



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

Future strategic planning and programming – opinion of OSs/LIs on sector approach, priority sectors, performance indicators

25 January, 2018





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Sectoral approach (opinion of OSs/LIs)



Strengths

- Better identification and targeting to priorities
- Enhanced ownership and sustainability of the projects
- Increased institutional memory / avoidance of overlap
- Improved monitoring

Weaknesses

- Problems in coordination in sectors with multiple stakeholders/beneficiaries
- Changing national priorities
- Mismatch between national priorities and EU programmes





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Sector approach - is it appropriate for Turkey?



Appropriate: Ministries of Interior, Justice, Energy, Transport, Environment

Have benefits and weaknesses - CFCU

Creates different problems: Mo Labour, MoSIT, MEUA– Fundamental Rights, MEUA– CBC





Constraints on strategic level - opinion of OSs/LIs



- ▶ Lack of sufficient **high level political commitment** and ownership of all stakeholders
- ▶ Relatively **low level of EU funding** compared to the national funds allocated to priority sectors
- ▶ Poor **quality national sector strategies** - no action plans or budgets **in some sectors**
- ▶ **Overlapping policy approaches and intervention logics** of institutions cause inefficiency on the implementation of the respective Programmes





Constraints at operational level – opinion of OSs/LIs



- ▶ **Low readiness** level of sectors and institutions to implement the sector approach
- ▶ **Weak** inter-ministerial and sectoral **coordination**
- ▶ **Lack of authority/mandate of the Lead Institutions / Operating structures**



Artificial sectors (1)

Case of CSD (MEUA):

- ▶ Strategic priority for CSD justifies use of sector programming instead of addressing CSD as a horizontal issue
- ▶ MEUA leading role is appreciated by all stakeholders
- ▶ It already managed to trigger structural change
- ▶ Overambitious expectations towards the achievement of a fully-fledged sector with all aspects such as very well defined budget and a clear-cut strategy in a very short time puts all actors in a great amount of pressure.



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Artificial sectors (2)



Case of Fundamental Rights (MEUA)

- ▶ Complex and varying institutional structure - newly established institutions and newly emerging needs as well as dynamic nature of political reforms
- ▶ Fixed underlying documents (strategy papers, planning documents and roadmaps, etc.) do not serve for the objectives of such a field which requires constant revisions
- ▶ Wider sector, more flexible and tailor-made approach allowing for different management and contracting methodologies is necessary
- ▶ **Proposal** to have a methodology similar to the Regulatory Reform and Acquis Alignment (RRAA) facility combined with sector approach





Opinion on the one-size-fits-all approach



Negative: All respondents

Proposals:

- ▶ Rules and agreements to be sector and country specific (Mo Energy)
- ▶ Sector specific rules to be introduced in the FwA (MEUA – Fundamental Rights)
- ▶ To take into account differences in size of the countries, needs, sectors, programmes, beneficiaries, OSs such as nature of the programme, major projects vs. minor ones, characteristics of potential end-recipients (Ministries of Development, Transport, Interior, Energy)



Proposals for improvement of coordination

- ▶ **Position of the Lead Institutions to be strengthened hierarchically in the system via FwA** and other related documents (Mo Interior)
- ▶ **Coordination mechanisms to be improved with the better elaboration of duties and responsibilities** of the actors such as NIPAC, CFCU, NAO and LIs, etc (Mo Interior, MEUA)
- ▶ **Regional and local institutions**, particularly development agencies to play more active role in both programming and implementation stages in the areas of socio-economic and regional development, education, employment and social policies (Mo Development)



Proposals for programming documents



Proposals:

- ▶ Improve AD template
- ▶ Project fiches are better for tender documents preparation but decrease flexibility (CFCU)
- ▶ Level of details in the Action Documents to be increased – since it is not sufficient to serve for as the basis of tender document preparations (MEUA – FR).
- ▶ Equal level of detail / same information to be provided in all Action Documents (CFCU)
- ▶ Sector Planning Document to be a legally acknowledged





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Indicators (1)



- ▶ There should be **strong correspondence between the available budget, activities and the indicator targets** (MoSIT, Mo Labour)
- ▶ **Indicator Fiches** which clearly define the indicators should be designed to avoid misinterpretation of indicators by different actors (MoSIT)
- ▶ **No baseline values should be requested for output indicators** as they are the direct consequences of the interventions and their target values are limited with the interventions (MoSIT)





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Indicators (2)



- ▶ **Sector level indicators** to be set clearly for the measurement of sector performance in the **Strategy Paper** (Mo Interior)
- ▶ Sector level indicator setting is. **not suitable for Fundamental Rights Sub-Field** - Action Document indicators must be the basis for monitoring, evaluation and reporting (MEUA – FR)
- ▶ Monitoring and verification of indicators to be responsibility of end-beneficiary (Mo Labour)





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Continuity between IPA periods (1)



Proposals:

- ▶ **Sectors and structures** established to be kept for the future IPA (CFCU, Mo Energy)
- ▶ **Same rules and templates** for the next period (Ministries of Interior, Transport) or new rules and procedures to be clear, concise and comprehensive (MoSIT)
- ▶ OS entrusted with the budget implementation tasks not be forced for **re-entrustment** in the next periods





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Continuity between IPA periods (2)



Proposals:

- ▶ The legal basis and strategic framework of post-2020 IPA to be set up by the EC services well in advance (before 2020) in **consultation with the national authorities** to provide sufficient time to national authorities to prepare operational programmes (MoSIT)
- ▶ Relevant **sector DGs of the EC to manage IPA** instead DG NEAR (MoSIT)
- ▶ In the area of economic and social cohesion under post-2020 IPA framework should be fully **coherent with the Cohesion Policy** (Mo Development)





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**Future management of IPA II assistance –
opinion of OSs/LIs on sector approach
simplification, flexibility, backlog, tender
preparation, ex-ante approval procedures**

25 January, 2018





Opinion on increasing role of direct management



Negative: All respondents

Proposals:

- ▶ **Direct grants may be contracted under direct management** due to numerous challenges / different rules based on EC agreements with international organisations (CFCU)
- ▶ Use of **indirect management with international organisations, or development agencies of EU countries** (Mo Energy)
- ▶ In case of direct management the **capacity of EUD in programming to be increased** (MoSIT)
- ▶ EUD's direct communication with the International Organisations during programming process causes communication and coordination problems and reduces the effectiveness of the programming exercise (MEUA-FR).
- ▶ Transition to indirect management with **ex post controls**

Deadlines (n+x rules)

Proposals for annual action programmes

- ▶ Unification of contracting and execution deadlines into a single deadline, i.e instead of n+3+3, n+6 (CFCU)
- ▶ To have some flexibility (Mo Energy)
- ▶ To continue as in IPA II (Mo Interior)



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Deadlines (n+x rules)



Proposals multi-annual action programmes:

- ▶ To have deadlines for programming and implementation - N+2 for programming and N+4 for implementation (MoSIT)
- ▶ n+x to start after FA signature (MoSIT, Mo Environment)
- ▶ Training on n+x - what type of contract and on which stage of its payment process has to be taken into account in “n+x rule” (Mo Labour)





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Reallocation between programming years



- ▶ All respondents propose to have **possibility for reallocation of funds between programming years** (CFCU, Ministries of Justice, Interior, Energy, Agriculture, EU Affairs, Environment)
- ▶ Introduction of multi-annual programming (Mo Energy)





Reallocation between sectors



All respondents propose **to have possibility for reallocation of funds between sectors** (CFCU, MoSIT, Ministries of Justice, Environment, Energy, Interior, Agriculture, MEUA)

Benefits:

- ▶ effective use of funds
- ▶ prevention of fund losses
- ▶ reward of good performance





Opinion on time between project identification and approval of relevant FA

Negative: All respondents

Proposals:

- ▶ **Shortening** programming and ratification of FA (CFCU)
- ▶ **Timely feasibility studies** for investment projects and needs assessment (Mo Interior)
- ▶ Project identification and FA should not be linked (**FA to state priorities, programming to start after FA**) (Mo Environment)
- ▶ OP adoption by EC to be shortened (MoSIT, Mo Labour)





Backlog problem - proposals



- ▶ **Early preparation of tender documentation**, including PPF (before signature of the FA) (CFCU)
- ▶ **Strengthening of the capacity of the CFCU** (Ministries of Justice, Interior, Agriculture), including enhancing sectoral expertise (Mo Energy)
- ▶ **EUD/EC decision making to be more efficient** (Mo Agriculture)
- ▶ **Ratification of the FAs** to be planned better (MEUA)
- ▶ Use and **monitoring of logsheets** for each stage of procurement, which show processing time by each party (MoSIT)
- ▶ **Number of projects to be kept low** (Mo Environment)
- ▶ In the beginning of each procurement period, **pipeline should be ready** for certain number of projects





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Delays in tendering documents due to SEI process



Proposals:

- ▶ **Simplify / shorten the PPF** application procedure and to make it more flexible (Mo Justice, MEUA)
- ▶ **Start application procedure for PPF** before FA is signed (Mo Interior)
- ▶ **Capacity for tender documents preparation** and commenting to be improved (Mo Agriculture)
- ▶ **STEP project** as a solution





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Ex-ante approval



Proposals:

- ▶ Differences in **interpretation** under ex ante and ex post approval should be clarified and eliminated (CFCU)
- ▶ EUD ex post/ex ante approval/derogation response to be **faster** (CFCU, Mo Transport)
- ▶ **Staff in EUD** to be increased (MoSIT)
- ▶ Ex post approval **procedure to be clarified, training/guidance** on ex post approval should be provided by EUD (Mo Labour, MEUA)





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FA amendment process



Proposals:

- ▶ **Simplification** of amendment process (CFCU), minor changes to be solved by exchange of letters (MoSIT)
- ▶ Procedure to be **shortened** (Ministries of Interior & Energy)
- ▶ Procedure should be exceptional and used as last resort (Mo Justice)





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Reluctance of Member States in twinning projects



Proposals:

- ▶ Member states to be **encouraged** to apply and to provide committed experts also to host interns and study visits (CFCU)
- ▶ To **use twinning only**, if EC confirms interest of MS during programming (MEUA, Ministries of EU affairs, Justice and Interior)





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