, improving the income distribution and reducing the poverty”. This includes the measures such as increasing the capacity of Family Social Support Program (ASDEP), strengthening the link between social assistance and social services, increasing the effectiveness of social assistance programmes and expanding social service models, which are in line with IPA III Programming Framework. The Ministry’s Strategic Plan (2019-2023) also underlines the importance of relevant objectives and policy measures listed under the qualified people, strong society and competitive production and productivity.

#### 11<sup>th</sup> Development Plan Targets on Poverty

	2018	2023
<b>P80/P20</b>	7.5	6.5
<b>Relative Poverty</b>	20.1	18.0

The 11<sup>th</sup> National Development Plan also sets targets for elimination of child labour and empowerment of women in line with the priorities set in IPA III Programming Framework. In the National Programme on the Elimination of Child Labour (2017-2023) objectives of eliminating child labour, especially the worst forms of child labour are determined, with focus on comprehensive measures such as eliminating poverty, increasing the quality of education and accessibility, increasing social consciousness and sensitivity, which are the main reasons for children to take part in the working life. In the Women's Empowerment Strategy Document and Action Plan (2018-2023) the main objective is ensuring women's full and effective participation in all areas of working life, they have a say in economic life in line with the changing labour market dynamics. The Strategy Paper and Action Plan on Women’s

<sup>59</sup> [https://www.ailevecalisma.gov.tr/media/33674/acshb\\_2019-2023-stratejik-plan.pdf](https://www.ailevecalisma.gov.tr/media/33674/acshb_2019-2023-stratejik-plan.pdf)

<sup>60</sup> <https://www.rcc.int/romaintegration2020/docs/8/the-strategy-paper-on-roma-peoplern2016-2021--turkey>

<sup>61</sup> <https://ailevecalisma.gov.tr/media/5262/women-in-turkey-2019.docx>.

<sup>62</sup> [https://www.ailevecalisma.gov.tr/media/1321/cocukisciligimucadele\\_2017\\_2023\\_en.pdf](https://www.ailevecalisma.gov.tr/media/1321/cocukisciligimucadele_2017_2023_en.pdf)

Empowerment 2018-2023 also includes 5 main policy pillars for women's empowerment as education, economy, health, participation in decision-making mechanisms and media that are in line with IPA III Programming Framework.

Overall, the increase in employment rate (of especially women, long term unemployed and groups requiring special policies), enhancing the transition from education to employment, strengthening labour market with analysis of new skills needs occurred by digital transformation and preparation of on trainings for these new skills, strengthening the systems for social services are all included in the national documents as well as in IPA III Programming Framework.

The Covid-19 pandemic has recently impacted Turkish labour market such as the whole world and caused unprecedented disruptions to economies, including for workers and enterprises in various sectors and a variety of vulnerable groups. It has also exacerbated existing challenges, with many enterprises and workers suffering as a consequence. In response, the Turkish government, employers' and workers' organisations, and other stakeholders have started collaborating to mitigate the impact of the pandemic with a view to protecting businesses and livelihoods, including through social dialogue and other measures such as social protection shield comprised of short time working benefit, cash wage support, normalisation premium support, unemployment benefit and programmes such as pandemic social support program, Biz Bize Yeteriz Türkiyem Campaign and Full Lock Down Social Assistance Programme. As mentioned in the IPA III Programming Framework, the policies regarding employment and social sectors are addressing the challenges brought by the pandemic outbreak.

The 11th National Development Plan covers policies and measures on *health* as well. Under this section, the main objective on health is to ensure high-quality, reliable, efficient and financially sustainable health services provision supported by evidence-based policies, in order to improve the quality of living of individuals, to allow their active and healthy participation in economic and social life and thus improve the regional distribution of services as well as the quality of physical infrastructure and human resources. Within this scope, ensuring the physical, social and mental wellbeing of individuals and quality healthcare provision in order to allow individuals' more active and healthy participation in social and economic life by means of increasing their life quality are among the objectives of the 11<sup>th</sup> National Development Plan. In this line, improving the interregional distribution, physical infrastructure and increasing the quality of human resources with a qualified, reliable, effective and financially sustainable healthcare provision which are supported with evidence-based policies have been determined as main objective in order to increase the life quality of individuals and ensure their more active and healthy participation in economic and social life.

On the other hand, a rapid process of digitization can be observed in healthcare services, as in other areas, in recent years. As a result, the central responsibility of the healthcare information systems in implementing the strategies<sup>63</sup> of the Ministry of Health gradually increases.

At this point, the new period strategy healthcare information systems can be explained as follows;

- The information technologies service model will be improved to reinforce the accessibility, availability, reliability and quality of healthcare information systems and applications.

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<sup>63</sup> <https://stratejikplan.saglik.gov.tr/>



- Development of innovative e-health applications is planned in order to ensure the sustainability of healthcare service delivery and provide citizen-based healthcare services. These applications will be capable of enabling effective use of data and integration among different systems.

The health management process will be improved and strengthened by using the information technologies infrastructure. The information technologies infrastructure will be used to roll out the evidence based health management competencies like the CQDSS across the system.

Especially for the elderly, smart devices provide a great opportunity to decrease healthcare costs while increasing satisfaction in health services. By benefiting from such tools, healthcare services can be given without time and place restrictions. Turkey has a strong belief in benefits of healthcare “internet of things” services and technologies.

In the *education sector*, it is significant to underline that education is one of the fundamental rights and the most important tools to equip children, youth and adult with values, attitudes, knowledge and skills to help them reach their full potential, and meet labour market requirements which are skillful and well-trained workforce due to the changing needs of the sector as a result of developing technology.

One of the priorities of the Ministry of National Education (MoNE) is developing quality of vocational education and training. Strategic Plan of the MoNE for 2019-2023 sets that “Vocational and technical education and lifelong learning systems will be arranged in accordance with the needs of the society, the requirements of the labour market and the information age”. Also, in the 11th Development Plan, it is stated that “The transition of young people to work will be facilitated through internship, entrepreneurship and on the job training programs”. Improving on the job training facilities is not only necessary to increase quality of vocational and technical education, but also it can contribute to easy transition from school to labour market. As mentioned above, the share of the young population in the 15-24 age groups who are neither in education nor in employment (NEET) is 23.5% in the second quarter of 2021. In order to overcome this issue, education-employment-production link should be strengthened especially through VET, and developing on the job training is one of the most important elements of the quality VET. Through the objective of increasing participation in Early Childhood Education and Care, which is also stated in Programming Framework, studies to have early childhood education compulsory for the age of 5 are ongoing. Furthermore, as per clearly stated in the Turkey’s Education Vision 2023 document, common quality standards will be developed and implemented in order to improve the quality of early childhood education offered by various institutions, under the authorization and coordination of the Ministry of National Education. Also, an alternative early childhood education model with flexible timing arrangements will be implemented for children in rural and low-population settlement areas. Centers, workshops, and mobile bus classrooms will be commissioned in the context of scaling up community-based early childhood services. The nutrition needs of children in early childhood education attending schools under disadvantaged conditions will be met. Moreover, an e-Portfolio will be set up for each child to monitor, evaluate, improve all development areas of children from early childhood through higher education. Finally, as per Turkey’s 11th Development Plan states the access to education at all levels will be provided based on equal opportunity principle. In addition, the Plan aims to increase schooling and graduation rates while to reduce the rate of absenteeism at all levels of education. The Plan covers the measures to increase the quality of education at all levels as well.

Through the aim of IPA III in improving access to and the quality of education, a training and lifelong learning, LLL programs for vocational, social, and cultural skills will be updated and

diversified, and efforts will be undertaken to raise community awareness about the lifelong learning process. Distance-learning technologies will be used in order to reach out to different target audiences and expand access to learning as part of the lifelong learning process. Skills training and awareness programs for 21st century skills will be organized in multiple literacies (digital, financial, health, ecological). Based on the current PIAAC results, it is seen that the biggest needs of adults living in Turkey are deficiencies in basic skills (verbal, numerical and digital skills). Education policies and action plans should be prepared to eliminate these. Course programs for the development of skills in the relevant field will be monitored by taking into account the rate of benefiting from courses within the scope of lifelong learning and participation rates in lifelong learning. Relevant indicators are respectively targeted as 85% and 8% for the end of 2023 in the MoNE Strategic Plan 2019-2023.

Improving professional competences of teachers is one of the other priorities of the Ministry. And digital literacy is one of the most useful one of them. The MoNE Strategic Plan for 2019-2023 states that “with digital content supporting learning processes and skill-supported transformation, it will be ensured that students and teachers living all over Turkey have equal learning and teaching opportunities and that learning will go beyond the classroom walls”.

Turkey deployed online learning facilities to ensure continuity of education during the school closure due to pandemic. Distance education showed us the importance of digital literacy of teachers and quality of digital contents. As stated in the European Commission’s Digital Education Action Plan 2021-2027, digital technology, when deployed skillfully, equitably and effectively by educators can fully support the agenda of high quality and inclusive education and training for all learners. It can facilitate more personalized, flexible and student-centered learning, at all phases and stages of education and training. Besides, access and quality of education can be improved with greater focus on the training of teachers and school administrators which is mentioned in the 11th National Development Plan as improving the motivation and professional development of teachers and school administrators. In this context, teachers’ and school administrators’ professional development can be fostered with digital strategies.

In that respect National strategic documents comply with IPA III Programming Framework since it aims to support the quality, effectiveness and labor market relevance of education, including vocational education, and training systems in order to provide people with skills adjusted to digitalization technological change, innovation and economic change.

### **Thematic Priority 2 – Private sector development, trade, research and innovation**

As indicated in the programming framework, private sector and its manufacturing branches together with research and development organisations are the main foundation of the Turkish economy and make up most of the employment opportunities in the country. SMEs, Industry, Academia, and Entrepreneurs are the main target groups of the thematic priority and ensuring cooperation among these four pillars is vital for the international trade relations, competitiveness and continued economic growth of Turkey. For the Industrial infrastructure, Turkey needs to invest greener and cleaner and more digital technologies, as for the SMEs Turkey should diversify the access to finance opportunities specifically for productive and export oriented companies. For academia, Turkey should increase the support system towards research infrastructures that develop research projects with high commercialization potential in cooperation with private sector.

And finally for entrepreneurs Turkey has to invest more to technological start up ecosystem both in enabling institutions and also on novel financing opportunities. Science, Technology and Innovation Policy Council of Turkey (STIPC), Presidency of Strategy and Budget and the Ministry of Technology and Industry provides for a strong strategic planning and ensures the overall coordination of the sector. In order to encompass these four main pillars, at national scale Turkey has developed various policies and strategies. The key strategic documents under the 11<sup>th</sup> NDP promoting **competitive production and productivity** are 2023 Industry and Technology Strategy,<sup>64</sup> Ministry of Industry and Technology Strategic Plan 2020-2024,<sup>65</sup> TÜBİTAK (Scientific and Technological Research Council Of Turkey) Strategic Plan 2019-2023,<sup>66</sup> KOSGEB (Small And Medium Industry Development Organisation) Strategic Plan 2019-2023,<sup>67</sup> TPTO (Turkish Patent and Trademark Office) Strategic Plan 2019-2023,<sup>68</sup> Ministry of Trade Strategic Plan 2019-2023<sup>69</sup> and 2023 Digital Turkey Roadmap<sup>70</sup>.

All those policies and programmes emphasize the importance of better business environment and strengthened R&D, innovation and technology contexts. The National Development Plan focuses on several industrial sectors and strategic sectors, and some key interventions to overall industrial progress. Interventions are mainly centred on digital transformation, support to R&D and innovation, support to critical technologies and horizontal supports to logistics and energy infrastructure for better industrial connectivity. Priority sectors (high technology) are identified in the NDP as: chemical industry, pharmaceuticals and medical devices, electronics, machinery and electrical equipment, automotive, rail system vehicles. Other sectors (mid-technology) include textile-clothing-leather industry, non-metallic mineral products industry, basic metal industry, ship-building industry, furniture industry. Horizontal policy areas to support priority sectors are strong financial structure, digital transformation, high institutional capacity, logistics and energy infrastructure, business and investment climate, human capital, R&D and innovation, and critical technologies.

**2023 Industry and Technology Strategy** translates the 11<sup>th</sup> National Development Plan's objectives to thematic intervention areas along with key performance indicators and 26 underlying targets grouped under 5 specific objectives. These are **high technology and innovation, digital transformation and industry move, entrepreneurship, human resources and infrastructure**. The strategic plans of the TÜBİTAK, KOSGEB and TPTO, as being its affiliated institutions act as lateral action plans of the Ministry in addition to its own Strategic Plan. As a complementary plan, Ministry of Trade's strategic plan emphasises the high technology exports and increasing the competitiveness of Turkish clusters in international trade.

In line with the objective (no. 518) indicated in the 11<sup>th</sup> National Development Plan, Turkey will implement actions to promote quality-oriented, innovative approaches and practices for increasing the level of protection of consumer rights. These actions will also contribute to the efforts to improve consumer consciousness, as referred in the Strategic Plan (2019-2023) of the Ministry of Trade. COVID-19 pandemic paved the way for boosting e-commerce activities. As indicated both in the 11<sup>th</sup> National Development Plan (objective no. 520.4) and the Ministry

<sup>64</sup> <https://www.sanayi.gov.tr/assets/pdf/SanayiStratejiBelgesi2023.pdf>

<sup>65</sup> <http://www.sp.gov.tr/tr/stratejik-plan/s/2637/Sanayi+ve+Teknoloji+Bakanligi+2020-2024>

<sup>66</sup> <http://www.sp.gov.tr/tr/stratejik-plan/s/2050/Turkiye+Bilimsel+ve+Teknolojik+Arastirma+Kurumu+2019-2023>

<sup>67</sup> <http://www.sp.gov.tr/tr/stratejik-plan/s/1837/Kucuk+ve+Orta+Olcekli+Sanayi+Gelistirme+ve+Destekleme+Idaresi+Baskanligi+2019-2023>

<sup>68</sup> <http://www.sp.gov.tr/tr/stratejik-plan/s/1842/Turk+Patent+ve+Marka+Kurumu+2019-2023>

<sup>69</sup> <http://www.sp.gov.tr/tr/stratejik-plan/s/1785/Ticaret+Bakanligi+2019-2023>

<sup>70</sup> <https://cdnendustri40.4flvy.com/file/e267e931e0794d50b5e4ba40306cfcfb/tsddtyh.pdf>

of Trade Strategic Plan (objective no. 1.3) Turkey has a strategic goal to become a regional hub for e-commerce. This objective requires structural re-design of the authorities responsible for customs transactions and product safety & compliance measurement tests, which intersect with Window 2. These actions will eventually include the end-users, manufacturers, and other actors involved in the e-commerce processes. Coordinated efforts will continue to increase the protection of intellectual property rights at the customs.

### **Thematic Priority 3 – Agriculture and rural development**

IPARD III Programme that is currently being prepared to cover the years 2021-2027 will be in compliance with the objectives of “*Agriculture and Rural Development*” determined as the *Thematic Priority 3*, one of the four *Thematic Priorities* that EU will concentrate its assistance under Window 4 (Competitiveness and Inclusive Growth) as well as the objectives of *Thematic Priority 1* “*Environment and climate change*” under Window 3 (Green Agenda and Sustainable Connectivity) of the Draft IPA III Programming Framework setting out the priorities in selected sectors for the years 2021-2027.

The specific objective of IPA III in Agriculture and Rural Development is defined as gradually building an agricultural sector capable of competing with market forces, while progressively aligning with the EU legal framework in the field of agriculture and rural development and the relevant veterinary, food safety and phytosanitary standards (SPS standards). Pursuing the transition towards sustainable food systems in view of the alignment with the EU food safety *acquis* and the convergence with the EU Farm to Fork Strategy, which is at the heart of the EU Green Deal aiming to make food systems fair, healthy and environmentally friendly, is essential. IPA III and its relevant instruments will contribute to ensure food security, improve the life of rural residents through the economic and social development of rural areas and build resilience to adverse effects of climate change. IPA III will also help tackling the existing structural challenges in the sector, such as lack of diversification, lack of proper advisory services and poor-quality rural infrastructure.

The actions funded under IPARD III Programme should aim to improve market orientation and competitiveness of the agri-food sector, and enhance farmers’ position in the food chain, increased roles of women and young farmers in the development of rural areas, and sustainable management of natural resources.

National Rural Development Strategy (NRDS) of Turkey covering the 2021-2023 not only supports the alignment of agricultural and rural policies with the EU *acquis* but extends to the adjustment with new policy orientations such as EU Farm to Fork Strategy and Green Deal including increased environmental protection and resilience to climate change.

IPARD III Programme will be based on relevant priorities of sector strategies of NRDS as well as IPA III Programming Framework and be the continuation of IPARD II Programme. Available financial resources and political framework as well as harmonization of national policy with the Common Agricultural Policy in order to improve the multifunctional roles of agriculture, increase its competitiveness and improve the quality of life in rural areas have been taken into account. Besides, special attention has been given to sustainable management of resources, resilience and low-carbon economy in the context of climate change within the context of the IPARD III Programme.

In IPARD III Programme, it is aimed to increase economic competitiveness of agricultural producers, both in primary production and in processing through sustainable use of resources

and short value chains. Measures under this Programme will finance investments regarding establishment and in particular modernization of agricultural holdings and processing facilities, as well as diversification of rural economic activities which contributes to the improvement of various sectors and creation of job opportunities that will improve living standards in rural areas. Besides, with the aim of adaptation to the EU environmental requirements, an increased amount of sup-ports to investments on renewable energy and waste management investments already supported in the current Programme will be given for the IPARD III period. Moreover, circular economy oriented investments will be encouraged in line with the Green Deal targets.

In addition to the LEADER measure will continue to be implemented with an extended geographical scope including more provinces. The activities focusing on a more efficient implementation of the programme and coordination among various stakeholders will continue to be carried out under the National Rural Network. The measure on Agri-Environment-Climate and Organic Farming will continue to be implemented, along with the ongoing preparations to extend its scope by adding new sub-measure. Studies regarding the measures, on the Advisory Services, which is a cross-cutting knowledge-related measure and serves the purpose of improving the overall economic and environmental performance of the agricultural holdings and rural areas' businesses, and the Rural Infrastructure are still ongoing. Moreover, Technical Assistance measure under the IPARD III Programme will be used in a more extensive manner.

In the context of IPARD III Programme preparation studies, Sectoral Analysis (including SWOT) of 12 sectors and stakeholder meetings have been completed. Following the completion of internal meetings, preparation of IPARD III Programme will be finalized.

The measures to be implemented under IPARD III period are being designed to:

- To bring the sector investments up to EU food safety *acquis*, hygiene and environmental standards
- To increase income levels by diversification and business development measure
- To improve farmer's position in the food chain in terms of processing and marketing with the view of meeting EU standards
- To support small farmers via collective investments
- To social and economic development of rural areas
- To foster engagement of women and young farmers from rural areas in rural business in line with the EU Green Deal;
- To build resilience to climate change
- To increase environmental protection
- To increase the sustainable and renewable energy production
- To encourage the investments related to effluent and waste management and circular economy-oriented investments linked to waste management

The measures and their share in the Programme budget have been designed to establish an appropriate balance among activities targeting alignment with the *acquis* and increased environmental protection and resilience to climate change in line with Green Deal objectives as well as contributing to socio-economic development in a broader sense. Complementarity between the IPARD Programme and the National Rural Development Policies will also be ensured. The 11th National Development Plan identifies its main objectives as the creation of an effective agriculture sector that is based on high technology and is sustainable in terms of environmental, social and economic aspects, the increased international competitive power through its structure observing supply-demand equilibrium the adequate and balanced nutrition of the citizens, improvement of infrastructure.

Within this scope, actions are taken in order to:

- establish a digital value chain from seed to table,
- make agricultural census and create a database that can be updated,
- strengthen the R&D infrastructure of the ministry in terms of technology, tool, software and equipment in order to measure the adverse impacts of climate change on agriculture.

In the 11th National Development Plan, the following actions are also included with regards to agricultural infrastructure:

- Food control laboratory infrastructure will be strengthened and the efficiency of control services will be increased (410.5.).
- The logistics infrastructure for the establishment of the cold chain in agricultural products will be improved (411.2.).
- Through a distribution model with a solid supervision and management infrastructure, arrangements will be made to ensure so that agricultural products can be offered to the market faster and at affordable prices (413.3.).

Turkey is about to adopt its National Rural Development Strategy for 2021-2027, which stems from the current 11<sup>th</sup> National Development Plan and builds on the previous strategy advocating for better alignment with the Common Agricultural Policy.

**Strategic Plan of the Ministry of Agriculture and Forestry for 2019-2023<sup>71</sup>** and the 3<sup>rd</sup> Agriculture and Forestry Council Decisions, as the main sectoral strategy documents, introduce following IPA III related actions:

- Turkey will continue to align its agricultural and rural policies to that of the EU.
- Agriculture, rural development, forestry and water policies and legislation will be based on strategic production, sustainability, efficiency and competition principles and implemented and evaluated with a holistic and integrated method, a simple and non-contradictory legislative structure in line with the EU will be created.
- Plans will be drawn up against crisis situations (such as biological, chemical threats).
- Working on the transformation of the Farm Accountancy Data Network (FADN) to Farm Sustainability Data Network will be continued.
- Official food/feed control, veterinary/phytosanitary import control and laboratory systems will be improved and expanded in order to ensure food and feed safety, public health, plant health, animal health/welfare and an effective traceability in the whole chain from seed to table. Accurate and up-to-date information on food safety will be shared with the public. Regulations will be made for the effective deterrence of counterfeiting and adulteration in food.
- Capacity in the area of animal health (in terms of diagnosis, surveillance and control of animal diseases), animal welfare, animal movements, animal market and slaughterhouse infrastructure, animal by-products, registration and zoonotic diseases will be improved and all necessary systems will be established according to the EU Acquis. All of the country will be vaccinated from foot and mouth disease and will be granted the FMD Free status; disease-free businesses will be expanded on a regional basis.
- Animal vaccines will be developed in order to combat with animal diseases effectively. The efficiency of control and inspection activities for veterinary medicinal products will be increased. A surveillance network will be established in order to monitor the effectiveness of antibiotics on microorganisms; an internationally accredited (OIE, EDQM etc) centre conducting all tests and analyses (including clinical studies) of emerging and market - entering

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<sup>71</sup> <https://www.tarimorman.gov.tr/SGB/Lists/Duyuru/Attachments/87/2019-2023%20stratejikplan.pdf>

veterinary medicinal products will be established. Antimicrobial sales in the livestock and aquaculture industry will be decreased.

- National legislation concerning seed sector will be harmonized with the EU Legislation and the relevant infrastructure will be improved. Plant production varieties and products demanded by the sector will be developed, certified sapling and seed use will be increased.
- Institutional capacity concerning plant health will be improved. National reference laboratories will be established with regards to the regulated plant pests and diseases, the relevant legislation will be harmonized with the EU.
- The use of chemical fertilizers and environmental pollution will be reduced by encouraging the production and use of organic and organomineral fertilizers, biological and biotechnical controls. A recording and tracking system will be used for the effectiveness of the pre-harvest pesticide control program. Plant protection products, agricultural control tools and machines will be licensed in accordance with national and international standards and their control will be achieved.
- Nitrate sensitive areas will be identified and action plans aiming to prevent nitrate pollution will be prepared.
- Recycling facilities will be increased in order to achieve zero waste target in waste management and R&D projects for waste recycling will be supported. Efforts will be made to minimize the damage to the environment during all stages of the food chain; studies will be carried out to determine food losses during the production phase and National policies will be developed and national and international collaborations will be increased in order to prevent food loss and waste.
- Studies concerning natural resources, local genetic resources and biodiversity in agriculture and forestry will be increased. Loss of plant gene resources being under risk will be prevented, recorded and its sustainable usage will be ensured; genetic resources will be registered in gene banks and collection gardens with a National Database.
- Land and water resources will be used, protected and monitored within the framework of sustainable management principles. A soil database that reveals the productivity of agricultural soils will be created, agricultural land use plans based on soil information system will be prepared. Land consolidation and classification projects will be accelerated and completed.
- Concerning the climate change, monitoring, research, analysis (such as drought, sectoral vulnerability, water budget), prevention and adaption activities will be increased, action plans will be developed, and necessary measures will be taken.
- Usage of renewable energy systems in agricultural production and forestry activities will be expanded.
- The number of modernized and improved agricultural holdings and SMEs will be increased and will be reached to a sustainable scale; agricultural census will be taken and updatable database will be created.
- Smart Farming Practices will be made widespread by integrating information technology into the agricultural sector, a digital value chain from seed to table will be established and sector's capacity on smart farming will be increased.
- Agricultural R&D activities of private sector, NGOs and universities will be enhanced, R&D studies will be carried out for alternative feed and protein sources and diets.
- Environment friendly and healthy practices such as good agricultural practices and organic agriculture and nutrition literacy will be increased.
- Agricultural extension activities and advisory system will be expanded and necessary publications and trainings will be developed for agricultural advisors, NGOs and producers; vocational courses will be increased and diversified; occupational standards will be established for activities carried out in the agriculture and forestry sector and entrepreneurship in women and youth will be supported.
- The number and function of Producer Groups/Organisations will be increased, and they will be guided and strengthened to increase their efficiency in the fields of input supply, production, marketing, promotion and geographical indication; the technical capacity of Producers Unions (PUs) will be improved and strengthened in compatible with CMOs producer associations.



- Quality and standardization studies in agricultural and forestry products will be completed, branding and value-added production, and the governance and audit processes of geographical indications will be reviewed, their legislation will be completed and the legal and functional grounds for the establishment of Brand Development and Promotion Agency will be investigated.
- Agri-industry integration and advanced technology applications in agriculture will be expanded, and an agricultural support model will be developed to protect the agricultural environment and natural resources.
- A guiding agricultural support model focusing on active farmers, covering small and medium-sized enterprises, being based on production, quality, affordable prices, and sustainability will be developed in order to protect the agricultural environment and natural resources.
- A stock tracking system will be created, traceability will be provided in food stores; products within the scope of Licensed Agricultural Products Warehousing will be increased and the system will be improved; studies on conservation and improvement of native animal breeds and plant species will be increased, calf deaths will be reduced, and small ruminant breeding will be expanded.
- Agricultural, rural and social infrastructure services will be enhanced, diversification of economic activities will be increased in rural areas and the capacity of the IPARD Managing Authority and IPARD Agency will be increased.

The Presidential Circular on the Green Deal Action Plan was published in the Official Gazette dated 16.07.2021. The priorities defined in the F2F strategy are also addressed within the scope of this Action Plan.

Within the scope of the actions determined under the title of "Sustainable Agriculture" of the Action Plan, studies will be carried out to reduce the use of pesticides, anti-microbials and chemical fertilizers in our country in line with the targets set by the EU for the reduction of pesticides and antimicrobials. Within the framework of efforts to reduce pesticides, it is important to expand the use of biological and biotechnical control methods. It is aimed to carry out initiatives with the EU in order to develop organic agriculture production in our country, to complete the harmonization of the EU's organic agriculture legislation, and to provide mutual recognition with the EU in the field of organic agriculture in order to support organic agriculture trade between Turkey and the EU. Furthermore studies regarding land consolidation activities, increasing the use of renewable energy in agriculture, improving waste and residue management in agricultural production and raising awareness on the EU Farm to Fork Strategy and Biodiversity Strategies will be carried out. In the Action Plan, Ministry of Agriculture and Forestry has been identified as the responsible institution for the achievement of the objectives defined in relation with the above mentioned activities.

The targets are; to ensure food and feed safety from production to consumption; to take necessary measures for plant and animal health and welfare, increasing the efficiency of food and feed official control services; to provide accurate and up-to-date information on food safety; to develop practices for food safety, taking environmentally friendly phytosanitary measures in plant production, developing services for fighting against animal diseases and pests, protecting animal welfare; to increase the quality and effectiveness of veterinary health products used in the fight against animal diseases; to protect fisheries and aquaculture resources, to ensure their sustainable operation defined in the 2019-2023 Strategic Plan of Ministry of Agriculture and Forestry in accordance with the objectives of the Farm to Fork Strategy.

#### **Thematic Priority 4 – Fisheries**

Fisheries is one of the most sensitive sectors in the EU and in Turkey. With 8,592 kilometres of coastline, 26 million hectares of sea and lake surface area and 12 rivers, Turkey has significant potential for fisheries and aquaculture production. Policy vision for the sector is embedded in the National Plan in para 409-409.4 promoting aquaculture, sustainability of fish stock, product diversification, branding and use and dissemination of closed-circuit systems.

Fisheries Law No. 1380 of 1971, *as amended by Laws No. 3288 of 1986 No. 4950 of 2003 and No. 7191 of 2019*, set out the framework for fisheries and aquaculture related activities. The law provides the basis for the regulations and communiqués, issued under the competence of the Ministry of Agriculture and Forestry. The law empowers the Ministry to develop and implement policies on management of fisheries and aquaculture, fisheries and aquaculture activities; improvement, incentives and protection of marine resources; prohibitions; fish markets; inspection and control and fisheries research.

**Strategic Plan of the Ministry of Agriculture and Forestry for 2019-2023**<sup>72</sup> envisages several measures concerning this sector and TP, namely: 3.1 - to monitor fish stocks and to prepare management plans, 3.2 - increasing the effectiveness of controls and monitoring system to protect fisheries and aquatic resources and 3.3 - increasing seafood production. The Plan is largely in line with IPA III Programming Framework which advocates for increasing the ability to cope with competitive pressure and market forces, and to progressively align with the Union rules and standards, to promote aquaculture and reinforce sustainability of fish stock and fisheries sector. Turkey has already legislation and standards on fishery enterprises, aquaculture and fisheries unions and is currently trying to showcase best practices and build capacity of fisheries organisations in line with Common Market Organisations principles. In line with the Plan Turkey implement projects to develop information systems on fisheries and aquaculture, research of fish production lifecycle in seas and inland waters, etc, in order to ensure alignment with the EU *Acquis* and the Common Fisheries Policy.

### 3. Coherence of Beneficiary's Strategy with the EU Enlargement Policy

Window 4 is entirely in sync with the current **ERP** submitted to the Commission. The existing support measures funded both, from the national budget and IPA funds correspond to activities contributing to Turkish negotiation position under the following *Acquis* chapters: 19 (Social policy and employment), chapter 26 (Education and culture) and chapter 28 (Consumer and health protection) for TP1, chapter 25 (Science and research) chapter 7 (strengthening the protection of intellectual property rights), chapter 10 (information society), chapter 6 (company law), chapters 1,3,4, 22 and 27 for TP2, chapter 11 (Agriculture and rural development) and chapter 12 (Food safety, veterinary and phytosanitary policy) for TP3 and chapter 13 (Fisheries). Arguably, the most sensitive is chapter 11 where the country tries to achieve progress, financing many actions from national budget, including improvement of agricultural statistics collection or agricultural census, which is included in the current 11. National Development Plan and 2021-2023 Economic Reform Programme (ERP).

2021-2023 Economic Reform Programme (ERP), within the title of Employment and Labour Market, covers 4 measures that under the responsibility of İŞKUR – Job Clubs (Measure 19), Mother at Work and Childcare Support (Measure 20), the Cooperation Protocol on Vocational Training and Skills Development (Measure 21), the Jobs of Future (Measure 22). These are the areas that İŞKUR is working on as mentioned above through programmes such as Cooperation

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<sup>72</sup> <https://www.tarimorman.gov.tr/SGB/Lists/Duyuru/Attachments/87/2019-2023%20stratejikplan.pdf>

Protocol on Vocational Education and Skills Development (MEGİP), on job training programme in jobs future, project on training qualified IT expert, mother at work project, child care support.

Turkey has different progress levels in various parts of Chapter 11, 12 and 13. According to the 2021 Turkey report, Turkey reached some level of preparation in the area of agriculture and rural development, food safety, veterinary and phytosanitary policy and in the fisheries area.

According to the 2021 Turkey Report, regarding the Chapter 11, Turkey reached some level of preparation in the area of agriculture and rural development. In the coming year, Turkey should in particular; adopt and start to implement a strategy for producing agricultural statistics; develop and start to implement a strategy to align its agricultural support policy with the EU acquis, including the definition of cross-compliance standards.

Turkey needs to take further steps for the implementation of the integrated administration and control system (IACS). The farm accountancy data network (FADN) covers all 81 provinces and was integrated into the agricultural production and registration system. The agricultural census is not yet complete and the strategy for agricultural statistics remains to be adopted. Further alignment with EU policies requires the decoupling of payments from production and linking area-based payments to well-defined cross-compliance standards. Turkey is yet to fully implement its obligations under the EU-Turkey trade agreement for agricultural products, by opening quotas for beef and live animals on a lasting basis. Proper and transparent management of import quotas needs to be implemented. The strategy for producing agricultural statistics is not yet submitted and Turkey is advised to start to implement a strategy to align its agricultural support policy with the EU.

For Chapter 12, according to the Report, Turkey reached some level of preparation in the area of food safety, veterinary and phytosanitary policy. There was limited progress concerning the implementation of animal identification and registration. Food establishments are yet to be upgraded to meet relevant EU standards. Full implementation of the EU acquis in this area requires significant further work. In the coming year, Turkey should in particular; upgrade food establishments to meet EU standards, and submit a national programme; make significant progress in meeting EU pesticide residues - maximum residue limits, and submit a monitoring plan; make further progress in addressing zoonoses.

There was limited progress in aligning and implementing the EU acquis on general food safety. Turkey is yet to fully align its veterinary policy with the EU acquis. Significant efforts are still needed to fully align with the EU acquis on transmissible spongiform encephalopathies and surveillance systems, including full compliance with the February 1998 Decision of the EU - Turkey Association Council on the trade regime for agricultural products. A Regulation concerning sampling, transport, import, export and laboratory conditions on the trade regime of veterinary biological samples was published.

Implementation of the legislation concerning animal welfare during transport was not launched and further structural and administrative work is necessary to fully implement the EU acquis in this area. There was some progress on zoonoses, with the implementation of the Salmonella control programme. No progress was made on developing the national plan for upgrading agri-food establishments. Significant work is still needed to apply the new rules on registering and approving food establishments. Substantial work is also required on animal by-products.

Provisions for funding inspections are not yet aligned with the EU system. Alignment of food safety rules with the EU acquis advanced on issues such as labelling, additives and purity criteria, flavourings, food supplements and enzymes. Progress on specific rules for feed remained limited. Progress on the phytosanitary policy remained limited. Alignment is yet to be ensured for novel food and for genetically modified organisms.

For Chapter 13, Turkey has some level of preparation in the area of fisheries. Good progress was made as regards the adoption of key amendments to the fisheries law, on fisheries and aquaculture, resources and fleet management, and inspection and control. On the other hand, Turkey needs to implement the fisheries law and enhance further multilateral cooperation on fisheries regarding including on fisheries management, compliance and illegal, unreported and unregulated fishing..

In the Strategic Plan of MoAF for 2019-2023, a very comprehensive SWOT analysis on the issues of food safety, veterinary and phytosanitary policy has been conducted. As a result, enhancing the tools and mechanisms for promoting the fight against animal diseases and zoonoses, increasing the quality and effectiveness of the medical equipment used in veterinary services, taking environment friendly phytosanitary measures in plant production and developing the applications on food safety are identified as main targets in the Plan. Similar targets on phytosanitary, animal welfare and veterinary services are specified in the 11th National Development Plan as well. Moreover, in the Economic Reform Programme, several ongoing projects on crop production, animal husbandry, food safety, phytosanitary and veterinary services are stated to comply with the EU acquis. It is also stated that in order to reinforce the official control system in the fields of agriculture and food, investments are made to modernize of laboratories' infrastructure and to develop human resources as well as works to apply new analysis methods and accreditation efforts for laboratories are carried out.

Installation of IACS system is completed and legislation is being prepared. After technical infra-structure checks are completed in 2021, IACS will be ready. Besides that since IACS system will be used for support payments, Farm Advisory System (FAS) will be utilized to be in line with EU Commission's recommendations. Apart from that, Turkey intends to form a chain namely "Seed to Table" to enable the monitoring of the whole system withinin accordance with the EU Farm to Fork Strategy. Furthermore, within the framework of the European Green Deal, in line with the Turkey's advanced integration with the EU via Custom Union, an Action Plan on the implementation of Turkey's greening transformation have been prepared. For Chapter 13, in order to enable the better alignment with Common Fisheries Policy, secondary legislation to lay down the details of newly amended Fisheries Law will be prepared and after the comple-tion of Stock Assessment Project, data collection and scientific research capacity will be im-proved and contribution to the sustainability of fish stocks and ecosystem based approach will be achieved.

Turkey participated in several Union Programmes relevant for this Window (Horizon 2020, COSME, EaSI, Creative Europe). Turkey also intends to participate in Union programmes and agencies within the upcoming period such as, but not limited to Horizon Europe, InvestEU, EFSD+, Single Market, ESF+(EaSI) and EU4Health. These participations are fully aligned with the enlargement agenda.

Additionally, in order to support the management and implementation of new EU Programmes, Directorate for EU Affairs intends to present a project proposal for the capacity development of this Directorate as well as the institutions who shall be responsible as the coordinating institutions of these new EU Programmes. The beneficiary of this present project proposal shall

be the Directorate for EU Affairs and the co-beneficiaries shall be the institutions which will manage the programmes. The programmes for which such a project shall address are ESF+ (EaSI component), InvestEU, Digital Europe Single Market, Creative Europe, LIFE and Citizens component of Rights and Values Programme. The institutions which shall be responsible from management of these programmes shall be the Ministry of Labour and Social Security, Ministry of Industry and Technology, Ministry and Tourism and Culture, Ministry of Trade, Ministry of Environment, Urbanisation and Climate Change , the Digital Transformation Office of the Presidency and The Union of Municipalities.

Since these programmes actually fall into different Windows, this proposal is for now included under Window 4. Depending upon the comments of the EC, it can be moved to another window. Furthermore, following the adoption of the related regulations by the EC, and the decision of the Board of EU Programmes and Agencies to participate/ not to participate in these programmes, some of the programmes may not be covered under this project proposal and thus the window in which it shall be included can be decided accordingly.

In parallel to remarks in European Commission Turkey Reports, the Ministry of Health prepared “National Strategic Action Plan for the Prevention of Antimicrobial Resistance” in 2018. The plan aims to reduce unnecessary antibiotic use. 2020 Turkey Report underlines increasing share of non-communicable diseases (NCD) in the total burden of diseases. In this respect, NCD Multi Stakeholder Action Plan of Turkey (2017-2025) was published as a framework document. This plan adopts a holistic and high-level multidisciplinary approach to ensure the sustainability of prevention and control activities and effective intervention. 2020 Turkey Report highlights the Europe’s Beating Cancer plan as a potential guidance for Turkey to strengthen its national cancer control policies.

#### 4. Sectoral Analysis

Thematically, Window 4 is the broadest priority axis of the entire IPA III intervention strategy as it encompasses numerous sectors and sub-sectors and makes up most of Turkey’s development vision included in the 11<sup>th</sup> National Development Plan. Sectoral strategies and plans are fully coherent with IPA sector-based approach, e.g., National Employment Strategy and Strategic Plan of the Turkish Employment Agency, 2023 Industry and Technology Strategy. In several cases, these action plans and strategy documents are specifically designed to bring Turkey closer to EU requirements. After consultation and arrangement of sector approach in IPA II, the institutional setting and Lead Institutions for each sector have been agreed. However, unlike in IPA II, the current sectors covered under TP1 are wide-ranging, including education, employment, social protection and inclusion policies, and health. Turkey intends to put in place better inter-sectoral coordination to enhance monitoring framework within the framework of this Thematic Priority, which comprises various ministries and national authorities **Ministry Labour and Social Security**, Turkish Employment Agency, Social Security Institution, Vocational Qualifications Authority, Ministry of Family and Social Services, Ministry of National Education and Ministry of Health. The Ministry in charge of labour and social services is also an IPA Operating Structure, having a central role in establishing links among employment, education and social policies sectors; it also finances numerous intervention co-funded by the EU.

According to WIPO’s 2021 edition “Global Innovation Index”, Turkey Ranks 41<sup>st</sup> place among the 132 countries. According to the World Economic Forum’s 2019 edition “Global Competitiveness Index” Turkey ranks 61 place among 141 countries. Bodies involved in TP2

include: Ministry of Industry and Technology<sup>73</sup> and its associated agencies (TÜBİTAK and KOSGEB), and Ministry of Trade. The Ministry in charge of industry and technology services is also an IPA Operating Structure, having a central role in establishing links among industry, technology and innovation policies having comprehensive effects on private sector; with a proven experience in financing numerous interventions co-funded by the EU. TÜBİTAK<sup>74</sup> mainly focuses on development of research, innovation, R&D capacities, techno-entrepreneurship culture and academic R&D with various programmes at central level. Whereas KOSGEB<sup>75</sup> and Development Agencies operate at regional level in 81 provinces with hands on assistance to SMEs/entrepreneurs on various thematic areas based on annual programmes. Turkish Patent and Trademark Office<sup>76</sup> provides intellectual property rights granting services to its applicants that further strengthens the ecosystems competitiveness. Ministry of Trade within this sector provides services to exporters and clusters to facilitate more enabling international trade environment for Turkish companies. Under this sector, public expenditure and financial accountability system is implemented according to the Law No. 5018 on Public Financial Management and Control (PFMC). According to the same law Ministry also monitors action plans and expenditures to ensure the investments are in line with the objectives of the policies of the government. In total these institutions and agencies provide around ca. €150-200 million per annum to the Turkish innovation, industry and private sector support ecosystem.

Ministry of Agriculture and Forestry (MoAF) has a policy mandate to coordinate the following sectors: agriculture, rural development and fisheries - topics under TP3 and TP4 of this IPA III Window. The Ministry is the managing authority for IPARD with a dedicated body fulfilling the role of paying agency (TKDK).<sup>77</sup>

MoAF is the lead institution for the sector and in this respect is responsible for improvement and coordination of activities related to the development of policies, the preparation and enforcement of legislation in all areas of the sector and monitoring the implementation of the policies.

MoAF has been carrying out studies intended for the realization of main activities of sector such as the agricultural and livestock production, the development of aquaculture production, carrying out researches intended for the development of the sector and the creation of agricultural policy, food production, food safety, rural development, ensuring conservation and efficient use of land, water resources and biodiversity and the organization of raising awareness activities for stakeholders, effectively managing the agricultural subsidies and regulation of agricultural markets.

During preparation of the Strategic Plan of MoAF 2019-2023, the stakeholders affecting the activities of the Ministry of Agriculture and Forestry have been prioritized according to their effect and importance levels and large-scale surveys have been conducted in order to understand their opinions and institutional perception about the Ministry. As a result of the analysis, the opinions of the main stakeholders were taken and the challenges and weaknesses of the agriculture and rural development sector have been identified as; difficulties in accessing data, insufficient distribution and/or number of personnel, problems about biosmuggling,

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<sup>73</sup> <https://sanayi.gov.tr>

<sup>74</sup> <https://tubitak.gov.tr/en>

<sup>75</sup> <https://en.kosgeb.gov.tr/>

<sup>76</sup> <https://www.turkpatent.gov.tr/TURKPATENT/?lang=en>

<sup>77</sup> <http://www.tkd.gov.tr/>

disruptions in agricultural marketing, cooperative and organizational deficiencies, deficiencies in long-term agricultural policies, deficiencies in social opportunities, very small, fragmented and scattered agricultural lands, urbanization and industrial pressure on agricultural areas, forests and water resources, the effect of natural disasters on nature, use of agricultural land in non-agricultural areas, presence of unregistered production, foreign dependency and high costs in agricultural inputs and technologies animal and plant diseases, reduction of the young workforce in the sector and migration, rural infrastructure deficiencies, the need for modernization of existing infrastructure, climate change and environmental pollution.

In recent years, rapid urbanization and industrial pressure triggered by migration from rural to urban areas, excessive use of natural resources due to rapid population growth and expansion of agricultural areas and tourism activities, global warming and many factors causes to climate change problems. Furthermore, emissions in industrial areas cause air pollution and various environmental problems. Saving water in the agricultural sector, which uses approximately 74% of the water potential in Turkey, is one of the most important priority policies of Turkey for the effective, efficient use and sustainable and resilient management of water resources by considering the balance of protection and use. The dissemination of pressurized closed system modern irrigation projects comes to the fore as the most effective way of saving water used for irrigational purpose. On the other side, every change in the amount and quality of water affects agricultural production. In addition, changes in meteorological parameters, especially temperature and precipitation, directly affect agricultural productivity. Considering that climate change will affect both meteorological parameters and water in terms of quantity and quality, it can be understood how large the effects of climate change will be on agricultural production.

According to the Climate Change Effects on Water Resources scientific report, the climate will change in all regions of Turkey. In accordance with the results of the regional climate model, a significant decrease in precipitation is expected in the western and southern regions, where the Mediterranean climate prevails, while precipitation will increase in the Black Sea region, where a moderate mid-latitude climate is observed. Temperature and decreasing precipitation will increase the severity, frequency and duration of drought, especially in Central Anatolia, Central Aegean and Southeastern Anatolia. So, agricultural production and natural resources due to climate change are affected negatively in terms of reduction of production amount, yield and quality of agricultural production, reduction of fishery products, decrease in biodiversity, erosion, land and ecosystem degradation, drought, forest fire, flood etc.

## 5. Coherence of Sectoral Strategies with Regional and Global Strategies

Turkey's strategies, programmes and action plans relevant for this Window correspond to the following Sustainable Development Goals: SDG2 (End hunger), SDG 3 (Good health and well-being), SDG 6 (Clean water and sanitation), SDG 8 (Decent work and economic growth) and SDG 9 (Industry, innovation and infrastructure), SDG 10 (Reduced inequalities), SDG 11 (Sustainable cities and communities), SDG 12 (Responsible consumption and production), SDG14 (Life below water), SDG 15 (Life on earth) and SDG 17 (Partnerships for the goals).

The 11<sup>th</sup> National Development Plan sets targets for the increase of labour force participation rate in total and especially for women, employment rate and decrease in the unemployment rate, youth unemployment rate and informal employment rate. In addition, there are also separate targets for the groups in need of special attention such as women, persons with



disabilities and youth. The Development Plan also addresses poverty issues and sets targets for Gini coefficient and relative poverty rate. These targets are also listed in the table above.

National Employment Strategy which is prepared with the contributions of all stakeholders of the working life aims at creating strong relations between education and labour market, ensure flexibility (with a balance between flexibility and security in labour market), increase employment of the vulnerable groups and strengthening the employment-social protection relation. The Strategy was prepared and put into practice based on European Employment Strategy and International Labour Organization's conventions. Likewise, the Strategy includes the 'Increasing Employment of Groups Special Policy Requiring' axis, which aims to remove the barriers to the participation of groups that require special policies, especially women, the disabled, the youth and the long-term unemployed, and comprises determines, targets and action plans for these groups. In line with GAP III, women employment has also a special place in this strategy and there are targets, actions in order to enable women to enter the labour market and to be permanent, to strengthen their position in business life, to support their employment by producing policies suitable for the changing and developing conditions of working life. Additionally, in the plan there are some actions and targets relevant to young people who are not in employment, education or training. It is thought that these actions will contribute to reducing the rate of young people who are not in employment, education or training.

Antimicrobial resistance (AMR) is one of the most serious problems of public health. Cooperation between the World Health Organization (WHO) and Ministry of Health is on-going.

In the Political Guidelines for the Next European Commission 2019-2024, cancer is one of the main priorities of the European Commission on the health domain. Parallel to this priority, breast, colorectal and cervical cancer screenings are performed in the form of community-based and opportunistic scans across the country for determined age groups within the scope of the cancer screening program conducted in our country. However, to involve more people in screenings as preventive health care, infrastructure work is needed.

According to the Ministry of Health 2019-2023 Strategic Plan, healthy living of individuals should be supported and preventive mental health services should be provided accessible to everyone. In the revision text of the National Mental Health Action Plan, it is aimed to develop multisectoral programs for the development of adolescent mental health, to support personnel equipment with trainings, to develop accessible preventive mental health services integrated with other training and social services for young people, and to increase the number of young people reached within this scope.

The 2023 Industry and Technology Strategy prioritizes to increase the share of manufacturing industry in the GDP. By doing so, the added value generated by per worker will be enhanced, composition of the export in terms of share of high-tech products and the R&D expenditure will increase.

Sectoral strategy concerning agriculture already considers the broader Green Deal and the Farm to Fork Strategy, which is even further developed by Turkey as Seed to Table. Actions intended for funding under this Window correspond to the following new Cohesion Policy objectives: PO1 – A smarter Europe by promoting innovative and smart economic transformation and PO 3 – A more connected Europe - mobility and regional ICT connectivity and PO 4 – A more social Europe - implementing the European Pillar of Social Rights.

During preparation of the 2019-2023 Strategic Plan of Ministry of Agriculture and Forestry, the UN 2030 Sustainable Development Goals (SDGs) were taken into consideration and tasks of the Ministry were linked with the relevant SDGs which are; SDG-2 End hunger, SDG-3 Good health and well-being, SDG-6 Clean water and sanitation, SDG-7 Affordable and clean energy, SDG-9 Industry innovation and infrastructure, SDG-11 Sustainable cities and communities, SDG-12 Responsible production and consumption, SDG-14 Life below water and SDG-15 Life on land.

## PART 2 – PRIORITIES, OBJECTIVES AND ACTIONS UNDER IPA II ASSISTANCE

### 1. Consultation Process

The consultation process for the selection of IPA III Thematic Priorities and objectives builds on the programming experience of IPA II. The selection of the Priorities and objectives was exercised based on the existing pipeline for the years 2019-2020 and through bottom-up approach in which all potential beneficiaries were required to submit their draft action proposals in the form of Action Fiches to each Lead Institution, as required by the Commission in April 2020. Proposals were received from various public institutions, including the relevant Ministries and local actors and their umbrella organisations. These proposals were subsequently clustered around Thematic Objectives and Windows and submitted to NIPAC and Presidency of Strategy and Budget for relevance checks. These were then transmitted to the Commission services for pre-approval, which was only communicated to NIPAC late December 2020. The outcome served as the base for further public consultation for project prioritisation and the development of the relevant project ideas within the Thematic Priorities for the remaining years of IPA III with special attention paid to the period 2023-2024. Acknowledging that Strategic Response will be subject to updates on a yearly basis (if and when deemed) and specifically this Part has a rolling nature which results in the revision and re-submission of the relevant text every year, consultation process will have an ongoing nature as well with the aim of reflecting the most updated needs of the relevant sectors to the determination of the areas of support with respective Actions. Specifically, Ministry of Industry and Technology, conducted a survey in May 2021 and 4 different meetings in June 2021 with CSOs, private sector and academia to consult and receive inputs in order to better design of thematic interventions of IPA III.

It shall be noted that priorities for support for 2021-2022 were selected through discriminated procure established by the Commission based on relevance criteria.

### 2. Key thematic priorities

#### **Thematic Priority 1 – Education, employment, social protection and inclusion policies, health**

The proposed objectives fall under three categories: 1) Employment: Employment is planned to be promoted through supporting decent work by uplifting labour inspection and guidance services to the international labour standards and supporting young people for future professions and increasing their employability. 2) Education: it is planned to improve national institutional capacity to provide quality digital education, teaching and learning, (including resilience to shocks) by building the capacity of teachers to meet the requirements of the labour market and maximize learning for all students, including children with disabilities or children with different learning needs and refugee children, by leveraging digital technology. 3) Social

policies: the change from institutional care to alternative care for vulnerable children, home-based care subsidies for vulnerable children and improvement of quality standards, monitoring, inspection and evaluation of all care services are aimed. Therefore, social protection and social inclusion of vulnerable children in Turkey is planned to be promoted.

In the field of health protection, in order to contribute reducing emergence and spread of AMR and increasing the development and availability of new effective antimicrobials, improvements in related AMR capacities are needed. In addition, works on chronic diseases can be supported with a preventive and protective perspective. With a multi-sectoral approach, carrying out activities on youth mental health could be important in parallel to the EU Youth Strategy. These activities may contribute to the potential of young people.

## **Thematic Priority 2 – Private sector development, trade, research and innovation**

Window 2 interventions will build on merging and blending of national funds and IPA resources, all with the aim of bringing Turkish business sector closer to the single market, especially through research, technological development and innovation, digitalisation (the latter especially in the context of COVID-19) and a broader support to private sector development and entrepreneurship towards to having a more circular, green and sustainable economy.. These aspects have already been at the core of IPA II support but the MFF 2021-2027 is expected to provide more funding for these priorities. Also, complementary activities of Technical Assistance will be required.

Taking into account the policy interventions provided by EU under programming framework and also cross referencing with national objectives following thematic areas are identified as focus points of window-4 thematic priority-2

- Circular Green Economy and Clustering
- Entrepreneurship Start-Ups and Creative Economy
- Digital Innovation and Transformation
- R&D, Key and Enabling Technologies and Academic Entrepreneurship

According to the 11th NDP, 2023 Industry and Technology Strategy and 2018 Digital Turkey Roadmap, supporting digital technology providers and manufacturing industry users are prioritized. To that end, actions aiming to support digital technology providers and also manufacturing industry users will be formulized under window 4 thematic priority 2. In order to increase the complementarity among thematic priorities, demonstration of these digital solutions (digital energy, connectivity, transportation, ) designed by technology provider may be supported under relevant thematic priorities.

Within the efforts to integrate the principles laid down in the New Deal for Consumers (Directive (EU) 2019/2161), Directive 2019/770 on Digital Content and Services and Directive 2019/771 on Sale of Goods, it is aimed to achieve a higher level of transparency, trust, safety and awareness concerning the economic and environmental relationships among the actors in the market. The steps taken to ensure that the consumers are well informed on the ranking of products, the methods employed for the collection and presentation of consumer reviews, personalized pricing practices and dark commercial patterns include not only legislative drafts but also explanatory guidelines open to the access of both the sector and the public at large. In line with the Ministerial objectives defined in the current Trade Ministry Strategy Plan, integration of the consumers and sellers to the online market under clearly defined and

reasonable rules is expected to increase the efficiency of the economic relations. The recent regulation on the sale of renewed products (August 2020) is regarded as one of the early steps taken towards getting in line with the Circular Economy Action Plan aiming at greater recycling and re-use. The new Law on Product Safety and Technical Regulations numbered 7223 regulating products that are to be exported or aimed to be exported to the European Union external market is also expected to contribute to the integration of those two economic areas.

### **Thematic Priority 3 – Agriculture and rural development**

Actions of this Thematic Priority will seek to prepare for the future implementation of the Common Agricultural Policy and related policies with respect to the relevant EU legislation and thereby ensuring a smooth integration into the Single Market, to improve food safety, veterinary and phytosanitary services and controls in line with EU requirements and to adapt agricultural production to climate change effects and to manage natural rural economy in order to reinforce the sustainability and conservation of the environment in line with the goals of the European Green Deal and Turkey's Green Deal Action Plan. Food safety, animal welfare and the transition towards sustainable food systems will also be sought after with the aim to improve market orientation, competitiveness and to improve the sector's response to social demands for safe, healthy, nutritious food and animal welfare in accordance with the Farm to Fork Strategy, and to enhance farmers' position in the food value chains.

Direct support to farmsteads falls under the mandate of IPARD Programme, which will also seek to diversify rural economy and create jobs for rural dwellers.

### **Thematic Priority 4 – Fisheries**

Interventions under this TP will aim at strengthening the institutional capacity and legal alignment for fisheries management in order to meet the requirements in the reformed Common Fisheries Policy with special attention on the management of natural resources in the fisheries sector to reinforce their sustainability, rational exploitation of renewable resources and the issues of market regulations, structural policies, oversight, control, enforcement, information sharing and cooperation to ensure alignment with the EU *Acquis* and the Policy.

Overall, Actions of this Window are in full compliance with the objectives pursued under this Window and include:

- Strengthening of access to and quality of education, including vocational education and training, participation in Early Childhood Education and Care and lifelong learning opportunities at all levels, fostering quality employment and access to the labour market, ensuring fair working conditions, improving social dialogue, reducing the proportion of people engaged in informal employment as well as promoting equality and non-discrimination, social protection and inclusion and combating poverty, increasing employment levels,
- Improvement of the business environment, innovation ecosystem and investment climate of the beneficiaries, promoting integration with EU industrial value chains (also in view of supporting the socio-economic recovery after the COVID-19 pandemic) and increasing the competitiveness of these economies, supporting smart specialisation to strengthen research, technological development and innovation and supporting private sector, trade (also in connection with Window 2),

- Gradually building of the agricultural sector capable of competing with market forces, while progressively aligning with the EU legal framework in the field of agriculture and rural development and the relevant veterinary, food safety and phytosanitary standards,
- Increasing the ability to cope with competitive pressure and market forces in the fisheries sector, and to progressively align with the Union rules and standards and to promote aquaculture with specific focus on sustainability and rational exploitation of renewable resources.

### 3. List of Actions Proposed for IPA III Support 2021-2024

#### PROGRAMMING YEAR 2021

**Human Resources and Social Rights:** The Action comprises 4 Action Fiches targeting foster care, labour inspection guidance and social dialogue and preparing youth for future professions.

**Smart and sustainable economic transformation:** This Action will aim at promoting the concept of circular economy, digital transformation and support to Turkey's participation in Horizon Europe Programme. The AD will be based on 3 Action Fiches.

#### PROGRAMMING YEAR 2022

Additional actions will be submitted for the 2022 programming year. The prioritized actions eliminated from the list of 2021 due to budget cut are also added to the list of 2022. The list of action(s) as of 15 November 2021 is as follow:

- Empowering SMEs and R&D ecosystem players by integrating to EU Programmes
- Organised cooperation for promotion of occupational health and safety in SMEs
- Enhancement of Quality Assurance System Capacity in Higher Education
- Enhancing Foreign Language Education Quality in Turkey
- Elimination of Child Labour through Development of Joint Cooperation
- Asbestos Detection and Management in Housings and Schools
- Strengthening the Capacity of Ministry of Health for Population Based Cancer Screening for Disadvantages Groups
- Enhancing skills and employability of youth not in education, employment or training (NEET) and those at risk of NEET in Turkey

#### PROGRAMMING YEAR 2023

Dissemination of Occupational Health and Safety Knowledge in Agriculture Sector Through Digital Methods

Enhancing Employability Skills of Women and Disadvantaged Students Studying at Higher Education Level

Supporting to Youth not in Employment, Education or Training (NEET)

Capacity Building for Social, Professional Development and Employment of Disadvantaged Individuals Through Inclusive Education Practices and Providing Digital Transformation in Special Education

Improving the Quality of Digital Citizenship Education (IQDCE) in Turkey

Managing discharge of nutrients from intensive agriculture and disseminate Best Available Techniques (BAT) and Best Environmental Practices (BEP) in Turkey  
 Strengthen the Carbon Farming infra-structure to increase the Carbon Stock Capacity of Agricultural Lands in line with EU Green Deal  
 Capacity Development, Implementation and Dissemination of Nature Based Solutions in Agricultural Production in Turkey  
 Removal of Derelict Fishing Tools (Lost Gears) in Turkish Seas  
 Fostering the Green Agenda of Turkey through strengthening fisheries and aqua-culture (SF&A4RCC)  
**Support to the management and implementation of EU Programmes:** The overall objective of the operation is to ensure better management of the EU Programmes by Turkish institutions in order to obtain sustainable results and impacts from the programmes.  
 Enhancing the adaptability of the SMEs collaboration to circular economy  
 Increasing the start-up ecosystem and engagement of creative industries to economy

## **PROGRAMMING YEAR 2024**

Strengthening of the manufacturing industry via digital transformation.  
 Improving the R&D capacity on key enabling technologies via university-industry collaboration  
 Dissemination of Use of Advanced Agricultural Technology  
 Strengthening the Infrastructure for Harmonisation with the EU Legislation in the Seed Sector  
 Strengthening the Infrastructure of National Food Reference Laboratory and Improvement of the Quality of Analyses  
 Improvement of Capacities of Na-tional Plant Health Laboratories to the Level of National Reference Laboratories in the EU  
 Improvement of Institutional Capacity of the Ministry for the Implementation of National Residue Monitoring Plan  
 Harmonising the Agricultural Statistical Capacity of Turkey to European Union  
 Capacity Improvement for IACS Implementation and Land Parcel Identification System in Turkey  
 Improvement of Resource Efficiency and Utilization of Ecosystem Services for Sustainable and Climate-Smart Agricultural Production  
 Strengthening and Extension of Stock Assessment Activities in Turkey.  
 Strengthening the Institutional Capacity on Turkey's Actions Against Food Loss and Waste  
 To Set Agricultural Knowledge and Information System for Advisory Service  
 Institutional Capacity Building for the Development of Sustainable Aquaculture  
 Strengthening and Extension of Stock Assessment Activities in Turkey  
 Establishment of a Reliable Statistical Data Inventory for Agricultural Waste/Biomass as a Basis for Policy Making and Strategy Planning  
 Improvement of the rules and implementation of Good Agricultural Practices in Fight Against Pandemic  
 Development of Institutional Capacity for Geographical Indications  
 Dissemination of Use of Advanced Agricultural Technology  
 Support for Production and Consumption of Branded Products  
 Increasing the Competitiveness in Agricultural Sector by Rural Generational Renewal and Rural Development through Supporting of Young Farmers and Women Project – AGRIYOUTH  
 Institutional Capacity Building for the Development of Sustainable Aquaculture.

#### 4. Indicative Budget and Implementation Plan 2021-2024

	Estimated EU Contribution (EUR)	Implementation Plan
<b>Thematic Priority 1 – Education, employment, social protection and inclusion policies, health</b>		
<b>2021</b>		
Establishing and improving an emergency foster care system in Turkey	5,180,000	AD Submission date: March 2021 Indirect management: service (TA)
Workplace Compliance through Labour Inspection Guidance and Social Dialogue	2,513,000	AD Submission date: March 2021 Indirect management with pillar-assessed organisation (ILO)
Youth Preparing for the Future Professions with Municipalities Programme (ISKEP-II)	7,900,000	AD Submission date: March 2021 Indirect management: services (TA): 2,500,000
Establishing an ecosystem for improving capacities in teachers for developing digital content and skills	3,700,000	AD Submission date: March 2021 Indirect management: services (TA)
<b>Total Thematic Priority 1 (2021)</b>	<b>19,293,000</b>	
<b>2022</b>		
Organised cooperation for promotion of occupational health and safety in SMEs	3,550,000	AD Submission date: January 2022 (planned date) Indirect management: services (TA)
Enhancement of Quality Assurance System Capacity in Higher Education	3,521,550	AD Submission date: January 2022 (planned date) Indirect management: service (TA) and supply
Enhancing Foreign Language Education Quality in Turkey	4,789,924	AD Submission date: January 2022 (planned date) Indirect management with pillar-assessed organisation (Council of Europe)
Elimination of Child Labour through the Development of Joint Cooperation	10,000,000	AD Submission date: January 2022 (planned date) Indirect management: with pillar-assessed organisation (UNICEF)
Asbestos detection and management in housings and schools	924,000	AD Submission date: January 2022 (planned date) Indirect management: services (TA)
Supporting Youth not in Employment, Education or Training (NEET)	3,000,000	AD Submission date: January 2022 (planned date) Indirect management: with pillar-assessed organisation (UNICEF)
Strengthening the Capacity of Ministry of Health for Population Based Cancer Screening for Disadvantages Groups	5,500,000	Indirect management: service (TA) and supply
<b>Total Thematic Priority 1 (2022)</b>	<b>€ 31,285,474</b>	
<b>2023-2024</b>		
Dissemination of Occupational Health and Safety Knowledge in Agriculture Sector Through Digital Methods	2,800,000	AD Submission Date: TBC Indirect management: TA
Enhancing Employability Skills of Women and Disadvantaged Students Higher Education Students	4,000,000	AD Submission Date: TBC Indirect management: TA and Supply



Supporting to Youth not in Employment, Education or Training (NEET)	3,000,000	AD Submission Date: TBC Indirect management: TA
Capacity Building for Social, Professional Development and Employment of Disadvantaged Individuals Through Inclusive Education Practices and Providing Digital Transformation in Special Education	10,000,000	AD Submission Date: TBC Indirect management: TA and Supply
Improving the Quality of Digital Skills in Turkey	5,500,000	AD Submission Date: TBC Direct Management with a pillar assessed organization
<b>Total Thematic Priority 1 (2023-2024)</b>	<b>25,300,000</b>	
<b>Total Thematic Priority 1 (2021-2024)</b>	<b>75,878,474</b>	

	<b>Estimated Budget (EUR)</b>	<b>Implementation Plan</b>
<b>Thematic Priority 2 – Private sector development, trade, research and innovation</b>		
<b>2021</b>		
Smart And Sustainable Economic Transformation	17,300,000	AD Submission date: 15 September 2021 IMBC: Services (TA)
<b>Total Thematic Priority (2021)</b>	<b>17.300.000</b>	

	<b>Estimated Budget (EUR)</b>	<b>Implementation Plan</b>
<b>Thematic Priority 2 – Private sector development, trade, research and innovation</b>		
<b>2022</b>		
Action Document ....: Empowering SMEs and R&D ecosystem players by integrating to EU Programmes	26,500,000	AD Submission date: 1 October 2021 IMBC: Services (TA) and Direct Grant to National Public Body (NPB)
<b>Total Thematic Priority 2 (2022)</b>	<b>26,500,000</b>	

	<b>Estimated Budget (EUR)</b>	<b>Implementation Plan</b>
<b>Thematic Priority 2 – Private sector development, trade, research and innovation</b>		
<b>2023</b>		
Enhancing the adaptability of the SMEs collaboration to circular economy	25,000,000	AD Submission date: 2 <sup>nd</sup> Q 2022 IMBC: Services (TA) and Direct Grant to National Public Body (NPB) , grant scheme programme, blended financial instrument under EFSD+
Increasing the start-up ecosystem and engagement of creative industries to economy	20,000,000	AD Submission date: 2 <sup>nd</sup> Q 2022 IMBC: Services (TA),supply, grant scheme programme and blended financial instrument under EFSD+
<b>Total Thematic Priority 2 (2023)</b>	<b>45,000,000</b>	

	Estimated Budget (EUR)	Implementation Plan
<b>Thematic Priority 2 – Private sector development, trade, research and innovation</b>		
<b>2024</b>		
Strengthening of the manufacturing industry via digital transformation	30,000,000	AD Submission date: 4 <sup>th</sup> Q of 2022 IMBC: Services (TA), supply, grant scheme programme, direct grant to NPB, and blended financial instrument under EFSD+
Improving the R&D capacity on key enabling technologies via university-industry collaboration	35,000,000	AD Submission date: 1 <sup>st</sup> Q of 2023 IMBC: Services (TA) , supply, grant scheme programme, direct grant to NPB and Blended financial instrument under EFSD+
<b>Total Thematic Priority 2 (2024)</b>	<b>65,000,000</b>	
<b>Total Thematic Priority 2 (2021-2024)</b>	<b>153,800,000</b>	

	Estimated Budget (EUR)	Implementation Plan
<b>Thematic Priority 3 – Agriculture and rural development</b>		
<b>2023</b>		
Managing discharge of nutrients from intensive agriculture and disseminate Best Available Techniques (BAT) and Best Environmental Practices (BEP) in Turkey	7,500,000	AD Submission: TBC Direct Grant with the Food and Agriculture Organization of the United Nations (FAO)
Strengthen the Carbon Farming infrastructure to increase the Carbon Stock Capacity of Agricultural Lands in line with EU Green Deal	7,500,000	AD Submission: TBC Direct Grant with the Food and Agriculture Organization of the United Nations (FAO)
Capacity Development, Implementation and Dissemination of Nature Based Solutions in Agricultural Production in Turkey	4,500,00	AD Submission: TBC Direct Grant with the Food and Agriculture Organization of the United Nations (FAO)
<b>Total Thematic Priority 3 (2023)</b>	<b>19,500,000</b>	
<b>2024</b>		
Dissemination of Use of Advanced Agricultural Technology	1,700,000	AD Submission date: TBC Indirect management: service contract (TA)
Strengthening the Infrastructure for Harmonization with the EU Legislation in the Seed Sector	1,180,000	AD Submission date: TBC Indirect management: twinning
Strengthening the Infrastructure of National Food Reference Laboratory (NFRL) and Improvement of the Quality of Analyses	12,000,000	AD Submission date: TBC Indirect management: Services (TA) and supply
Improvement of Capacities of National Plant Health Laboratories to the Level of National Reference Laboratories in the EU	1,600,000	AD Submission: TBC Indirect management: services (TA)
Improvement of Institutional Capacity of the Ministry for the Implementation of National Residue Monitoring Plan	4,500,000	AD Submission date: TBC Indirect management: twinning and supply
Harmonising the Agricultural Statistical Capacity of Turkey to European Union	3,500,000	AD Submission date: TBC Indirect management: services (TA) and supply
Capacity Improvement for IACS Implementation and LPIS in Turkey	4,000,000	AD Submission: TBC Indirect management: services (TA)
Improvement of Resource Efficiency and Utilisation of Ecosystem Services for	4,300,000	AD Submission: TBC

Sustainable and Climate-Smart Agricultural Production		Indirect management with pillar-assessed organisation (UNDP)
Strengthening the Institutional Capacity on Turkey's Actions Against Food Loss and Waste (FLW)	2,500,000	AD Submission: TBC Indirect management: services (TA) and supply
To Set Agricultural Knowledge and Information System For Advisory Service	2,000,000	AD Submission: TBC Indirect management: services (TA)
<b>Total Thematic Priority 3 (2024)</b>	<b>37,280,000</b>	
<b>Total Thematic Priority 3 (2021-2024)</b>	<b>56,780,000</b>	

	Estimated Budget (EUR)	Implementation Plan
<b>Thematic Priority 4 – Fisheries</b>		
<b>2023</b>		
Removal of Derelict Fishing Tools (Lost Gears) in Turkish Seas	3,000,000	AD Submission date: TBC Indirect management: services (TA) and supply
Fostering the Green Agenda of Turkey through strengthening fisheries and aquaculture (SF&A4RCC)	5,000,000	AD Submission: TBC Direct Grant with the Food and Agriculture Organization of the United Nations (FAO)
<b>Total Thematic Priority 4 (2023)</b>	<b>8,000,000</b>	
<b>2024</b>		
Institutional Capacity Building for the Development of Sustainable Aquaculture	1,000,000	AD Submission date: TBC Indirect management: service contract (TA)
Strengthening and Extension of Stock Assessment Activities in Turkey	12,000,000	AD Submission: TBC Indirect management: services (TA) and supply
<b>Total Thematic Priority 4 (2024)</b>	<b>13,000,000</b>	
<b>Total Thematic Priority 4 (2021-2024)</b>	<b>21,000,000</b>	

## Window 5 – Territorial and Cross-Border Cooperation

In 2021-2027 period, Turkey shall continue participating in Interreg IPA Bulgaria-Turkey CBC Programme and Interreg NEXT Black Sea Basin Programme. In addition to these Programmes, Turkey intends to participate in the Interreg NEXT Mediterranean Sea Basin Programme and for that the country is active in the task force group for the preparation and programming of this action. All of these Programmes are subject to ETC rules and the common regulations on CBC, which gather IPA CBC with member states, Interreg NEXT (previous ENI programmes), ETC and Trans-national programmes in one single approach. Therefore, as was previously confirmed by the EC, Turkey will not be subject to the articles regarding Window 5 in IPA III Regulation. The Policy Objectives shall be selected by each programme among the five POs and two ISOs listed in ETC Regulation, and as the National Authority of CBC Programmes (Directorate for EU Affairs) is participating in the related studies along with the managing authorities, other participating countries and DG REGIO. The budgets of these programmes are yet to be decided by the Commission.

