



TRANSPORT SECTORAL OPERATIONAL PROGRAMME

PREFACE

The IPA Sector Operational Programme for Transport (SOPT) is the main vehicle for channelling European Union financial support under the Instrument for Pre-Accession (IPA) to the transport sector in Turkey. The SOPT was developed, in dialogue with the European Commission– DG Enlargement as well as the EU Delegation to Ankara – as well as social partners and civil society organisations active in the transport sector.

The document is based on the relevant existing strategies of the Turkish Government, and the European Union. The most important ones are Turkey's 10th National Development Plan; Transport and Communication Strategy – Vision 2023 on the one hand and the EU's *Country Strategy Paper* for Turkey, laying down EU support priorities for the country in the forthcoming period.

The SOPT covers, in financial terms, a three-year period from 2014 to 2016, with a total budget of 370.82 Million €. From that budget, 315.2 Million € are to be covered by the IPA II. The Programme's thematic framework, its priorities and objectives, have been designed with a seven year outlook, reaching until the end of the EU's current financial perspectives 2014-2020. Nevertheless, plans regarding the period beyond 2016 are indicative, and will be the subject of further programming discussions between the EU and Turkey at a later stage.

The SOPT's thematic priorities are – in line with both national and EU policy frameworks –

- To enhance the sustainability and safety of transport;
- To improve the efficiency of the transport system;
- To promote a shift from individual to sustainable, accessible and inclusive modes of public transport at both national and urban level;
- To progressively align the Turkish transport sector with the EU transport acquis, further develop administrative capacity and facilitate further integration with the Single European Transport Area.

The programme document is structured as follows:

- Chapter 1 provides a socio-economic analysis of the transport sector in Turkey, in the context of the applicable national and EU-level policies, leading to the definition of needs for EU support;
- Chapter 2 assesses the country's readiness to apply a multi-annual planning and programming framework in a sector approach, as foreseen in the latest EU Regulation on IPA, for the period 2014-2020;
- Chapter 3 provides an overview about the programme's objectives – in response to the analysis in Chapter 1;
- Chapter 4 details the actions and activities that the programme will support and implement;
- Chapters 5-6-7 lay down the financial framework for the SOPT, contain a report about public consultations during the programming process, and describe the implementation arrangements for the programme.

Further information on the SOP Transport can be obtained from the Turkish Ministry of Transport, Maritime Affairs and Communications, Directorate General for Foreign Relations and EU Affairs.

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ABBREVIATIONS

AFD	Agence Française de Développement
AIP	Annual Investment Programme
CBRT	Central Bank of the Republic of Turkey
CFCU	Central Finance and Contracts Unit
CHU	Central Harmonisation Unit
CSP	Country Strategy Paper
DG	Directorate General
DKK	Maritime Coordination Commission
DTD	Rail Transportation Association
DTD	Railway Transportation Association
EBRD	European Bank for Reconstruction and Development
EIA	Environmental Impact Assessment
EIB	European Investment Bank
EU	European Union
GDP	Gross Domestic Product
GHG	Greenhouse Gases
HANKOK	Air Transport Facilitation Committee
IBRD	International Bank for Reconstruction and Development (World Bank)
IFI	International Financial Institutions
INTOSAI	International Organisation of Supreme Audit Institutions
IPA	Instrument for Pre-Accession Assistance
ITS	Intelligent transport systems
JBIC	Japan Bank for International Cooperation
JICA	Japan International Cooperation Agency
KfW	Kreditanstalt für Wiederaufbau
Logframe	Logical Framework Matrix (analytical tool)
MARA	Ministry of Agriculture and Rural Affairs
MARMARAY	İstanbul Strait Tube Tunnel Project
MoD	Ministry of Development
MoENR	Ministry of Energy and Natural Resources
MoEU	Ministry of Environment and Urbanization
MoF	Ministry of Finance
MoFSP	Ministry of Family and Social Policies
MoLSS	Ministry of Labour and Social Security
MoSIT	Ministry of Science, Industry and Technology
MoTMC	Ministry of Transport, Maritime Affairs and Communications
MTFP	Medium Term Fiscal Plan
MTP	Medium-Term Programme
NAMA	Nationally Appropriate Mitigation Action (climate change)
NAO	National Authorising Officer
NCCAP	National Climate Change Action Plan
NCCS	National Climate Change Strategy
NF	National Fund
NGO	Non-governmental organisation
NIPAC	National IPA Coordinator
OECD	Organisation for Economic Co-operation and Development
OS	Operating Structure
PIPIS	Public Investments Project Information System

PMFC	Public Financial Management and Control
PPP	Public Private Partnership
R&D	Research and Development
RODER	Vessel Operators and Combined Transporters Association
SETA	Single European Transport Area
SMC	Sectoral Monitoring Committee
SOPT	Sector Operational Programme Transport
SWOT	Strengths, Weaknesses, Opportunities and Threats (analytical tool)
TA	Technical Assistance
TCA	Turkish Court of Account
TCDD	Directorate General of State Railways
TCK	General Directorate of Highways
TEN-T	Trans-European Network for Transport
TGNA	Turkish Grand National Assembly
TINA	Transport Infrastructure Needs Assessment
TMMMB	Association of Turkish Consulting Engineers and Architects
TOBB	The Union of Chambers and Commodity Exchanges of Turkey
ToR	Terms of Reference
TURKSTAT	Turkish Statistical Institute
TÜRKKLİM	Port Operators Association of Turkey
UN	United Nations
UND	International Transporters Association
UNFCCC	United Nations Framework Convention on Climate Change
UoT	Undersecretariat of Treasury
WB	World Bank
WEF	World Economic Forum

1 SECTOR ANALYSIS

1.1 National policy and socio-economic context

Macroeconomic context

Turkey is the biggest of all candidate countries on a territory of 783,562 square km (including lakes and islands). The country has a population of 76.7 million, with a growth rate of 1.37% (bigger than that of the EU by an order of magnitude) and half of which is under the age of 30. By 2023 total population is forecasted to exceed 84 million.¹ With a Gross Domestic Product (GDP) of €614 billion², it is the **16th largest economy in the world** (GDP-at purchasing power parities).³ In less than a decade, per capita income in the country has nearly tripled and now exceeds €8000⁴. Turkey has made considerable advances in competitiveness over the past decade, moving ahead 16 ranks to number 43 in the *World Economic Forum's Global Competitiveness Index*⁵.

Turkey recovered fast from the effects of the global economic crisis thanks to hard won confidence in the integrity of macroeconomic management. The growth of the economy is again on the rise⁶. The medium-term challenge is still to increase competitiveness. According to the *10th Development Plan of Turkey*, the main macro-economic objectives of Turkey for the year 2023 are to increase the GDP to \$2 trillion and the per capita income to \$25,000.⁷ Buoyant growth marks out Turkey for **an engine of the European economy**.

Foreign trade has also grown at a considerable pace and has tripled during a decade. Turkey and the EU have a customs union relationship since 1996. The EU is by far the biggest economic partner of Turkey with 37.7% of the total trade in 2012 (while Turkey is the sixth most important trade partner of the EU).⁸ Therefore, improvement of transport connections between the EU and Turkey is another challenge for the way forward.

Turkey aims at the **further integration** of the Turkish economy into the European Single Market, and full integration into the Single European Transport Area. The strategic needs to further develop railway infrastructure in an integrated and competitive manner with other modes and to finalize the liberalization process through secondary measures harmonized with the EU *acquis communautaire* are essential to maintain the global competitiveness of the Turkish economy and in particular of the Turkish transport sector.

In its **strategic location** between Europe and Asia, Turkey plays an important regional role. It has borders with eight other countries, including EU Member States, and borders along the Black Sea, the Mediterranean Sea and the Aegean Sea. Traditional commercial routes and waterways connected Europe to Middle East and Far East through Turkey even in ancient times.

¹<http://unstats.un.org/unsd/demographic/products/dyb/dyb2009-2010/Table03.pdf>

²<http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=15974>

³<http://epp.eurostat.ec.europa.eu/tgm/table.do?tab=table&init=1&language=en&pcode=tps00006&plugin=1>

⁴<http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=15844>

⁵<http://epp.eurostat.ec.europa.eu/tgm/table.do?tab=table&init=1&language=en&pcode=tgs00028&plugin=1>

⁶<http://www.imf.org/external/ns/cs.aspx?id=28>

⁷<http://epp.eurostat.ec.europa.eu/tgm/refreshTableAction.do?tab=table&plugin=1&pcode=tgs00028&language=en>

⁸http://www3.weforum.org/docs/CSI/2012-13/GCR_Rankings_2012-13.pdf

⁹http://www.keepeek.com/Digital-Asset-Management/oecd/economics/oecd-economic-outlook-volume-2013-issue-2/turkey_eco_outlook-v2013-2-37-en#page1

¹⁰ *10th Development Plan of Turkey*, p. 28, http://pbk.tbmm.gov.tr/dokumanlar/10-kalkinma_plani.pdf

¹¹http://trade.ec.europa.eu/doclib/docs/2006/september/tradoc_113456.pdf

Today, Turkey offers an excellent gateway to growing markets in the Middle East and the Caucasus. Nevertheless, growing transit is limited by incomplete and missing linking routes, which are neighbouring Turkey. As commercial and economic relations between the EU and the Asian countries improve and ongoing transport infrastructure investment projects in the countries are being completed, **transit is bound to surge**, further testing Turkish transport capacities.

Sector context

The current **low density transport infrastructure** represent a major obstacle to social cohesion and economic development, as they impede competitiveness, the movement of goods and passengers, business settlements, investment decisions etc. The total length of **railway** lines operated (km) per 1000 km² is 14.8, very low as compared to that of other European states⁹. The need to upgrade the current transport system is widely acknowledged.

Due to **sustained demand**, the sector has been growing in size and quality both in the provision of services and in infrastructure, becoming in turn a lever of economic growth for the whole country. According to the World Bank (WB) *Logistics Performance Index*, Turkey's ranking improved to 30th in 2014 from 34th in 2007 among 155 countries. The trend will likely be the same in the next years, in parallel to the increasing trade and thanks to the ambitious growth targets set by Turkey's *Vision 2023*.

The transport sector in Turkey faces various **problems**, the most prominent one of which is the absence of **a coherent inter-modal transport network** development in the past. In 1950, modal split in passenger transport was 49.9% by road, 42.2% by rail, 7.5% by maritime and 0.6% by air. As regards inland freight, rail had a share of 55.1%, maritime transport had 27.8% and road transport had 17.1%¹⁰. However, after the 1950s, road transport developed rapidly with concomitant investment in the road network, and other modes of transport were not sufficiently invested in. Overall, shifts in the national transport priorities affecting the investment ratios and the distribution of investments resulted in the current problems of the sector. The time- and cost-efficient transportation services provided by the road sector surpassed any other single mode of transport and thus it has come to dominate the domestic transport market both for passengers and for freight. Consequently, Turkey's transport sector is currently characterized by a **strong dependence on road transport** (nearly 90% of the domestic freight and passenger transport) and an insufficient role of the railway system.

Since the turn of the century, sizeable railway infrastructure investments have been made and governments attributed railway transport strategic importance. In 2009, Turkey had become the 8th country in the world and the 6th in Europe operating high-speed trains. The *Act on Liberalisation of Railway Transport in Turkey* came into force in May 2013.

Nevertheless, intercity passenger and freight transport is still dominated heavily by road transport. The road transport sector provides an uninterrupted and fast, door-to-door transport of passenger and freight services with a modern fleet. Modal shift can be encouraged with an investment and operation approach that ensures the effectiveness of transportation in corridors, where railway and maritime transportation can compete with highways.

⁹http://w3.unece.org/pxweb/quickstatistics/readtable.asp?qs_id=47&lang=1 the same statistics for United Kingdom, Poland, Germany, Italy, Spain, Ireland are respectively 129, 121, 105,5, 80.4, 37.5, and 27.

¹⁰*Transport Master Plan Strategy*, p.15

Modal shift can also be promoted by intelligent and **intermodal solutions** (i.e. freight and city logistics, rail and port connections and network optimization, urban transport).

Figure 1 - Road Network of Turkey



Figure 2 - Rail Network of Turkey



Figure 3 - Sea Ports of Turkey

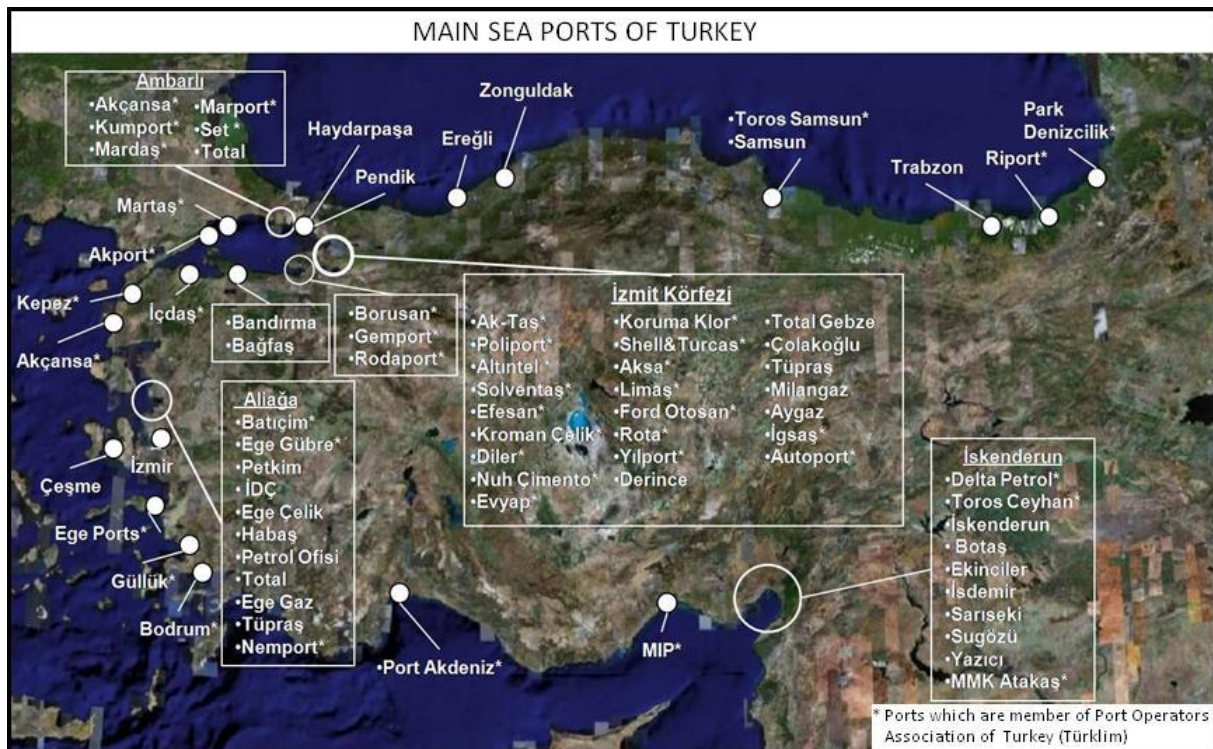
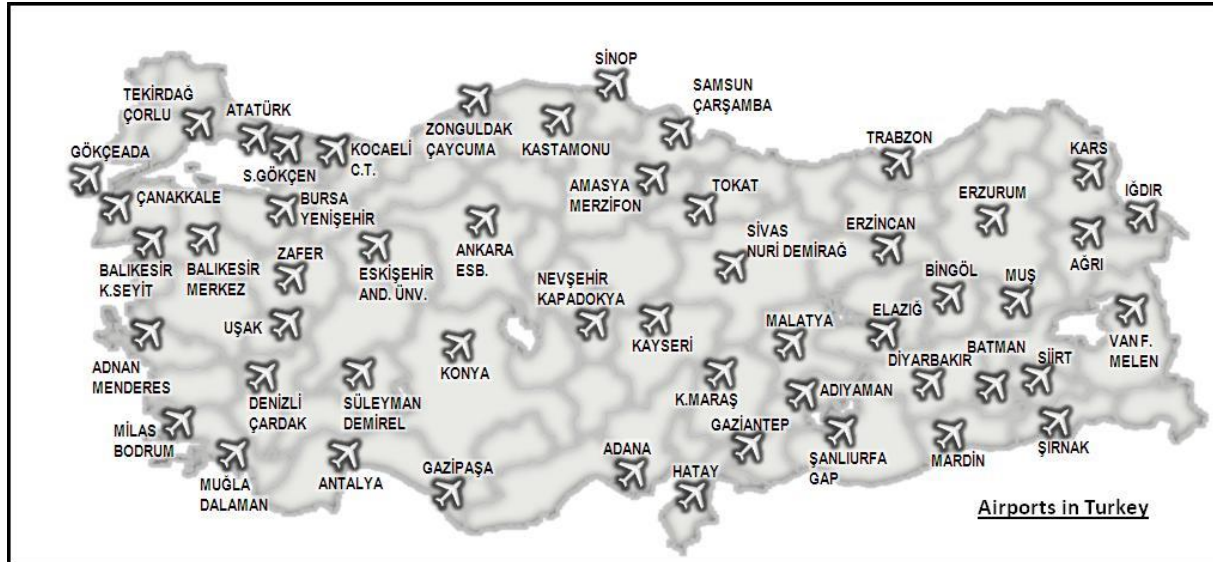


Figure 4 - Airports of Turkey



Safety and sustainability

In the last 30 years, over **350 thousand people have lost their lives** due to road traffic collisions. During recent years, road traffic causes almost 4000 fatalities and 250 thousand casualties every year.

Over 90% of the accidents were due to **drivers' fault, who do not adhere to driving regulations** and to road safety rules¹¹. Turkey aims to decrease road accident fatalities by 50% by 2020.

However, road safety is now on top of the agenda in Turkey, and modal shift could also decrease the death toll. The objective is to improve safety in other modes of transport as well, especially through approving/enforcing safety regulations and by establishing solid safety management systems, leaving no stone unturned in the field of transport safety.

The greenhouse gases (GHG) emissions of Turkish transport has doubled over the last two decades, consistently producing 13-14% of total GHG emissions. Road transport has emitted the lion's share, 85-90% (with aviation as the other major emitter)¹². In 2010, the transport sector represented 50% of total oil use in the country.¹³ The transport system's dependence on oil, dominance of road transport, inefficient use of combined transport and less developed intermodality are causing extra environmental and financial burdens. Meanwhile, railway transport GHG emissions have been slowly declining and were less than 1% by 2008. With more and **more restrictive European and international conventions on emissions** in sight, as well as a growing civil and public awareness on environmental protection and climate change mitigation, Turkey is exposed to economic and financial consequences of emission growth. *Regulation on enhancement of energy efficiency (EE) in transportation sector*, in force since 2008, includes procedures and principles regarding the reduction of fuel consumption of motor vehicles, generalization of public transportation, and the enhancement of traffic flow. *Energy Efficiency Strategy Document (EESD)*, approved by Higher Planning Council on 20/2/2012, involves policies aiming to shift from road to railway and maritime transportation.

Modal shift is also a way to curb rising emissions. A slow decarbonisation may also be facilitated by ways of identification and implementation of climate change adaptation and mitigation measures. In 2011, Turkey prepared a “*National Climate Change Action Plan (NCCAP)*” for the implementation of its “*National Climate Change Strategy*” that was approved by the Higher Planning Council¹⁴ in 2010. NCCAP sets GHG reduction policies and measures for all sectors with a view to fulfilling its responsibilities under the UN Framework Convention on Climate Change.

¹¹http://www.turkstat.gov.tr/PreIstatistikTablo.do?istab_id=365

¹²Data on greenhouse gas emissions has been sent by countries to UNFCCC and is available at <http://www.eea.europa.eu/data-and-maps/data/national-emissions-reported-to-the-unfccc-and-to-the-eu-greenhouse-gas-monitoring-mechanism-4>

¹³ Oil and Gas Emergency Policy - Turkey 2013 update, https://www.iea.org/publications/freepublications/publication/2013_Turkey_Country_Chapterfinal_with_last_page.pdf

¹⁴The duty of the Higher Planning Council is to provide assistance to the Council of Ministries in determining economic, social and cultural policy targets and to examine the plans and programs which are prepared within the framework of determined principles, whether they are sufficient or in conformity with the goals determined before submitting them to the Council of Ministers. (<http://www.devplan.org/Yasa-en/aboutspo.pdf>)

Urbanization

Turkey is a highly urbanized country, with **72% of the population living in cities**. In the last two decades, the ratio has increased by 10%¹⁵ and approached the EU average. Most traffic movements begin and end in urban areas.

Quick growth of cities has generated an increasing demand for urban transport that **public transport was unable to meet**. Number of cars has doubled over a decade¹⁶, and – as number of cars per family is still much lower than in Europe – the growth is bound to continue. **Congestion grew enormously** and has created unsustainable situations in urban centres.

There are approximately 8.4 million **people with disabilities** in Turkey (12.3% of the total population). The disabilities can be broken down as follows: 9.7% - mental health and chronic medical illnesses; 1.25% - physical; 0.48% - learning difficulties (intellectual disabilities); 0.38% - speech and language; 0.37% - hearing; 0.6% - visual.¹⁷ There are still many obstacles preventing people with disabilities from fully exercising their right of travel. Civil society has developed growing awareness to such problems.

The creation of sustainable and inclusive urban transport systems is an urgent task of the country. Sustainability presumes the promotion of integrated policies to deal with the full complexity of urban transport systems, focusing on the needs of citizens to improve transport accessibility, greener urban transport and promoting alternative modes of transport. Inclusivity has to guarantee that people with disabilities have access, on an equal basis with others, to the physical environment, transport services and other related facilities. In order to reach those goals, the active involvement of citizens, building local capacities for planning and policy dialogue are considered essential.

Administrative capacity

In the Turkish administrative structure, MoTMC is the central policy-making institution in the field of transport. Strong leadership of the Ministry is coupled with the more than one-third share of the Ministry in the investment budget and with **extra-budgetary financial resources** from profitable investment projects and operations.

The Ministry also has **vast experience in** defining and implementing **public and Public-Private Partnership projects**. IFIs such as EIB, EBRD, WB, CEB, KfW, AFD and others are also very active with loan programmes, in particular in sectors such as energy, transport and environment, thus domestic and international efforts to enhance capacities can be efficiently blended.

¹⁵ EU average is 74%. Urban population refers to people living in urban areas as defined by national statistical offices. It is calculated using World Bank population estimates and urban ratios from the United Nations World Urbanization Prospects, and is published at <http://data.worldbank.org/indicator/SP.URB.TOTL.IN.ZS/countries/1W-TR-EU?display=graph>

¹⁶ http://www.turkstat.gov.tr/PreIstatistikTablo.do?istab_id=1581

¹⁷ http://www.turkstat.gov.tr/PreTablo.do?alt_id=1017

1.2 Socio-economic analysis (including SWOT analysis)

The overall objective of Turkey's national strategy for the transport sector is **to establish a smoothly functioning, safe, green, smart, accessible, sustainable and inter-operable national transport system which has seamless connections with Europe and the rest of the world**. To this end, Turkey's *Transport and Communication Strategy: Horizon 2023* aims at a better mobility, less congestion, lowered emissions, more safety by reducing accident rates, fatalities and casualties, smart charging, intelligent city planning and improving public transport, whilst securing affordable mobility¹⁸.

The Ministry of Transport, Maritime Affairs and Communications (MoTMC), identifies its *vision* as “to provide and monitor transport, information and communications services for all users in a qualified, balanced, safe, environmentally friendly, fair and economic manner”. The Ministry defines its mission in line with this vision as “to increase global competitiveness of the country and quality of life for the citizens by providing transport and communications services over the level of contemporary civilisation”.¹⁹

Accordingly, transport has been **at the top of the investment plans of Turkey**. During the period 2007-2013, the share of transport sector in total public fixed capital investments was 37.4%, and likewise, according to the 10th Development Plan of Turkey, the lion's share of state investments is planned to benefit the transport sector with a 34 % rate for the years 2014-2018²⁰.

SWOT analysis

Strengths and weaknesses characterizing the Turkish transport sector have been identified in the previous chapter. Relevant trends are also analysed in this chapter and likely consequences, either positive offering opportunities, or negative ones qualifying as valid threats are explored. (The overall objective is used to test relevance.) Strategic actions are then listed as matching or conversion strategies. Matching strategies exploit opportunities on the basis of existing strengths. Conversion strategies intend to offset weaknesses amplified by threats. Matching and conversion strategies are then grouped into actions. A SWOT table presenting relevant strengths, weaknesses, trends, opportunities and threats is as follows.

18 Turkish Transport and Communication Strategy – Horizon: 2023, p. 39, http://www.ubak.gov.tr/BLSM_WIYS/UBAK/tr/dokuman_sag_menu/20110323_142238_204_1_64.pdf

19 http://www.ubak.gov.tr/BLSM_WIYS/UBAK/en/en_new_html/20091202_121818_204_2_64.php

20 10th Development Plan of Turkey, Table 18, p. 92, http://pbk.tbmm.gov.tr/dokumanlar/10-kalkinma_plani.pdf

Table 1 - SWOT Analysis for the Transport Sector in Turkey

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Strategic position close to growing markets in Middle East and Caucasus • Turkey situated on traditional commercial routes and waterways • Strong growth rate • EU has the biggest share in Turkey's trade • Relatively young population • Transport policy has high priority for TR government • Transport has one of the largest shares in Turkish national budget • Existing tradition of multi-annual budget planning • Experience with multi-annual transport OP under IPA 1 • Chapter 21 ready to be technically closed, • Overall alignment of Turkey's sector with the EU acquis "moderately advanced" • Good working relationships with civil society organisations active in the transport sector • Vast experience in PPP projects • Extra-budgetary financial resources of the Ministry 	<ul style="list-style-type: none"> • Underdeveloped transport links to and of neighbouring countries • Inadequate rail connection between Turkey and the EU • Severe modal imbalance in freight and passenger transport at national levels Lack of sectoral environmental strategy for transport <ul style="list-style-type: none"> • High level of road accidents, fatalities and injuries • Adverse driving habits and non-adherence to regulations • Underdeveloped intermodality • Lack of an integrated approach among public institutions regarding inter-modal transport strategies and investments • Unit costs in road transport still lower than in sustainable modes – impeding modal shift • Incomplete legal framework and insufficient institutional capacities in some sub-sectors • Need for further training of administrative officials in EU integration, sub-sector policies as well as environmental issues • Research capacities in Transport underdeveloped, Transport Research Centre not yet functioning • Lack of commonly acknowledged ITS standards • Lack of standardized and updated data and statistics in the transport sector • Congestion due to high concentration of population and employment in urban centers • Physical constraints and low density deterring accessibility to local public transport • High dependence on imported and unsustainable energy resources
OPPORTUNITY	THREATS
<ul style="list-style-type: none"> • Further growth of trade with EU countries • Growing trade between the EU and Middle East and Caucasus region • Growing transport demand towards and from Europe • Growing demand for urban transport services • Growing transit traffic • Increasing awareness of civil society of transport issues (including environmental and accessibility aspects) • Opportunities for revenue generating public and private investments in transport and logistics • Development of new innovative transport, IT and telecommunication technologies offer possibilities to improve efficiency of transport 	<ul style="list-style-type: none"> • Pressure on national infrastructure and environment due to transport demand • (Unit) costs of transport investment increasing (on international average) • Growing need for energy imports • Growing transport of dangerous goods • Higher emission rates • Adverse effects of pollution on public health • Increasing urbanisation • Congestion – leading to economic and social losses

Socio-economic analysis based on the SWOT table above yielded strategic actions grouped into four actions.

Enhance the sustainability and safety of the national transport system

Dynamic growth of the Turkish economy, experienced in the last decade, is just one of the key factors behind the forecasted ever-growing demand for passenger and freight transport services. **Commerce with the EU**, rapidly growing during the last decades but still losing relative to alternative directions, is in clear contrast to the Customs Union with and **the integration process to the Union**. In this sphere, one of the main challenges is inadequacy of rail connections between Turkey and EU. Also, just as traditional commercial routes and waterways between Europe and the Middle East and Caucasus are upgraded, **transit is likely to flourish parallel to East-West trade**, although political instability in the surrounding regions, especially in the Middle East and the Caucasian countries, continues to be a major concern.

Further growth of transport demand creates opportunities, while **tests transport capacities**. Improvement of transport infrastructure is one of the core factors for a country that is striving to increase its competitiveness to international standards. According to the Turkish transport policy, the backbone of a sustainable transport system is **high quality and affordable transport network and services**. Comfort, safety, accessibility, reliability of services and integration are the main characteristics of service quality. In order to realise these targets, the 10th Development Plan of Turkey identifies prioritized transformation programmes. One of these transformation programmes is the “*Transformation from Transport to Logistics*”. This programme mainly aims to improve the national and global competitiveness of the transport and logistics sectors. Turkey strives to be in the top 15 countries in the WB Logistics Performance Index²¹.

In terms of infrastructure development, the priority of the country is to strengthen the connections of Turkish railway network with the TEN-T. In parallel, especially for rail infrastructure projects, it is expected that cooperation with IFIs will be further increased during the programming/implementing period. Blending IPA grants with IFI loans will make best use of IPA funds and achieve stronger overall impact.

A major problem of Turkish transport sector in terms of sustainability is the extreme weight of road transport, a feature that also generates high dependence on imported and unsustainable resources of fossil fuels and energy supply risks. A modal shift in freight and passenger transport is imperative for sustainability in Turkey. The rapid extension and modernization of the transport network offers a unique opportunity to rebound modal split by concentrating investments on more sustainable forms of transport.

The Turkish Transport and Communication Strategy – Horizon: 2023 aims at increasing, by 2023, the **share of the railway sector** in intercity freight and passenger transport to 15% (currently 4.76%) and 10% (currently 2.22%) respectively²². For this, developing railway infrastructure and the density of the rail network is still a top priority for Turkey.

²¹ 10th Development Plan of Turkey, p. 206, http://pbk.tbmm.gov.tr/dokumanlar/10-kalkinma_plani.pdf

²² Turkish Transport and Communication Strategy – Horizon: 2023, p. 41, http://www.ubak.gov.tr/BLSM_WIYS/UBAK/tr/dokuman_sag_menu/20110323_142238_204_1_64.pdf

The **EU objectives** in the transport sector – to complete a European high-speed rail network, to triple the length of the existing high-speed rail network by 2030, to maintain a dense railway network in all Member States and to ensure that the majority of medium-distance passenger transport goes by rail till 2050 - are all coherent with this priority of Turkey. Developing railway routes and eliminating bottlenecks in connecting to the TEN-T network is essential in this transformation process.

The national and international process yielding further tightening has added, and continues to add, newer and **newer impetus to mitigating emissions** and coping with the environmental challenge. Carbon trade and international surveillance are just examples of mechanisms building up to apply the polluter-pays principle and to transform environmentally harmful behaviour. Beyond the direct impact on greenhouse gas emissions, the extreme weight of road transport also amplifies harmful consequences of drivers' non-adherence to regulations. Growing transport of dangerous goods, a continuous source of pollution hazard, further tests safety systems. Parallel to modal shift, it is also an important task to increase administrative capacities to further develop and enforce environmental regulations.

Similarly, growing travel demand and reliance on road travel just amplify adverse effects of bad driving habits on the road death toll. Parallel to UN *Decade of Action for Road Safety*, the Turkish *Road Traffic Safety Strategy and Action Plan* was published on 31st July, 2012 by a Prime Ministry Circular. The Action Plan aims at reviewing all related regulations, at implementing intelligent systems and automatic enforcement systems and at conducting studies to further explore and identify risk factors and safety solutions. Beyond enhancing law enforcement capacity, it is also important to raise drivers' awareness to safety regulations and pedestrians' conscious road use.

While road transport is virtually unbeatable in providing door-to-door freight transport, there is room for railway and maritime transport in medium and long range. In exploiting economies of more sustainable forms of transport, and meeting increasing transport demand, **the present underdeveloped state of intermodality** is also a major obstacle. Moreover, special geographic location of Turkey offers rich multi-modal transport opportunities. In this regard, Turkish transport policy aims to improve intermodal transport facilities and services all over the country, to take advantage of the growth trend in container transport and to continue to construct modern logistic centres especially in industrial zones.

Modal shift needs promotion and smart planning to develop multi-modal logistic centers and to introduce intelligent inter-modal solutions. Also, last-mile solutions by urban logistic centers are hindered by **incomplete legal framework and insufficient institutional capacities** for urban transport planning and implementation. Soft measures are needed to improve administrative capacities to plan, regulate and promote intermodality. Also, small-to-medium scale infrastructure and innovation projects of intermodal solutions should be implemented.

These projects are part of the Turkish Combined Transport Strategy²³ defining an integral transport system that balances the different modes of transport, a system that requires investment, legislation and improvements to operations in railways, shipping and logistics.

²³ as developed in a Spain-Turkey twinning project

Improve resource- and cost-efficiency of the Turkish transport sector

While road transportation offers a quick and efficient, albeit not sustainable, way of transportation for goods and persons, alternative transportation systems have lost ground right because of their low quality and efficiency in services. Relative unit costs and technologies impede modal shift even today. Policy incentives supporting R&D on intelligent transport systems (ITS) may contribute to increasing the safety, interoperability and efficiency of traffic management and help reduce emissions and congestion in transport. Increasing use of IT by the society and proliferation of smart mobile devices create favourable conditions for the spread of ITS. From the perspective of users, the availability of information on travelling time and routing alternatives is key for ensuring seamless door-to-door mobility, raising the quality of life for all. **ITS can improve efficiency in all transport sectors** and cannot be seen as a way automatically rebalancing the extreme modal split; actually, **innovation might add to it**.

Turkish transport policy aims at increasing the **efficiency in transport** by supporting research and innovation in the sector. MoTMC is in an excellent position to **generate and use new investment solutions**, to devise and implement longer-term R&D and ITS strategies. In 2013, MoTMC prepared its *ITS Strategy and Action Plan* to enhance administrative and technical legislation, to deploy intelligent transport systems throughout the country, to improve access of people with reduced mobility to means and services of transport and to reduce fuel consumption and gas emission arising from road transport. Deployment of ITS is further enhanced by integrating Turkey into the EU's GNSS (Galileo/EGNOS - European Geostationary Navigation Overlay Service) system.

Promote a shift from individual to sustainable modes of urban public transport, reduce congestion

Congestion in urban centers is mainly due to high concentration of population and employment and extensive use of private cars. Severe modal imbalance in freight and passenger transport overloads road networks, while also causes bottlenecks and temporary hold-ups. As **increase of private car usage** is foreseen to continue, the situation is bound to deteriorate. On the other hand, low density and physical constraints deter accessibility to local public transport, especially of persons with limited economic powers and physical capacity.

Urban mobility can be substantially improved only by extending public transport. Urban planning is a requisite for this. Legal framework and institutional capacities for urban transport planning and implementation are insufficient, in need of upgrade.

There is a growing public demand for participatory urban planning. Synergies can be exploited by promoting local co-operation in defining Sustainable Urban Mobility Plans.

Within this framework, to bring together all the institutions, associations and organisations, involved in the accessibility of transport by people with reduced mobility, to coordinate their actions, to enhance their cooperation are vital components. Public funds can also be used in creating and operating small-scale infrastructure project pipelines to implement such plans.

Integration of Turkey into the Single European Transport Area

With a global approach to the transport sector, strategies and objectives of Turkey are coherent with the creation of a **Single European Transport Area** that links different modes of transport and fosters a major shift in the way passengers and freight are moved. Turkish transport policy aims at a dynamic harmonization of Turkish **transport legislation** with the EU *acquis*. Legislative and organizational reforms achieved during the last decade are impressive, but still require implementing actions. Furthermore, on-going technical and administrative actions initiated with the EU support should be deepened and followed up taking dynamic feature of the EU *acquis* into consideration. Indeed, all sector strategies elaborated with the EU assistance should be updated regularly taking into account the developments in the EU policies and relevant *acquis*. Moreover, the related Turkish legislation has to be re-drafted according to this dynamic process.

The transportation system is currently under major transformation. For example, the rail network is opening to private enterprises and the market is being liberalized, combined transport and dangerous goods transport undergo a strict regulatory process and the Ministry is being restructured. All transport related bodies have limited experience in improving efficiency and integration for multi modal operations in open networks. Inadequate capacity of the relevant DGs, particularly the public institutions/administrations having regulatory functions in sub-sectors, would need technical assistance. Within this scope, regulatory and implementing units in railway, road, maritime, inland waterways, air, combined and dangerous goods transport sectors and other units involved in EU alignment will take critical actions in safety, security, environmental protection, market access and regulation, training, certification and licensing, competition rules, R&D, technical and social conditions etc. in technical and financial cooperation with the EU.

2 Scope for a Sector Approach

2.1 National sector policy(ies) /strategy(ies)

The **fundamental national and Transport sector policy documents** that are necessary for the sector approach **is in place in Turkey**. The country has a solid tradition of multiannual planning in the Transport sector. The essential documents include the following:

- 10th National Development Plan
- Transport and Communication Strategy: Vision 2023
- National Climate Change Action Plan (NCCAP)
- Road Safety Action Plan
- National ITS Strategy and Action Plan

In addition, a **range of sub-sector strategy papers and action plans** for the railways, aviation, maritime and road transport sectors are in use, and serve as reference for the design of actions and activities under the Transport Sector Operational Programme (SOPT).

National and sector-level strategies are routinely **developed in co-operation with non-governmental stakeholders**. As an expression of that, the SOPT also considers the conclusions from the Transport Forum, which is the main consultation and policy development platform with a wide participation from the governmental and non-governmental stakeholders; convenes periodically and provides recommendations for the Government. Turkey's 11th Transport Forum was held in September 2013, with a participation of 6000 delegates.

As regards **IPA, a multi-annual operational programme for transport** was already introduced and implemented in **2007-2009**. Following a mid-term evaluation, the OP was then updated and implemented for **2010-2013**. This Operational Programme will build upon those programmes, and now also include elements, which were previously programmed under Component 1 of IPA 2007-2013.

Priorities and objectives of the aforementioned national and sector strategies have been drawn up also **in response to** the key problems and challenges identified in **key strategic Community documents**, such as the:

- Transport White Paper 2011 "Roadmap to a Single European Transport Area-Towards a competitive and resource efficient transport system",
- The Europe 2020 Strategy.

2.2 Institutional setting, leadership and capacity

The **lead institution** for the sector is the **Ministry of Transport, Maritime Affairs and Communications** (MoTMC). The Ministry is in charge of developing and implementing national policies, strategies and action plans. It is also responsible for ensuring the planning, construction and management of the national infrastructure networks. It has also the responsibility to act as the sole regulatory authority for transport services in Turkey.

According to Decree Law No. 655 (November 2011), the Ministry is organized into 10 directorates general, each responsible for a sub-sector:

- 1) Directorate General of Road Transport Regulation
- 2) Directorate General of Railway Regulation
- 3) Directorate General of Maritime and Inland Waters Regulation
- 4) Directorate General of Dangerous Goods and Combined Transport Regulation
- 5) Directorate General of Merchant Marine
- 6) Directorate General of Shipyards and Coastal Structures
- 7) Directorate General of Communications
- 8) Directorate General of Aeronautics and Space Technologies
- 9) Directorate General of Infrastructure Investments
- 10) Directorate General of Foreign Relations and European Union Affairs

The structure is complemented by three so-called central directorates:

- 1) Inspection Services Directorate
- 2) Strategy Development Directorate
- 3) Transport, Maritime Affairs and Communications Research Center

as well as several horizontal support units.

The **list of national bodies, supervised by the MoTMC** and concerned by the present OP transport includes the:

- General Directorate of Highways (TCK)
- Directorate General of Civil Aviation
- Directorate General of Coastal Safety
- General Directorate of State Airports Authority of Turkey (DHMI)
- Directorate General of State Railways (TCDD)
- Turkish Post Corporation (PTT)
- Information and Communication Technologies Authority
- Turksat Satellite Communication, Cable TV and Operation Inc. Co.

Other ministries with related responsibilities include:

- Ministry of Environment and Urbanization (MoEU)
- Ministry of Energy and Natural Resources (MoENR)
- Ministry of Science, Industry and Technology (MoSIT)
- Ministry of Labor and Social Security (MoLSS)
- Ministry of Family and Social Policies (MoFSP)

MoEU, MoENR, MoSIT have a stake above all with a view to environmental aspects and the National Climate Change Action Plan in addition to the research and development activities. The MoLSS and MoFSP is concerned mainly through the human resources, accessibility and inclusivity aspects of transport, especially in the urban context.

Municipalities are responsible for transport policy, infrastructure networks and transport services at urban areas. They fulfil these responsibilities within the framework of national laws, and in co-operation with the Government. Municipalities design local transport development concepts and strategies, develop and implement projects, regulate and operate local transport services.

2.3 Sector and donor coordination

The **co-ordination of sector policies at national level** is ensured by two key national bodies:

- The inter-ministerial co-ordination and decision-making authority for national development policy in general is the **High Planning Council**.
- In addition, a **Supreme Regional Development Council** was established, which is the superior decision making body with regard to regional development policy at national level. Main function of the Council is to strengthen governance by ensuring compliance and coordination of regional development policies with other central level sectoral and thematic policies in decision making, programming, implementation and monitoring.

Co-ordination within the transport sector is ensured by the MoTMC. For this, there are several sub-sector co-ordination bodies, including the:

- Maritime Coordination Commission (DKK) – previously known as International Maritime Forums Coordination Commission (UDFKK)
- Climate Change and Air Management Coordination Council
- Higher Council of Road Safety,
- Air Transport Facilitation Committee (HANKOK)
- Railway Coordination Council of MoTMC.

The above co-ordination bodies include representatives from the relevant government ministries and national agencies, as well as from the relevant sub-sector operators, economic and civil society representatives. They are meeting regularly, and discuss – in addition to national sector strategies and policies – the use of foreign donor and IFI financing in the transport sector, as well.

As to IPA, specifically, a Sectoral Monitoring Committee (SMC) is in operation since 2006. This SMC has been in charge of the monitoring of the first Transport OP from 2007 onwards. The SMC comprises all relevant stakeholders, including NGOs as well as the responsible public bodies and representatives, such as

- the National IPA Coordinator or his/her representative;
- the National Authorizing Officer,
- the National Fund,
- the European Commission
- a representative of the Strategic Coordinator for IPA Components III and IV
- the relevant departments of MoTMC, Ministry of Industry and Trade (MoIT), Ministry of Environment and Forestry (MoEF), Ministry of Labour and Social Security (MoLSS), Ministry of Agriculture and Rural Affairs (MARA),

- Vessel Operators and Combined Transporters Association (RODER),
- International Transporters Association (UND),
- Rail Transportation Association (DTD),
- Port Operators Association of Turkey (TÜRKLİM),
- The Union of Chambers and Commodity Exchanges of Turkey (TOBB),
- Association of Turkish Consulting Engineers and Architects (TMMMB)
- As well as universities and representatives of academia.

SMC meetings are held twice a year to ensure coherence and consistency among stakeholders. SMC meetings will continue during the IPA-II programming and implementation period.

As regards to the external financing, including IFIs, the national co-ordination authority is the Undersecretariat of Treasury (UoT) under the Prime Ministry. The UoT ensures the coordination²⁴ of the loans and grants for various projects implemented by the public institutions – from donor institutions such as IFIs, funds, governments, development banks and private banks. UoT’s coordination activities also cover financing of program loans for the national budget from the International Financing Institutions (IFIs).

Decisions regarding the identification of projects and the allocation of external financing are specified in the **Annual Investment Programme (AIP)**, prepared by the Ministry of Development. Only projects included in the AIP are eligible for donor and IFI financing. The preparation of the necessary preparatory and feasibility studies and reports is the responsibility of the beneficiary (applicant) public body.

In transport sector, collaboration has been established with several **donors** including the

- European Investment Bank (EIB),
- Council of European Development Bank (CEB),
- European Bank for Reconstruction and Development (EBRD),
- World Bank
- Islamic Development Bank
- Japan Bank for International Cooperation (JBIC) and Japan International Cooperation Agency (JICA)

Examples of key projects co-financed by external donors include the Marmaray Project and the Light Rail Transit Projects in Bursa and Antalya. In addition, World Bank and Islamic Development Bank also assumed financing of Railways Restructuring and railway tracks, 80 electric locomotives and 6 High Speed Train Sets Projects. In urban transportation, the French Development Agency (AFD) was involved in the financing of a project for Istanbul Metropolitan Municipality (with other donors).

²⁴The legal basis for the coordination of the donor institutions is laid down by the Law No. 4749 on the Public Financing and Regulation of the Loan Management; Regulation of the Rules and Procedures for External Financing under the Law No. 4749, and Regulation on External Financing except Grants without the Guarantee of the Treasury for the Public Institutions

2.4 Mid-term budgetary perspectives

In Turkey the budget of all public administration is regulated through the Law No: 5018 on Public Financial Management and Control (PFOC) since 2006. Turkey has a sound multi-annual budgeting system. Accordingly, public institutions develop their own strategic plans and budgets on the basis of their performance programs prepared in line with the mentioned plans.

Through the full implementation of PFMC Law, Turkey has been practicing multi-annual budgeting against the backdrop of medium term expenditure framework since 2006. PFMC Law defines general aspects of financial management, budget classification and budget types in accordance with the international standards.

According to the Article 16 the Ministry of Finance is responsible for the preparation of the Central Government Budget Draft Law and for ensuring the coordination between the related public administrations.

By the PFMC Law, budget preparation process was redesigned. **Medium Term Programs (MTP)** and **Medium Term Fiscal Plans (MTFP)** were introduced as new elements to the system. The former includes basic macroeconomic policies, principles and economic targets and indicators. The latter contains target deficit and borrowing positions, total revenue and expenditure projections for the budget year as well as following two years and the ceilings of appropriation proposals of the public institutions.

Budget figures are based on **Strategic Programmes** developed by each one of the public institutions concerned. These programmes are in turn derived from the MTP and the MTFP. An important element of **flexibility** is ensured by allowing agencies to transfer appropriations among their budget items. In order to improve allocation and operational efficiency in budgeting, the system requires setting performance indicators and includes monitoring mechanisms.

The MTP and MTFP are **rolling, three-year** documents. The fiscal targets are binding for the budget year and indicative for the consecutive two years. During the first implementation year, the estimates for next two years are also monitored closely. Multi-year appropriations in project-based spending programs are maintained, while the appropriations affected by economic indicators may change. This structure ensures the predictability of the state of public finances while providing flexibility for making fiscal adjustments.

The total national budget of the transport and communication sector for the year 2014 is 36.928.534.000 TRY (approx. 13 billion €). Thereof 39% which is equal to 14.288.902.000 TRY (approx. 5 billion €) is dedicated to investments. The share of the transport sector in the total investment budget of Turkey, amounting to 47.523.961.000 TRY (approx. 16,6 billion €), is approx. 30%.

In this regard, major expenditure items of the transport sector's budget are as follows:

Table 2 - Transport Sector Investment Budget of Turkey, 2014

SECTORS	2014 (TRY)
Railways	7.651.500.000 (approx. 2,6 billion €)
Highways	4.082.589.000 (approx. 1.4 billion €)
Aviation	1.005.300.000 (approx. 0.35 billion€)
Maritime	601.000.000 (approx. 0.21 billion €)
Communication	948.513.000 (approx. 0.33 billion €)
TOTAL	14.288.902.000 (approx. 5 billion €)

2.5 Performance assessment framework

Since 2011, the **monitoring and regular assessment of national public investment programmes** is monitored by the Ministry of Development's General Directorate for Investment Programming, Monitoring and Evaluation (DG IPME). DG IPME is thereby assisted by a specific (online) Public Investments Project Information System (PIPIS). Planning and actual performance data are regularly entered into PIPIS by the relevant public institutions. They are subsequently checked by the MoD, and commented upon, where necessary. On this basis, the system continuously monitors the financial progress of public investment projects, and produces regular and ad-hoc implementation reports, as needed.

In addition, and in accordance with the PMFC Law, public institutions also prepare **annual "Investment Evaluation Reports"** (IER), covering general information on projects, financial sources of the investments, eventual revisions, and financial progress. IER's are submitted by the public institutions by the end of March each year to the MoD and the MoF. Meanwhile, the MoD also initiated the setting-up of a more **comprehensive evaluation system for national investment programmes**. The system will include standard guidelines and manuals covering evaluation methods, criteria and processes. Evaluations will be co-ordinated and managed by the MoD (DG IPME), and cover both mid-term and ex-post evaluations. Last but not least, investment projects are also subject to the audits of the Turkish Court of Accounts, which cover both financial as well as performance audits.

2.6 Public finance management

As mentioned above, the legal framework for the strategic planning, management and (accrual-based) accounting of public financial resources, as well as reporting, internal and external controls and audits, financial accountability and transparency is set out in the Law No. 5018 on **Public Financial Management and Control (PMFC)**.

The system of **Public Internal Financial Controls** covers the central government as well as social security and local governments. The central harmonisation role in the system is assumed by the Ministry of Finance (MoF). Political accountability for public funds lies with the Minister.

The responsibility for financial management is assumed – within the methodological framework laid down by the MoF's Central Harmonisation Unit (CHU) – by the highest ranking manager, supported by a strategy development unit (SDU). Spending units are controlled by internal audit units in each ministry and public body. These are co-ordinated by a dedicated Internal Audit Co-ordination Board (IACB) attached to the MoF.

External Audits of public bodies are ensured by the Turkish Court of Account (TCA), based on INTOSAI standards²⁵. TCA is responsible for setting the national standards for external audits, and operates independently. Its work covers both regularity audits of all financial operations, decisions and transactions, leading to final audit opinions; as well as performance audits, i.e. the evaluation of the effective and efficient use of public resources. Apart from entity reports for all public administration bodies – based on preceding audits - the TCA prepares an External Audit General Evaluation Report to the Grand National Assembly, consolidating the results of regularity and performance audits. The Court of Accounts also gives a general conformity statement related to the draft final accounts law (budget discharge) to the Assembly.

The **Court of Accounts itself is audited** on a yearly basis by a committee of auditors with necessary professional competencies, acting on behalf of the TGNA and assigned by the Bureau of the Assembly of the TGNA. The audit is carried out on the basis of the accounts of the Court of Accounts and related documents²⁶.

2.7 Macro Economic Framework

In the aftermath of the global economic crisis the growth pace of Turkish economy and its trade partners have diverged significantly; domestic demand recovered rapidly contrary to sluggish external demand. In this process, current account deficit increased to unprecedented levels and the necessity to rebalance the economy became evident. Starting from last quarter of 2011 macro-prudential measures was put into implementation to establish a more balanced economic structure. With these policies growth has settled to a more moderate path, external demand has been the main source of growth in 2012 and current account deficit to GDP ratio decreased to 6.1 percent. In 2013 external demand remained stagnant, domestic demand revived and current account deficit increased again. With 7.9 percent (MoD), current account deficit to GDP ratio in 2013 was realized higher than the Medium-term Program (2014-2016) and Pre-Accession Economic Program (PEP) (2014-2016) estimate which was 7.1 percent.

Main objectives of the macroeconomic policy in the forthcoming period are on one hand to reduce current account deficit gradually, on the other hand to increase the growth rate through minimizing the effects of global uncertainty on Turkish economy. Within this context, real GDP growth which is estimated to realize around 3.6 percent in 2013, is expected to increase to 4 percent in 2014 and converge towards the potential growth rate of 5 percent in 2015 and 2016 (PEP 2014-2016).

²⁵ International Organisation of Supreme Audit Institutions's

²⁶ Action Plan, Chapter 22

While converging gradually towards potential growth, with the effect of macro-prudential measures implemented, macroeconomic policies target decreasing current account deficit to GDP ratio gradually to 6.4 percent in 2014, 5.9 percent in 2015 and 5.5 percent in 2016 (PEP 2014-2016).

Simultaneous decline of total investments and savings in recent years has increased the need for structural policies in this area. Effects of changes in US monetary policy since May 2013 have highlighted this need. Accordingly, increasing domestic savings, directing resources to productive areas, raising productivity level of the economy, increasing employment, reducing inflation will be among main macroeconomic targets (PEP 2014-2016). In this framework, with the acceleration in GDP growth, unemployment rate is expected to gradually decline from its 9.7 percent level in 2013 to 8.9 percent in 2016 (PEP 2014-2016). The Central Bank of Republic of Turkey (CBRT) will continue inflation targeting regime in compliance with the main objective of achieving price stability. The CBRT targets decreasing the inflation rate (end-year CPI inflation) gradually from its 7.4 percent level at end-2013, to 5 percent at end-2016. The ultimate target is to decrease inflation rate to levels complying with the Maastricht criteria, while taking into account financial stability issues into consideration (PEP 2014-2016).

The strong stance in public finance will be maintained in the medium term, fiscal policies will be supportive for the goals of strengthening economic and financial stability, for keeping current account deficit under control through increasing domestic savings and raising growth potential of the economy. Sustainability of public finances will be pursued by keeping public sector borrowing requirement at reasonable levels, and achievements in public finances in the past will be continued as well. Accordingly, general government deficit, which is estimated to realize around 1 percent of GDP in 2013, is estimated to decrease to 0.5 percent of GDP in 2016 (PEP 2014-2016). With this successful performance in public finances and sustaining of growth in the economy, general government debt stock to GDP ratio is forecasted to decrease from 35 percent in 2013 to 30 percent in 2016 (PEP 2014-2016).

Moreover, transformation of the existing production structure is targeted via reducing import dependency and increasing innovation capacity of the economy. The structural policies towards these areas will contribute to increase in potential growth rate and reduction in the saving-investment gap through enhancing competitiveness of the economy in the medium term. Thereby, important progress will be ensured towards achieving the long-term development goal of the Tenth Development Plan that is to upgrade the global position of Turkey and enhance welfare of people.

2.8 Overall Assessment

As the Country Strategy Paper recognises, *“the minimum conditions are in place in most sectors so that pre-accession assistance to Turkey can be implemented through sector oriented actions with multi-annual planning and gradually through sector approaches: the institutional setting with lead institutions for each sector has been agreed with the Turkish authorities, a mapping of relevant national strategies and action plans has been undertaken, and sector working groups have been set up and started consultations for programming preparations.”*

As to the transport sector specifically,

- The overall national-level **sector strategy** - Transport and Communication Strategy: Vision 2023 – is in place. It is up-to-date, in line with the government's overall strategy document, the 10th National Development Plan. Furthermore, it is supported by a number of sub-sector strategies, in most of the areas covered by the present OP Transport.
- Where this is not the case, or where an update of the existing national strategy is required – such as for EU integration and alignment with the *acquis* – the SOPT 2014-2020 will finance the necessary activities.
- The **institutional framework** of the Transport sector is also established, stable, and ensures the efficient co-operation of all stakeholders in the sector. The Ministry of Transport, Maritime Affairs and Communications has a clear leadership role and is supported by a number of specialised sub-sector agencies. The depth and frequency of partnership consultations is in line with EU requirements.
- Within the sector, the MoTMC bears the responsibility for the **co-ordination of** national funds, IPA and other non-refundable **donor funds**. Co-operation and co-ordination with IFIs and their refundable instruments is ensured through the Under-secretariat of Treasury pertaining to the Prime Minister's Office. Access to refundable external financing is strongly co-ordinated through the UoF and via the Annual Investment Programmes managed by the Ministry of Development. Respecting that framework, there are also direct links between the MoTMC and the IFIs, which are regularly invited as stakeholders to consultations related to the planning, programming and monitoring of transport sector investment programmes. The SOPT 2014-2020 specifically provides for the continuation and widening of that co-operation, *inter alia* through the use of refundable advisory services from the IFIs, including the EIB and the IBRD.
- The national budget has been based on **multi-annual programming** since 2006. There are well-established methods for the continuous monitoring of the budget's execution. The law on Public Financial Management and Control – underlying all national budgets – also provides for the necessary flexibility as regards eventual corrections due to changes in external conditions, or the actual progress of approved investment measures.
- The legal framework for **Public Financial Management** is also stable and operational. Its general principles are based on INTOSAI standards and provide for all internationally required forms of Internal and External audits, controls and evaluations.
- The general macro-economic framework is stable. In recent years, Turkey has reached growth rates higher than those of her main trading partners. Robust internal demand and sluggish growth on export markets have led to a deterioration of the current account deficit. This, however, has been countered by macro-prudential measures. Stability-oriented economic policies are expected to continue, so that the financial framework for the transport sector – one of the largest expenditure items among public investment programmes – is expected to remain adequate predictable.

3 Objective(s) of the IPA sector support

A summary of the programme's objectives and expected results, as described below, is provided in a **Logical Framework Matrix** at the end of this Chapter.

The **overall objective** of the SOPT 2014-2020 is to **contribute to economic and social development and EU integration through a competitive, accessible and sustainable transport system in Turkey, in line with EU standards.**

For this, the programme will aim to achieve the following **specific objectives**:

- S1 – to enhance the **sustainability and safety** of the national transport system;
- S2 – Improve the **efficiency** of the transport system;
- S3 – Promote a **shift from individual to** sustainable, accessible and inclusive modes of **public transport** at both national and urban levels;
- S4 – To strengthen Turkey's integration to the EU in the field of transport, through a progressive alignment of the Turkish Transport sector with the EU Transport acquis;
- S5 – To support MoTMC in managing the SOPT in order to ensure that **EU, national and donor development funding** in Turkey's transport sector are used to best effect

The **expected results** of the programme are as follows:

- 1) R1: **a shift towards a safer, environmentally friendly transport system** reflecting a more balanced modal split;
- 2) R2: the spread of smart, innovative, resource, time- and cost-efficient solutions across all transport modes;
- 3) R3: **improved accessibility** for all of transport services, increased capacity and effectiveness of **urban public transport**; reduced congestions and emissions created by transport in urban areas;
- 4) R4: **improved legislative, institutional and administrative capacities** needed to assume the obligations of membership under acquis chapters 14 and 21; **policy dialogue** with the EU in the field of Transport strengthened;
- 5) R5: **SOPT is implemented** in an effective, efficient, regular, transparent and timely manner;

The achievement of the above objectives and results is **conditional** on the fulfilment of a number of assumptions, which are outside the control of the operating structure, or relate to the implementation of policies, programmes and projects outside the SOPT.

- Overall, it is expected that both the EU and Turkey will stay **committed to the objective of Turkey's European integration**, and progress jointly towards further reforms in the sector in line with the Country's accession agenda, (and the CSP in particular).
- Furthermore, it is assumed that the **overall political and economic environment**, in which the SOPT (and IPA in general) operates, remains stable and conducive to continued economic and political integration.
- The effective implementation of the SOPT requires good co-operation by all **stakeholders** involved in the planning, implementation and monitoring of the SOPT.

- **Beneficiaries** of support must be in possession of sufficient capacity to design and implement their projects in a timely, regular and effective manner.

In addition to the above, there are assumptions that are (largely) within the competence of Turkey, but are not entirely controllable by the Operating Structure, or the MoTMC. These are noted in order to highlight the importance of ensuring the proper framework conditions for the implementation of the SOPT. These include the following:

- Concrete proposals emanating from the SOPT, regarding **new policies and legislation** must be **implemented in a consequent manner**. Institutions being newly established and existing ones receiving IB support shall be sustainable, and equipped with the necessary legal status, prerogatives and operational resources to effectively fulfil their tasks.
- Special attention must be paid to the **continuous development of human resources**, and the retention of staff trained through the SOPT in positions that are relevant for the accession process. New staff to be recruited by the Ministry and the related national institutions having a role in the alignment with the *acquis* must also receive the necessary introductory training, and benefit from continuous opportunities to further develop their capacities.
- Where new institutions are created, or new infrastructure is built, the necessary **operational costs** must be properly calculated, planned and ensured so that a continuous and purposeful operation is ensured.
- Furthermore, in terms of costs, **co-financing** for institution building and projects representing public investments must be provided mainly through the national budget in a complete and timely manner.
- Last but not least, it is assumed that **preparatory studies** for investments – technical, financial, environmental – will be delivered on time, including those which are being prepared under IPA or other donor projects outside the scope of the SOPT.

The above assumptions are all assumed to be achievable. Major risks threatening the effective implementation of the SOPT have not been identified.

Table 3 - Logical Framework Matrix – IPA SOP Transport 2014-2020 for Turkey

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	
<ul style="list-style-type: none"> Contribute to economic & social development and EU integration through a competitive, accessible & sustainable transport system in Turkey, in line with EU standards. 	<ul style="list-style-type: none"> Logistics Performance Index (among the top 15 countries in LPI till 2020) Progress made towards meeting accession criteria, as assessed by the Progress Report (Ch. 14 - Transport policy; 21 - Trans-European networks) 	<ul style="list-style-type: none"> World Bank EU Annual Progress Reports 	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
<ul style="list-style-type: none"> S1 – Enhance the sustainability and safety of the national transport system S2 – Improve the efficiency of the transport system S3 – Promote a shift from individual to sustainable, accessible and inclusive modes of public transport at both national and urban levels S4 – To strengthen Turkey’s integration to the EU in the field of Transport, through a progressive alignment of the Turkish Transport sector with the EU Transport acquis S5 – support MoTMC in managing the SOPT in order to ensure that EU, national and donor development funding in Turkey’s transport sector are used to best effect 	<ul style="list-style-type: none"> Travelling time in cargo transport by corridor in hours (only rail freight transport between Turkey and Europe namely Halkalı-Kapıkule) Share of transport in GHG emissions Road death toll Number of road accidents with death and injury Changes in the modal split (freight-ton) transport in the corridor(s)/regions invested in. Logistics Performance Index Number of ITS applications Volume of research spending in transport sector Number of research projects co-ordinated by MoTMC Ratio of people accessing transport information systems Share of users of public transport in the population (in selected metropolitan/urban areas) Degree of alignment of directives and regulations with the EU acquis Degree of implementation of the SOPT 	<ul style="list-style-type: none"> TURKSTAT MoTMC Annual reports of relevant institutions TNP World Bank LPI National Statistics TURKSTAT MoTMC MoTMC Municipalities National Statistics TURKSTAT EU Annual Progress Reports MoEUA MoTMC Evaluation reports MoTMC 	<ul style="list-style-type: none"> Stable political and economic environment conducive to the economic and political integration of Turkey with the EU Both Turkey and the EU remain committed to Turkey’s integration agenda
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
<ul style="list-style-type: none"> R1 – Shift towards a safer, environmentally friendly transport system reflecting a more balanced modal split R2 – promote the spread of smart, innovative, resource, time- and cost-efficient solutions across all transport modes 	<ul style="list-style-type: none"> km of railway track rehabilitated / built Turkey’s Low-Carbon Sustainable Transport Strategy and Action Plan drafted Transport GHG emissions database established Traffic safety enforcement methods, procedures and training of Turkish National Police updated Preliminary studies prepared for the construction of intermodal terminals and junction lines ITS solutions deployed MoTMC Research Centre set up and functioning 	<ul style="list-style-type: none"> MoTMC National Statistics Project Progress Reports TNP MoTMC 	<ul style="list-style-type: none"> Good co-operation among stakeholders involved Sustainability of institutions receiving IB support ensured Sustainability of staff trained, further training of incoming new staff (and replacements) ensured Costs of operation for new institutions, infrastructure and equipment ensured on a continuous basis.

<ul style="list-style-type: none"> • R3 Improved accessibility of transport services for all, increased capacity and effectiveness of urban public transport; reduced congestion and emissions created by transport in urban areas 	<ul style="list-style-type: none"> • Number of TA projects for improving accessibility in transport services • Number of Sustainable Urban Mobility Plans developed • Number of preliminary studies and tender dossier prepared for public transport infrastructure projects 	<ul style="list-style-type: none"> • MoTMC • Municipalities 	
<ul style="list-style-type: none"> • R4 Improved legislative, institutional and administrative capacities needed to assume the obligations of membership under acquis chapters 14 and 21; policy dialogue with the EU in the field of Transport strengthened; 	<ul style="list-style-type: none"> • Status of the implementation of the National Programme for the Adoption of the Acquis. • Number of TA projects for supporting policy dialogue and technical cooperation between Turkey and the EU 	<ul style="list-style-type: none"> • EU Annual Progress Reports • MoEUA • MoTMC 	
<ul style="list-style-type: none"> • R5 SOPT is implemented in an effective, efficient, regular, transparent and timely manner 	<ul style="list-style-type: none"> • Number of TA projects for supporting the Operating Structure • Number of projects prepared to full maturity 	<ul style="list-style-type: none"> • EU Progress report • MoTMC 	
ACTIONS	MEANS	OVERALL COST	ASSUMPTIONS (pre-conditions)
<ul style="list-style-type: none"> • A1 – Investments into the TEN-T rail network, sustainable transport solutions, climate change mitigation, adaptation, transport safety, intermodality • A2 – Support the implementation of the ITS strategy and connencted ITS investments; promote research, development and innovation in Transport • A3 Further develop accessibility and inclusivity of public transport at urban and national levels. Promote sustainable urban public transport and invest into inclusive public transport networks in cities; • A4 - harmonize transport legislation with the EU acquis and establish institutional and administrative capacity needed to assume the obligations of membership under acquis Chapters 14 and 21; strengthen policy dialogue & technical cooperation with EU bodies • A5 – Provide the OS with necessary services, human capacity & financial resources for the SOPT; Development of investment strategies, project studies for a strategic pipeline of projects, elaborate funding modalities for transport developments. 	<ul style="list-style-type: none"> • (see chapter 4.6 for details) 	<ul style="list-style-type: none"> • Total budget: € 370.82 million • EU contribution: € 315.2 million 	<ul style="list-style-type: none"> • Co-financing from the national budget available (including eventual IFI / donor funds needed for investments) • All beneficiaries ready and able to co-operate in the implementation of the TOP • Technical and economic preparatory studies as well as environmental and building permits necessary for investments available on time and in good quality. • Outputs from related assistance projects– as inputs to this project – materialise on time and in good quality

4 Operational features of the Programme

4.1 Geographical and Thematic Concentration

The SOPT applies a primarily **thematic approach**. Most of the measures to be implemented with IPA support will – in general – cover the whole country. This is explained by the fact that the programme’s objectives are also relevant for the entire national territory. In the transport sector, it is not planned to implement geographical concentration for the 2014-2016 period. However, geographical concentration for the post-2016 period will be re-evaluated following the mid-term review in 2016.

As to thematic concentration, the SOPT is relevant to different **thematic objectives of IPA II**– as contained in Annex 2 of the IPA regulation. Table 4 at the end of this chapter illustrates the contribution of the SOPT’s measures to these IPA II thematic objectives, and the concentration of SOPT resources among those objectives.

Table 4 - Thematic concentration in OP Transport

IPA THEMATIC OBJECTIVE	ACTION 1 SUSTAINABLE AND SAFE TRANSPORT				ACTION 2 EFFICIENT TRANSPORT		ACTION 3 ACCESSIBLE, INCLUSIVE URBAN TRANSPORT		ACTION 4 EU INTEGRATION		ACTION 5 TECHNICAL ASSISTANCE	
	A 1.1 TEN & Rail	A 1.2 Env.& Clim.	A 1.3 Safety	A 1.4 Interm.	A 2.1 ITS	A 2.2 R&D	A 3.1 Policy & Dial	A 3.2 Urb. Invest.	A 4.1 Align ment	A 4.2 Policy dial	A 5.1 OS	A 5.2 Proj.D
1) Good public administration and economic governance		○	○	○	○	○	●	●	●	●	●	○
2) Strengthening Civil Society							●			○		
3) investing in education , skills and lifelong learning;			○			○			○		●	
4) promoting employment and supporting labour mobility;	○			○	○	○					○	
5) promoting social inclusion and combating poverty;					○		●	●				
6) promoting sustainable transport and removing bottlenecks in key network infrastructures;	●	●	●	●	●	○	●	●	●	●	●	●
7) Private sector development and competitiveness				○	○	○			○	○		
8) strengthening research, technological development and innovation;	○	○		○	●	●	○	○				
9) enhancing access to and use and quality of information and communication technologies ;	○	○	○	○	●	●	○	○	○		○	
10) environment , resource efficiency, low-carbon economy, climate change	●	●		●	●	●	●	●	○			○

● Direct contribution ○ Indirect contribution

4.2 Interaction of the programme with IPA II programmes in other sectors

With its main objectives as set above, **SOPT inherently interrelates** with most of the other IPA II programmes – especially with the following:

- **Competitiveness and Innovation (CISOP);**
- **Environment (SOPE);**
- **Energy;**
- **Human Resources Development (SOPHRD):**

Synergies among these programmes can be summarised as follows:

- In general terms, all programmes in the fields of transport, energy, environment, regional competitiveness and human resources development serve the same target: increasing the **competitiveness of Turkey** via sustainable policies and development measures. In particular, Action 2 of CISOP targets the strengthening of public and private research capacities and activities, and the quick marketing of research results. The relevant actions of that OP will be co-ordinated with Action 2 under SOPT. Also Action 1 of CISOP will support (among others) the logistics industry, which is related to Action 1 of SOPT.
- Due to its **strong environmental character**, focusing on climate change and reducing carbon emissions, the strategy of the SOPT is in line with the SOP Environment – both moving towards a low-carbon, resource efficient, sustainable future. In particular, Action 3 – Environmental Management for Sustainable Development of the SOPE, targets the design and implementation of environment and climate-friendly policies in all sectors. This SOPE action has particular relevance for Actions 1 and 3 of the SOPT.
- With the activities implemented for a sustainable and efficient transport, the programme also pursues similar objectives as the **energy efficiency** actions of the energy programme.
- As to Human Resources Development, activities to be realised under Action 1.4 (Road Safety), which will require **vocational training and educational measures**, will provide opportunities to collaborate with the **SOP HRD**. Furthermore, SOP HRD's Action 1 will support the employability of workers and the adaptability of enterprises. That action could be connected to Action 3 of SOPT, targeting urban transport development, and where an extension of urban services with the involvement of private enterprises and new employees is expected. In addition, Action 3 of SOPT – aiming at an inclusive transport – has the explicit goal to promote social inclusion through the improvement of urban transport connections in disadvantaged areas. Social inclusion is also targeted by Action 3 of SOP HRD. Therefore, co-operation is foreseen at policy level and during the design of urban transport projects.

Complementarity at action and activity level will be enhanced through close **co-operation and coordination between the Operating Structures**. Concretely, in the SOPT drafting phase, the Operating Structure responsible for the Transport sector circulated SOPT drafts to the Operating Structures in charge of the relevant SOPs, and commented on their drafts with respect to elements relevant for the Transport programme.

This will help to exploit possible synergies and avoid overlaps between SOPs. In addition, during the implementation of the Programme – like in the IPA I period, committees and/or boards will be formed among the related Turkish institutions, and as fruitful platform for keeping each-other informed and exchange views on the IPA II operational programmes being implemented in parallel.

Consultations with stakeholders in the design and implementation phase of actions and activities are going to further strengthen coherence between different interventions.

4.3 Complementarity of IPA II assistance in the sector with other donors

The number of international donors in Turkey, engaged in activities relevant for SOPT, is relatively small. The amount of **non-refundable grants** is low, and is provided **mainly through IPA**.

In addition to that, **International Financial Institutions** (IFIs), namely the World Bank, the European Investment Bank (EIB), the European Bank for Reconstruction and Development (EBRD), the Islamic Development Bank (IDB) and the Council of Europe Development Bank (CEB) are providing loan programmes, in particular in sectors such as energy, private sector development, transport and environment.

From the Turkish side, coordination for these international loans is guaranteed by the **Under-Secretariat for Treasury**.

(Please see section 2.3 for further details on IFI support)

4.4 Equal opportunities and gender mainstreaming

Equal opportunities are guaranteed by the **Turkish Constitution**, “*without any discrimination before the law, irrespective of language, race, colour, sex, political opinion, philosophical belief, religion and sect, or any such considerations. Men and women have equal rights and the State is responsible to implement these rights*” (Art. 10). The principles of equality also specifically apply to the **world of training and work**, including the principle of equal pay for men and women. Equal opportunities are guaranteed by the Labour Law (No. 4857), the Law on Social Insurance and General Health Insurance (No. 5510), the Law on Vocational Training (No. 3308), as well as the Law on Civil Servants (No.657). The Ministry of Transport, Maritime Affairs and Communications, as well as all agencies under its supervision are equal opportunity employers.

The principles of equal opportunities have also been a specific general requirement (horizontal principle) in all IPA **pre-accession programmes** to date. **Specifically, SOP Transport** will encourage all beneficiaries to incorporate aspects of equal opportunities and gender mainstreaming into all projects under the OP through the following:

- The public institutions for social inclusion and equal opportunities, as well as NGOs working in the area were involved in **stakeholder consultations** during the elaboration of the SOPT.

- **Written guidance** will be developed, and made accessible to beneficiaries to raise their awareness of equal opportunities and gender in development projects, with special regard, as applicable, to transport. The guidance document will be introduced to and discussed by the **Sector Monitoring Committee**, with social partners represented there. Guidance and advice will be sought also from the Ministry of Family and Social Policy and the Ministry of Labour and Social Security.
- The aspect of equal opportunities will be a **standard, compulsory element of all project applications and preparatory studies**. The Operating Structure will ensure that social, economic and environmental assessments are made in a gender-sensitive way at the activity level and that gender dimensions are adequately addressed.
- Funds under Action 5 (technical assistance) will be used to **mobilise specialist expertise** to elaborate the relevant aspects in specific SOPT activities where the potential / expected impact of the IPA intervention on equal opportunities is particularly high (such as urban transport; legislative alignment and capacity building; training and education; and in general in activities affecting regions and neighbourhoods populated by socially disadvantaged groups);
- In **competitive grant schemes**, the specific contribution of projects to this objective will be evaluated specifically as part of the evaluation process.
- **Gender-sensitive communication strategies** will be applied, including the advocacy of elements for gender dimensions in transport sector and infrastructure in general,
- The respect of related obligations will be controlled in project progress reports, and will be included into **monitoring activities and evaluation** studies.

Overall, the Transport SOP will improve the lives of people without discrimination, improving the competitiveness of the country and **creating new opportunities for all**, including women and disadvantaged groups by boosting the economy. In addition to that, key elements of the Transport SOP will promote the social inclusion of disadvantaged groups by **increasing opportunities for mobility**. This will apply, in particular to Action 3, where in urban transport projects the aspects of social inclusion and accessibility for all citizens – including those with reduced mobility – are particularly emphasised. As research has shown, women in general rely more on public transport than men. Therefore, for them in particular, equitable and accessible transport is a means for access to various resources and opportunities, such as employment, market, childcare, education, health and political participation.

4.5 Climate Action and Sustainable Development

According to the World Bank (WB), Turkey is a rapidly-developing country with special circumstances which puts it in a different situation from other parties²⁷ included in Annex-I to the UNFCCC²⁸. Turkey's Green House Gas emission per capita is approximately 5 tons per year, one third of the "Organization for Economic Co-operation and Development (OECD)" Member Countries, and half of the EU average. Turkey's historical share in global GHG emissions is 0.4 %.²⁹

Worldwide based on the anticipated growth trends in transport demand, a recent study (Skinner et. al, 2010) estimates that GHG emissions from transport to be 74% higher than 1990 levels and around 25% above 2010 levels, if there is a continuation of recent improvements in vehicle efficiency, but no additional policy intervention.

Commissioned by the European Commission, the same study predicts that the highest increase will be recorded for aviation (103 %), followed by maritime transport (87 %) and road freight (79 %) in the period of 2010-2050.

Although Turkey ratified Kyoto Protocol on 26 August 2009, it does not have any quantitative reduction commitment for the second commitment period. Nevertheless, Turkey is committed to contributing constructively and meaningfully to the post-2020 climate change regime. In this context, MoTMC has prepared a NAMA³⁰ proposal, titled Turkey's Low Carbon Urban Mobility NAMA.

The objective of the NAMA proposal concentrates the amount of traffic, shifting to greener transport modes, and improving the energy and pollution standards across Turkey's cities. The NAMA proposal was submitted to the Secretariat of UNFCCC through Ministry of Environment and Urbanization in December 2013.

Accordingly, Turkey prepared a **National Climate Change Strategy (NCCS)** in 2010 and **National Climate Change Action Plan (NCCAP)** in 2011. With regard to transport sector, the Action Plan identified **five main objectives** and **28 areas of action** to be achieved by 2023. Transport-related areas of action in the NCCAP include

- enhancing intermodal transport systems and achieving modal balance;
- technology need assessments;
- research and development of environmentally sound technologies for transport sector;
- development of transport-related emission databases in passenger, freight and urban transport for collecting, computerizing, monitoring and evaluating real, reliable and MRV-compatible transport data;
- development of climate-sensitive urbanization and transport strategies with high energy efficiency.

Adequate and efficient policy making is another element of combating climate change. As the sectoral policy-making and coordinating authority, MoTMC is aiming to devise a well-rounded sectoral **climate change strategy and action plan** in the short term.

²⁷ https://unfccc.int/parties_and_observers/parties/annex_i/items/2774.php

²⁸ United Nations Framework Convention on Climate Change, (<https://unfccc.int/2860.php>)

²⁹ http://pdf.wri.org/navigating_numbers_chapter6.pdf

³⁰ Nationally Appropriate Mitigation Action

Based on its responsibilities identified in the NCCAP and its determination to contribute to combating climate change effects, MoTMC is committed to adequately and efficiently address the problems and create an enabling environment for the transport sector in order to accelerate its efforts to mitigate transport-related GHG emissions.

Additionally, the process of decarbonising transport in Turkey, as in any other country, intrinsically requires to raise awareness in public and to encourage them to make their travel decisions for the benefit of low-carbon transport alternatives. MoTMC is aware of the need to undertake such activities in the short and medium term.

4.6 Programme Strategy – Actions and Activities

4.6.1 Action 1 – Sustainable and Safe Transport

Aim

The overall objective of this Action is to **enhance the sustainability and safety** of the national transport system.

EU Legislation

Alignment with the EU acquis is specifically addressed by Action 4. Elements of the acquis relevant for Action 1 include the following:

- **WHITE PAPER Roadmap to a Single European Transport Area**– Towards a competitive and resource efficient transport system COM(2011) 144, 28 March 2011
- Regulation (EU) No 1315/2013 of the European Parliament and of the Council of 11 December 2013 on **Union guidelines for the development of the trans-European transport network** and repealing Decision No 661/2010/EU, 11.12.2013
- Communication from the Commission, **EUROPE 2020** A strategy for smart, sustainable and inclusive growth COM(2010) 2020, 03.03.2010
- **Green Paper - A 2030 framework for climate and energy policies**, COM(2013) 169, 27.03.2013
- **Roadmap for moving to a competitive Low Carbon Society** – Strategy for 2030 and 2050, COM(2011) 112, 08.03.2011
- Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions **Towards a European road safety area: policy orientations on road safety 2011-2020** COM(2010) 389, 20.07.2010
- Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions **-Intermodality and intermodal freight transport in the European Union - A system's approach to freight transport - Strategies and actions to enhance efficiency, services and sustainability** COM(1997) 243, 29.05.1997)
- **Directive 2004/54/EC** of the European Parliament and of the Council of 29 April 2004 on **minimum safety requirements for tunnels in the Trans-European Road Network**
- **Directive 2008/96/EC** of the European Parliament and of the Council of 19 November 2008 on **road infrastructure safety management**

Specific objectives

The specific objective of the Action is to **achieve a shift towards a safer, environmentally friendly transport system reflecting a more balanced modal split.**

Rationale

The Action heavily **builds on existing strengths as presented in the SWOT** analysis, i.e.

- Strategic position close to growing markets in Middle East and Caucasus
- Turkey's situation on traditional commercial routes and waterways
- Strong growth vs. European and world economy
- EU has the biggest share in TR trade

foreseen as **augmented by opportunities** in the SWOT analysis, i.e.

- Further growth of trade with EU countries
- Growing trade between the EU and Middle East and Caucasus region
- Growing transport demand towards and from Europe

The Action directly contributes to **eliminating weaknesses presented in the SWOT** analysis, ie.

- Underdeveloped transport links to and of neighbouring countries
- Inadequate rail connection between Turkey and the EU
- Severe modal imbalance in freight and passenger transport at national levels
- A sectoral environmental strategy for transport is missing
- High level of road accidents, fatalities and injuries
- Adverse driving habits and non-adherence to regulations
- Underdeveloped intermodality
- Lack of an integrated approach among public institutions regarding inter-modal transport strategies and investments
- High dependence on imported and unsustainable energy resources

threatening to further deepen due to threats in the SWOT analysis, i.e.

- Pressure on national infrastructure and environment due to transport demand
- (Unit) costs of transport investment increasing (on international average)
- Unit costs in road transport still lower than in sustainable modes – impeding modal shift
- Growing need for energy imports
- Growing transport of dangerous goods
- Higher emission rates

Overall, the **transport system in Turkey is heavily unbalanced** towards the road sector. This is true of both passenger and freight traffic. The imbalance is the direct cause of a number of economic and social problems: high levels of environmental pollution, dependence on fossil fuels, excessive pressures on the road network, congestion, traffic accidents, and a general negative impact on the quality of life of the population are only a few effects to be dealt with.

Activities under this action are expected, all at the same time, to **boost economic development**, increase Turkey's economic integration with Europe, as well as increasing the overall sustainability of the Turkish transport system, reduce Green House Gas (GHG) emissions, relieve pressures on road transport and reduce congestion.

Last but not least, appropriate connections to the TEN-T network are an **accession requirement**.

The SOPT will apply a **complex approach** to these problems. At the level of the Action 1, four results are to be achieved:

- R1 – **TEN-T rail network connections** to the EU strengthened
- R2 – Investments serving **environmental sustainability and climate change-related mitigation and adaptation** measures are implemented
- R3 – Improved **Safety in Transport**
- R4 – **Intermodal transport solutions**, and supporting technologies promoted

Each one of these results is expected to be delivered through one dedicated activity, as described below.

Description

Railway infrastructure

First, railway infrastructure will be modernised, with specific emphasis on the **TEN-T railway links** between Turkey and the European Union. In this area, support will be offered to the preparation and implementation of **new infrastructure investments**, including the construction or rehabilitation of tracks, communications and signalling equipment, railway stations, etc.

The backbone of the relevant activity is the **Halkali–Kapikule railway** line, which directly connects Turkey to the TEN-T rail network through Bulgaria. Two more reserve projects – the Alayunt-Afyon-Konya Railway Modernisation project and the Malatya-Narlı Railway Modernisation project – are being prepared, and will be an alternative option if some difficulties will be encountered to finance the Halkali–Kapikule railway project, and depending on the availability of funds.

For details, pls. refer to Activity 1.1.

Environment and Climate Change

Second, the Action will also cover the area of **environmental sustainability and climate change**, where the MoTMC has specific responsibilities as described in Turkey's NCCAP and EEAP.

Thereby, IPA II will co-finance the identification, preparation and implementation of **climate change-related mitigation and adaptation policies** in the transport sector. These will include legal, administrative, technical, institutional and operational gaps/needs analyses on low-carbon sustainable transport.

As a **principal output**, “**Turkey’s Low-Carbon Sustainable Transport Development Strategy and Action Plan**” will be drafted. In addition, a set of databases will be established to provide the basis for policy making, investment decisions, monitoring and reporting. Soft measures will be implemented to help reduce GHG emissions - including capacity building, legislation, etc.

In addition to climate change, another priority as regards sustainable transport development is the **prevention of marine pollution** caused by maritime transport. There will be **capacity building** to strengthen the Ministry’s bodies responsible for inspections to prevent pollution, the early detection of oil spills and illegal discharges from ships, and reducing the effects of aquatic organisms carried by ships. **Studies** will also be financed, e.g. regarding the causes and development of maritime fleet emissions as well as the implementation of the “user pays” / “polluter pays”. *(As a related activity, the examination of options for the introduction of financing schemes for fleet renewal will be financed under Activity 5.2).*

Last but not least, activities will be implemented to **reduce the effects of noise pollution**. **Capacity building** will be provided to the MoTMC to enable the relevant departments to fulfil their legal obligations with regard to the preparation of noise maps and action plans in order to reduce noise pollution along some transport routes³¹.

For details, pls. refer to Activity 1.2.

Transport Safety

Third, **Transport safety** will also be a priority. Support will be provided to the implementation of activities of the **Road Traffic Strategy and Action plan** (which is also the main vehicle to deliver Turkey’s contribution to the UN’s worldwide “*Decade of Action on Road Safety, 2011-2020*”).

Legal harmonisation and capacity building related to the implementation of the transport acquis – including aspects such as the regular technical checks and roadside inspections of private and commercial vehicles³², the regulation and enforcement of safety rules in transport, or the investigation of transport accidents, improvement of road infrastructure safety etc. – is dealt with under Action 4. Under Action 1, the focus is on the enforcement of road traffic rules, and activities targeting transport operators, municipalities, the education system, citizens, and NGOs. Concretely under this action, support will be provided for the enhancement of **road safety** and increasing **enforcement capacity** in Turkey. This will be achieved by increasing **control capacity**, increase the number of traffic checks aiming at identifying offenders (e.g. speeding, violation of traffic rules, drunk driving, drug use, etc.) Support will concentrate on **capacity building** at the MoTMC, the Turkish National Police (EGM) and the General Command of Gendarmerie, and the procurement of **equipment** needed.

³¹as enshrined in by-law “*Assessment and Management of Environmental Noise*”

³²The system of regular safety checks of road vehicles is already considered to be largely appropriate. Roadside inspections of heavy vehicles were supported by a previous IPA project, which also included the procurement of mobile inspection stations.

Safety aspects are also important in the **design of transport infrastructure**. In this area, IPA II will support the preparation of studies about accident white spots and black spots, and the typical causes of traffic accidents, to serve as an input for the formulation of policies and investment plans related to transport safety. In addition, on the basis of lessons from studies, the legal rules and national infrastructure design requirements will be updated.

Some part of Turkey's road network will be an extension of the Trans-European Transport Network (TEN-T), so it will be an important logistic centre in EU with a big internal market. Having a significant role in transit transport, it is of utmost importance that Turkey's transport infrastructure should be safe and fast.

Awareness raising, fostering a culture of safety in all modes of transport will also be financed. Support will be provided to develop and disseminate specific curricula (training materials) on safety issues for transport design engineers.

In selected cases, **small-scale infrastructure** investments will be co-financed in order to eliminate black spots (as reference projects for similar investments under national schemes).

Intermodal Transport

Turkey already has a “**Turkish Combined Transport Strategy**”, developed under a twinning project with the Spanish Ministry of Transport and Public Works (*Ministerio de Fomento*) as partner. The strategy – which will be the basis for using IPA II funds in the sub-sector – has four priority axes:

Axis 1 covers activities related to

- Intermodality – the promotion of short sea shipping; improvements to sea-rail operations;
- Railway sector – rail freight corridors; land intermodality;

Axis 2 refers to

- The elaboration of a Transport Master Plan (already supported by IPA 1)
- Logistics Master Plan.

Axis 3 contains

- The development of the legislative framework
- The creation of incentives for combined transport.

Axis 4 is dedicated to

- Establishing a plan of action for improving customs procedures
- The development of a Turkish Port Community System

SOPT will contribute to the implementation of the Strategy through the financing of soft measures, and selected small- and medium-sized infrastructure investments, as reference projects for the sector. (*Please refer to Activity 1.4 for details*)

Preparatory investment studies for infrastructure and supply contracts to be co-financed by IPA II, as well as other key investments covered by the Strategy will be financed out of Action 5.2.

Summary

Action 1 will be implemented through four activities:

- Activity 1.1 – Improving and modernising Railway infrastructure;
- Activity 1.2 – Environmental and Climate Change-related measures;
- Activity 1.3 – Improving Transport Safety
- Activity 1.4 – Promoting Inter-modality and Modal Shift.

Delivery

- In Activity 1.1, priority will be given to one railway project of European interest, which will connect network of Turkey with the TEN-T. Further interventions will be selected on the basis of the TEN-T Document³³, the TINA study, the 10th National Development Plan as well as Turkey's Transport and Communication Strategy.
- Operations under Activity 1.2 will be selected with reference to Turkey's National Climate Change Action Plan (NCCAP).
- Under Activity 1.3, operations aiming to implement the Road Traffic Strategy and Action Plan will be supported. Also complementarities and synergies with the on-going technical assistance from ESEI 2012 on road safety will be explored and created. Initiatives in other transport modes will qualify on the basis of their contribution to overall transport safety.
- For Activity 1.4, the main basis for the selection of operations is the 2013 Turkish Combined Transport Strategy.

Targets and Indicators:³⁴

Indicator	Baseline (year)	Last available (year)	Milestone 2017	Target 2020	Source of information
<u>Outcome Indicator 1:</u> Travelling time in cargo transport by corridor in hours (only rail freight transport between Turkey and Europe namely Halkalı-Kapıkule) (Description: Travelling time between Halkalı-Kapıkule-freight)	8 hours	N.A.	N.A. (projects will not be finalised at this year)	3,5 hours	MoTMC Annual reports of relevant institutions

³³The TEN-T Document is mutually approved by Turkey and the EU during the 21th Chapter negotiations. It is the main official document identifying the future TEN-T in Turkey and priority projects of European interest in the framework of TEN-T Network

³⁴These targets are already set in relevant national strategies. SOPT will contribute to the achievement of these targets.

<u>Outcome Indicator 2:</u> Share of transport in GHG emissions (Description: Share of transport - civil aviation, road transportation, railways and navigation - in total GHG emissions)	13.95 % (2010)	14 % (2012)	N.A. The indicators will be identified according to the outcomes of Turkey's ongoing project on the "Preparation of Sixth National Communication and GHG Emission Projections".	N.A. The indicators will be identified according to the outcomes of Turkey's ongoing project on the "Preparation of Sixth National Communication and GHG Emission Projections".	TURKSTAT
<u>Outcome Indicator 3:</u> Road death toll	4045 (2010)	3685 (2013)	N.A	-50%	TURKSTAT
<u>Outcome Indicator 4:</u> Number of road accidents with death and in injury	116,804 (2010)	161,306 (2013)	1 point decrease in the annual average increase rate as per 2010-2013 average	1 point decrease in the annual average increase rate as per 2010-2013 average	TURKSTAT TNP
<u>Outcome Indicator 5:</u> Changes in the modal split (freight-ton) transport in the corridor(s) / regions invested in. (Description: İstanbul-Kapıkule corridor and the performance of rail transport in Marmara Region where the SOPT Projects completed.)	N.A.	N.A.	N.A (projects will not be finalised at this year)	5% road traffic shifted to combined/rail transport	TURKSTAT MoTMC Annual reports of relevant institutions

4.6.1.1 Activity 1.1 – Improving and Modernising Railway Infrastructure

Specific Objectives

The specific objective of this activity is “**to strengthen Turkey’s TEN-T rail network connections to the EU**”. (*Delivering result 1 of the Action*)

Rationale

The Activity heavily **builds on existing strengths** as presented **in the SWOT** analysis, i.e.

- Strategic position close to growing markets in Middle East and Caucasus
- Turkey’s situation on traditional commercial routes and waterways
- Strong growth vs. European and world economy
- EU has the biggest share in TR trade

foreseen as **augmented by opportunities** in the SWOT analysis, i.e.

- Further growth of trade with EU countries
- Growing trade between the EU and Middle East and Caucasus region
- Growing transport demand towards and from Europe

The Action directly contributes to **eliminating weaknesses presented in the SWOT** analysis, ie.

- Underdeveloped transport links to and of neighbouring countries
- Inadequate rail connection between Turkey and the EU
- Severe modal imbalance in freight and passenger transport at national levels
- Underdeveloped intermodality
- High dependence on imported and unsustainable energy resources

threatening to further deepen due to threats in the SWOT analysis, i.e.

- Pressure on national infrastructure and environment due to transport demand
- (Unit) costs of transport investment increasing (on international average)
- Unit costs in road transport still lower than in sustainable modes – impeding modal shift
- Growing need for energy imports
- Growing transport of dangerous goods
- Higher emission rates

The **dominance of road transport** is one of the main challenges facing Turkey in ensuring a sustainable transport system. In this respect, increasing the share of rail transport in both passengers and freight is a key necessity for the country. As the EU is Turkey's main trading partner, by establishing an appropriate rail connection to the EU, the competitive position of rail transport *vis-à-vis* other modes of transport towards Europe will be substantially improved. Accordingly, the activity will be instrumental in increasing the share of rail transport, especially in total freight transport.

In addition, during Chapter 21 negotiations, EU and Turkey have agreed on future TEN-T in Turkey and a priority project of the European interest. This activity will serve to implement that priority project. Thereby, the Activity will contribute to the fulfilment of the **overall objective of Action-1** (Sustainable and Safe Transport) aiming at “a shift towards a safer, environmentally friendly transport system reflecting a more balanced modal split”.

Description and eligible interventions

The reconstruction of the **Halkalı-Kapıkule railway line** is the principal intervention under the activity. It is part of the **Kapıkule-Halkalı-Kars railway axis** which is the “European Interest” project and among the priority projects listed in the “TEN-T Document”, agreed³⁵ between Turkey and the European Union as a benchmark for Chapter 21, which, on this basis, was provisionally closed. Eligible activities include the construction or rehabilitation of tracks, communications and signalling equipment, railway stations, etc.

There is an existing 290 km of single line railway connection between Halkalı and Kapıkule. As this railway does not meet the freight transport demand on this axis, the Halkalı-Kapıkule Railway Project will be a new railway construction project.

³⁵Official letter from the European Commission to the Head of the Mission of Turkey to the EU dated 18 March 2011(no: ELARG/B3/FN/Ares save-2011- 257124)

The project aims to construct a new double-line railway line. According to the existing feasibility study dated 2009, the length is 230 km., maximum gradient of the line will be 0,15% and minimum band radius of the line will be 3500 m., and there will be two tunnels on the line. However, studies for the project are being revised and these parameters may be changed accordingly.

Two more reserve investments are being prepared: the Alayunt-Afyon-Konya Railway Modernisation project and the Malatya-Narlı Railway Modernisation project. They are aimed at capacity improvements on additional TEN-T lines in Central and Eastern Turkey, completing North-South connections towards the Mediterranean, and will be an alternative option if some difficulties will be encountered to finance the Halkalı-Kapıkule railway project, and depending on the availability of funds.

All three projects are located on the network covered by the indicative maps of the new TEN-T Guidelines Regulation (“Regulation (EU) No 1315/2013 of the European Parliament and of the Council of 11 December 2013 on Union guidelines for the development of the trans-European transport network and repealing Decision No 661/2010/EU”).

Selection criteria

- Location (is it on the European interest project and/or among the priority projects listed in the TEN-T Document and/or on the indicative TEN-T Rail Network Maps of Turkey annexed to the new TEN-T Regulation)
- Maturity level of the project
- Added-value of the investment (increasing freight transport by rail etc.)
- All necessary preparation studies and assessments completed, permits available (at financing decision)

Final beneficiaries

The indicative list of beneficiaries of Activity 1.1 includes:

- the Directorate General for Infrastructure Investments
- the Directorate General of Turkish State Railways

Monitoring indicators

Indicator	Baseline (year)	Last available (year)	Milestone 2017	Target 2020	Source of information
<i>Output Indicator 1:</i> km of railway track rehabilitated / built	N.A.	N.A.	15 % physical progress	230 km (to be revised upon project study completed)	MoTMC

4.6.1.2 Activity 1.2 – Environmental and Climate Change-related Measures

Specific objective

- to implement investments serving **environmental sustainability and Climate change-related mitigation and adaptation** measures

Rationale

The activity serves to **eliminate the following weaknesses** identified in the SWOT analysis:

- high dependence on imported and unsustainable fossil fuel sources,

threatening to further deepen due to threats in the SWOT analysis, i.e.

- Growing transport of dangerous goods
- Moral and financial losses to Turkey due to polluting.

In the last decades, **climate change** has become a serious threat to economic development, environment, and public health. Turkey is situated in Eastern Mediterranean region which makes its territories one of the most vulnerable regions to the adverse impacts of climate change as identified by the Intergovernmental Panel on Climate Change (IPCC).

Turkey's NCCAP identifies a set of measures, in the form of specific actions, which provide the overall road map on how to undertake transport's responsibility to contribute to climate change mitigation and adaptation efforts. Along with other sectoral stakeholders, MoTMC is responsible for the realization of these actions.

SOPT will concentrate on **soft measures with a catalytic effect**. Support will be used for the drafting of the necessary policies, needs analyses, and a strong database system to help the authorities make informed policy choices. The currently underdeveloped legal framework and institutional capacities will be further developed, so that environment, climate change and energy efficiency objectives are integrated into national transport investment decisions, urban transport planning and implementation. Soft measures – including price and tax arrangements and other financial initiatives will make cleaner, efficient and low-carbon transport more attractive both for operators and passengers. **Awareness raising** activities will help encourage the authorities, operators, economic actors and passengers to make smarter choices favouring more environmentally-friendly transport options whenever a cleaner alternative is present. Last but not least, financial assistance for **small scale supply and works** will also be provided.

Description and eligible interventions

As a first priority, SOPT support will be concentrated on the following areas of the NCCAP (*indicative list*):

- U1.4.1. (Carrying out the works for preparation of the Transportation Master Plan): This area involves measures like, “making forward looking projections for the transportation sector by calculating the GHG emission limitation options, mitigation potentials and costs”, “integrating purposes and objectives of low-carbon economy into the Transportation Master Plan” etc.
- U3.1.1. (Making regulations on limitation of CO₂ emissions in new automobiles, foreign-flagged and passenger ships): This area involves measures aiming to make legal arrangements that will make it mandatory to use low-sulphuric fuel for freight and passenger ships visiting Turkey's ports.
- U3.1.3. (Developing the capacity of the transportation sector to combat climate change): This area involves measures aiming to increase the coordination mechanisms

for limitation of GHG emission increase in the transport sector and adaptation of the infrastructure to the impacts of climate change.

- U3.1.4. (Making legislative arrangements for Turkey’s international airways and seaways with regard to emissions trading): This area involves mainly measures on “making legal arrangements for monitoring GHG emissions from transportation and creating a registry system; increasing capacities of relevant public organisations”.
- U4.1.3. (Developing and implementing climate-sensitive urbanization and transport strategies with high energy efficiency): This area mainly focuses on measures like “preparing and implementing a climate-sensitive urban transport strategy with high energy efficiency”, “identifying the impacts of smart transport in cities on limiting GHG emissions” etc.

With reference to NCCAP as the primary road map for Turkey’s climate efforts in the sector, the action will mainly intervene in the areas of **GHG mitigation and transport adaptation** in the sector as well as other relevant **cross-cutting issues** relating to transport. More specifically, concrete operations may include, but not be exclusive to:

1. Conducting extensive analyses on Turkey’s legal, administrative, technical, institutional and operational gaps/needs on low-carbon sustainable transport, which will be conducted by technical assistance and twinning instruments.
2. Drafting “Turkey’s Low-Carbon Sustainable Transport Development Strategy and Action Plan”, which will be made through technical assistance and twinning instruments.
3. Establishing a full-fledged environment and climate change database system that is measurable, reportable and verifiable which will utilize technical assistance, twinning and small scale supply.
4. Increasing capacities of related DGs of the MoTMC in conducting environmental impact assessments (EIA) regarding transport investments in order to integrate the climate change perspective into those EIAs, through technical assistance and small scale supply.
5. Reducing the contribution of road transport, maritime and aviation sectors to GHG emissions through a set of “soft” measures, such as capacity building, legislative arrangements, appropriate financial incentives, the use of appropriate intelligent transport systems, sustainable energy solutions etc., which will be achieved by technical assistance, twinning and small scale supply and works.
6. Integration of national low-carbon sustainable transport policies, practices and projects into urban transport and land use plans as well as public and administrative awareness increase by way of similar “soft” (non-infrastructure) measures and public campaigns by way of technical assistance, small scale supply and twinning activities.

Priority will be given to those projects which will enable MoTMC to devise its road map and to close the capacity gaps in order to achieve its environmental objectives, namely operations no. 1,2,6. Operations 3,4,5 which will have immediate outcomes of GHG emission reduction and/or infrastructural adaptation to climate change will be implemented; as they often require established gap analyses in hand and an extensive stakeholder involvement as well as long-term technical assistance, small scale supply and works, twinning instruments.

Regarding marine pollution caused by maritime transport, under Activity 1.2, it is planned to launch operations for enhancing the ship inspection and prevention of oil spill capacity of the maritime institutions including components of supply of high speed boats, development of software with targeting factor for the vessels which cannot be inspected and relevant training activities complemented with the relevant acquis alignment.

Moreover, it will be facilitated to early detection of and response to the oil discharges by a certain distance from the ships both anchored and having transit pass within the search and rescue responsibility field through the procurement of laboratory equipment with their training and acquis alignment components.

It is also detected as a need to improve capacity for the control and monitoring of ballast water of the ships calling at the ports in order to prevent the distortion of marine ecosystem through the aquatic organisms carried by the ballast water by means of the supply of the relevant equipment for detection and training activities. In line with this operation, it is also required to conduct feasibility studies, plans and improve enforcement capacity for the vault and buoy mechanisms at berths of vessels and boats as implemented in the world and extensively in the EU member countries towards the same objective of protecting marine ecosystem and preventing the destruction of the benthic ecosystem at the anchoring berths with supply, technical assistance and acquis alignment components.

Moreover, port management system in Turkey needs to be enhanced with the technical assistance activities and a model green port in compliance with European standards will be developed by ensuring alternative maritime power for ships, including feasibility studies to be conducted regarding the power supply for the ships from the shore and LNG fuels and their impacts on the climate change.

Regarding transport related noise pollution, operations will be implemented to **reduce the effects of noise pollution**. Capacity building will be provided to the MoTMC to enable the relevant departments to fulfil their legal obligations which are identified in the by-law, named *“Assessment and Management of Environmental Noise”*.

According to the bylaw, MoTMC is responsible for the preparation of noise maps and action plans in order to reduce noise pollution along some transport routes.

Selection criteria

- Measures prioritised by the NCCAP will receive priority.
- Priority will be given to soft measures – e.g. capacity building – with a catalytic effect
- Based on successful institution building, equipment purchases and small scale works are also envisaged. These will be selected on the basis of their contribution to preventing / reducing pollution, including GHG emissions, from transport

Final Beneficiaries

The indicative list of beneficiaries under this activity includes:

- Ministry of Environment and Urbanization
- MoTMC's relevant departments
 - General Directorate of Foreign Relations and EU Affairs
 - General Directorate of Road Transport Regulation
 - DG Railway Regulations
 - General Directorate of Transport of Dangerous Goods and Combined Transport Regulation
 - General Directorate of Maritime Affairs and Inland Waters Regulation
 - General Directorate of Infrastructure Investments
- DG State Railways
- DG Highways
- DG Civil Aviation
- General Directorate of State Airports Authority
- Turkish Coast Guard Command

Monitoring indicators

Indicator	Baseline (year)	Last available (year)	Milestone 2017	Target 2020	Source of information
<u>Output indicator 2:</u> Turkey's Low-Carbon Sustainable Transport Strategy and Action Plan drafted	N.A.	N.A.	N.A. (project will not be finalised at this year)	Done	MoTMC
<u>Output indicator 3:</u> Transport GHG emissions database established	N.A.	N.A.	N.A. (project will not be finalised at this year)	Done	MoTMC

4.6.1.3 Activity 1.3 – Improving Transport Safety

Specific objectives

- To **improve safety** in transport

Rationale

The Activity directly contributes to **eliminating weaknesses** presented in the SWOT analysis, ie.

- High level of **road accidents**, fatalities and injuries
- **Adverse driving habits** and non-adherence to regulations

threatening to further deepen due to threats in the SWOT analysis, i.e.

- **Pressure on national infrastructure** and environment due to transport demand
- **Congestion** – leading to economic and social losses

In Turkey, over the course of the last 30 years, 350 thousand people lost their lives because of traffic accidents. Every year, 250 thousand get injured. To change that, Turkey has joined the United Nation's initiative – launched in 2009 in Moscow – to decrease the number of road fatalities by 50% by the year 2020. For this, in 2012, the country's "**Road Traffic Safety Strategy and Action Plan**" was approved and published.

SOPT support will be used to implement that action plan. Operations will target four areas:

- education and training,
- enforcement,
- infrastructure (design rules development and small scale infrastructure)
- awareness campaigns.

The MoTMC will create the complementarity herein with the project to be tendered under the ESEI programme on support to road safety platform. The ESEI project will be creating an array of projects which the SOP can easily program and finance.

Although main safety problems in transport concentrate mainly on road sector, it should also be emphasized that **maritime, railway transport, combined transport and transport of dangerous goods** will also be targeted to a limited extent, mainly through awareness raising, and related studies.

Description and eligible interventions

As a first priority, SOPT support will be concentrated on the following measures of the Road Traffic Safety Strategy and Action Plan (*as an indicative list*):

- Enforcement (improvement in speed/alcohol/drug enforcements, seat belt use, helmet use for motorcycle drivers, enforcement of violation of light and signs, electronic enforcement systems, vehicle inspections, road-side heavy vehicle enforcement,
- Education and Training (Bringing the traffic consciousness in schools, driver education, first aid education, education of drivers and pedestrians, education of traffic police and gendarme traffic personnel)
- Awareness Campaigns (Road traffic safety awareness campaigns, responsibility in traffic campaign)
- Infrastructure (Improving accident black spots, road safety control on planned projects)

Emphasis will be on **soft measures**, e.g. technical assistance and training, aiming to develop policy, regulatory, implementation and enforcement capacity. Specific activities related to the above mentioned measures of the Road Traffic Safety Strategy and Action Plan, as well as similar measures in other modes of transport, will be supported. The strengthening of implementation / enforcement capacity will also be supported through the purchase of **relevant equipment**, wherever needed.

Specifically, in the first programme year, Turkish National Police (EGM) will receive support for the enhancement of road safety and effectiveness of traffic enforcement. Through relevant operation, it is aimed to increase the quality of in-service trainings, revising enforcement procedures and methods, optimization of enforcement equipment and the awareness of stakeholders. Operation will assist EGM to benefit from best practices of the EU member states. Also, the equipment of traffic police vehicles will be revised.

In order to foster a culture of safety, **awareness raising actions** will also be financed. SOPT will contribute to the development of related training materials, supporting the integration of the topic of transport safety into regular school curricula (covering all modes of transport) as well as extra-curricular forms of education. In addition, the advanced training of professional vehicle drivers in first aid will be supported. Activities in this area will be identified, developed and implemented in partnership with transport operators, education institutions and NGOs active in the sector. Forms of support can include **services, supplies and limited construction** (e.g. traffic education parks for children). Beneficiaries will include municipalities, education institutions, NGOs and transport operators.

Safety aspects are also important in the **design of transport infrastructure**. In this area, IPA II will support the preparation of studies about accident white spots and black spots, and the typical causes of traffic accidents, to serve as an input for the formulation of policies and investment plans related to transport safety. In addition, on the basis of lessons from these studies, the legal rules and national infrastructure design requirements will be updated.

Support will be provided to develop and disseminate specific **curricula** (training materials) on safety issues for transport design engineers. In selected cases, small-scale infrastructure investments will be co-financed in order to eliminate black spots (as reference projects for similar investments under national schemes).

Last but not least, MoTMC is planning to use IPA support for the establishment of a *Monitoring Center for Transport of Dangerous Goods*. Support will be used for institution building support – organisational development, design of processes and activities, staff training, procurement of equipment. Through the establishment of this centre it is aimed to decrease of traffic accidents involving dangerous goods transport by 20%.

Directly *acquis-related* harmonisation and capacity building operations in transport safety will be eligible under Action-4.

Modalities on the cooperation with international organisations as direct grant award Under this activity are defined indicatively in the ANNEX I.

Selection Criteria

- Measures prioritised by the Road Traffic Safety Strategy and Action plan will receive priority.
- In the first half of the planning period, preference will be given to soft measures – e.g. capacity building – with a catalytic effect
- Based on successful institution building and policy development, equipment purchases and small scale works are also envisaged. These will be selected on the basis of their
 - Potential contribution to decrease the number of accidents, incidents and casualties;
 - Contribution to the safety culture, awareness, coordination and harmonisation with the international legislation
 - Demonstration effects, etc.

Final Beneficiaries

The indicative list of final beneficiaries is as follows:

- The responsible public administrations in Road Traffic Safety Action Plan, including the Turkish National Police, Gendarmerie, Ministry of Health, Ministry of National Education
- relevant DGs of the MoTMC,(eg. DG Dangerous Goods and Combined Transport)
- relevant attached and related institutions of the MoTMC (eg. DG Highways)

Monitoring indicators

<i>Indicator</i>	<i>Baseline (year)</i>	<i>Last available (year)</i>	<i>Milestone 2017</i>	<i>Target 2020</i>	<i>Source of information</i>
<u>Output indicator 4:</u> Traffic safety enforcement methods, procedures and training of Turkish National Police updated (Description: The overall target will be reducing the road fatalities by raising the effectiveness of traffic enforcement through increasing the deterrence of sanctions, developing training system, filling up loopholes, raising the awareness of stakeholders. Not all of those can be possible to measure statistically, but at a large scale we will have targets for increasing the enforcement and the final goal of halving the road fatalities by 2020 in the framework of a joint action plan.)	N.A.	N.A.	N.A.	Methods and Procedures updated 250 police were trained	National Statistics MoTMC TNP

4.6.1.4 Activity 1.4 – Promoting Inter-modality and Modal Shift

Specific objective:

- To promote **intermodal transport solutions**, and supporting technologies

Rationale:

The **economic dynamism** of international and regional trade requires Turkey to develop its entire transport infrastructure to increase its capacity in a sustainable way.

This means that a substantial modal shift away from road transport is necessary. Intermodality is a key factor of **consolidating Turkey's economic and social development** as well as EU **integration**. The exploitation of Turkey's still underutilised potential for maritime transport is a particular priority.

Expected effects of the strengthening of intermodal transport include strengthened economic development, improved competitiveness, as well as a reduction of social costs relating to road safety, air pollution, congestion, energy and raw materials consumption as well as infrastructure maintenance.

Against that backdrop, the Activity directly contributes to **eliminating weaknesses** presented in the SWOT analysis, ie.

- Severe modal imbalance in freight and passenger transport at national levels
- Underdeveloped intermodality
- Lack of an integrated approach among public institutions regarding inter-modal transport strategies and investments
- Incomplete legal framework and insufficient institutional capacities in some sub-sectors
- Congestion due to high concentration of population and employment in urban centers
- High dependence on imported and unsustainable energy resources.

threatening to further deepen due to threats in the SWOT analysis, i.e.

- Pressure on national infrastructure and environment due to transport demand.

As regards the existing “**Turkish Combined Transport Strategy**”, which was prepared as an output of the EU funded project “**Strengthening Intermodal Transport in Turkey**”, SOPT support will address the following measures:...

- Axis 1, Measure 1 - Port Intermodality (Improvements to sea-rail operations)
- Axis 1, Measure 2 - Railway Sector (interoperability and integration of Turkey’s railway network, railway accessibility improvement in production and logistic facilities, definition of a nodal strategy)
- Axis 2, Measure 2 - Turkish Logistics Master Plan (analysis of logistic sector, analysis of logistic chains, definition of logistical locations-centres, establishment of logistic map of Turkey)
- Axis 3, Measure 1 - Regulation and Development of Combined Transport (development of logistic sector legislation, feasibility studies for single combined transport contract, establishment of a permanent combined transport platform)
- Axis 3, Measure 2 - Development of Combined Transport (incentives for intermodality)
- Axis 4, Facilitation of Combined Transport Management Systems and Customs Procedures

Description and eligible interventions:

The development of intermodality in Turkey requires a complex approach, including **legislative development, capacity building** as well as **investments** into the improvement of operations in railways, shipping and logistics.

Measures will target the improvement of the competitive position of railways and maritime transport, in order to help improve their flexibility, reduce their costs and service times vis-à-vis road transport, to encourage hauliers to choose environmentally friendly modes of transport. Turkey's Combined Transport Strategy, which the IPA SOPT will co-finance, is structured as follows:

- **Axis 1** covers activities related to intermodality – the promotion of short sea shipping; improvements to sea-rail operations such as; analysis of trade flows likely to move along Turkish short sea shipping routes, study of current short sea shipping capacity in Turkey, identification and selection of short sea shipping routes in accordance with traffic volume optimization model and generalized transportation cost, formulation of routes and scenarios, definition of a countrywide model for analyzing the economic and social feasibility of a short sea shipping route, establishment of a technical commission for port-rail intermodality, strengthening public-private dialogue.

This axis also includes activities regarding the railway sector – rail freight corridors; land intermodality such as; definition of a rail freight corridor objective framework, strategic reorientation of the Turkish Railway Transportation Corporation (Freight), interoperability and integration of Turkey's railway networks, railway accessibility improvement plan in production and logistics facilities, definition of a nodal strategy, establishment of a new operational framework in the combined freight terminals owned by the General Directorate of Turkish State Railways Administration (TCDD).

- **Axis 2** refers to the activities on the elaboration of a Transport Master Plan (already supported by IPA 1) and a Logistics Master Plan such as; measurement of traffic volume and goods flow studies, characterization of flows and design of traffic measurement model, proposed courses of action with regard to infrastructure, services, management and non-infrastructure and services aspects, implementation and assessment of the Plan: organizational and financial strategy, competitive services supply strategy and competitive environmental supply strategy, elaboration of a Logistics Master Plan, analysis of logistics sector in Turkey, analysis of production and logistics chains, definition of logistical locations: centres, establishment of logistics map of Turkey.
- **Axis 3** contains activities related to the development of the legislative framework and incentives for intermodal transport such as; development of logistic sector legislation in Turkey, implementation of a feasibility study for a single combined transport contract, conduction of a feasibility study for application of arbitration courts in order to resolve combine transport problems, establishment of a permanent combined transport platform involving all public/private stakeholders, creation of a technical commission for the study of incentives, development of public-private sector dialogue.
- **Axis 4** is dedicated to the design and coordination among related institutions of the development of a single window as an initiative to improve combined transport.

SOPT will contribute to the implementation of the Turkish Combined Transport Strategy through the financing of

- The **soft measures** of the strategy, such as the master plans for the improvement of logistic capacity and intermodality , establishment of a permanent combined transport platform, development of the legal framework, the improvement of institutional capacity at the MoTMC, and related national agencies, statistics, customs, and related national databases.
- The implementation of **small to medium-sized infrastructure investments**, such as the construction of railway links to the ports which do not have railway connections and construction of intermodal terminals are eligible for financing under IPA. The procurement and installation of technical equipment in new or already existing facilities will also be covered.

The infrastructure projects to be funded under IPA II are to be presented as good examples for future intermodal infrastructure investments in Turkey.

Taking into consideration that Marmara/Trakya region is regarded as dense area with the industrial base due to the concentration of the great number of production/distribution centres, logistics clusters as well as consumption areas, transport activities have been constantly increasing while causing much more congested roads. In order to tackle this kind of problems Turkey has taken strategic measures such as the “Logistics Master Plan for Trakya Region” which sets significant regional development measures in the region until 2023. Heavy traffic on roads also hampers transit flows of cargo in the region which are mostly destined to Europe. Hence, there is an urgent need to shift cargo from road to more sustainable modes of transport such as railway and maritime transport. Against this background, intervening, especially to the Marmara Region through medium scale infrastructure investments under IPA would be highly effective and pertinent. Marmara Sea creates great opportunities for policy-makers in order to exploit advantages of intermodality by making use of maritime transport with efficient railway linkages.

Furthermore, upon construction of Halkalı-Kapıkule railway line, the completion of the railway linkages between Tekirdağ Port and this new line and construction of an intermodal terminal at Büyükkarıştıran junction would be an obvious necessity and will be approached by this programme. Accordingly, missing railway connections of ports at the Eastern and Southern Marmara region and necessary infrastructures for intermodal nodes will be supported through the programme. Such support will help respond to the regional challenges which exist as result of unsustainable reliance on road transport and also ease transit traffic in urban conglomeration in İstanbul.

SOPT will also give support to the construction of infrastructures regarding railway links, transshipment terminals and logistics terminals to ports and industrial areas in other regions of Turkey. Apart from construction of these infrastructures, related project studies such as feasibility, EIA, etc. are also eligible for financing.

One of the intermodal freight terminals to be built by EU funds is likely located in Trakya Region at Büyükkarıştıran where the newly designed Halkalı-Kapıkule Project will pass through. In detail, MoTMC has already constructed a double track railway line between Tekirdağ and Muratlı in order to link the existing Halkalı-Kapıkule Railway line to Tekirdağ port and eventually to Southern Marmara and Aegean Region through train ferries.

The Büyükkarıştıran intermodal terminal which is planned as 2190 meters long and built on 790.000 square meters will be constructed with IPA funds which will serve as an interface for goods shifted from rail to rail/road to rail and vice-versa and it will act as a transshipment point to provide bundling of freight flows, cargo consolidation.

Furthermore, the pre-constructed and in use Tekirdağ-Muratlı railway line will be linked to the Büyükkarıştıran station through **construction of a 18 kilometers long double, electrified and signalized line between Muratlı and Büyükkarıştıran** with IPA funds. Through the newly constructed railway link, the freight which arrives to Büyükkarıştıran will be effectively moved to other ports such as Bandırma and Derince with train ferries on Marmara Sea which will relieve the traffic load on the İstanbul Strait.

Both the construction of the intermodal terminal at Büyükkarıştıran junction and 18 kilometers long double track railway line between Muratlı and Büyükkarıştıran will cost 51,4 million Euros with all its infrastructure, including necessary documents prior to the construction (feasibility study, cost-benefit analysis, environmental impact analysis, tender dossier etc.).

Moreover, although the implementation projects and ground studies of the planned railway line between Muratlı and Büyükkarıştıran are in hand, they will be renewed through IPA funds.

Construction of railway connection lines and intermodal infrastructures which connects certain industrial zones situated in the Eastern and Southern Marmara to the main lines will be implemented under this activity which would be funded under IPA II.

Besides Trakya Region, Eastern and Southern Marmara Region has also a quite strategic location to foster intermodal solutions. Various logistics clusters, industrial zones and specialized line of manufacturing such as automotive industry are located in this region. South-eastern shores of the Marmara Sea, particularly the Bay of Gemlik, have become important gateways for maritime foreign trade. The increasing number of ports in the region has responded to the growing demand and these ports are handling roughly 10% of the total containers in Turkey. However, it is unfortunate that none of these ports, except Port of Bandırma, have rail connections. In order for rail and sea transport to be more effective in taking active part in the supply chain, construction of efficient connection lines, transshipment points and terminals will play an important role to capture more cargo from road in this region and also to link southern Marmara region to long-existing railway lines of Turkey.

Within the time frame (2014 – 2016) of this programme, necessary preparatory studies (technical documents such as CBA, feasibility study, EIA, tender dossier, etc.) will be conducted. Works for these infrastructure interventions within this activity are planned to be realized under next financing period (2017 – 2020)

Modalities on the cooperation with international organisations as direct grant award Under this activity are defined indicatively in the ANNEX I.

Selection criteria:

- Proximity and connection of the operation to East-West transport corridors, to Europe and networks decided in TINA Turkey study and the TEN-T Document, in high traffic density and heavily populated areas
- Location facilitating shift to alternative transport modes
- Contribution to international and national trade
- Contribution to more sustainable urban transport by shifting freight volume to periphery transport links.

Final Beneficiaries:

The indicative list of final beneficiaries includes:

- The relevant DGs of the MoTMC”,
- Relevant Affiliated and Related Institutions of the MoTMC

Monitoring Indicators:

<i>Indicator</i>	<i>Baseline (year)</i>	<i>Last available (year)</i>	<i>Milestone 2017</i>	<i>Target 2020</i>	<i>Source of information</i>
<i>Output indicator 5:</i> Preliminary studies prepared for the construction of intermodal terminals and junction lines	N.A.	N.A.	<i>Preliminary studies and tender dossier completed for both projects</i>	<i>The projects are completed and the two infrastructures are being utilised</i>	<i>Project Progress Reports, MoTMC</i>

Overview Table

Action Title	Action 1 - Sustainable and Safe Transport
Specific Objective	<ul style="list-style-type: none"> • Achieve a shift towards a safer, environmentally friendly transport system reflecting a more balanced modal split
Action Results	<ul style="list-style-type: none"> • R1 – TEN-T rail network connections to the EU strengthened • R2 – Investments serving environmental sustainability and climate change-related mitigation and adaptation measures are implemented • R3 – Improved Safety in Transport • R4 – Inter-modal transport solutions, and supporting technologies promoted
Activities	<ul style="list-style-type: none"> • Activity 1.1 – Improving and Modernising Railway Infrastructure • Activity 1.2 – Environmental and Climate Change-related Measures • Activity 1.3 – Improving Transport Safety • Activity 1.4 – Promoting Inter-modality and Modal Shift
Indicative List of Major Projects	<ul style="list-style-type: none"> • Rehabilitation of Halkalı-Kapıkule Railway Line • Modernization of Malatya-Narlı Railway Line • Modernization of Alayunt-Afyon-Konya Railway Line
Implementation Arrangements	<ul style="list-style-type: none"> • Management by Department for European Union Investments (EUID), DG Foreign Relations and EU Affairs (DG FREU), MoTMC • Delivery through service and works contracts
Performance Indicators	<ul style="list-style-type: none"> • km of railway track rehabilitated / built • Turkey's Low-Carbon Sustainable Transport Strategy and Action Plan drafted • Transport GHG emissions database established • Traffic safety enforcement methods, procedures and training of Turkish National Police updated • Preliminary studies prepared for the construction of intermodal terminals and junction lines

4.6.2 Action 2 –Efficient Transport

Aim

The overall aim of this action is improving the **efficiency of the Turkish transport system**.

EU Legislation

Alignment with the EU acquis is specifically addressed by Action 4. Key elements of EU law directly concerned by this action include:

- **White Paper:** Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system,

- **Directive 2010/40/EU** of the European Parliament and of the Council of 7 July 2010 on the framework for the deployment of Intelligent Transport Systems in the field of road transport and for interfaces with other modes of transport.

Specific Objectives

The specific objective of the Action is promote the spread of smart, innovative, resource, time- and cost-efficient solutions across all transport modes.

Rationale

Efficient transport is a fundamental condition for sustainable prosperity in Turkey. In the transport sector, research is at the core of developing new technologies for greener, smarter, more efficient transport means and innovative solutions for safer, more sustainable and inclusive mobility.

The Action heavily **builds on existing strengths** as presented in the SWOT analysis, i.e.

- Transport policy has high priority for TR government
- Transport has one of the largest shares in the Turkish national budget
- Vast experience with PPP projects

foreseen as **augmented by opportunities** in the SWOT analysis, i.e.

- Opportunities for revenue generating public and private investments in transport and logistics

The Action directly contributes to **eliminating weaknesses** presented in the **SWOT analysis**, ie.

- Research capacities in Transport underdeveloped, Transport Research Centre not yet functioning
- Lack of commonly acknowledged ITS standards

threatening to further deepen due to threats in the SWOT analysis, i.e.

- Unit costs in road transport still lower than in sustainable modes – impeding modal shift

Against that backdrop, the key results to be achieved under this action include the following:

- R1 – Implementation of the **national ITS Action Plan** and other ITS investments supported
- R2 – Research, and development in the Transport Sector promoted

Each one of these results is to be achieved through one dedicated activity.

Description

ITS Strategy and connected investments

The first activity under Action 2 will **support the implementation of the ITS Strategy and Action Plan** as well as connected national investments.

Thereby, particular emphasis will be placed on environmental sustainability, resource efficiency, and high-quality of service to passengers through the extensive use of modern IT and communication methods.

More specifically, technical assistance will be provided to MoTMC to establish common standards and terminologies for intelligent transport systems; to define a national ITS architecture for the highway network. Turkey's gradual integration into the Galileo/EGNOS system and the Single European Sky (SES) initiative will also be supported taking relevant clauses in NPAA 2008 into account. In the rail sector, the spread of European Rail Traffic Management System (ERTMS) – on lines not covered by Action 1 – is also eligible.

Last but not least, IPA support will be used for the establishment of the e-call³⁶ system in Turkey.

For details, pls. refer to Activity 2.1.

Research and Development

Under activity 2.2., **transport-related research** and innovation activities will be supported. The first priority thereby is institution building to support the Department of MoTMC Research Centre, established by Decree Law 655 of 2011. IPA will finance organisational development, staff capacity building as well as the elaboration of national policies and strategies for transport research, as well as incentives to promote transport research in all sub-sectors. Reimbursable advisory services from IFIs can also be financed.

The SOPT will also facilitate the creation of partnerships between Turkish and EU cities as well as transport research institutes to create a network of expertise that is able to support informed policy making by gathering data, and delivering analyses and recommendations to the government and municipalities.

Concrete transport research projects will be supported through grants. These may be extended directly to universities and research institutions (e.g. in the case of basic research) or to partnerships between commercial companies and research institutions (e.g. in the case of promoting practical application of research results in commercial operations).

Summary

The **activities** designed to carry out Action 2 include:

- Activity 2.1 – Supporting the ITS Strategy and Other ITS Measures

• <i>Output indicator 1:</i> ITS solutions deployed	N.A.	N.A.	1	2	MoTMC
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- Activity 2.2 – Supporting Research and Innovation in Transport

³⁶an initiative with the purpose of bringing rapid assistance to motorists involved in a collision anywhere (in the EU) – <http://ec.europa.eu/digital-agenda/en/ecall-time-saved-lives-saved>

Delivery

- The main basis for the prioritisation of investments for IPA support will be the national strategy on Intelligent Transport Systems.
- Grants to research and innovation projects will be awarded on a competitive basis.

Targets and indicators:

<i>Indicator</i>	<i>Baseline (year)</i>	<i>Last available (year)</i>	<i>Milestone 2017</i>	<i>Target 2020</i>	<i>Source of information</i>
<i>Outcome indicator 1:</i> Logistics Performance Index	3,22 (2010) Rank:39	3,50 (2014) Rank: 30	N.A.	Rank: ≤15	WB LPI
<i>Outcome indicator 3:</i> Number of ITS applications	N.A.	N.A.	1	2	MoTMC
<i>Outcome indicator 2:</i> Volume of research spending in transport sector	N.A.	N.A.	1million €	2 million €	National Statistics TURKSTAT MoTMC
<i>Outcome indicator 4:</i> Number of research projects co-ordinated by MoTMC	N.A.	N.A.	1	2	MoTMC

4.6.2.1 Activity 2.1 – Supporting the ITS Strategy and Other ITS Measures

Specific objectives:

- Support the implementation of the ITS strategy and other ITS investments

Rationale

Intelligent transport systems apply information and communication technologies to transport. ITS can be used for different purposes under different conditions and can be applied in every transport mode (road, rail, air, maritime) and services can be used by both passenger and freight transport to reduce transport cost as well as congestion and number of the casualties in road accidents.

The Activity directly contributes to **eliminating weaknesses presented in the SWOT analysis**, ie.

- Lack of commonly acknowledged ITS standards

threatening to further deepen due to **threats in the SWOT analysis**, i.e.

- Pressure on national infrastructure and environment due to transport demand
- Congestion – leading to economic and social losses

The Activity heavily **builds on existing strengths as presented in the SWOT analysis**, i.e.

- Transport has one of the largest shares in the Turkish national budget
- Vast experience in Public-Private Partnership projects,

foreseen as **augmented by opportunities** in the SWOT analysis, i.e.

- Opportunities for revenue generating public and private investments in transport and logistics
- Development of new innovative transport, IT and telecommunication technologies offer possibilities to improve efficiency of transport

The need for widespread deployment of intelligent transport systems has proven urgent for Turkey. The 2012-2014 Mid-term Government Programme and the attached Action Plan therefore maintained that a National ITS Strategy would be devised. In accordance with the plan, the Ministry of Transport, Maritime Affairs and Communications started the coordination of works in collaboration with the Ministry of Interior, the Ministry of Science, Industry and Technology, metropolitan municipalities, universities, NGOs and other related public and private bodies in 2012. The fruit of this work, the Draft National ITS Strategy Document and the attached Action Plan was completed in April 2013 and sent to the Higher Planning Council for approval.

The first activity under Action 2 will support the implementation of the ITS Strategy and Action Plan as well as connected national investments. Thereby, particular emphasis will be placed on environmental sustainability, resource efficiency, and high-quality of service to passengers through the extensive use of modern IT and communication methods.

Supporting the ITS contributes to the efficiency of the sector via supporting innovation in Transport, including policy development and institution building and supporting the spread of intelligent transport systems, and environmentally friendly modes of urban transport as well as reducing congestion.

In pursuit of the above objectives, specifically under SOPT, technical assistance will be provided to MoTMC to establish common standards and terminologies for intelligent transport systems; to define a national ITS architecture for the highway network. Turkey's gradual integration into the Galileo/EGNOS system and the Single European Sky (SES) initiative will also be supported taking relevant clauses in NPAA 2008 into account. In the rail sector, the spread of ERTMS – on lines not covered by Action 1 – is also eligible.

Last but not least, IPA support will be used for the establishment of the EU's e-call system (mainly planning) in Turkey.

Description and eligible interventions

The Draft Strategy Document sets Turkey's 2023 ITS vision as "Turkey in full integration both internally and internationally, where all transportation services are conducted and oriented by means of information and communication technologies".

The main aim of supporting this strategy is "utilizing information and communication technologies in all transport modes to attain a fully integrated, safe, effective, efficient, innovative, human-oriented, environmentally friendly, sustainable and smart transport network".

The 5 strategic objectives of the abovementioned ITS strategy are as follows:

- 1) Improving the administrative and technical regulations in accordance with national and international necessities for the countrywide planning and integration of ITS.

- 2) Development of a globally competitive Turkish ITS industry.
- 3) Countrywide deployment of ITS applications to improve safety and mobility.
- 4) Improving transport accessibility by means of ITS.
- 5) Reduction of fuel consumption and GHG emissions resulting from road transport.

Each strategic goal has specific objectives under it, and the attached Action Plan lists 38 actions associated with those goals to be actualised or started until 2016.

These include essential actions, such as development of a national ITS architecture, foundation of ITS Turkey, establishment of 18 highway traffic management centres and development of a national electronic payment system to be used in every kind of transport payment throughout the country.

In this respect, the priority activities were determined in line with the outcomes of the workshop that realized in Ankara on 7 April 2014. These are as follows:

- ***Establishment of GALILEO/EGNOS-BASED Intelligent Transport Systems in Turkey:*** In order to ensure a safe traffic management and effective using of public vehicles with minimum environment damage, establishment of a safe and strategic Galileo/EGNOS-based ITS (Connected/Smart Navigation) which provides tracking and management of public vehicles via satellite imagery managed by an institution is important. In Turkey, public transportation systems are represented by trains, trams, subways and buses. While trains, trams and subways are all rail based solutions, this activity is focused on both road based (e.g. buses and other public vehicles) and rail based public transports. It is planned to be started by 2016. The expected outputs of this activity are as follows:
 - Maintaining a safe working environment for public vehicles staff,
 - Protecting valuable assets (complete mobile asset tracking and management tools that provide complete return on investment),
 - Making every vehicle more efficient, reducing costs (Money savings in fuel, vehicle kilometres driven, and worker overtime),
 - Monitoring schedule adherence of buses, trains etc. in service,
 - Triggering changes of buses' destination sign displays at the end of the line,
 - Triggering pre-recorded announcements for passengers,
 - Implementation of the electronic payment system,
 - Fewer accidents, improved driver behaviour.
- ***Support to the establishment and generalization of EU's eCall System:*** This activity is programmed under 2014 via Technical Assistance with supply under IPA funds. In case of a crash, an eCall-equipped car automatically calls the nearest emergency centre. Even if no passenger is able to speak, e.g. due to injuries, a 'Minimum Set of Data' is sent, which includes the exact location of the crash site. Shortly after the accident, emergency services therefore know that there has been an accident, and where exactly. Establishment of this activity will help to reduce the number of the casualties in the road accidents.
- ***Establishment of a common ITS Terminology and establishment of standardization regarding ITS:*** This activity is programmed under 2014 with TA under IPA funds. A

solid ITS terminology document that will be used for the whole transport sector is the main outcome of this activity. To realize it, workgroups will be created to represent all stakeholders. An annotated dictionary of ITS terms will be prepared. System names and abbreviations will be standardized and an ITS architecture for the highway network will be established as well as the deployment of the ERTMS for the railway sector will be realized.

The TA would ensure that the ITS Architecture serves the long-term interest of transport providers and users, support development of an ITS Implementation Plan that is consistent with the country's Transport Strategy and relevant European Union directives on interoperability, and provide assistance in setting out organizational and institutional arrangements for implementation of the ITS Strategy and Implementation Plan.

Finally, the expected benefits of the TA are that the Ministry would own a clear implementation road map that is not biased towards any proprietary technologies and fits the interest and priorities of the Government. High-priority ITS investments would be identified for further development.

Modalities on the cooperation with international organisations as direct grant award Under this activity are defined indicatively in the ANNEX I.

Selection criteria

- Focusing on state-of-the-art technologies and better planning,
- Contribution to reduce congestion,
- Reducing voyage time,
- Ensuring user friendly ITS systems.

Final Beneficiaries

The indicative list of final beneficiaries of Activity 2.1 includes

- Relevant DGs of the MoTMC,
- Relevant Attached and Related Institutions of the MoTMC.
- Municipalities operating public transport systems.

Monitoring indicators:

<i>Indicator</i>	<i>Baseline (year)</i>	<i>Last available (year)</i>	<i>Milestone 2017</i>	<i>Target 2020</i>	<i>Source of information</i>
<u>Output indicator 1:</u> ITS solutions deployed	N.A.	N.A.	1	2	MoTMC

4.6.2.2 Activity 2.2 – Supporting Research and Innovation in Transport

Specific Objective

- To promote research, development and innovation in Transport.

Rationale

Technological innovation can contribute a faster and cheaper transition to a more efficient and sustainable transport systems by acting on three main factors: vehicles' efficiency, materials and design; cleaner energy use through new fuels and propulsion systems; better use of network and safer and more secure operations through information and communication systems.

The Activity directly contributes to **eliminating weaknesses presented in the SWOT analysis**, ie.

- Research capacities in Transport underdeveloped, Transport Research Centre not yet functioning
- Lack of commonly acknowledged ITS standards.

The Activity **builds on existing strengths as presented in the SWOT analysis**, i.e.

- Vast experience in Public-Private Partnership projects,

foreseen as **augmented by opportunities in the SWOT analysis**, i.e.

- Development of new innovative transport, IT and telecommunication technologies offer possibilities to improve efficiency of transport

Under activity 2.2., **transport-related research** and innovation activities will be supported. The first priority thereby is institution building to support the Ministry of Transport, Maritime Affairs and Communication Research Centre, established by Decree Law 655 of 2011. IPA will finance organisational development, staff capacity building as well as the elaboration of national policies and strategies for transport research, as well as incentives to promote transport research in all sub-sectors. Reimbursable advisory services from IFIs can also be financed.

The Transport SOP will also facilitate the creation of partnerships between Turkish and EU cities as well as transport research institutes to create a network of expertise that is able to support informed policy making by gathering data, and delivering analyses and recommendations to the government and municipalities.

Description and eligible interventions

The main activity under this action is the enhancement of the capacity building of the Transport, Maritime Affairs and Communications Research Centre. It is planned to be realised by 2016 via twinning and also various TA.

This activity will assist the Research Center to conduct its main duties which are as follows *inter alia*:

- To carry out research and development activities in collaboration with related service departments and organizations of the Ministry,
- To have domestic, foreign and international universities carry out research and development activities in collaboration with related service departments and organizations of the Ministry,
- To collect, collate, store, process any and all required transport related data.

- To conduct training and technical assistance programmes.

Specific transport research projects will be supported through grants. These may be extended directly to universities and research institutions (e.g. in the case of basic research) or to partnerships between commercial companies and research institutions (e.g. in the case of promoting practical application of research results in commercial operations). Specific projects on the collection and classification of data and statistics which will enable the Ministry to set up comprehensive indicators to monitor the sector will be supported.

Selection Criteria

- Quality of research and development activities,
- Collaboration with other institutions such as universities, NGOs etc.

Final Beneficiaries

- “Relevant DGs of the MoTMC”, “Relevant Attached and Related Institutions of the MoTMC”.

Monitoring Indicators

<i>Indicator</i>	<i>Baseline (year)</i>	<i>Last available (year)</i>	<i>Milestone 2017</i>	<i>Target 2020</i>	<i>Source of information</i>
<u>Output indicator 2:</u> MoTMC Research Centre set up and functioning	N.A.	N.A.	Done	Done	MoTMC

4.6.2.3 Overview Table

Action Title	Action 2 - Efficient Transport					
Specific Objective	<ul style="list-style-type: none">• promote the spread of smart and innovative, resource, time and cost-efficient solutions across all transport modes					
Action Results	<ul style="list-style-type: none">• R1 –implementation of the ITS strategy and the spread of ITS in the transport sector• R2 – Research, and development in the Transport Sector promoted					
Activities	<ul style="list-style-type: none">•• Activity 2.1 – Supporting the ITS Strategy and Other ITS Measures					
	ITS solutions deployed	<i>Output indicator 1:</i>	N.A.	N.A.	1	2
Indicative List of Major Projects	<ul style="list-style-type: none">• Activity 2.2 – Supporting Research and Innovation in Transport					
	<ul style="list-style-type: none">• Currently, no major projects are planned under this action.					
Implementation Arrangements	<ul style="list-style-type: none">• Management by Department for European Union Investments (EUID), DG Foreign Relations and EU Affairs (DG FREU), MoTMC• Delivery through service and works contracts, as well as grants					
Performance Indicators	<ul style="list-style-type: none">• ITS solutions deployed• MoTMC Research Centre set up and functioning					

Action 3 – Accessible and Inclusive Transport

Aim

- Promote a shift from individual to sustainable, accessible and inclusive modes of public transport at both national and urban levels

EU Legislation

Alignment with the EU acquis is specifically addressed by Action 4. Key elements of the Acquis concerned by this action include:

- Communication From the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, **Action Plan on Urban Mobility**
(http://europa.eu/legislation_summaries/transport/mobility_and_passenger_rights/tr0027_en.htm)
- **Green Paper, Towards a new culture for urban mobility**
(http://europa.eu/legislation_summaries/transport/mobility_and_passenger_rights/124484_en.htm) (<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2007:0551:FIN:EN:PDF>)
- Communication From the Commission to the European Parliament and the Council, **Strengthening passenger rights within the European Union**
(http://europa.eu/legislation_summaries/transport/mobility_and_passenger_rights/124124_en.htm)
- **Regulation (EU) No 1177/2010** of the European Parliament and of the Council of 24 November 2010 concerning the rights of passengers when travelling by sea and inland waterway and amending Regulation (EC) No 2006/2004
(http://europa.eu/legislation_summaries/transport/mobility_and_passenger_rights/tr0049_en.htm)
- **Regulation (EU) No 181/2011** of the European Parliament and of the Council of 16 February 2011 concerning the rights of passengers in bus and coach transport
(http://europa.eu/legislation_summaries/transport/mobility_and_passenger_rights/tr0050_en.htm)
- **Regulation (EC) No 1107/2006** of the Parliament and of the Council of 5 July 2006 concerning the rights of disabled persons and persons with reduced mobility when travelling by air
(http://europa.eu/legislation_summaries/transport/mobility_and_passenger_rights/124132_en.htm)
- **Regulation (EC) No 261/2004** of the European Parliament and of the Council of 11 February 2004 establishing common rules on compensation and assistance to passengers in the event of denied boarding and of cancellation or long delay of flights, and repealing Regulation (EEC) No 295/91 (Text with EEA relevance)
(http://europa.eu/legislation_summaries/transport/mobility_and_passenger_rights/124173_en.htm)
- **European Disability Strategy 2010-2020**
(http://ec.europa.eu/justice/discrimination/disabilities/disability-strategy/index_en.htm)
- **Communication** From the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions - **Equal opportunities for people with disabilities: A European Action**

Plan(http://europa.eu/legislation_summaries/employment_and_social_policy/disability_and_old_age/c11414_en.htm)

- **White Paper European transport policy** for 2010: time to decide (http://ec.europa.eu/transport/themes/strategies/doc/2001_white_paper/lb_com_2001_0370_en.pdf)

Specific objective

To improve the accessibility of transport services, increase capacity and effectiveness of urban public transport; reduce congestion and emissions created by transport in urban areas

Rationale

Large parts of the population in Turkey, especially those of older age, socially disadvantaged or people with reduced mobility are restricted in their free movement by the inadequacy of accessible transport services. About 12.3% of the total population (8.4 million people) are reported to suffer from chronic diseases and disabilities.

The urban transport sector is also facing particular challenges in Turkey which is a highly urbanised country. 72% of the population lives in cities, and this proportion has been growing by 10% over the last two decades. The urban transport system is facing problems created by growing demands of rapid urbanization. The congestion in larger Turkish cities has created an unsustainable situation, as well.

Responding to those needs, this action will contribute to the creation of a modern, inclusive and accessible transport system, which is an urgent task. It will also promote integrated policies which are able to grasp the full complexity of urban transport systems and the needs of citizens from different social groups.

The **Action directly contributes to eliminating weaknesses** presented in the **SWOT analysis**, ie.

- Severe modal imbalance in freight and passenger transport at urban levels
- Unit costs in road transport still lower than in sustainable modes – impeding modal shift
- Incomplete legal framework and insufficient institutional capacities in some sub-sectors
- Congestion due to high concentration of population and employment in urban centers
- Physical constraints and low density deterring accessibility to local public transport

threatening to further deepen due to threats in the SWOT analysis, i.e.

- Increasing urbanisation
- Congestion – leading to economic and social losses
- Adverse effects of pollution on public health

Measures to be financed by SOPT will increase the attractiveness and accessibility of public transport services for all citizens, with regard to cities and national transport networks.

The promotion of transport by bicycles as an integral part of the urban transport system will also be supported. The transport of people with reduced mobility will be a specific priority, as part of larger urban transport projects, or specifically targeted operations.

The problems faced in urban transport and accessibility issues have also caused the civil society to mobilize and petition their demands to national government and municipality administrations. High awareness level of civil society can be a good opportunity for transport policy makers if dialogue between them can be achieved smoothly and effectively.

SOPT will aim at supporting the mobilisation of the public institutions to strengthen their services and improve the coordination between stakeholders and policy making bodies. Considering that, Action 3 has been designed to achieve the following two results, each of them delivered through a dedicated activity:

- R1 – Accessibility and inclusivity of public transport further developed at urban and national level;
- R2 – Progress towards sustainable urban public transport.

Description

Activity 3.1 covers support to policy development, **capacity building and the preparation and implementation of concrete accessible transport investments**. The activity will focus on two specific areas:

- One, to promote the **co-operation** of the government, local authorities and transport sector stakeholders (from service providers to business, public institutions, and citizens) in order to develop, test and establish, all over the country, a partnership-based model for the further planning and development of accessible public transport services.

The enhanced dialogue between all players is to ensure that transport developments, both in an urban and inter-city context, are designed and implemented to best effect, in line with the requirements of the users. Such an approach will raise the quality of life for all citizens and also facilitate the cost-effectiveness of public investments in the sector.

- The **preparation and implementation of specific investments** in compliance with the EU requirements regarding the access of people with reduced mobility to public transport.

Activity 3.2 will **support the elaboration of Sustainable Urban Mobility Plans and finance the implementation of investments in cities**. Investments will cover public transport services as well as promoting the use of bicycles, e.g. through the extension of bicycle paths, raising awareness of the benefits of bicycle transport, encouraging use of bicycles as a transport mode, developing pedestrian areas, promotion of car-pooling, support to the mobility plans, construction of light rail links in cities.

The proposed Transport Master Plan Project, which will be financed under the ongoing IPA I Transport OP, is expected to provide a Sustainable Urban Transport Guideline for cities.

In this regard, the interventions which are planned to be implemented within this Programme towards urban transport will be designed in accordance with the outputs of this ongoing project. Sequencing will be arranged accordingly.

In conducting measures towards urban transport and improving accessibility, collaboration will be set up with IFIs (especially with WB) and other related organisations which have experience in these fields in order to mobilise their funds and technical expertise in addition to funds provided by this Programme.

Investments will include the remodelling of existing infrastructures, or the construction of new facilities.

Where justified, the procurement or adaptation of rolling stock is eligible under both 3.1 and 3.2. (for example with respect to environmental aspects and the transport requirements of people with reduced mobility will also be financed).

Delivery

As regards Activity 3.1, IPA will finance technical assistance, studies and conferences, as well as the work of partnership-based bodies at national and local level to ensure the co-operation of stakeholders in preparing the strategies and projects. The scope of this action will also include training to employees working in the transport sector, for example with respect to serving passengers with reduced mobility. Reimbursable advisory services from IFIs will also be financed. For example, co-operation is envisaged with the World Bank with respect to institutional arrangements and the state of transport systems, as well as the review and benchmarking of international best practices. Technical and institutional support can be provided to improve the operational and managerial efficiency of transport systems.

In Activity 3.2, apart from investment studies, supplies and infrastructure are envisaged to implement urban transport projects in cities (through grants). The selection of projects to be prepared and implemented will be based on the expected impact of the investments being prepared (e.g. size of affected population, expected reduction in congestion). Again, co-operation will be sought with IFIs, such as the World Bank which has developed Sustainable Cities Initiative.

Targets and indicators ³⁷

<i>Indicator</i>	<i>Baseline (year)</i>	<i>Last available (year)</i>	<i>Milestone 2017</i>	<i>Target 2020</i>	<i>Source of information</i>
<i>Outcome indicator 1:</i> Ratio of people accessing transport information systems	N.A.	N.A.	N.A. (project will not be finalised at this year)	+10%	MoTMC
<i>Outcome indicator 2:</i> Share of users of public transport in the population (in selected metropolitan/urban areas)	N.A.	N.A.	N.A. (project will not be finalised at this year)	+5%	National Statistics TURKSTAT MoTMC Municipalities

³⁷cf. Draft thematic guidance fiche for desk officers– sustainable multimodal urban mobility.
http://ec.europa.eu/regional_policy/sources/docgener/informat/2014/guidance_urban_mobility.pdf and
 Thematic guidance fiche for desk officers– transport.
http://ec.europa.eu/regional_policy/sources/docgener/informat/2014/guidance_fiche_transport.pdf

4.6.2.4 Activity 3.1 – Accessible Transport

Specific objective

- **Accessibility and inclusivity of public transport** further developed at urban and national level

Rationale

Promoting accessibility of transport modes is one of the main priorities not only of Turkey but also of the EU. People with reduced mobility cannot become active members of the society if they cannot access transport networks easily. Societies which neglect this fact have to face with moral, ethical and economic consequences of their actions.

For developing transport services in line with the needs of all, partnership between policymakers, transport service providers and citizens is very important. A good partnership process can ensure that needs are assessed comprehensively and accurately, and that – through dialogue – a good compromise between needs and possibilities is reached. As a result, all stakeholders can be satisfied with and support new development projects.

SOPT will co-operate with the parallel planned ESEI project, also financed by the EU, aimed at creating a platform for co-ordinating public policies for accessible transport at national and urban levels.

The **Activity directly contributes to eliminating weaknesses** presented in the **SWOT analysis**, ie.

- Severe modal imbalance in freight and passenger transport at urban levels
- Incomplete legal framework and insufficient institutional capacities in some sub-sectors
- Physical constraints and low density deterring accessibility to local public transport

threatening to further deepen due to threats in the SWOT analysis, i.e.

- Increasing urbanisation
- Congestion – leading to economic and social losses

The objectives to be pursued in the area of accessible transport were also debated in detail at a partnership event, organised with the EU support, on 25-26 February 2013. At the workshop, participants urged to strengthen the co-ordination of stakeholders involved in urban transport, and also the co-ordination of government departments active in the area. Complaints were raised because of the lack of awareness of the needs of people with reduced mobility. The enforcement of legal relevant rules (e.g. inspections) also needs to be stepped up. Last but not least, financial resources for this policy area should be increased, and their use better prioritised.

Description

Activity 3.1 will, first of all, support the transfer of knowledge to the relevant departments of MoTMC and related public administration institutions, in the planning and execution of accessible transport projects.

Thereby, the main focus will be on soft measures, including – but not limited to – the preparation of studies, as well as networking with peers from the EU countries (and the EU itself). Study visits, exchanges of experience may be financed to allow Turkish stakeholders to gain practical insights into similar projects being undertaken in the European Union.

Law on People with Disabilities (no: 5378) states that urban transport vehicles and infrastructure have to be restructured according to the needs of people with reduced mobility. Ministry of Family and Social Policies published a Regulation in order to monitor and inspect the relevant authorities about the requirements of the Law in 2013. According to the Regulation, a commission will inspect the infrastructure and vehicles of urban transport systems.

Eligible interventions (summary of the types of operations)

The activity will start with a needs assessment study which will help to assess the current situation of accessibility of national and local transport networks. Furthermore, this study will be beneficial for selecting cities where an IPA-financed accessible urban transport project should be prepared and implemented.

The activity will be accompanied by networking events involving national and international experts and stakeholders to facilitate the exchange of experiences with policy makers, experts, transport companies and NGOs from EU countries.

This Activity will also contribute to the successful establishment of a platform which enables cooperation among relevant government and municipality administrations and NGOs for implementing necessary actions for accessible transport networks.

Awareness raising towards the mobility needs of people with reduced mobility will also be financed.

Modalities on the cooperation with international organisations as direct grant award Under this activity are defined indicatively in the ANNEX I.

Selection criteria

- support to the accessibility level of transport modes
- support to the training of public employees in transport sector about needs of people with reduced mobility
- expected impact on the accessibility level of transport modes
- technical capacity regarding implementation
- size of investment for implementation

Final beneficiaries

The indicative list of final beneficiaries is as follows:

- Ministry of Transport, Maritime Affairs and Communications,
- Ministry of Family and Social Services,
- Municipalities.

Monitoring indicators

<i>Indicator</i>	<i>Baseline (year)</i>	<i>Last available (year)</i>	<i>Milestone 2017</i>	<i>Target 2020</i>	<i>Source of information</i>
<i>Output indicator 1:</i> Number of TA projects for improving accessibility in transport services	N.A.	N.A.	N.A. (project will not be finalised at this year)	1	MoTMC

4.6.2.5 Activity 3.2 –Urban Transport

Specific objective

- Progress towards sustainable urban public transport

Rationale

The general imbalance of transport modes in Turkey towards road transport also applies to the urban context, which negatively affects the welfare of citizens. Increased pollution and congestion also lead to negative effects on the environment, and they cause economic losses.

The Activity directly contributes to **eliminating weaknesses** presented in the SWOT analysis, i.e.

- Severe modal imbalance in freight and passenger transport at urban levels
- Incomplete legal framework and insufficient institutional capacities in some sub-sectors
- Congestion due to high concentration of population and employment in urban centers
- Physical constraints and low density deterring accessibility to local public transport

threatening to further deepen due to threats in the SWOT analysis, i.e.

- Increasing urbanisation
- Congestion – leading to economic and social losses
- Adverse affects of pollution on public health

Turkey, which imports most of its oil for transport, needs urgent and innovative solutions, especially in large urban areas where a great deal of time and energy are spent on congested road traffic. Therefore, improving other modes of transport in urban areas and integrating various modes in public transport are major problems in Turkey.

Almost half of all car trips are over distances of shorter than 5 kilometres in the EU countries.³⁸ This reflects that bicycle, as a carbon free mode of transport, has a great potential if appropriate infrastructure is built and necessary legislative acts are adopted.

Description

Activity 3.2 will be dedicated to the practical preparation and execution of inclusive transport investments in different cities. These investments will include the creation of new small to medium scale infrastructure, preferably in a complex approach to modernising city transport with alternative approaches.

³⁸http://ec.europa.eu/transport/themes/urban/urban_mobility/urban_mobility_actions/cycling_en.htm, 10.05.2014

These will include construction of light rail links in order to, especially, connect university campus sites and newly emerged commercial/residential districts with city centres. In the first financing period, necessary preparatory studies (technical documents such as CBA, feasibility study, EIA, tender dossier, etc.) for these activities will be completed and implementation will start in the second period.

Moreover, this Activity will assist municipalities in elaborating Sustainable Urban Mobility Plans through technical assistance.

As a result of these interventions, negative environmental impact from urban transport is expected to decrease.

Eligible interventions (summary of the types of operations)

- Sustainable Urban Mobility Plans
- Construction of bicycle friendly urban transport network
- Development of pedestrian areas
- Promotion of car pooling
- Raising awareness
- Construction of light rail systems

Modalities on the cooperation with international organisations as direct grant award Under this activity are defined indicatively in the ANNEX I.

Selection criteria

- Technical capacity regarding implementation,
- size of investment for implementation
- increasing the share of public transport in urban areas
- increasing the share of bicycle transport in urban areas

Final beneficiaries

The indicative list of final beneficiaries is as follows:

- Ministry of Transport, Maritime Affairs and Communications
- Municipalities

Monitoring indicators

Indicator	Baseline (year)	Last available (year)	Milestone 2017	Target 2020	Source of information
<u>Output indicator 1:</u> Number of Sustainable Urban Mobility Plans developed	N.A.	N.A.	N.A. (project will not be finalised at this year)	1	MoTMC Municipalities
<u>Output indicator 2:</u> Number of preliminary studies and tender dossier prepared for public transport infrastructure projects	N.A.	N.A.	N.A. (project will not be finalised at this year)	1	MoTMC Municipalities

4.6.2.6 Overview Table

Action Title	Accessible Transport
Specific Objective	<ul style="list-style-type: none"> To improve the accessibility of transport services for all, increase capacity and effectiveness of urban public transport; reduce congestion and emissions created by transport in urban areas
Action Results	<ul style="list-style-type: none"> R1 – Accessibility of public transport further developed at urban and national level R2 – Progress towards sustainable urban public transport
Activities	<ul style="list-style-type: none"> Activity 3.1 – Accessible Transport Activity 3.2 – Urban Transport
Indicative List of Major Projects	<ul style="list-style-type: none"> Under this action, no major projects are foreseen at this stage.
Implementation Arrangements	<ul style="list-style-type: none"> Management by Department for European Union Investments (EUID), DG Foreign Relations and EU Affairs (DG FREU), MoTMC Delivery through service and works contracts, as well as grants
Performance Indicators	<ul style="list-style-type: none"> Number of TA projects for improving accessibility in transport services Number of Sustainable Urban Mobility Plans developed Number of preliminary studies and tender dossier prepared for public transport infrastructure projects

4.6.3 Action 4 – Acquis Alignment and EU integration

Aim

To strengthen Turkey's integration to the EU in the field Transport, through a progressive alignment of the Turkish Transport sector with the EU Transport acquis

EU Legislation

The necessary references to EU legislation to be aligned with in transport sector are specified in NPAA 2008. Moreover, a non-exhaustive list of acquis and policy documents is given below, taking into account recent developments.

General Policy

- COM/2011/144 Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system
- COM/2009/279 A Sustainable Future for Transport: Towards an integrated, technology-led and user friendly system
- Communication from the Commission, EUROPE 2020 A strategy for smart, sustainable and inclusive growth COM(2010) 2020, 03.03.2010SEC/2008/2206 Greening Transport
- Green Paper - A 2030 framework for climate and energy policies, COM(2013) 169, 27.03.2013
- COM (2001) 370 European Transport Policy for 2010: Time to Decide

Civil Aviation

- Council Directive 94/56/EC Fundamental principles governing the investigations of civil aviation accidents and incidents
- Directive 2003/42/EC Occurrence reporting in civil aviation
- Council Regulation (EC) No 1008/2008 Common rules for the operation of air services in the Community
- Council Directive 96/67/EC Access to the ground handling market at Community airports
- Regulation (EC) No 1107/2006 The rights of disabled persons and persons with reduced mobility when travelling by air
- Council Regulation (EEC) No 95/93 Common rules for the allocation of slots at Community airports
- Regulation (EC) No 216/2008 Common rules in the field of civil aviation and establishing EASA and repealing Council directive 91/670/EEC, Regulation (EC) No 1592/2002 and Directive 2004/36/EC
- Regulation No. 1032/2006 Implementing Regulation on Automatic System Requirements for Exchange of Flight Information Among Air Traffic Control Units with the Aim of Announcement, Coordination and Transfer of Flights
- Regulation No. 1033/2006 Implementing Regulation on Requirements concerning Procedures for Flight Plans before the flight for Single European Sky.
- Regulation No. 633/2007 Implementing Regulation on Implementation Requirements of Flight Message Transfer Protocol used Among Air Traffic Control Units with the Aim of Announcement, Coordination and Transfer of Flights.
- Regulation No. 1265/2007 Implementing Regulation the Requirements for Air-Ground Voice Channel Spacing for Single European Sky
- Regulation No. 1330/2007 Implementing Regulation on Implementing Principles for Conveying Information on Civil Aviation Incidents to the Relevant Parties

Maritime Transport

- IMO Conventions and Protocols as appropriate
- Directive 2012/35/EU amending Directive 2008/106/EC on the minimum level of training of seafarers
- Regulation 391/2009/EC on common rules and standards for ship inspection and survey organisations
- Directive 2009/15/EC on common rules and standards for ship inspection and survey organisations and for the relevant activities of maritime administrations
- Directive 2009/16/EC on Port State Control
- Regulation 2006/1013/EC on shipments of waste
- Directive 2002/84/EC amending the Directives on maritime safety and the prevention of pollution from ship
- Directive 2005/35/EU, Framework Decision 2005/667/JHA and Directive 2009/123/EC on ship sourced pollution and introduction of penalties
- Regulation 782/2003/EU on the prohibition of organotin compounds on ships
- COM/2009/0008 - Strategic goals and recommendations for the EU's maritime transport policy until 2018
- COM/2013/0510 - Blue Belt, a Single Transport Area for shipping

- COM/2013/0479 - Integrating maritime transport emissions in the EU's greenhouse gas reduction policies
- COM/2009/0010 - Communication and action plan with a view to establishing a European maritime transport space without barriers

Road Transport

- Regulation (EU) No 181/2011 of the European Parliament and of the Council of 16 February 2011 concerning the rights of passengers in bus and coach transport and amending Regulation (EC) No 2006/2004
- Directive 1999/62/EC of the European Parliament and of the Council of 17 June 1999 on the charging of heavy goods vehicles for the use of certain infrastructures
- Directive 2004/52/EC of the European Parliament and of the Council of 29 April 2004 on the interoperability of electronic road toll systems in the Community
- Directive 2004/54/EC of the European Parliament and of the Council of 29 April 2004 on minimum safety requirements for tunnels in the Trans-European Road Network
- Directive 2008/96/EC of the European Parliament and of the Council of 19 November 2008 on road infrastructure safety management
- COM/2010/0389 - Towards a European road safety area: policy orientations on road safety 2011-2020
- COM(1997) 243 Intermodality and intermodal freight transport in the European Union - A system's approach to freight transport - Strategies and actions to enhance efficiency, services and sustainability

Railways

- Directive 2012/34/EU of the European Parliament and of the Council of 21 November 2012 Establishing A Single European Railway Area (Recast)
- Directive 2008/57/EC of the European Parliament and of the Council of 17 June 2008 on the interoperability of the rail system within the Community (Recast)
- Directive 2004/49/EC of the European Parliament and of the Council of 29 April 2004 on safety on the Community's railways and amending Council Directive 95/18/EC on the licensing of railway undertakings and Directive 2001/14/EC on the allocation of railway infrastructure capacity and the levying of charges for the use of railway infrastructure and safety certification (Railway Safety Directive)
- Directive 2007/59/EC of the European Parliament and of the Council of 23 October 2007 on the certification of train drivers operating locomotives and trains on the railway system in the Community
- Regulation (EC) No 881/2004 of the European Parliament and of the Council of 29 April 2004 establishing a European Railway Agency (Agency Regulation)
- Secondary legislation on rail transport: technical specifications for interoperability (TSI), common safety methods, etc.

TEN-T

- Regulation (EU) No 1315/2013 of the European Parliament and of the Council of 11 December 2013 on Union guidelines for the development of the trans-European transport network and repealing Decision No 661/2010/EU

- Regulation (EU) No 1316/2013 of the European Parliament and of the Council of 11 December 2013 establishing the Connecting Europe Facility, amending Regulation (EU) No 913/2010 and repealing Regulations (EC) No 680/2007 and (EC) No 67/2010

Urban Transport and Accessibility

- COM/2013/0913 Together towards competitive and resource-efficient urban mobility
- COM/2009/0490 Action Plan on Urban Mobility {SEC(2009) 1211} {SEC(2009) 1212}
- COM(2007)55 Towards a new culture of urban mobility
- COM(2005)46 Strengthening passenger rights within the EU
- Regulation (EU) No 1177/2010 of the European Parliament and of the Council of 24 November 2010 concerning the rights of passengers when travelling by sea and inland waterway and amending Regulation (EC) No 2006/2004
- Regulation (EU) No 181/2011 of the European Parliament and of the Council of 16 February 2011 concerning the rights of passengers in bus and coach transport
- Regulation (EC) No 1107/2006 of the Parliament and of the Council of 5 July 2006 concerning the rights of disabled persons and persons with reduced mobility when travelling by air
- Regulation (EC) No 261/2004 of the European Parliament and of the Council of 11 February 2004 establishing common rules on compensation and assistance to passengers in the event of denied boarding and of cancellation or long delay of flights, and repealing Regulation (EEC) No 295/91
- COM(2010) 636 European Disability Strategy
- COM(2003) 650 Equal opportunities for people with disabilities: A European Action Plan

ITS

- Directive 2010/40/EU on the framework for the deployment of Intelligent Transport Systems in the field of road transport and for interfaces with other modes of transport.

Intermodal Transport

- Directive 92/106/EEC on the establishment of common rules for certain types of combined transport of goods between Member States.

Specific Objectives

The Action's specific objective is to improve **legislative and institutional capacities** to facilitate the Acquis alignment process and to strengthen the **policy dialogue** with the EU in the field of transport

Rationale

The EU's objective for the next decade is to create a genuine Single European Transport Area by eliminating all barriers between transport modes and national systems, easing the process of integration and facilitating the emergence of multinational and multimodal operators.

There is a clear economic rationale for Turkey to integrate in the Single European Transport Area.

The action is designed to eliminate weaknesses identified in the SWOT:

- Incomplete legal framework and insufficient institutional capacities in some sub-sectors
- Need for further training of administration officials in EU integration, sub-sector policies as well as environmental issues

As the same time, it builds on existing strengths as presented in the SWOT analysis, i.e.

- Transport policy has high priority for TR government
- Transport has one of the largest shares in the Turkish national budget
- Chapter 21 ready to be technically closed,
- Overall alignment of Turkey's sector with the EU acquis "moderately advanced"
- Good working relationships with civil society organisations active in the transport sector

foreseen as augmented by opportunities in the SWOT analysis, i.e.

- Increasing awareness of civil society of transport issues (including environmental and accessibility aspects)

Competition rules, market access, market regulation, compliance with safety & security standards, structural harmonization, environmental priorities, and consumer rights are enshrined in the *acquis communautaire*, and need to be implemented. Alignment in these topics will facilitate the integration into the Single European Transport Area.

As regards assuming the obligations of membership, Chapter 21 is *technically closed*. In Chapter 14, screening was completed in 2006, but a final report on that was not issued by the EU. Accordingly, there are no clearly defined opening and closing benchmarks available. Furthermore, negotiations on Chapter 14 are suspended. The NPAA has been last updated in 2008. Therefore, the first priority under this action will be a legal and institutional gap analysis for the transport sector. The gap analysis will form the basis for the definition of comprehensive legal harmonisation and capacity building over the next 7 years. The aim of the SOPT will be to complete the legislative and institutional alignment process – with the possible exception of areas where transitional arrangements may be negotiated with the EU.

In particular:

- In the **maritime sector**, supervision and inspection capacity is a parallel concern, together with adoption of EU acquis and international conventions regarding safety and environment. Thus, adoption and implementation of acquis on ship inspection and surveys, training of seafarers, and access to maritime information are strongly emphasized.
- With "the Law on Liberalisation of Railway Transport in Turkey" which came into force on 1 May 2013, the liberalisation process of the **rail transport** has been started. Under the framework of the Law, TCDD has already commenced the studies to restructure and be divided into two legal entities as one infrastructure manager and a rail transport company.

However, the necessary secondary legislations regarding liberated rail transportation, market access, safety, licensing, capacity allocation, access to infrastructures, international rail transport, interoperability etc. are needed for a liberated rail transport in real terms.

- In **air transport** sector, the main guiding document is EU's transport 2050 Strategy, which aims full integration, creating the Single European Transport Area. Turkey shares the same values and understanding with the EU. The mission of the MoTMC stated in the 2014-2018 Strategic Plan is to provide balanced, safe, affordable, accessible, sustainable and high-quality transport services to the citizens. The main issues to be addressed in the IPA II period are completing legal alignment, promoting safety in aviation, improving civil aviation security, and further liberalization of the air transport sector.
- In **road transport** sector, 15.000km of 65.000km of Turkish road network is a part of TEN-T network. Within IPA II period, it is aimed to complete works in order to make legal arrangements and implementations on road and tunnel safety.

Against that backdrop, the results to be achieved under action 4 are:

- **R1** - transport legislation further harmonised with the EU acquis and institutional **and administrative capacity needed to assume the obligations of membership** under acquis Chapters 14 and 21 further strengthened;
- **R2** – Strengthened policy **dialogue & technical cooperation** with relevant EU bodies

There will be two activities to achieve these results.

Description

Activity 4.1 will provide support to establish institutional **capacity for assuming the obligations of membership** under Chapters 14 and 21. Eligible activities will include the full range of twinning, technical assistance, services, supplies, and – where justified – also small-scale works directly necessary for the implementation of legislation related to market regulation and supervision, market access, safety rules, requirements to operators, consumer rights, interoperability and other aspects of the EU transport legislation. Through legislative alignment and improvement of related institutional capacity, integration to SETA will be facilitated.

Activity 4.2 will strengthen **TR-EU policy dialogue** in the field of transport, **specifically, under the Positive Agenda process and support relations with EU bodies especially relevant transport agencies**. Assistance will be provided to support policy development, the exchange of experience, and the creation of networks of professionals that are able to further Turkey's integration and accession process. For this, mainly soft measures focussed on the transfer of knowledge and training are envisaged. Eligible costs will cover technical assistance, studies, publications, organisational and operational costs (including travel and accommodation, for the national authorities and stakeholders) for negotiations and meetings, public consultations, conferences, dissemination of information to the public.

Delivery

Operations will be selected on the basis of Turkey's accession agenda as described in relevant government sector strategies, in order to progressively comply with accession requirements. Priorities contained in the CSP, the EU's Annual Progress Reports, the Commission's Enlargement Strategy and NPAA will also be taken into account.

Targets and Indicators

<i>Indicator</i>	<i>Baseline (year)</i>	<i>Last available (year)</i>	<i>Milestone 2017</i>	<i>Target 2020</i>	<i>Source of information</i>
<i>Outcome indicator 1:</i> Degree of alignment of directives and regulations with the EU acquis					<i>EU Annual Progress Reports MoEUA MoTMC</i>

4.6.3.1 Activity 4.1. Legislative alignment & capacity building to implement the Acquis

Specific Objective

- To harmonize transport legislation with the EU acquis and establish institutional **and administrative capacity needed to assume the obligations of membership** under acquis Chapters 14 and 21

Rationale

The harmonization and implementation of acquis on market access, competition rules, interoperability, safety, consumer rights and some other aspects need to be developed to integrate with the EU and particularly SETA.

The activity is designed to **eliminate weaknesses** identified in the SWOT:

- Incomplete legal framework and insufficient institutional capacities in some sub-sectors
- Need for further training of administration officials in EU integration, sub-sector policies as well as environmental issues

The activity also builds on identified strengths:

- Transport policy has high priority for TR government
- Transport has one of the largest shares in the Turkish national budget
- Chapter 21 ready to be technically closed,
- Overall alignment of Turkey's sector with the EU acquis "moderately advanced"
- Good working relationships with civil society organisations active in the transport sector

foreseen as augmented by opportunities in the SWOT analysis, i.e.

- Increasing awareness of civil society of transport issues (including environmental and accessibility aspects)
- Good working relationships with civil society organisations active in the transport

Description and eligible interventions

As a first priority, IPA support will concentrate on acquis alignment, especially on the basis of gap analysis to be developed under the SOPT as well.

Later activities will concentrate on development of personnel (training), study visits to observe implementation in EU countries, supplying equipment and installing IT infrastructure (both hardware and software). Therefore, this activity will finance twinning, TA, and – where justified – small scale supplies and works.

Most of the projects under this activity will be designed and implemented according to sectoral themes (maritime safety, railway interoperability, etc). Thus, they are expected to include especially acquis alignment, training, supply (technical equipment), study visits and peer learning activities.

Selection Criteria

- Is there a corresponding legislation in the acquis?
- Is the need for intervention reflected in the Progress Reports?
- Is the co-financing from the national budget available?

Final Beneficiaries

DGs of the MoTMC especially newly established DGs will be the final beneficiary of this activity.

Monitoring Indicators

<i>Indicator</i>	<i>Baseline (year)</i>	<i>Last available (year)</i>	<i>Milestone 2017</i>	<i>Target 2020</i>	<i>Source of information</i>
<i>Output indicator 1:</i> Status of the implementation of the National Programme for the Adoption of the Acquis. (Description: Excluding ones to be enacted within the framework of full membership perspective.)	N.A	N.A.	N.A.	100 %	EU Progress report MoEUA MoTMC

4.6.3.2 Activity 4.2 – Supporting Policy dialogue and technical cooperation

Specific Objective

- To strengthen **policy dialogue** and technical cooperation with relevant EU bodies.

Rationale

There is a need to enhance cooperation with the EU in transport sector. The high level political dialogue and technical cooperation with the relevant EU agencies are very useful tools in further deepening and strengthening relations in the field of transport.

The Activity builds on existing strengths as presented in the SWOT analysis, i.e.

- Transport policy has high priority for TR government
- Chapter 21 ready to be technically closed,
- Overall alignment of Turkey's sector with the EU acquis "moderately advanced"
- Good working relationships with civil society organisations active in the transport sector

foreseen as augmented by opportunities in the SWOT analysis, i.e.

- Increasing awareness of civil society of transport issues (including environmental and accessibility aspects)

Description and eligible interventions

The successful completion of this activity requires mainly organization of meetings (both high level and expert level), study visits, training for experts and similar soft interventions. Thus, the operations under this activity will mostly contain twinning, and some TA.

Selection Criteria

- Does the intervention support the priorities of High Level Dialogue?
- Does the intervention facilitate the cooperation activities with related EU Agencies?

Final Beneficiaries

DGs of the MoTMC will be the final beneficiary of this activity.

Monitoring Indicators

<i>Indicator</i>	<i>Baseline (year)</i>	<i>Last available (year)</i>	<i>Milestone 2017</i>	<i>Target 2020</i>	<i>Source of information</i>
<i>Output indicator 1:</i> Number of TA projects for supporting policy dialogue and technical cooperation between Turkey and the EU	N.A.	N.A.	N.A. (project will not be finalised at this year)	1	MoTMC

4.6.3.3 Overview Table

Action Title	Action 4 –AcquisAlignment and EU Integration
Specific Objective	<ul style="list-style-type: none"> • The Action's specific objective is to improve legislative and institutional capacities to facilitate the Acquis alignment process and to strengthen the policy dialogue with the EU in the field of transport
Action Results	<ul style="list-style-type: none"> • R1 - transport legislation further harmonised with the EU acquis and institutional and administrative capacity needed to assume the obligations of membership under acquis Chapters 14 and 21 further strengthened

	<ul style="list-style-type: none"> • R2 – Strengthened policy dialogue & technical cooperation with relevant EU bodies
Activities	<ul style="list-style-type: none"> • Activity 4.1. Legislative alignment & capacity building to implement the Acquis • Activity 4.2 – Supporting Policy dialogue and technical cooperation
Indicative List of Major Projects	<ul style="list-style-type: none"> • Currently, major projects are not planned under this activity
Implementation Arrangements	<ul style="list-style-type: none"> • Management by Department for European Union Investments (EUID), DG Foreign Relations and EU Affairs (DG FREU), MoTMC • Delivery through twinning, service and supply contracts. Limited works where justified.
Performance Indicators	<ul style="list-style-type: none"> • Status of the implementation of the National Programme for the Adoption of the Acquis. • Number of TA projects for supporting policy dialogue and technical cooperation between Turkey and the EU

4.6.4 Action 5 – Technical Assistance

Aim

The overall aim of the Action is to support MoTMC in managing the SOPT in order to ensure that **EU, national and donor development funding** in Turkey's transport sector are used to best effect

EU Legislation

The action is aimed at the efficient implementation of IPA. Therefore, the relevant elements of the acquis are:

- **Regulation (EU) No 231/2014** of the European Parliament, and of the Council of 11 March 2014 **establishing an Instrument for Pre-accession Assistance (IPA II)**
- **Commission Implementing Regulation (EU) No 447/2014** of 2 May 2014 on the specific rules for implementing Regulation (EU) 231/2014 of 11 March 2014 of the European Parliament and the Council on establishing an Instrument for Pre-accession Assistance (IPA II)

Specific Objectives

The specific objective of the Action is to ensure that **SOPT is implemented in an effective, efficient, regular, transparent and timely manner**.

Rationale

MoTMC has solid experience in IPA as being the Operating Structure for the management of a Transport SOP, IPA-II, with its novelties and new areas of intervention, requires both a restructuring of the current system and further capacity building activities.

Due to its component-based structure, under IPA between 2007 and 2013, MoTMC has been responsible for the programming, monitoring, evaluating, tendering, as well as the contract management and financial management of transport infrastructure investments. Capacity building projects related to acquis harmonization were out of its scope.

Under IPA-II, MoTMC is responsible for all IPA activities in Transport, for all types of operations and contracts.

The currently accredited Operating Structure has been designed for managing a limited number and type of contracts. Therefore, both the administrative, technical and human capacities of the Ministry, including its physical conditions, will have to be strengthened and improved, if a sound and efficient management of the Transport SOP is to be ensured.

One of the key tasks of the Operating Structure is to ensure the availability of a strategic, continuous pipeline of projects in order to ensure the absorption of EU – as well as national and IFI funding – in the transport sector to the best possible effect, promoting Turkey's integration into the Single European Transport Area.

Accordingly, the Action will achieve two results:

- R1 –The Operating Structure has **services, human capacity and financial resources** at its disposal needed to implement its tasks;
- R2 – Investment strategies and project studies for a **strategic pipeline of projects** prepared, funding modalities for transport developments elaborated

The Action will help eliminate the following **weaknesses** identified in the SWOT

- **Need for further training** of administration officials in EU integration, sub-sector policies as well as environmental issues
- **Underdeveloped transport links** to and of neighbouring countries
- Severe **modal imbalance** in freight and passenger transport at national levels

And fend off the threat from

- **Pressure on national infrastructure** and environment due to transport demand

The Action is designed to build on the following strengths identified in the SWOT:

- Transport policy has **high priority for TR government**
- **Transport has one of the largest shares in the Turkish national budget**
- Existing tradition of **multi-annual budget planning**
- **Experience** with multi-annual transport OP under IPA 1.

Description

The action comprises two activities.

Activity 5.1 will be dedicated to the **support of the Operating Structure** including the relevant units of MoTMC, the Monitoring Committee, other national agencies with responsibilities related to the implementation of the SOPT and the Monitoring Committee.

Activities supported will include

- organisational development, training, study visits, internships, exchanges of experience with similar structures in candidate countries and in member states, especially with managing authorities of Transport programmes.
- Studies facilitating the better targeting, detailed design, efficient implementation, monitoring and evaluation of the SOP will also be financed.

- Studies aimed at the assessments and evaluations related to the SOPT, its actions, activities or individual operations as well their further development are also envisaged.
- Capacity building actions will be extended to cover the final beneficiaries and the bodies working together with the Ministry on the preparation and monitoring of the SOP.
- Last but not least, the action will cover costs directly related to the implementation of the SOP, such as expenses of SMC meetings and on-site monitoring visits, ensuring the proper visibility of the programme, actions and activities through information days, publishing of brochures and production of promotional material, part-financing the operational costs of the OS – through auxiliary services to improve the physical conditions of the OS (rental of office space, supplying equipment and related services), supporting management functions of the OS, and, where needed, providing TA to the final beneficiaries.

Activity 5.2 will specifically support the **preparation of investment strategies and a project pipeline** for the effective use of EU investment funding – as well as national funding and IFI support – aimed at promoting the country's integration in the Single European Transport Area.

Delivery

Interventions related to the implementation of the SOP will be selected in line with the progress of the programme.

Targets and Indicators

Indicator	Baseline (year)	Last available (year)	Milestone 2017	Target 2020	Source of information
<i>Outcome indicator 1:</i> Degree of implementation of the SOPT			<i>Absorption amount: €140 M</i>	<i>Absorption amount: €300 M</i>	<i>Evaluation reports MoTMC</i>

4.6.4.1 Activity 5.1 –Supporting the Operating Structure

Specific Objectives

- Ensure that the Operating Structure has **services, human capacity and financial resources** at its disposal needed to implement its tasks

Rationale

Considering the wider contextual coverage of the new SOP and the level of allocation to the sector, all functions of the OS and the project preparation and implementation capacity of the Final Beneficiaries should be strengthened to alleviate the risk of de-commitment.

The Activity will help eliminate the following **weakness** identified in the SWOT

- **Need for further training** of administration officials in EU integration, sub-sector policies as well as environmental issues

The Action is designed to build on the following strengths identified in the SWOT:

- Transport policy has **high priority for TR government**
- Existing tradition of **multi-annual budget planning**
- **Experience** with multi-annual transport OP under IPA 1.

Description and eligible interventions

Via this activity area, both the Operating Structure and the Final Beneficiaries will receive the necessary support for the sound implementation of the Programme.

Financed will be technical assistance activities including

- delivery of training and consultancy services,
- organisation of study visits and internships,
- development of knowledge/experience and exchange of information,
- organization of monitoring activities (covering the expenses of SMC meetings and monitoring visits to site)
- ensuring the proper visibility of the Programme, actions and activities through information days, publishing of brochures and production of promotional material,
- financing operating costs of the OS and auxiliary services to improve the physical conditions of the OS (rental of office space, equipment, vehicles including daily shuttle services for staff, catering, insurance, maintenance costs such as heating, electricity, water, internet and telecommunication etc.)
- hiring office support staff (secretary, security, janitor etc.)
- supply of office equipment (hardware, software, furnish equipment etc.)
- technical expertise supporting the final beneficiaries during the project preparation phase and assisting the OS in the selection of operations and the tendering phase.
- recruitment of contracted staff for the implementation of OS functions.

Selection Criteria

Relevance of the operations and their added-value for the smooth implementation of the SOP.

Final Beneficiaries

- DGs of the MoTMC
- the Operating Structure
- Sector Monitoring Committee
- Beneficiaries of SOPT assistance

Monitoring Indicators

- at least two technical assistance projects supporting the OS implemented
- irregularities at or below national average
- number of partnership and information events organised (at least 2 events)

Monitoring Indicators

<i>Indicator</i>	<i>Baseline (year)</i>	<i>Last available (year)</i>	<i>Milestone 2017</i>	<i>Target 2020</i>	<i>Source of information</i>
<i>Output indicator 1:</i> Number of TA projects for	N.A.	N.A.	N.A. (projects)	2	MoTMC

supporting the Operating Structure			<i>will not be finalised at this year)</i>		
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4.6.4.2 Activity 5.2 – Project Pipeline Development

Specific Objective

- To ensure the existence of a **strategically founded pipeline** of fully developed investment projects, and efficient **funding modalities** for transport developments

Rationale

The lack of sufficiently prepared project documentation, ready to be implemented with EU support is a widespread problem all over the candidate countries.

The transport sector in Turkey is one of the most important target areas for public investments. IPA support to the sector is also quite substantial. In order to use investment resources in the transport sector efficiently, there is a need for a strategically founded project pipeline that allows the continuous and efficient absorption of EU funds.

For this, the sector must be, at all times, in possession of up-to-date strategies that allow the translation of national policies into concrete action. These strategies need to be accompanied by a list of projects that are able to guarantee that investment funds are used to the best possible effect in terms of the attainment of sector objectives, as well as economic and social development.

The preparation of infrastructure projects is expensive: it represents a substantial part of the total investment cost. IPA support to under action 5.1 will contribute to the preparation of future projects (actions and activities) to be implemented with EU support.

Beyond that, the preparation of other projects of European interest – to be financed out of non-EU funds, e.g. national resources, or IFI credits – may also be co-financed. Thereby, IPA can be used as a catalytic tool, achieving a positive contribution to Turkey's EU integration beyond its budget for 2014-2020.

With a view to longer term needs, IPA support under this activity will be used in a way that guarantees a sustainable strengthening of the strategic policy making and project development capabilities of the Ministry of Transport, as well as other sector stakeholders responsible for these projects.

Therefore, in addition to assistance related to particular strategy and project documents, transfer of knowledge activities with regard to strategic planning and project preparation techniques (with an emphasis on economic and environmental assessment documentation) will be provided.

The Activity will help eliminate the following **weaknesses** identified in the SWOT

- **Underdeveloped transport links** to and of neighbouring countries
- Severe **modal imbalance** in freight and passenger transport at national levels

And fend off the threat from

- **Pressure on national infrastructure** and environment due to transport demand

The Action is designed to build on the following strengths identified in the SWOT:

- Transport policy has **high priority for TR government**
- **Transport has one of the largest shares in the Turkish national budget**
- Existing tradition of **multi-annual budget planning**
- **Experience** with multi-annual transport OP under IPA 1

Description and eligible interventions

At the strategic level, IPA support will be used to provide technical assistance for the preparation and regular update of sector and sub-sector strategies. For this, necessary background studies and targeted research activities will be financed.

It is expected that by the end of 2015, all transport sub-sectors are expected by a multi-annual strategy document that takes appropriate account of the National Development Plan, the national transport strategy as well as EU integration priorities. Subsequently, these strategies will be updated in a 3-year rhythm.

At the project level, expert support will be used to the identification of a long list of potential investment projects under IPA, and related to EU integration priorities. The list will seek to establish a list of investment priorities with an outlook until at least 2020, by taking stock of current transport needs and bottlenecks, with particular reference to Turkey's commitments under Chapter 21.

The study will also take account of all available investment resources from national and international sources, and propose a comprehensive investment programme in all transport sub-sectors for approval by the government / parliament.

IPA resources will subsequently deployed to prepare projects in order of priorities. For example, technical expertise and services will be used to prepare:

- traffic volume assessments;
- technical studies and technical planning documentation;
- economic and financial calculations;
- environmental studies;
- documentation needed to comply with legal requirements related to permitting, licensing;
- costs related to public consultations;
- procurement documentation;
- other technical, economic and legal documents (project fiches, OISs, MPAF, technical specifications, ToRs, feasibility studies, Cost Benefit Analysis, Environmental Impact Assessments, tender dossiers etc.) necessary for the preparation of the projects.

The preparation of projects will be organised in a way that it provides an opportunity for learning and skills development for the staff of the relevant departments of MoTMC, and other national authorities in charge of those projects. For this, the ToRs for technical experts involved in project preparation will be formulated in a way that they include the development of methodologies that can be used for later investments, as well as on-the-job trainings for civil servants.

As a result of the activity, the MoTMC will be able to develop and maintain an up-to-date strategic pipeline of projects, and strengthen the relevant skills of its staff on a sustainable basis.

Selection Criteria

- Investment projects related to the implementation of the SOPT will receive special priority;
- In addition, projects for elaboration will be selected in line with the applicable national sector and sub-sector strategies, with particular reference to Turkey's integration agenda and commitments under Chapters 14 and 21.

Final Beneficiaries

Indicatively, the beneficiaries of the SOPT are the MoTMC and the national / regional 6 local authorities responsible for the preparation of investment projects in the transport sector.

Monitoring Indicators

<i>Indicator</i>	<i>Baseline (year)</i>	<i>Last available (year)</i>	<i>Milestone 2017</i>	<i>Target 2020</i>	<i>Source of information</i>
<u>Output indicator 1:</u> Number of projects prepared to full maturity	N.A.	N.A.	N.A. (projects will not be finalised at this year)	Preliminary studies for 5 projects completed	EU Progress report, MoTMC

Overview Table

Action Title	Action 5 - Other
Specific Objective	<ul style="list-style-type: none"> • to ensure that SOPT is implemented in an effective, efficient, regular, transparent and timely manner.
Action Results	<ul style="list-style-type: none"> • R1 –The Operating Structure has services, human capacity and financial resources at its disposal needed to implement its tasks; • R2 – Investment strategies and project studies for a strategic pipeline of projects prepared, funding modalities for transport developments elaborated
Activities	<ul style="list-style-type: none"> • Activity 5.1 –Supporting the Operating Structure • Activity 5.2 – Project Pipeline Development
Indicative List of Major Projects	<ul style="list-style-type: none"> • Not envisaged
Implementation Arrangements	<ul style="list-style-type: none"> • Management by Department for European Union Investments (EUID), DG Foreign Relations and EU Affairs (DG FREU), MoTMC • Delivery through service and supply contracts.
Performance Indicators	<ul style="list-style-type: none"> • Number of TA projects for supporting the Operating Structure • Number of projects prepared to full maturity

5 Financial Tables

Table 5 - Financial Table - SOP Transport (2014-2016)

TOTAL 2014-2016	Total Cost (million €)	Total Public Eligible Cost	EU IPA	CC National Public	Private (indicative)	IPA co- financing rate
Action-1	336.47	336.47	286	50.47	N/A	85%*
Action-2	6.29	6.29	5.35	0.94	N/A	85%*
Action -3	12.76	12.76	10.85	1.91	N/A	85%*
Action-4	8.24	8.24	7	1.24	N/A	85%*
Action-5	7.06	7.06	6	1.06	N/A	85%*
TOTAL	370.82	370.82	315.20	55.62	N/A	85%*

*: As stated in IPA-I implementing regulation.

**: Detailed information will be provided later.

For information IFI/TIP
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Table 6 - Financial Table - SOP Transport (2014-2020)

TOTAL 2014-2020	Total Cost (million €)	Total Public Eligible Cost	EU IPA	CC National Public	Private (indicative)	IPA co- financing rate
Action-1	407.06	407.06	346	61.06	N/A	85%*
Action-2	15.06	15.06	12.8	2.26	N/A	85%*
Action-3	58.82	58.82	50	8.82	N/A	85%*
Action-4	27.65	27.65	23.5	4.15	N/A	85%*
Action-5	12.35	12.35	10.5	1.85	N/A	85%*
TOTAL	520.94	520.94	442.80	78.14	N/A	85%*

*: As stated in IPA-I implementing regulation.

**: Detailed information will be provided later.

For information IFI/TIP
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Table 6 - Financial Table for the year 2014

YEAR 2014	Total Cost (million €)	Total Public Eligible Cost (million €)	EU IPA	CC National Public	Private (indicative)	IPA co- financing rate	For information IFI/TIP
Action-1					N/A	85%*	**
<i>Activity 1.1</i>	74.59	74.59	63.40	11.19	N/A	85%*	
<i>Activity 1.2</i>	0	0	0	0	N/A	85%*	
<i>Activity 1.3</i>	2.35	2.35	2	0.35	N/A	85%*	
<i>Activity 1.4</i>	0	0	0	0	N/A	85%*	
Action-2					N/A	85%*	
<i>Activity 2.1</i>	0	0	0	0	N/A	85%*	
<i>Activity 2.2</i>	0	0	0	0	N/A	85%*	
Action-3					N/A	85%*	
<i>Activity 3.1</i>	0.59	0.59	0.50	0.09	N/A	85%*	
<i>Activity 3.2</i>	0.59	0.59	0.50	0.09	N/A	85%*	
Action-4					N/A	85%*	
<i>Activity 4.1</i>	4.12	4.12	3.50	0.62	N/A	85%*	
<i>Activity 4.2</i>	0.59	0.59	0.50	0.09	N/A	85%*	
Action-5					N/A	85%*	
<i>Activity 5.1</i>	1.76	1.76	1.5	0.26	N/A	85%*	
<i>Activity 5.2</i>	0	0	0	0	N/A	85%*	
TOTAL	84.59	84.59	71.90	12.69	N/A	85%*	

*: As stated in IPA-I implementing regulation.

**: Detailed information will be provided later.

6 Overview of the consultation process

The SOP Transport was drafted by the Ministry of Transport, Maritime Affairs and Communication as the lead institution in close cooperation and collaboration with relevant public and private stakeholders.

The transport sector – covering its four modes of transport and having important effects on the economy, society, as well as the environment – concerns a wide range of government institutions, service providers, economic representations and civil society organisations. Stakeholders that have already been, or will be contacted in the context of preparing the OP, are listed in the ANNEX II.

During the initial phases of the IPA-II programming process, an official letter was sent to stakeholders on November 1st, 2013. Immediately afterwards – on November 18th, 2013, an introductory consultation meeting was organised, to inform stakeholders of the key features of IPA-II, such as the instrument's objectives, and the expected modalities and timing of programming and implementation. Stakeholders were invited to present concrete proposals already at this early stage. During initial consultations between the EU Delegation and civil society representatives a number of positive comments and feedback was received regarding the structure and aims of the Programme.

During the drafting of the Transport SOP, all drafts were sent to stakeholders to hear their comments and integrate them into the text. Furthermore, workshops with broad participation and sectoral meetings with limited stakeholders were organised.

Key recommendations coming from the consultation process that were built into the programme, include:

- Projects on small-medium size railway-port connections on some strategic axis should be supported by the SOP. Ministry is about to start a Master Plan study on port hinterland road and railway connections. This study's outcomes would be helpful for the related SOP activities.
- In maritime transport, activities aiming to close the sector with the EU policies and strategies should be supported in order to increase the competitiveness of the sector. Also promoting innovation and developing technological maritime traffic management systems should be on the agenda.
- Traffic Safety Strategy and Action Plan, and National Climate Change Action Plan measures should be supported as far as possible by the SOP.
- Increasing effectiveness of traffic controls and application of ITS systems for that end are crucial.

Proposals were made on the following topics:

- Establishment of a common ITS Terminology
- Support to the establishment and generalization of EU's E-Call System Establishment of standardization regarding ITS
- Definition of ITS architecture compatible with existing IT technologies
- Traffic Management
- Vehicle productivity

- Integration of bicycles with public transport,
- construction of bicycle and pedestrian ways in universities as model practices,
- construction of secure bicycle parking areas around public transport stops and stations,
- encouraging bicycle transport for students,
- implementation of electronic monitoring systems in main roads for pedestrian priority,
- training of employees in transport sector especially for communication with people with reduced mobility,
- establishment of “handicapped empathy centres”, as in Tokyo, for employees in transport sector in order to enable them to understand the problems of people with reduced mobility,
- prioritizing infrastructure development in selected touristic cities are among the proposals of participants

In the implementation phase, stakeholder consultation will be ensured through Sectoral Monitoring Committees, other meetings and occasional workshops.

7 Implementation arrangements

7.1 Description structures and authorities for the management and control of the OP

The Government of Turkey has adopted legal acts, which designate specific bodies for IPA management and implementation roles as follows:

- National IPA Coordinator –Ministry of EU Affairs
- National Authorising Officer –Undersecretary of Treasury
- National Fund –Undersecretariat of Treasury
- Audit Authority – Undersecretary of Treasury, Internal Audit Unit of MoEU

The lead institution in charge of the SOP Transport is the Ministry of Transport, Maritime Affairs and Communications (MoMTC).

7.2 Monitoring arrangements

The Head of the Operating Structure for the SOP Transport 2014-2020 will establish a Sectoral Monitoring Committee no later than six months after the entry into force of the first financing agreement related to the programme, according to what is stated in the Art. 19 of the Commission Implementing Regulation on the specific rules for implementing the IPA II Regulation.

The Sectoral Monitoring Committee will be co-chaired by the Deputy Undersecretary of the Ministry of Transport as Head of the Operating Structure for SOP Transport 2014-2020 and a representative of the Commission. Its members (permanent and observer) will include (indicatively):

- The National IPA Coordinator or his/her representative;
- A representative of the Commission;
- Representatives of related units of the MoTMC for the programme:
 - DG Land Transport Regulation (KDGM)
 - DG Railway Regulation (DDGM)
 - DG Maritime and Inland Waters Regulation (DIDGM)
 - DG Transport of Dangerous Goods and Combined Transport Regulation (TMKT)
 - DG Construction of Railways, Ports and Airports (AYGM)
 - DG Aeronautics and Space Technologies (HUTGM)
 - DG State Airports Administration (DHMI)
 - DG State Railways (TCDD)
 - DG Coastal Safety and Salvage Administration (KEGM)
 - DG Civil Aviation (SHGM)
 - DG Highways (KGM)
 - Transport, Maritime Affairs and Communications Research Center
 - Strategy Development Department
- Representatives from the civil society and socio-economic partners, regional or national organizations with an interest in and contribution to make to the effective implementation of the programme. These are:

- UND (Freight Forwarders Associations)
- DTD (Rail Freight Association)
- TÜRKLİM (Port Operators Association of Turkey)
- TOBB (The Union of Chambers and Commodity Exchanges of Turkey)
- TMMMB (Association of Turkish Consulting Engineers and Architects - ATCEA)
- Association of International Forwarding and Logistics Service Providers (UTIKAD)
- Embarq Turkey
- World Bank
- Universities
- The National Authorising Officer;
- A representative of the National Fund.
- Representatives of other Operational Structures and institutions:
 - Ministry of Science, Industry and Technology
 - Ministry of Environment and Urbanisation
 - Ministry of Labor and Social Security
 - Ministry of Energy and Natural Resources
 - Turkish National Police
 - General Command of Gendarmerie
 - Ministry of Family and Social Policies

The composition of the Sectoral Monitoring Committee can be reviewed and extended by the Head of the Operating Structure in agreement with the Commission in order to guarantee sufficient representation and membership.

The Sectoral Monitoring Committee will be assisted by a permanent secretariat provided by the Operating Structure.

The Sectoral Monitoring Committee will meet at least twice a year and upon request by the Commission. Intermediate meetings may also be convened as required.

As to **IPA funds**, a specific **monitoring system** is in place. The Operating Structure has a unit responsible for monitoring and evaluation. The 2007-2013 Transport Operational Programme is monitored by the Sector Monitoring Committee for IPA component 3, established upon the start of the TOP in 2007. The Monitoring of IPA funds under components 3 and 4 is aided by a specific on-line system, the Integrated Monitoring Information System (IMIS), developed by the MoD. IMIS covers programmes from the signature of “operational agreements” to final payments. (The preceding phases of programming and project selection are recorded in the separate databases of each Operating Structure). Data are entered into the system by the OS and the beneficiaries. Reports are produced at different levels from programmes down to individual operations. The system is accessible to all stakeholders.

Ex-ante, mid-term and ex-post **evaluations for IPA** programmes are carried out – on the basis of guidelines developed by the Strategic Co-ordinator – by the OS.

7.3 Evaluation arrangements

Institutional set-up

The Head of the Operating Structure is responsible for ensuring that adequate evaluations of the operational programme are carried out. The evaluations will be carried out by experts or bodies, internal or external, functionally independent from the management and control system.

Evaluation tasks will be carried out by at least one dedicated evaluation expert, whose role and responsibilities is to be further defined by the Implementing Manuals. The manuals will further define the procedures ensuring functional independence of the evaluation experts from the other ones. Some of the evaluation functions at some stages can be outsourced to external evaluators through using a certain portion of the budget allocated to Action 5.

The Sectoral Monitoring Committee will designate an ad-hoc committee to assist the operating structure in its evaluation activities. The committee members should be experts in evaluation. Under Action 5, technical assistance will be provided to support the work of the ad hoc committee, at all stages of the evaluation (*guidance, planning, implementation, communication of results*). Relevant stakeholders shall be able to contribute as well.

Evaluation activities and timing

Under the responsibility of the Operating Structure and Strategic Coordinator an **ex-ante evaluation** of the SOPT has been carried out.

During the implementation of the Programme, **interim evaluations** complementing the monitoring of the SOPT will be carried out, in particular where this monitoring reveals a significant departure from the goals initially set or where proposals are made for the revision of the programme. Evaluations are planned to provide data on indicators agreed upon in the OP that cannot be obtained through the monitoring system. In addition, strategic evaluations or thematic evaluations can be carried out under the responsibility of the operating structure. The results will be sent to the Sectoral Monitoring Committee and to the Commission.

The ex-post evaluation will be the responsibility of the European Commission in collaboration with the Strategic Coordinator. The ex-post evaluation will be carried out by independent experts and will be completed not later than three years after the end of the programming period. The results of the evaluations will be published according to the applicable rules on access to documents.

Indicative Evaluation Activities	Timing
Ex-Ante Evaluation of the SOPT	Parallel with the drafting process of the SOPT.
Interim Evaluation of the SOPT	2017
Ex-Post Evaluation of the SOPT	Not later than three years after the end of the programming period.

8 ANNEXES

ANNEX I - MODALITIES ON THE COOPERATION WITH INTERNATIONAL ORGANISATIONS

1. Direct Grant Award – Technical Assistance for Improving Transport Safety (Activity 1.3)

a) Objectives and foreseen results:

Establishing cooperation between Embarq Turkey and the MoTMC in order to assist related ministries/institutions for improving road safety and reaching the goals set in Road Traffic Safety Strategy and Action Plan.

EMBARQ Turkey will support the preparation of a comprehensive strategy using the Safe System Approach. The Safe System Approach to road safety is a comprehensive one that sets ambitious goals and targets for reducing fatalities and injuries, and looks broadly at the physical forces in play in traffic safety, including enforcement, data collection, infrastructure, speed limits, technology, and driver behaviour, with a shared responsibility for safety among both road users and designers.

Within the Safe System Approach these are topics to be included:

- 1) policy promotion or support and planning;
- 2) infrastructure improvement
- 3) user behaviour
- 4) sustainable mobility
- 5) measuring performance of projects, meeting targets
- 6) capacity building

b) Justification for the use of an exception to calls for proposals: Article 190 (1)(f) of RAP

Embarq Turkey, which is a non-profit initiative that focuses on practical applications of sustainable transport and urban development and operates through a global network of centres in Brazil, China, India, Mexico, and Turkey, can provide assistance to the MoTMC in improvement of road safety in Turkey. Embarq Turkey is a member of the Embarq Network, which employs more than 140 experts in fields such as architecture, air quality management, civil and transport engineering. Embarq Turkey draws its knowledge from Embarq Network's interdisciplinary team of local and international experts. On the transport and planning side, Embarq has a cadre of transport and urban planners, geographers and architects.

Embarq has expertise in road safety policy, learning from the experience of cities at the forefront of road safety innovation (New York City, Copenhagen), adapting that expertise to different international contexts. Embarq has supported national policy initiatives in Brazil, Mexico, and India aimed at better incorporating safety considerations into transport policy decision making, and Embarq has also worked at the international level on the goals and pillars of the United Nations' Decade of Action on Road Safety.

Embarq Turkey has also been assisting Turkish institutions in improving road safety. Between 2010 and 2014, the Embarq Turkey trained more than 1,250 city officials on road safety interventions and conducted road safety audits in 8 cities in Turkey. With all these qualities, network and international experience, Embarq is conveniently placed to provide value added activities and assist to kick start the road safety component under the SOP.

c) Name of the Beneficiary: Embarq Turkey

d) (Where applicable) The eligibility criteria: N.A.

e) The essential selection criteria:

The applicant, a unique non-profit organization that has technical expertise on road safety in Turkey and part of an international network, is financially and operationally capable to carry out the activities and deliver the results under the direct grant award. The actions foreseen are relevant, effective and feasible, sustainable and cost-effective.

f) Indicative amount of the grant:

Estimated budget for the direct grant contract is € 650.000 for 2 years. Embarq Turkey may be requested to co-finance and facilitate complementary activities to be envisaged by possible contract.

g) Maximum rate of EU co-financing: 85%

h) Indicative date for signing the grant agreement: 2015

2. Direct Grant Award – Technical Assistance for Intermodality and Modal Shift (Activity 1.4)

a) Objectives and foreseen results

The EU and the MoTMC may benefit from timely comments, recommendations and technical expertise from the WB (i) during masterplan (national and/or logistics) preparation and implementation processes (ii) for identification of new intermodal terminal and rail connections to ports/intermodal terminals and technical preparation of relevant actions (iii) for benchmarking with the performance of similar/neighbouring countries' logistic systems, identifying best practices, supporting administrative capacity building and preparing forward looking action plans and institutional/regulatory reform plans especially for combined and rail transport.

b) Justification for the use of an exception to calls for proposals:

As a long term partner of the EU and Turkey, the World Bank is well placed to formulate state of the art technical, institutional and organizational recommendations, catalysing successful experiences and best practices on modal shift including intermodal solutions and railways reform from various countries and regions. In addition to its global experience, the WB has particular experience in the EU new member states in making recommendations on logistics performance and rail reform. Through its own staff or consultants, the Bank is well positioned to secure higher quality outputs, involving innovative institutional arrangements and technical assistance for transport and logistics master plans, associating private sector participation, promoting green growth, managing social and environmental safeguards, throughout effective procurement processes.

c) The name of the beneficiary: The World Bank

d) Where applicable: The eligibility criteria: N.A.

e) The essential selection criteria:

The World Bank has had a long-standing engagement in the transport sector, working closely with MoTMC and TCDD in promoting sector innovations and facilitating needed investments. MoTMC's strategy of advancing the rail sector modernization process and promoting intermodal solutions in country's transport system is an ideal juncture to collaborate on the challenges ahead. The World Bank team brings an intimate working relationship with client agencies in Turkey, real-time experience on the ground, a practical approach to dealing with key challenges and global experience in promoting important development outcomes. Leveraging this experience and building on ongoing policy dialogue would enable the Bank team to engage immediately in providing technical assistance to the MoTMC and other relevant stakeholders.

The applicant is financially and operationally capable to carry out the activities and deliver the results under the direct grant award. The actions foreseen are relevant, effective and feasible, sustainable, and cost-effective.

f) Indicative amount of the grant:

Estimated budget for the direct grant contract is €450.000 for 2 years.

g) Maximum rate of EU co-financing:

Full EU financing to be decided by the AOSD. The World Bank may be requested to create complementary financing to the activities that are envisaged under the possible contract.

h) Indicative date for signing the grant agreement: 2015

3. Direct Grant Award – Technical Assistance for ITS Strategy and Other ITS Measures (Activity 2.1)

a) Objectives and foreseen results:

The World Bank would provide support for the implementation and further detailing of the National Strategy for ITS, such as providing technical and institutional support to the Ministry in implementing the National Strategy for ITS (currently in draft form and to be approved), as an objective reviewer and advisor and assistance for administrative capacity building. As such a team of senior specialists of the World Bank and other international senior consultants with extensive experience in developing ITS architecture in Europe, the U.S. and Asia would be mobilized.

The Ministry will have and own a clear implementation road map that is not biased towards any proprietary technologies and fits the interest and priorities of the Government. High-priority ITS investments would be identified for further development.

b) Justification for the use of an exception to calls for proposals:

ITS is in high demand across fast growing cities and quickly evolving with technological changes. To meet this challenge, the World Bank has on staff a group of dedicated specialists with extensive experience on ITS. It has developed an ITS Toolkit that combines global experience and know-how, capturing latest trends and disseminated widely for all client countries that plan to introduce ITS in a systematic and economically feasible manner. Structured in four parts, it supports clients in overall guidance, transport functions, ITS applications, ITS technologies and builds upon specific case studies, including one in Izmir, Turkey. Combining this global knowledge with customized training programs, real-time visits to field locations and side-by-side collaboration with Turkish technical specialists at MoTMC, the World Bank is well placed to support and deepen the SOP activities under the ITS component.

At the level of a national strategy, ITS is not merely about technologies but about institutional set-up, policies and regulatory framework, which together create an enabling environment for effective deployment by local governments and private sector. As a long term partner of the European Union and Turkey, the World Bank is well placed to formulate state-of-the-art technical, institutional and organizational recommendations, catalyzing successful experiences and best practices from various countries and regions. The World Bank also acts as an honest broker, as it is not tied to any proprietary technologies or techniques, and would recommend the most suitable solutions—economically, socially and environmentally—in the interest of the public. In intelligent transport systems, the World Bank has gained solid global experience in setting out the institutional foundations for successful implementation, and has provided financial support to design and implement a variety of small and large scale projects. Working closely with several new EU member states, the World Bank also has experience in advising governments on the EU requirements on interoperability with the European system.

In sum, through its own staff or consultants, the Bank is well positioned to secure higher quality outputs, involving innovative institutional arrangements, associating private sector participations, promoting green growth, managing social and environmental safeguards, throughout effective procurement processes.

c) The name of the beneficiary: the World Bank

d) Where applicable: The eligibility criteria: N/A

e) The essential selection criteria:

Being engaged in all transport subsectors world-wide, not only in providing investment financing, but also focusing on the software aspects of the transport sector such as sector policies, institutional reforms, capacity building and technical peer reviews, the World Bank can provide a unique combination of global experience, wide-ranging expertise, and extensive experience and exposure to European policies and standards. This holistic capacity to address systematically the broad dimensions of the transport sector, combined with its dedicated presence in Turkey with an office of 20 professionals and technical specialists, uniquely enable it to provide real-time responses under complex assignments.

The applicant is financially and operationally capable to carry out the activities and deliver the results under the direct grant award. The actions foreseen are relevant, effective and feasible, sustainable and cost-effective.

f) Indicative amount of the grant: € 450.000 for 1 year

g) Maximum rate of EU co-financing: chose one of the following options:

The grant will be full EU financing to be decided by the AOSD. The WB may be requested create complementary financing to the activities be envisaged by the possible contract.

h) Indicative date for signing the grant agreement: 2015

4. Direct Grant Award – Technical Assistance for Accessible Transport (Activity 3.1)

a) Objectives and foreseen results:

Establishing cooperation between the Embarq Turkey and the MoTMC in order to assist related ministries/institutions for improving accessibility of transport services.

b) Justification for the use of an exception to calls for proposals: Article 190 (1)(f) of RAP

With its broad experience and expertise as explained under section 1, the Embarq is well placed to support this activity of the SOP.

Embarq Turkey is a member of Embarq network which is the World Resources Institute (WRI) signature initiative for sustainable transport and urban development, operating through a global network of centers in Brazil, China, India, Mexico, and Turkey. EMBARQ has built its global recognition on its local experience, helping to improve quality of life in cities worldwide. Accordingly, EMBARQ Turkey collaborates with central and local transport authorities in Turkey to reduce air pollution, improve public health, and create safe, accessible and attractive urban transport and public spaces. Embarq Turkey draws its knowledge from Embarq Network's interdisciplinary team of local and international experts. On the transport and planning side, Embarq has a cadre of transport and urban planners, geographers and architects.

Embarq Turkey conducted accessibility analysis for the Bus Rapid Transit (BRT) system in Istanbul and wrote a comprehensive report entitled 'Accessible City Istanbul - Public Spaces and Public Life'. Embarq Turkey provides technical assistance to both local and national institutions in the areas of accessibility and integrated urban mobility.

c) Name of the Beneficiary: Embarq Turkey

d) (Where applicable) The eligibility criteria: N.A.

e) The essential selection criteria:

The applicant, a unique non-profit organization that has technical expertise on road safety in Turkey and part of an international network, is financially and operationally capable to carry out the activities and deliver the results under the direct grant award. The actions foreseen are relevant, effective and feasible, sustainable and cost-effective.

f) Indicative amount of the grant:

Estimated budget for the direct contract is € 350.000 for 2 years. Embarq Turkey may be requested to co-finance and facilitate complementary activities to be envisaged by possible contract.

g) Maximum rate of EU co-financing: 85%

h) Indicative date for signing the grant agreement: 2015

5. Direct Grant Award – Technical Assistance for Urban Transport (Activity 3.2)

a) Objectives and foreseen results:

The WB would review the existing policies and institutional arrangements concerning urban transport and the state of urban transport systems in selected Turkish cities, recommend on the improvement of public transport, assess public transport infrastructure investment needs, carry out benchmarking of international best practices and support administrative capacity building. Additionally, it will assist cities in developing Sustainable Urban Mobility Plans and identifying high-priority investments, and promote the outcome of this exercise as a demonstration for other Turkish cities.

b) Justification for the use of an exception to calls for proposals: Article 190 (1)(f) of RAP

The World Bank's global reach in providing urban transport financing and advisory services ranges broadly from major cities in Russia (St. Petersburg), Romania (Bucharest), Ukraine (Kiev), to Poland, to Nigeria, China, India, Vietnam, Brazil, Mexico, Argentina, Chile and Colombia. In these engagements, the World Bank has supported clients, both at national and sub-national (municipal/provincial) level, facing a variety of challenges. Types of support by the World Bank on urban transport include: implementation of key legal/regulatory reforms, strengthening of transport planning capabilities, identification and implementation of cost-effective and high-priority investments, strategic introduction of cutting-edge technology solutions that fit individual client's needs, advices on innovative financing solutions in developing mass transit systems including PPP, improvement of operational efficiency and integration of the existing systems, and ultimately, enhancement of long-term social and environmental sustainability of urban mobility. The Bank has several senior specialists in the sector, with extensive experience in transforming the way in which urban transport systems are planned and developed, in cities with varying developmental challenges.

The World Bank has also acted as the generator and facilitator of global knowledge on sustainable urban mobility and has engaged with EU counterparts in mainstreaming this approach to urban transport planning in Turkey. "Leaders in Urban Transport Planning Program" is WB's flagship global training program for urban transport practitioners, which started in the beginning of 2012 and continues to offer intensive training programs in cities such as Singapore, Marseille, Beijing, Seoul, Buenos Aires, Mexico City, and Dubai to date. Additionally, the Bank has developed a framework for global benchmarking of conditions and performance of urban transport systems, in which data from more than 500 cities have been compiled. By being part of this global framework, Turkish cities would have access to comparative benchmarking data, learning from the experiences of many other cities and at the same time would be able to share their own experience with their peers and followers.

The World Bank, with its broad global experience and cooperation with cities all over the world, is very well placed to provide value added services to implement this component of the SOP.

c) Name of the Beneficiary: the World Bank

d) (Where applicable) The eligibility criteria: N.A.

e) The essential selection criteria:

The World Bank has carried out a review of key urban transport policy issues in its report – The Urbanization Review – Why Transport Matters in 2013. The report signals the World Bank's deep commitment to working with Turkey and MOTMC policy makers in particular in addressing rapidly growing urban transport planning challenges. Drawing on this existing core knowledge of the sub-sector, this activity could quickly engage on critical policy and institutional areas for analysis and strengthening.

The applicant is financially and operationally capable to carry out the activities and deliver the results under the direct grant award. The actions foreseen are relevant, effective and feasible, sustainable and cost-effective.

f) Indicative amount of the grant:

Estimated budget for the direct grant contract is € 900.000 for 2 years. The WB may be requested to co-finance and facilitate complementary activities to be envisaged by possible contract.

g) Maximum rate of EU co-financing: 85%

h) Indicative date for signing the grant agreement: 2015

ANNEX II - STAKEHOLDERS PARTICIPATING IN THE PREPARATION OF THE SOPT

- Ministry of Family and Social Policies
- Ministry of EU Affairs
- Ministry of Economy
- Ministry of Science, Industry and Technology
- Ministry of Environment and Urbanisation
- Ministry of Customs and Trade
- Ministry of Interior
- Ministry of Development
- Ministry of Health
- Delegation of EU to Turkey
- Undersecretariat of Treasury
- Higher Education Council
- General Command of Gendarmerie
- Turkish Statistical Institute
- DG Road Transport Regulation
- DG Railway Regulation
- DG Maritime and Inland Waters Regulation
- DG Transport of Dangerous Goods and Combined Transport Regulation
- DG Merchant Marine
- DG Shipyards and Coastal Facilities
- DG Communications
- DG Aeronautics and Space Technologies
- DG Infrastructure Investments
- Strategy Development Department
- DG Highways
- DG Civil Aviation
- DG Coastal Safety
- General Directorate of State Airports Authority
- TURKSAT
- Union of Municipalities of Turkey
- The Union of Chambers and Commodity Exchanges of Turkey
- Accident Investigation Board
- Information and Communications Technologies Authority
- Association of Rail Transport Systems and Industrialists
- Association of Traffic Victims
- Association of Turkish Travel Agencies
- Turk Loydu Foundation
- Energy Efficiency Association
- Turkish Shipbuilders' Association
- Cyclists' Association
- Coacher Federation of Turkey
- Association of International Forwarding and Logistics Service Providers
- World Bank
- Federation of Handicapped People of Turkey

- World Association of Old Age
- Railway Transport Association
- Economic Development Foundation
- Chamber of Shipping
- International Transporters Association
- European Investment Bank
- Embarq Turkey, Sustainable Transportation Association
- Turkish Private Aviation Enterprises Association
- Universities