



Bu proje Avrupa Birliđi ve Türkiye Cumhuriyeti tarafından finanse edilmektedir.



Avrupa Birliđi Bakanlıđı
IPA II Teknik Destek Projesi

Ministry for EU Affairs
Technical Assistance for IPA II

“Introductory training on IPA II environment and
implementation (Day 1)”

Ankara, 21 November 2016

Katarina Jurlina

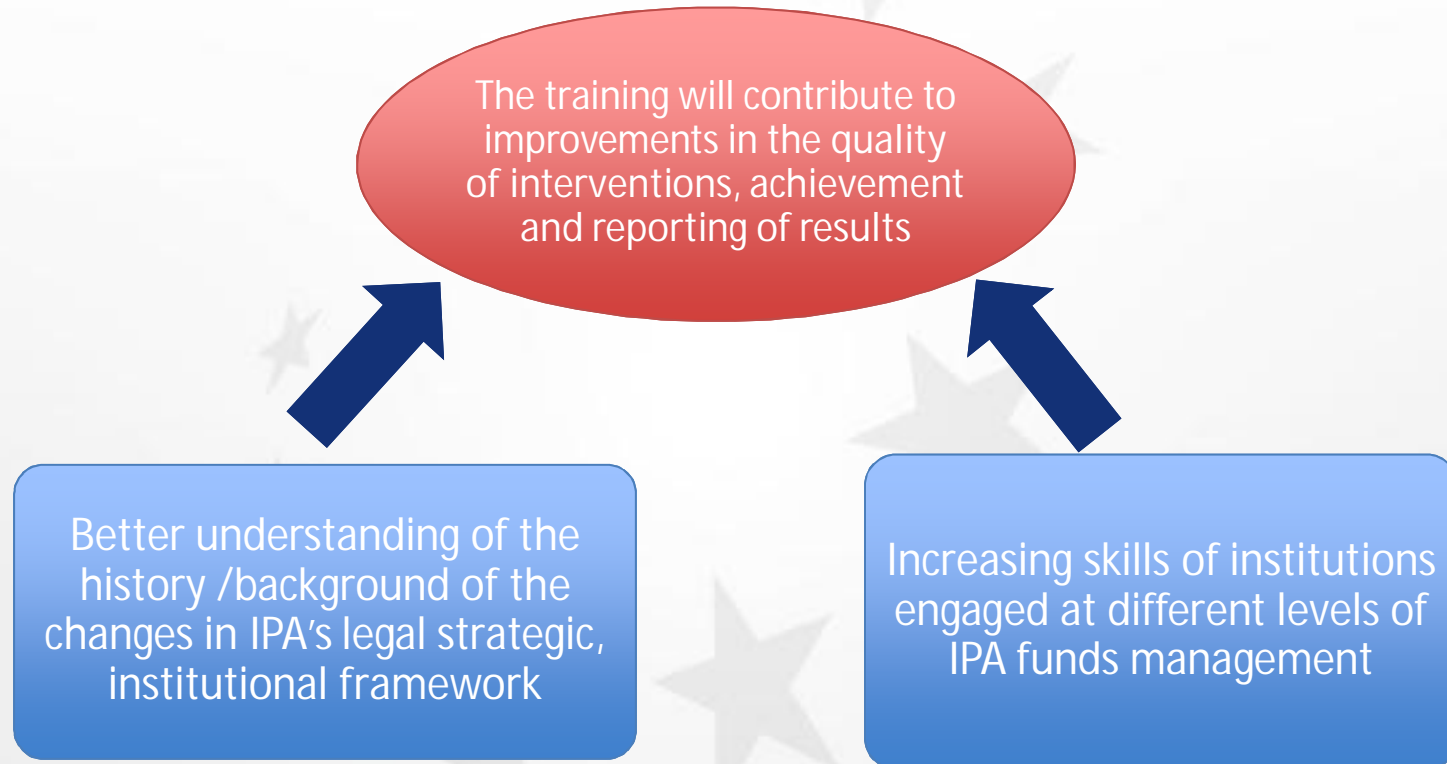
“IPA II: Taking EU funding to the next level”





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Training objectives





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Training Scope



General objective of the instrument & Key terms

Legal & Strategic Framework

Priorities, themes & financial envelope

Institutional Framework

Principles of sector approach & its introduction





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General Objective



IPA II mirrors the general objective of IPA I

To support the beneficiaries in adopting and implementing the political, institutional, legal, administrative, social and economic reforms required in order to comply with the Union's values and to progressively align to the Union's rules, standards, policies and practices, with a view to Union membership





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Key Terms



IPA II introduces change in the key terms used compared to IPA I

IPA I

- Measure: A set of operations contributing to one or more common objectives
- Operations: Projects and /or contracts

IPA II

- Action: A coherent set of coordinated activities carried out to meet a defined objective, which have an estimated total cost plus implementation schedule and performance parameters
- Activity: A component of an Action which can be clearly identified by its costs and type of financing (procurement, grant etc.)





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Key terms



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Action Document	The document providing details on the Action to be funded by ENI and IPA II. Under IPA II Action Documents are used for reference and for information purposes.
Action Programme	A group of Actions which address CSP targets and which are the subject of a Commission Implementing Decision. The level at which Financing Decisions are set according to the Common Implementing Rules for External Actions (CiR). The Action Programme is the annex to the Financing Decision. It is a synthesis of the specific Action Document. The level at which Financing Decisions are set according to the Common Implementing Rules for External Actions (CiR). The Action Programme is the annex to the Financing Decision. It is a synthesis of the specific Action Document.
Sector Approach	A sector approach (SA) is a process which aims to broaden government and national ownership over public sector policy and decisions on resource allocation within the sector, thereby increasing the coherence between sector policy, government spending and the achievement of results. SAs have the following features: Leadership by the governmental authorities, A single comprehensive budget framework, Functional donor coordination with harmonised reporting and monitoring procedures.
Sector Approach Roadmap	A tool introduced in the underlying programming documents with a view to monitor progress on the key sector approach criteria, such as sector strategy, institutional capacity, sector coordination, medium-term expenditure framework and performance monitoring.
Intervention Logic	Articulated result's chain clarifying the interventions' objectives and translating them into a hierarchy of effects intended to be achieved (up until the level of outputs), directly influenced (outcomes) and indirectly influenced (impacts) by a policy or action. (DG NEAR)
Entrustment with Budget Implementation tasks	Setting-up and operation of an effective and efficient internal control framework under IPA I.
Performance Indicator	A variable that allows the verification of changes in the intervention or shows results relative to what was planned (OECD).
RACER Indicators	Relevant, Accepted, Credible, Easy, Robust
Context indicators	Indicators used to set the context of the strategic document; usually without targets set since the likelihood to influence them is very modest
Impact indicators	Signals to which extent the overall (mid and long-term) objectives of an intervention (the strategic objectives or goals) have been achieved.
Outcome indicators	These signal whether the short to mid-term desired changes are happening
Output indicators	They show the degree of achievement of the direct products of an activity or set of activities. They are by nature activity-specific.
Process indicators	They measure what happens during implementation and mainly focus on the activities execution.





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Legal Framework (EU)



IPA II legal framework slightly more complex compared to IPA I

FINANCIAL REGULATION (and its Rules of Application)	IPA REGULATION	COMMON IMPLEMENTING REGULATION for External Actions
IPA IMPLEMENTING REGULATION		
Country Strategy Papers/ Multi-country Strategy Papers		
Framework Agreements		





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IPA II Regulation



▮ A framework for pre-accession assistance under the 2014-2020 multi-annual financial framework

- Building on IPA I
 - ü similar general policy objective, specific objectives and policy areas
- with a more strategic approach
 - ü accession as the overriding objective
 - ü assistance available to candidate and potential candidates
 - ü applying the Sector Approach to the enlargement context
 - ü comprehensive country strategies
 - ü focus on reforms in key sectors
 - ü result/performance-oriented assistance





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Financial Regulation



► Main point of reference for the principles and procedures governing the establishment and implementation of the EU budget and the control of the European Union's finances

- Sets out the principles:
 - ü of unity, budgetary accuracy, equilibrium, unit of account, universality, specification, sound financial management with effective and efficient internal control, and transparency
- and the rules:
 - ü for the establishment and the implementation of the EU budget
 - ü for the presentation and auditing of the accounts
- ü VERY OFTEN SIDELINED WHEN LEGAL FRAMEWORK IS PRESENTED IN THE ACCESSION COUNTRIES- MAKING THE UNDERSTANDING OF IPA REGULATIONS MORE DIFFICULT!



IPA II REC



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Financial Regulation



Changes introduced in 2016:

- Simplification for recipients of EU funds
- From multiple layers of controls to cross reliance on audit, assessment or authorisation and harmonisation of reporting requirements
- Allowing the application of only one set of rules to hybrid actions or in the case of combination of measures or instruments
- More effective use of financial instruments
- More flexible budget management
- Focus on results and streamlining of reporting
- Simpler and leaner EU administration
- Providing possibility for citizen engagement





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Common Implementing Regulation

► A set of harmonised implementing rules and procedures applicable to all EU external action instruments

- Defines common provisions:
 - ü forms and types of programmes/measures
 - ü rules for comitology
 - ü financing methods/types
 - ü protection of the financial interests of the Union
 - ü evaluation, committees, reporting by the Commission ...





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IPA II Implementing Regulation



► Completes the legal framework for IPA II by introducing specific rules establishing uniform conditions for implementing the IPA II Regulation

- Focusing on implementation:
 - ü indirect management by IPA II beneficiaries, incl. financial management, control, monitoring, evaluation, communication...
- and on specific types of programmes
 - ü cross-border cooperation programmes
 - ü rural development programmes





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Legal Framework (IPA I Versus IPA II)



HANDOUT 1

GAP Analysis between IPA I and IPA II





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Exercise



HANDOUT 1A

Flipchart has 4 columns: IPA Regulation, IPA Implementing Regulation, Financial Regulation, CIR

- *Read the regulation articles from the handout 1A and try to place the correct number of the article in the correct column of the flipchart*
- *Discussion on the possible mistakes*





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Legal Framework for IPA in Turkey

Framework agreement with the EU on the arrangements for implementation of Union financial assistance to the Republic of Turkey under IPA II

Law No 6647 approving the Framework Agreement with EU

Council of Ministers Approval of the Framework Agreement No 29393

The Prime Ministry Circular No 2015/15





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Strategic Framework/ Framework for Programming



IPA II introduces wide range of strategic documents to be prepared compared to IPA I

Enlargement Package
(EU Enlargement Strategy, EC Progress Reports)

Country /Multi-Country Strategy Paper

National Sector Strategy
Sector Planning Documents
Sector Operational Programmes

Country Action Programme(s) (Annual
or Multi-annual)

Financing Proposal

Commission Implementing
Decision

Financing Agreement





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Commission Documents

Enlargement Package
(EU Enlargement Strategy, EC Progress Reports)

Country /Multi-Country Strategy Paper
The Indicative Strategy Paper for Turkey
Multi-Country Strategy Paper (MCSP)





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National Documents



National Sector Strategies:
European Union Strategy/National Action Plan for EU Accession
10th National Development Plan (DP10)
Relevant sectoral strategies

Sectoral Operational Programmes :
Sectoral Operational Programmes for Environment and Climate Action
Sectoral Operational Programme for Transport
Sectoral Operational Programme for Competitiveness and Innovation
Sectoral Operational Programme for Education, Employment and Social Policies

Rural Development Programme
Cross-Border Cooperation Programme





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National Documents



Sector Planning Documents:

- SPD for Civil Society
- SPD for Judiciary and Fundamental Rights
- SPD for Home Affairs
- SPD for Energy
- SPD for Agriculture and Rural Development

Action Documents (AD):

- SPD for Civil Society
- AD for Judiciary and Fundamental Rights
- AD for Home Affairs
- SPD for Energy
- AD for Agriculture and Rural Development



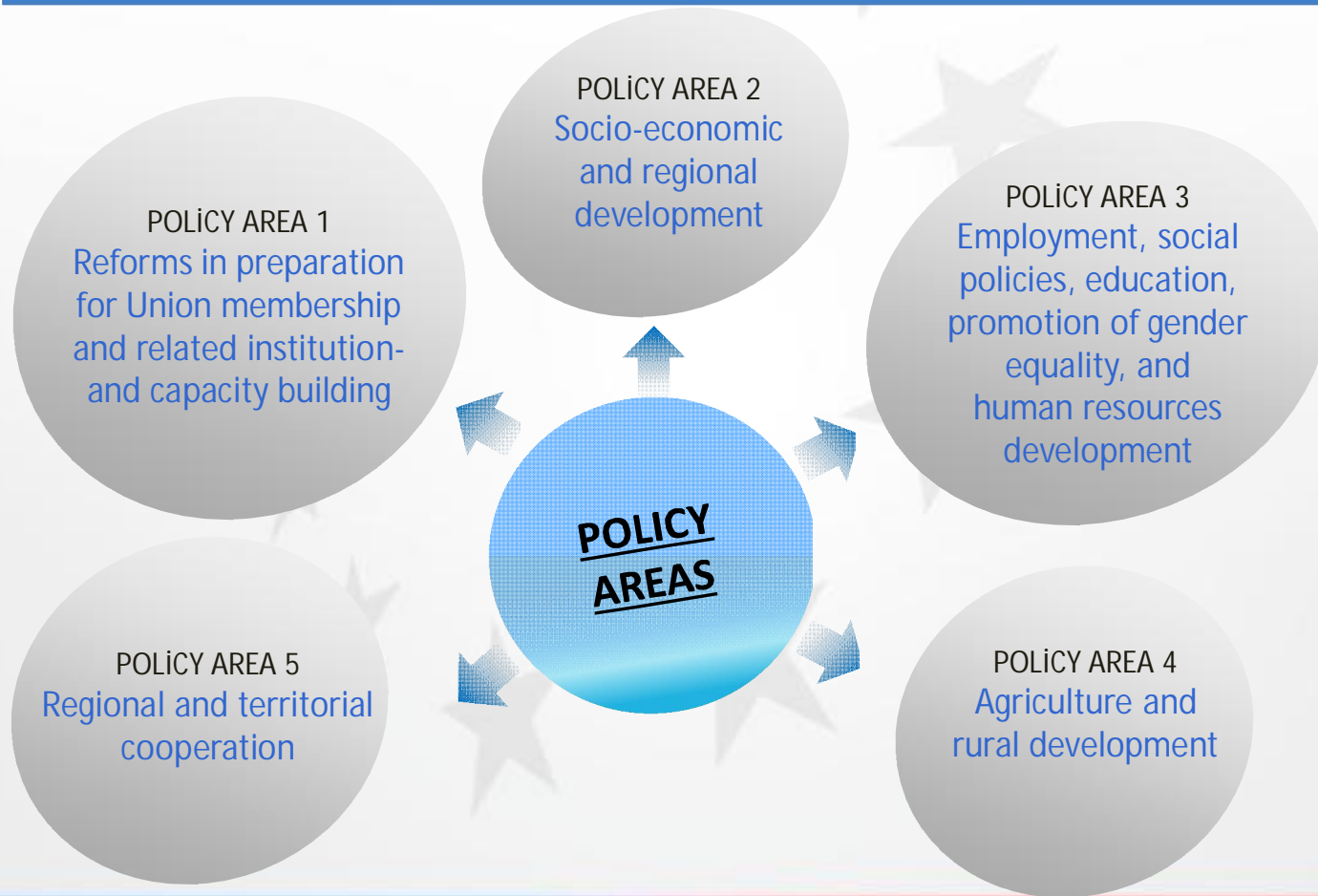


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Policy areas



IPA II introduces policy agenda similar to IPA I





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Thematic priorities (general)



IPA II introduces similar priorities to IPA I, but with different name (no more components) ; their pursue is country tailor made

complying with the principle of good public administration and economic governance

promoting proper functioning of the institutions necessary for securing the rule of law

strengthening the capacities of civil society organisations and social partners' organisations

investing in education, skills and lifelong learning

fostering of employment and supporting labour mobility

promoting social inclusion and combating poverty

promoting sustainable transport and removing bottlenecks in key network infrastructures

improving private sector environment and competitiveness of enterprises

strengthening research, technological development and innovation

contributing to security and safety of food supply

increasing ability of the agri-food sector to cope with competitive pressure and market forces

protecting and improving the quality of the environment

promoting reconciliation, peace-building and confidence-building measures





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Thematic priorities (territorial cooperation)



IPA II introduces similar priorities to IPA I, but with different name (no more components) ; their pursue is country tailor made

promoting employment, labour mobility and social and cultural inclusion across the border

protecting the environment, promoting climate change adaptation and mitigation, risk prevention and management

promoting sustainable transport

encouraging tourism and cultural and natural heritage

investing in youth, education and skills

promoting local and regional governance

enhancing competitiveness, business environment

strengthening research, technological development, innovation and ICT





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Sectors



IPA II introduces “sector approach” with roots established in IPA I Components 3 & 4

The 9 sectors defined for Strategy Papers:

1. DEMOCRACY AND GOVERNANCE
2. RULE OF LAW AND FUNDAMENTAL RIGHTS
3. ENVIRONMENT
4. TRANSPORT
5. ENERGY
6. COMPETITIVENESS AND INNOVATION
7. EDUCATION, EMPLOYMENT AND SOCIAL POLICIES
8. AGRICULTURE AND RURAL DEVELOPMENT
9. CROSS-BORDER COOPERATION (CBC) AND REGIONAL COOPERATION

IPA II REG.
ANNEX III





Policy areas and sectors(Turkey)



POLICY AREA	SECTOR / SUB-SECTOR
1-Reforms in Preparation for Union Membership	1-Democracy and Governance
	1.1 Civil Society
2-Socio-economic and Regional Development	2- Rule of Law and Fundamental Rights
	2.1- Judiciary and Fundamental Rights
	2.2- Home Affairs
	3-Environment and Climate Action
3-Employment, Social Policies, Education, Promotion of Gender Equality, and Human Resources Development	4-Transport
	5-Energy
	6-Competitiveness and Innovation
4- Agriculture and Rural Development	7-Education, Employment and Social Policies
	8-Agriculture and Rural Development
5-Regional and Cross-Border Cooperation	8.1- Rural Development Programme
	8.2- Institution and Capacity Building
	9-Regional and Cross-Border Cooperation





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Financial envelope



IPA II financial allocations are similar to IPA I

IPA II 2014–2020 (MEUR)

2014	2015	2016	2017	2018	2019	2020
1573.8	1605.2	1637.4	1670.1	1703.5	1737.6	1771.1
Total amount for IPA II		11698.7				

IPA I 2007–2013 (MEUR)

2007	2008	2009	2010	2011	2012	2013
1263.2	1501.4	1541.6	1591.3	1796.8	1876.0	1956.3
Total amount for IPA I		11526.7				





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Financial envelope (Turkey)



Turkey	2014	2015	2016	2017	TOTAL 2018-2020	TOTAL 2014-2020
a. Reforms in preparation for Union membership	355.1	196.6	240.3	137.2	652.2	1,581.4
Democracy and governance		540.2			416.3	956.5
Rule of law and fundamental rights		388.9			236.0	624.9
b. Socio-economic and Regional development	155.8	265.8	247.0	261.4	595.3	1,525.3
Environment and climate action		297.1			347.5	644.6
Transport		386.0			56.8	442.8
Energy		59.0			34.4	93.5
Competitiveness and innovation		187.8			156.6	344.4
c. Employment, social policies, education, promotion of gender equality, and human resources development	37.4	62.9	65.9	68.9	199.9	435.0
Education, employment and social policies		235.1			199.9	435.0
d. Agriculture and rural development	72.0	100.9	77.0	158.1	504.2	912.2
Agriculture and rural development		408.0			504.2	912.2
TOTAL	620.4	626.4	630.8	636.4	1,940.0	4,453.9

These figures do not include CBC allocations.





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Institutional Framework

IPA II institutional framework similar to IPA I, but tailor made to Programmes



	Roles and responsibilities
National IPA Coordinator (NIPAC)	<ul style="list-style-type: none"> The main counterpart of the Commission for the overall process of: strategic planning, coordination of programming, monitoring of implementation, evaluation and reporting of IPA II assistance. Ensures coordination within the IPA II beneficiary's administration and with other donors and a close link between the use of IPA II assistance and the general accession process; Coordinates the participation of IPA II beneficiaries in the relevant territorial cooperation programmes, Ensures that the objectives set out in the actions or programmes are coherent with the objectives in the Country Strategy Papers; Ensures that the IPA II beneficiary's administration takes all necessary steps to facilitate the implementation of the related programmes
National Authorising Officer (NAO)	<ul style="list-style-type: none"> Bears the overall responsibility for the financial management of IPA II assistance and for ensuring the legality and regularity of expenditure. Responsible for the management of IPA II accounts and financial operations; Responsible for the effective functioning of the internal control systems for the implementation of IPA II assistance; Responsible for putting into place effective and proportionate anti-fraud measures taking into account the risks identified; Follows up the reports of the audit authority Provides an annual management declaration to the Commission
Audit Authority (AA)	<ul style="list-style-type: none"> Carry out audits on the management and control system(s), on actions, transactions and on the annual accounts in line with internationally accepted auditing standards and in accordance with an audit strategy prepared on a tri-annual basis Prepare an annual audit activity report and an annual audit opinion drawn up in accordance with internationally accepted auditing standards. Prepare a final audit activity report and provide an audit opinion on the final statement of expenditure
Operating Structure (OS)	<ul style="list-style-type: none"> Responsible for the implementation, information and visibility, monitoring and reporting of programmes, and the evaluation and for ensuring the legality and regularity of the expenditure incurred in the implementation of the programmes under its responsibility





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Institutional Framework (Turkey)



National IPA Coordinator (NIPAC)

The Undersecretary of the Ministry for EU Affairs

National Authorising Officer (NAO)

The Undersecretary of Treasury

Audit Authority (AA)

The Board of Treasury Controllers

Multi-Annual Programme Operating Structure

Institutions responsible for Programmes (and IPARD Agency for RDP)

Annual Programme Operating Structure

Central Finance and Contracts Unit and the institutions responsible for Programmes

Anti Fraud Coordination Service (AFCOS)

The Prime Ministry Inspection Board

Economic and Social Cohesion Coordinator

Ministry of Development





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Institutional Framework (Turkey)



IPA Monitoring Committee

Sectoral Monitoring Committees

Rural Development Programme Monitoring Committee

Financial Cooperation Coordination Board

Financial Cooperation Committee

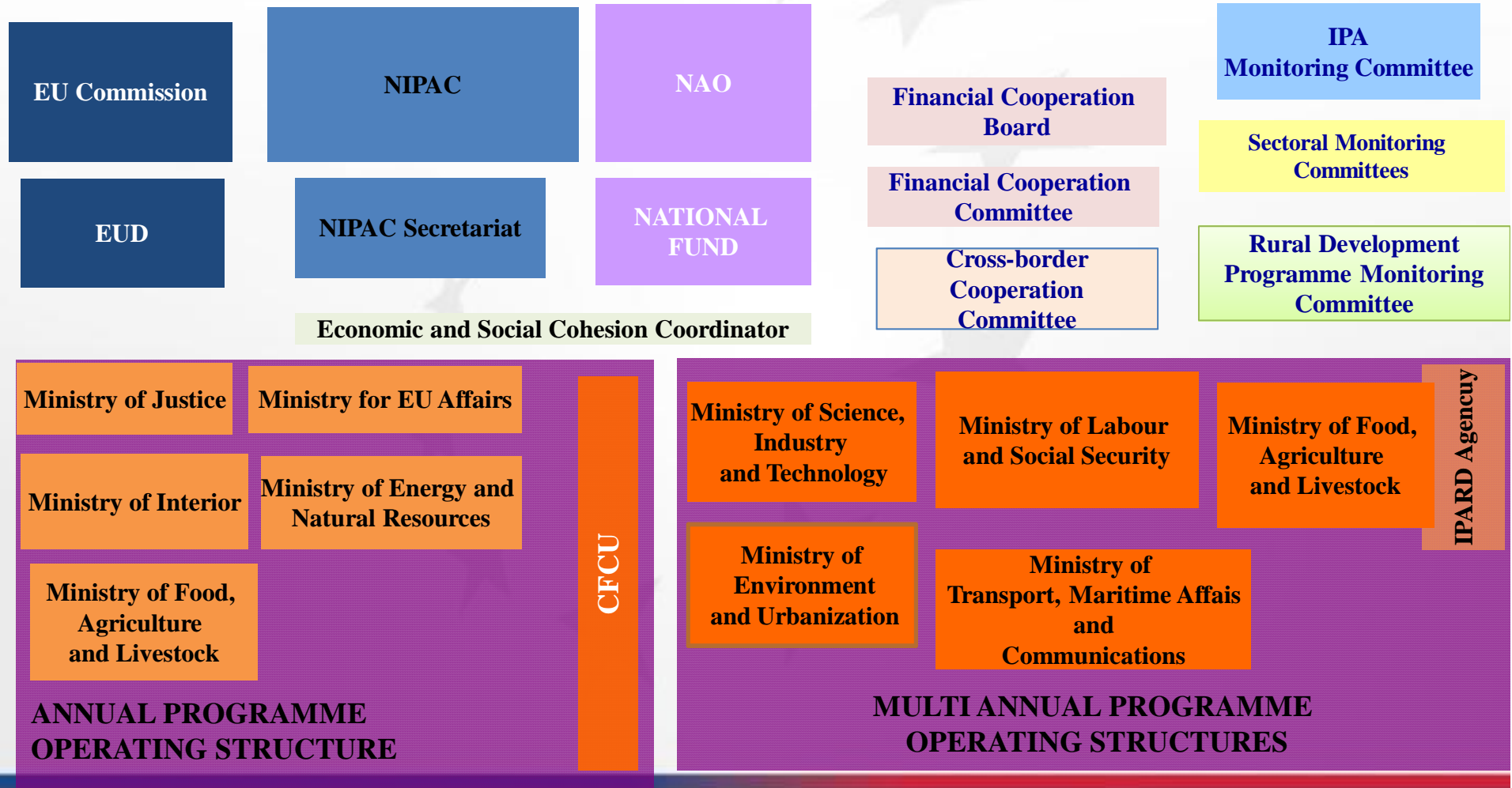
Cross-Border Cooperation Committee





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Institutional Structure (Turkey)





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Institutional Framework (Turkey)



INTER-INSTITUTIONAL AGREEMENTS			
1	Agreement NAO-OS for Annual Programmes	The Agreement between NAO and OS for Annual Action Programmes under IPA II (2014-2020)	OS composed by Directorate for Political Affairs (DPA), MEUA as LI and CFCU as implementing agency
2	Protocol NIPAC - NAO for Monitoring	The Protocol between NIPAC and NAO for monitoring activities for IPA II (2014-2020) Implementation	
3	Cooperation Agreement CFCU - LI for OS	Cooperation Agreement for financing agreement 2014 between CFCU and the LI on the functions and the responsibilities of the OS	CFCU - MEUA for Sector: Rule of Law, sub-sector: Judiciary
4	MoJ - CFCU	The Agreement between NAO and OS for Annual Action Programmes under IPA II (2014-2020)	OS composed of Min. of Justice as LI and CFCU and Implementing Agency
5	Min Energy - CFCU	The Agreement between NAO and OS for Annual Action Programmes under IPA II (2014-2020)	OS composed of Min of Energy and Natural Resources as LI and CFCU
6	Min of Interior - CFCU	The Agreement between NAO and OS for Annual Action Programmes under IPA II (2014-2020)	OS composed of Min of Interior and LI and CFCU
7	Cooperation Agreement CFCU - LI for OS	Cooperation Agreement for financing agreement 2014 between CFCU and the LI on the functions and the responsibilities of the OS	CFCU - Min of Energy
8	Cooperation Agreement CFCU - LI for OS	Cooperation Agreement for financing agreement 2014 between CFCU and the LI on the functions and the responsibilities of the OS	CFCU - Min of Justice
9	Cooperation Agreement CFCU - LI for OS	Cooperation Agreement for financing agreement 2014 between CFCU and the LI on the functions and the responsibilities of the OS	CFCU - Min of Interior
10	DIP/MEUA - CFCU	The Agreement between NAO and OS for Annual Action Programmes under IPA II (2014-2020)	OS composed of Directorate of Project Implementation from MEUA as LI and and CFCU as implementing agency
11	Min of Agriculture - CFCU	The Agreement between NAO and OS for Annual Action Programmes under IPA II (2014-2020)	OS composed of Min of Agriculture
12	Cooperation Agreement CFCU - MEUA	Cooperation Agreement for financing agreement 2014 between CFCU and the LI on the functions and the responsibilities of the OS	CFCU - MEUA for Sector: Democracy and Governance, sub-sector: Civil society
13	Cooperation Agreement CFCU - Min of Agriculture	Cooperation Agreement for financing agreement 2014 between CFCU and the LI on the functions and the responsibilities of the OS	CFCU - Min of Agriculture





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Exercise



HANDOUT 2:

*Indicate the competency of individual bodies for relevant task
(You can use Handouts 3,4,5)*





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Sector approach



- A way of working together between Government, donors and other key stakeholders
- A process aimed at broadening government and national ownership over public sector policy and resource allocation decisions within the sector, increasing the coherence between policy, spending and results, and reducing transaction costs (EC, 2007)

At the core of the SPD/SOP preparation!





Reasons for Sector Approach



Dissatisfaction with project approach:

- Donors imposing their own priorities upon governments
- Multiple projects did not favour the development of a coherent national or sector policies
- For countries with a large number of aid projects and a multitude of donors, the transaction costs of delivering aid through projects were becoming unacceptably high
- Extensive reliance on parallel, non-government project management structures and special staffing arrangements



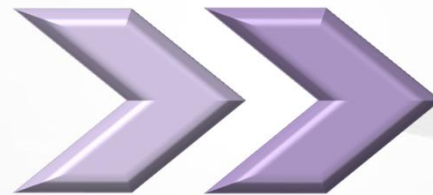


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From Projects to Sector Approach



Stand-alone projects



IPA I

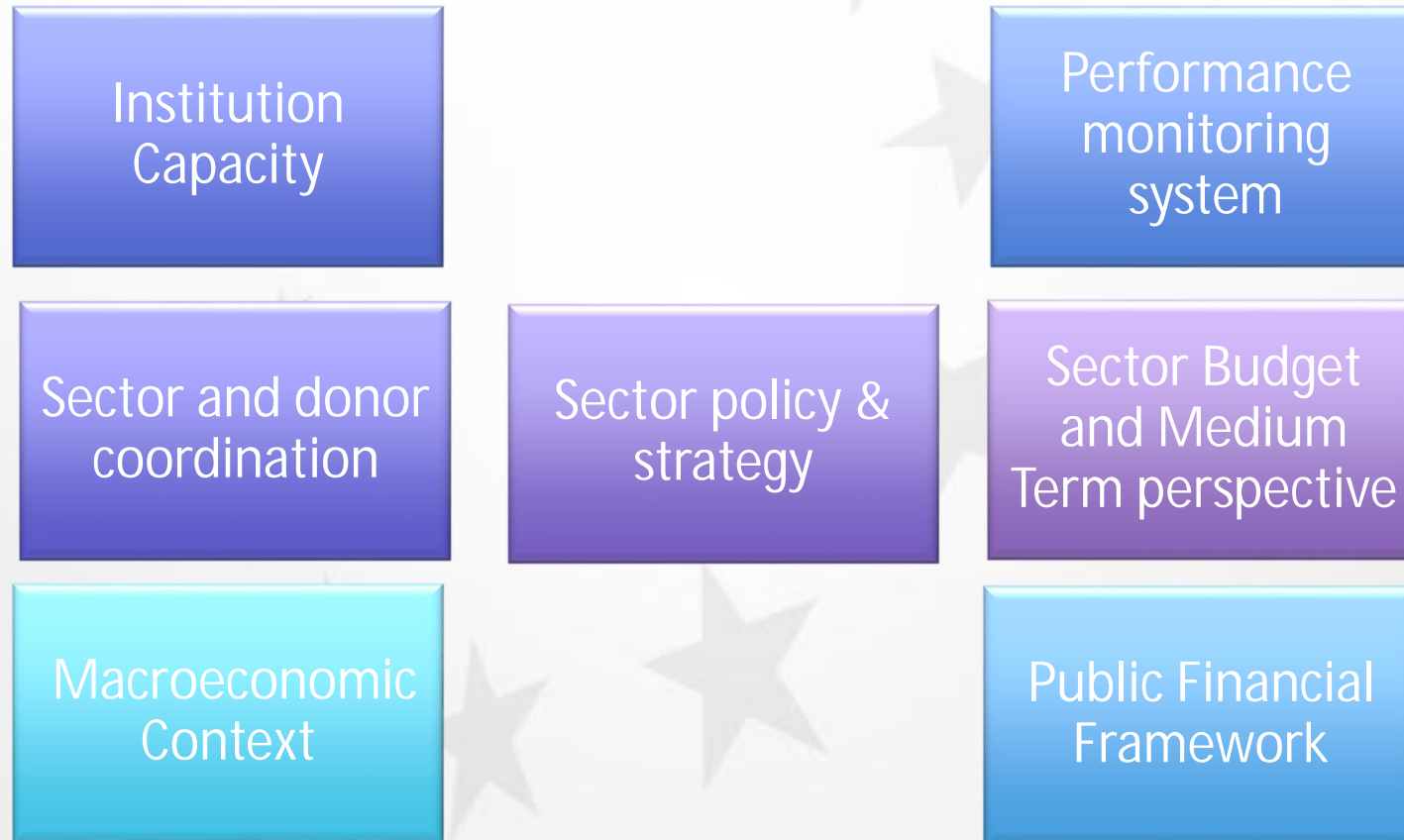
IPA II





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Sector Approach Main Principles





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Key questions



Sector policy & Strategy	Institutional setting & capacity	Sector coordination	Sector budget	Sector monitoring system
<ul style="list-style-type: none"> Is the strategic framework on the sector level coherent, consistent and comprehensive Is the sector strategy/ies relevant, clear, sound and of good quality Is the strategic/operational plan to implement the sector strategy clear, realistic and of good quality? 	<ul style="list-style-type: none"> Is the institutional framework clearly defined? Are the institutional capacities sufficient and adequately managed? 	<ul style="list-style-type: none"> Is the coordination mechanism on the sector level inclusive, efficient and effective? Is the donor coordination mechanism efficient and effective? 	<ul style="list-style-type: none"> Is there a budget/ Medium term Expenditure Framework on the sector level? Is external funding aligned with national priorities? Is preparation of the national budget properly reflecting the sector strategy/ies and Action plans? 	<ul style="list-style-type: none"> What is the quality of the sector- level performance monitoring framework? What are the capacities for carrying out the monitoring and evaluation tasks on the sector level? Are the sector-level evaluations being carried out?





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Key questions (additional criteria)



Public finance management

- Is there a PFM reform programme in place?
- What are the PFM mechanisms in place for the sector?
- Based on information available what are the possible areas where support could be considered?
- How do the remaining weaknesses affect the sector policy & what recommendations can be made to improve the situation?

Macroeconomic Framework

- What measures can be supported to improve the beneficiary's macroeconomic policy?
- How do these measures influence the beneficiaries' sector policy?





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Sector Approach Roadmap



- A tool for sequencing the actions to be implemented in answering the key assessment questions

Sector Approach Roadmap Development

1. Elaboration of the current situation per Sector Approach Assessment Criteria
2. Set the base facts (baselines) on the situation in the assessed areas
3. Set the targets in the assessed areas (short-term & medium-term) as per Government national reform plans
4. Identify the steps to be performed to reach targets





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Group discussion



- The novelties that the Sector Approach is bringing in different sector, for example Competitiveness (former Comp III and PAR (former Comp I)
- Application of sector approach in different sectors
- Sector approach versus sector jurisdiction of different institutions
- -Challenges in setting the steps to be performed to reach Sector Approach Roadmap targets





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