

**THE REPUBLIC OF TURKEY
BAHCESEHIR UNIVERSITY**

**INSTRUMENT FOR PRE-ACCESSION
ASSISTANCE, A SAMPLE PROJECT:
IMPLEMENTATION OF THE EUROPEAN
UNION STANDARDS IN THE
KÜÇÜKÇEKMECE RETAIL FISH MARKET**

Master's Thesis

ESRA KARAMANLI

ISTANBUL, 2013

**THE REPUBLIC OF TURKEY
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**GRADUATE SCHOOL OF SOCIAL SCIENCES
EUROPEAN UNION AFFAIRS MASTER'S PROGRAM**

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Esra KARAMANLI
Istanbul, 2013

ÖZET

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Esra KARAMANLI

AVRUPA BİRLİĞİ İLİŞKİLERİ YÜKSEK LİSANS PROGRAMI

Tez Danışmanı: Doç. Dr. Cengiz AKTAR

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Avrupa Birliği (AB) ve Türkiye ilişkileri yarım asrı kapsayacak kadar uzun bir yol kat etmiştir. Bu yolda ilerlerken AB aday ülkelere belirli oranlarda mali destek sağlamaktadır. Instrument for Pre-accession Assistance bu amaçla geliştirilmiştir. AB'nin Türkiye'ye ve diğer aday ülkelere mali yardım yapmaktaki amacı ülkelerin mevcut hukuksal ve idari altyapılarının AB standartlarına yakınlaştırılmasıdır.

Bu çalışmanın hazırlanmasındaki amacı öncelikle IPA Programı olmak üzere, diğer katılım öncesi mali araçlara ışık tutmak böylelikle AB ile sürdürülmekte olan ilişkilere katkıda bulunmaktadır.

Çalışmanın ikinci bölümünde proje incelemesi yapılmıştır. “Küçükçekmece Perakende Balık Pazarında AB Standartlarının Uygulanması Projesi” IPA Programına başarılı bir örnek teşkil ettiği düşünülerek incelenmiştir. Proje sahipleriyle görüşülerek projeye ilgili detay bilgiler alınarak bu bilgiler genel IPA çerçevesiyle birleştirilmeye çalışılmıştır.

Anahtar Kelimeler: IPA, Küçükçekmece, AB, Mali Yardım, Türkiye

ABSTRACT

INSTRUMENT FOR PRE-ACCESSION ASSISTANCE A SAMPLE PROJECT:
IMPLEMENTATION OF THE EUROPEAN UNION STANDARDS IN THE
KÜÇÜKÇEKMECE RETAIL FISH MARKET

Esra KARAMANLI

EUROPEAN UNION AFFAIRS MASTER'S PROGRAM

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The relation between the European Union (EU) and Turkey has been a long journey which lasts nearly a half century. In this accession journey, the EU provides financial assistance for the candidate countries. For this reason, The Instrument for Pre-Accession Assistance (IPA) has been established and adopted to offer assistance to countries engaged in the accession process to the European Union (EU) for the period 2007-2013. The reason lying behind the fact that the EU provides Turkey and other candidate countries with financial assistance are to create a parallelism between the present legal and administrative infrastructures of these countries and the EU standards.

In this regard, this study aims for shedding light on IPA and other financial instruments provided in advance of accession and thus making great and crucial contributions to the relation with the EU.

In the second part of this study, a project analysis will be presented. "Implementation of the EU Standards in the Küçükçekmece Retail Fish Market Project" has been studied and examined as it is considered to serve as a successful model. Important interviews and meetings have been organized and detailed information has been gathered accordingly; then these data have been evaluated within the framework of general IPA.

Key Words: IPA, Küçükçekmece, EU, Instrument for Pre-Accession Assistance, Turkey

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1. INTRODUCTION

This study includes two parts and one conclusion. In the first part, Instrument for Pre-Accession Assistance-IPA and other types of financial assistance provided by the EU on the eve of IPA will be delved into. In this part, answers and explanations will be presented in a detailed way for the questions such as what the financial assistance is, why the EU offers financial assistance, how the IPA is applied, what components of IPA are there, what kinds of instruments for financial assistance are there before the application of IPA and for which reason the EU adopts and carries out IPA.

In the second part of this study, “Implementation of the EU Standards in the Küçükçekmece Retail Fish Market Project” which has been conducted in Turkey as a prosperous IPA Project will be scrutinized. The significance of this project and reason to be studied here are lying behind the fact that this is the first project which has been carried out to be able to comply with the EU legislation in the field of fishing industry in Turkey. The information given in the first part will be clarified as the analysis of this project is presented.

2. THE EU'S FINANCIAL ASSISTANCE AND IDEA OF IPA

By implementing the Marshall Plan, The United States began to provide foreign assistance and gave economic support for Europe after the end of the Second World War. In this respect, it is easy to state that The United States of America played a crucial role in European Integration Process by offering financial assistance.¹

In today's world, the European Union provides its partners with financial assistance that supports national budgets, funding for regional integration and micro financial initiatives and this economic support offered by EU can be observed both at the macro and micro economical levels.

Financial assistance provided by EU can be used to help keeping the developing economies afloat or to enable the countries to make reforms so as to offer job opportunities, create working areas, increase employment opportunities and etc. At the macro-economic level, the European Commission undertakes macroeconomic analysis to promote economic development, and provides budget support to help underwrite macroeconomic stability in eligible countries. Also EU aims to increase the developing countries' domestic revenues with stronger tax systems.²

EU's financial assistance has a long history which has its roots in the EU's founding treaties. The reasons lying behind the financial assistance EU provides can be analyzed under four titles:

- a) Financing of common policies
- b) The principle of solidarity
- c) Difficulty in providing the candidate countries' compliance with the Union
- d) Improving relations with countries outside the Union

¹ Halil Karataş, Avrupa Birliği Katılım Öncesi Mali Yardımları (Yüksek Lisans Tezi)

² http://ec.europa.eu/europeaid/what/economic-support/index_en.htm

In order to support candidate and potential candidate countries towards full accession and prepare them for the efficient utilization of structural funds that will be used after membership, the European Union has effectuated the Instrument for Pre-Accession Assistance (IPA) for 2007 - 2013 period, by adopting the Council Regulation Establishing an Instrument for Pre-Accession Assistance (No. 1085/2006) and the Implementing Council Regulation Establishing an Instrument for Pre-Accession Assistance (No. 718/2007, modified with the Implementing Regulation No. 80/2010).

As of January 1st 2007, the programs; Poland and Hungary Action for Restructuring of Economy Programme (PHARE), Special Accession Program for Agricultural and Rural Development (SAPARD), Structural Policies for Pre-Accession (ISPA), restructuring in the Western Balkans, Community Assistance for Development and Stability (CARDS), financial Instrument for Pre-Accession for Turkey have been repealed.³

The main goal of the EU financial assistance is to enhance candidate countries' institutional capacities, their quality of legislation, their quality of implementation of the legislation so as to make it possible to integrate them easily to common policies (like social policies, development, rural policies).

The mechanisms of financial assistance that EU provides for candidate and potential candidate countries are consolidated into a single instrument, which is called **Instrument for Pre-Accession Assistance (IPA)**⁴ which is a mechanism that has the aim of supporting the candidate countries financially.⁵

Croatia⁶, Republic of Macedonia, Montenegro, Turkey and Iceland are candidate countries. Albania, Bosnia & Herzegovina, Serbia, Kosovo are potential candidate countries as the beneficiaries of IPA mechanism. Although 2,256 Billion Euros were allocated to Turkey for 2007-2010 period and 4,9 Billion for 2007-2013 period, in comparison with the population, the fund allocated to Turkey cannot be considered sufficient but Turkey is trying to utilize these funds by exerting maximum effort. For

³ Halil Karataş, Avrupa Birliği Katılım Öncesi Mali Yardımları (Yüksek Lisans Tezi)

⁴ <http://www.abgs.gov.tr/index.php>

⁵ COMMISSION IMPLEMENTING DECISION of 28.6.2011 adopting a Multi-annual Indicative Planning Document (MIPD) 2011-2013 for Turkey

⁶ This country will become the 28th member state of the European Union on 1 July 2013.

2007-2013 period, EU fund provided to Turkey under IPA is €67 *per capita* which is €172 for Bosnia & Herzegovina and €377 for Montenegro.⁷

Another key feature of the pre-accession financial assistance is to enable the countries to take advantage of Structural Funds and the Cohesion Fund even after full membership. The pre-accession financial assistance is provided as grants that can be regarded as pre-accession assistance budget. It is important to mention that grants cannot be offered as direct cash assistance but both the European Commission and the member country use these grants to provide financial support for chosen projects and programs. Candidate countries are also beneficiaries of the Community programs so as to accommodate *acquis* and to cooperate with the member countries in many areas like education, consumer protection, taxation, entrepreneurship.⁸

IPA aims to prepare candidate countries to use loans and provide coordination and cooperation among them even after full membership.⁹

2.1. FINANCIAL ASSISTANCE PRIOR TO IPA

As mentioned before, Instrument for pre-accession assistance is an instrument to prepare the candidate countries for membership. Pre-accession financial assistance prepares the ground to take advantage of member countries from Structural Funds and the Cohesion Fund for the financing of structural expenditure. Instruments for pre-accession assistance both prepare the member country for full membership and provide effective management and use of funds even after membership.

Since 2007, all pre-accession financial instruments have been removed and the IPA was created as a new financial instrument. During the period 2000-2006 financial assistance from the European Communities to the candidate countries of Central and Eastern Europe will be provided through three instruments: the Phare programme (Council Regulation 3906/89), ISPA (Council Regulation 1267/99) and Sapard (Council Regulation 1268/99). The ten countries that have applied to become members of the EU are: Bulgaria, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland,

⁷ <http://www.abgs.gov.tr/index.php>

⁸ Halil Karataş, Avrupa Birliği Katılım Öncesi Mali Yardımları (Yüksek Lisans Tezi)

⁹ <http://kosgeb.gov.tr/Pages/UI/UluslarArasiIliskiler.aspx?refIn=45>

Romania, Slovakia and Slovenia. In the year 2000 two new financial pre-accession instruments came into effect: ISPA and Sapard. The overall pre-accession assistance is € 3 billion per year (1997 figures) during the 2000-2006 period, half of which is allocated to Phare. The final appropriations for 2001 are € 540 million for Sapard, 1,080 million for ISPA, and 1,620 for Phare, amounting to an overall budget of 3,240 million.¹⁰

In addition to these, MEDA was launched with the **Council Regulation (EC) No 1488/96 of 23 July 1996** to help Mediterranean non-member countries reform their economic and social structures and reduce the social and environmental consequences of economic development. It enables to provide financial and technical assistance to the countries in the southern Mediterranean: Algeria, Cyprus, Egypt, Israel, Jordan, Lebanon, Malta, Morocco, the Palestinian Territory, Syria, Tunisia and Turkey.¹¹

2.1.1. PHARE

The Phare programme is one of the pre-accession instruments, which was financed by the European Union to assist the applicant countries of Central and Eastern Europe in their preparations for joining the European Union. PHARE was originally created in 1989 to assist Poland and Hungary, the PHARE programme currently covers 10 countries: 8 new Member States: the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia, as well as Bulgaria and Romania, assisting them in a period of massive economic restructuring and political change. Until 2000 the countries of the Western Balkans (Albania, Bosnia-Herzegovina and the former Yugoslav Republic of Macedonia) were also beneficiaries of Phare. However, as of 2001 the CARDS programme (Community Assistance for Reconstruction, Development and Stability in the Balkans) has provided financial assistance to these countries.¹²

¹⁰ European Commission, **The Enlargement Process and The Three Pre-Accession Instruments: PHARE, ISPA, SAPARD**, February 2002, p. 7, (Online)
http://ec.europa.eu/enlargement/pdf/financial_assistance/phare/phare_ispa_sapard_en.pdf, 14 Ocak 2010.

¹¹http://europa.eu/legislation_summaries/external_relations/relations_with_third_countries/mediterranean_partner_countries/r15006_en.htm

¹² http://ec.europa.eu/bulgaria/finance_business/pre-accession/phare-programme_en.htm

The aim of Phare Programme is to assist the candidate countries of central Europe in their preparations for joining the European Union. The Phare focuses on two main priorities: Institution Building and *acquis*-related Investment.

The first priority, Institution Building, accounting for some 30 percent of the budget, is to help the candidate countries to develop the structures, strategies, human resources and management skills needed to strengthen their economic, social, regulatory and administrative capacity. With EU support, the vast body of Member States' expertise is made available to the candidate countries, through the long-term secondment of civil servants and accompanying expert missions, in order to support them for their efforts to adopt and implement the *acquis*. The aim of this can be stated as that the Commission identifies lacunae in the administration in the candidate countries. The candidate country is asked to come up with a concrete project to reform the administration and then the Commission asks the Member States to mobilise experts, preaccession advisers, in order to help the candidate countries to reform its administration.

The second priority, *acquis*-related Investment accounts for 70% percent of the budget consists of two major types of activities:

1. Co-financing of investment to strengthen the regulatory infrastructure needed to ensure compliance with the *acquis*. Putting the food safety structure in place, making frontiers secure, procuring testing and measuring equipment related to the internal market, or for laboratories and control equipment in the field of consumer protection are some of them.
2. Co-financing of investment in economic and social cohesion, initiated in Phare 2000 programmes, through the European Regional Development Fund (ERDF) and the European Social Fund (ESF). This will promote the functioning of the market economy and the capacity to cope with competitive pressure and market forces within the EU.

In 1997, important reforms were introduced to make Phare operate in a more efficient and more focused way. The 1997 reforms were fundamental and the traces of their full impact can only be seen in today. They established the structures and procedures in the countries which will constitute the basis for further development which is needed for

sound and efficient management of pre-accession assistance and the Structural Funds after accession. From 2000, Phare's management methods were revamped with a view to: concentrating on projects on the acquis implementation priorities programmed by the accession partnerships; improving budgetary implementation; increasing the size of projects; continuing the decentralization of management to the recipient countries.

2.1.1.1. Budget

Phare's assistance generally takes the form of grants rather than loans. The assistance is granted by the Community, either independently or in the form of co-financing with the Member States, the European Investment Bank, third countries or other bodies in the recipient countries themselves.

2.1.1.2. Countries / 2001 Allocation (MEUR) ¹³

Bulgaria / € 153,3

Czech Republic / € 84,4

Estonia / € 24,4

Hungary / € 108,8

Latvia / € 34,0

Lithuania / € 67,6

Poland / € 451,0

Romania / € 298,7

Slovakia / € 75,5

Slovenia / € 28,3

Total / € 1326,0

To sum up, PHARE was mainly created to strengthen public administrations and institutions to function effectively within the European Union. Also, for the sake of promoting convergence with the European Union's extensive legislation (the *acquis communautaire*) and reducing the need for transition periods and promoting Economic

¹³ http://ec.europa.eu/enlargement/pdf/financial_assistance/phare/phare_ispa_sapard_en.pdf

and Social Cohesion,¹⁴ Phare was seen as a bridge between the candidate countries and the members about *acquis* and preparation for structural funds.

2.2. ISPA (Instrument for Structural Policies for Pre-Accession)

The “Instrument for Structural Policies for Pre-accession” (ISPA) which is replaced by the instrument for pre-accession assistance (IPA) for the period 2007-2013) provides financial support for investment in the areas of environment and transport for a period of seven years (2000-2006). The budget is foreseen approximately about € 7 billion for 2000 to 2006. ISPA is regulated with Council Regulation (EC) No 1267/1999 of 21 June 1999 establishing an Instrument for Structural Policies for Pre-accession.

2.2.1. ISPA’s Objectives

The objectives of ISPA projects have their origin mostly in the Accession Partnerships, the National Programme for the Adoption of the *acquis*, the National Development Programmes, the Regular Reports and the National ISPA Strategies for Environment and Transport sectors. ISPA contributes funding to the development of railways, roads, waterways/ports and airport infrastructure. The assistance of environment infrastructure concentrates on the “investment heavy” directives, which concern:

- a) Drinking water
- b) Treatment of wastewater
- c) Solid-waste management
- d) Air pollution

A small part of ISPA budget is used to fund preparatory studies and technical assistance for project preparation and project management.

2.2.1.1. Budget

The total resources for ISPA amount to € 1080 million (at 2001 prices) per year. These figures are adjusted for inflation on a yearly basis. The Commission, using the same criteria as the ones used for the Cohesion Fund, has decided the allocation of ISPA

¹⁴ http://ec.europa.eu/enlargement/how-does-it-work/financial-assistance/ispa_en.htm

resources among the recipient countries on the basis of population, per capita GDP (in purchasing power parity terms) and land surface area. The ISPA Regulation specifies the need to strike a balance between measures in the fields of environment and transport, and as a consequence the Commission has succeeded in having a 50/50 split in the budget between transport and environment even though it is not a legal requirement. ISPA can finance only up to 75% of project cost.

2.2.1.2. Project preparation

Project preparation has required technical assistance funds to be used in the framework of the Phare Programme to prepare the first round of projects. Project ideas can come from everywhere but must be proposed through the formal ISPA application form and must be proposed to the National ISPA Co-coordinator in the candidate country. The National ISPA coordinator submits the proposal directly to the Commission. The appraisal criteria are the conformity with priority objectives, economic feasibility, financial engineering (rate of assistance) and institutional capacity. The proposal is then submitted to the ISPA Management Committee, which is a Committee composed of Member States officials. The Commission decides on the basis of the Committee's opinion and the Financing Memorandum is prepared for signature by the Commission and by the beneficiary countries. After which the implementation of the project starts.

The minimum size of investment is € 5 million. Generally, the project size is significant: € 6 to € 100 million for environmental projects and € 6 to € 300 million for transport project. ISPA finances technical assistance during the whole project cycle: project preparation, project management and supervision.

There are three types of contracts under the ISPA Programme: service, works and supply contracts. There are no grants. Service contracts have essential supervision and management functions during the implementation of the projects. Supply contracts are common in the transport sector. Works contracts are likely to be the majority of contracts under the ISPA Programme.

2.3. SAPARD (Special Accession Programme for Agriculture and Rural Development)

Sapard is a Community framework for supporting sustainable agricultural and rural development in the central and eastern European applicant countries (CEECs) during the 2000-2006 pre-accession process. Sapard is designed to solve problems affecting the long-term adjustment of the agricultural sector and rural areas and to help implement the *acquis communautaire* in matters of the common agricultural policy and related policies. It is implemented with the Council Regulation (EC) No 1268/99 of 21 June 1999 on Community support for pre-accession measures for agriculture and rural development in the applicant countries of central and Eastern Europe in the pre-accession period. The Regulation is for Community support for pre-accession measures for agriculture and rural development in the 10 applicant countries of Central and Eastern Europe in the pre-accession period. It predicts that assistance provided under Sapard has to be granted in the form of a financial contribution that is subject to financial rules reflecting those established for the financing of the Common Agricultural Policy set out in regulation 1258/1999. The legal basis for decentralisation is the Co-ordination regulation (1266/1999), which allows transfer of management tasks¹⁵. The Instrument has replaced Sapard and the other 2000-2006 pre-accession instruments for the period 2007-2013 for Pre-Accession Assistance IPA, which is instrument for assisting the candidate countries and the potential candidate countries of the Western Balkans.¹⁶

Sapard aims to support the efforts made by the candidate countries to prepare for their participation in the Common Agricultural Policy and the Single Market. Its objectives are:

- a) to help solving specific problems in agriculture and rural development;
- b) to contribute to the implementation of the *acquis communautaire* (the whole body of Community legislation) concerning the CAP and other agricultural priorities.

¹⁵ http://ec.europa.eu/enlargement/pdf/financial_assistance/phare/phare_ispa_sapard_en.pdf

¹⁶ http://europa.eu/legislation_summaries/agriculture/enlargement/160023_en.htm

- c) The Council, determined that pre-accession aid for agriculture should be applied to priority areas to be defined for each country. It specified that support under Sapard should relate to one or more of the 15 measures:
- d) investments in agricultural holdings,
- e) improving the processing and marketing of agricultural and fishery products,
- f) improving the structures for quality, veterinary and plant-health controls, for the quality of foodstuff and for consumer protection,
- g) agricultural production methods designed to protect the environment and maintain the countryside,
- h) development and diversification of economic activities, providing for multiple activities and alternative income,
- i) setting up farm relief and farm management services,
- j) setting up producer groups,
- k) renovation and development of villages and the protection and conservation of the rural heritage,
- l) land improvement and re-parcelling,
- m) establishment and updating of land registers,
- n) improvement of vocational training,
- o) development and improvement of rural infrastructure,
- p) agricultural water resources management,
- q) forestry, including afforestation of agricultural areas, investments in forest holdings owned by private forest owners and processing and marketing of forestry products,
- r) technical assistance for the measures covered by regulation, 1268/1999 including studies to assist with the preparation and monitoring of the programme, information and publicity campaigns.

2.3.1. Budget

Sapard funds amount to € 540 million (at 2001 prices) per year. The allocation to each country is based on certain criteria. These include agricultural area, farming population and GDP per capita. The allocations are different between the countries. Poland receives

the largest allocation of € 175 million per year, Slovenia the smallest: € 6.6 million per year.

2.4. CARDS (Community Assistance for the Reconstruction, Development and Stabilization of the Western Balkans)

On the purpose of moving stability and peace within the Union to across borders, the EU aimed dominance of peace and stability in Balkan Countries. In order to accomplish this goal in the year 2000 the "Community Assistance for Reconstruction, Development and Stabilisation" (CARDS) Regulation (with the Council Regulation (EC) No 2666/2000 of 5 December 2000) unified the different legal bases of the European Union assistance to the Western Balkans. In the period from 2000 to 2006 the main objectives of the CARDS programme were: to encourage sustainable and EU compatible reform, to consolidate stability and to bring the region closer to the European Union. Another objective of CARDS was to increase the responsibility of the Western Balkan countries in relation to the Stabilisation and Association process. The CARDS programme had a budget allocation of more than 5 000 million euros. CARDS was one of the EU assistance programs which is replaced by the new Instrument for Pre-accession Assistance in the year 2007.

Priority for the EU is to promote stability and peace in the Western Balkans, not only on humanitarian grounds but also because the region's conflicts are at odds with the wider objective of security and prosperity across the continent of Europe. The programmes wider objective is to support the participation of the countries of the Western Balkans (Albania, Bosnia and Herzegovina, Croatia, Serbia and Montenegro, including Kosovo, under United Nations Security Council Resolution 1244/99 of 10 June 1999, and the former Yugoslav Republic of Macedonia) in the Stabilisation and Association Process (SAP)¹⁷.

In Croatia, only programmes and projects that have a regional dimension are eligible for Community assistance. Croatia, which was recognised as a candidate country at the Brussels European Council of 17 and 18 June 2004, therefore benefit from the pre-accession instruments.

¹⁷ http://europa.eu/legislation_summaries/enlargement/western_balkans/r18002_en.htm

The objective of the CARDS programme covers these objectives:

- a) Reconstruction;
- b) Stabilization of the region;
- c) Aid for the return of refugees and displaced persons;
- d) Support for democracy, the rule of law, human and minority rights, civil society, independent media and the fight against organized crime;
- e) The development of a sustainable market-oriented economy;
- f) Poverty reduction, gender equality, education and training, and environmental rehabilitation;
- g) Regional, transnational, international and interregional cooperation between the recipient countries and the Union and other countries of the region.

Participation by countries which are recipients under the TACIS and MEDA programmes may also be authorised by the Commission. The CARDS budget for the 2000-2006 period totals EUR 4.65 billion. Community assistance takes the form of investment and institution building programmes.

2.5. MEDA PROGRAMME

To implement the cooperation measures designed to help the Mediterranean non-member countries reform their economic and social structures and mitigate the social and environmental consequences of economic development MEDA programme was created with the Council Regulation (EC) No 1488/96 of 23 July 1996. MEDA is the main financial instrument of the Euro-Mediterranean partnership. MEDA comes from Mesures'Accompagnement (French for accompanying measures). The programme's regional dimension deals with problems common to Mediterranean Partners and emphasises the Partners' complementary nature. The MEDA programme provides financial assistance to the Union's Mediterranean policy as defined in the Barcelona Declaration of 1995. The main aims are: to support economic transition, to develop

better socio-economic balance, to support regional integration and to gradually create a euro-Mediterranean free trade area.¹⁸

MEDA was launched in 1996 (MEDA I) and amended in 2000 (MEDA II). It enables the European Union (EU) to provide financial and technical assistance to the countries in the southern Mediterranean: Algeria, Cyprus, Egypt, Israel, Jordan, Lebanon, Malta, Morocco, the Palestinian Territory, Syria, Tunisia and Turkey. It is inspired by the Phare and TACIS programmes, especially as regards transparency and information. A budget heading is established for financing the programme.

MEDA programme aims to fulfil the objectives of the three sectors of the Euro-Mediterranean partnership:

- a) Reinforcing political stability and democracy;
- b) Creating a Euro-Mediterranean free trade area and the development of economic and social cooperation;
- c) Taking due account of the human and cultural dimension.

The MEDA programme supports the economic transition of Mediterranean non-member countries (MNCs) and the establishment of a Euro-Mediterranean free trade area:

- a) Support for small and medium-sized enterprises (SMEs) and job creation;
- b) The opening-up of markets;
- c) Promotion of private investment, industrial cooperation and trade between the various partners;
- d) Upgrading of economic infrastructure, including the financial and taxation systems;
- e) Consolidation of the major financial balances and creation of an economic environment favorable to accelerated growth (support for structural adjustment).

The MEDA programme also supports **sustainable socio-economic development**, in particular through:

¹⁸ <http://www.emwis.org/overview/fol101997/fol221357>

- a) The participation of civil society and populations in the planning and implementation of development measures;
- b) The improvement of social services (education, health, housing, water, etc.);
- c) Harmonious and integrated rural development, including agricultural development;
- d) The strengthening of democracy, human rights and the rule of law;
- e) The protection and improvement of the environment;
- f) The upgrading of economic infrastructure, especially in the sectors of transport, energy and the information society;
- g) The promotion of youth exchanges and cultural cooperation;
- h) The development of human resources (vocational training, improvement of scientific and technological research).

MEDA supports regional, sub-regional and cross-border cooperation, in particular through:

- a) The establishment and development of structures for regional cooperation among Mediterranean partners, the EU and its Member States;
- b) The establishment of the infrastructure necessary for regional trade in the areas of transport, communications and energy;
- c) Exchanges between civil society in the Community and the Mediterranean partners within the framework of decentralized cooperation through the networking of civil society actors (universities, local communities, associations, trade unions, the media, private business, non-governmental organizations, etc.).

According to the MEDA, respect for democracy, the rule of law, human rights and fundamental freedoms is an essential element of the partnership. These measures can be adopted by the Council acting by a qualified majority on a Commission proposal.

2.5.1. Budget

The MEDA II programme was allocated 350 million Euro for the 2000-2006 period. The activities financed under MEDA takes the form of technical assistance, training,

institution-building, information, seminars, studies, projects for investment and action designed to highlight the Community nature of the assistance.¹⁹

2.6. RISING OF IPA

The EU Commission, in 29 September 2004, collected the foreign assistance instruments under the same heading which includes six sub-headings in itself. In this regard, the EU Commission, in terms of 2007-2013 financial perspective, raised and favoured the idea of bringing forth only one financial assistance instrument for the sake of increasing the effectiveness of the EU's financial aid policy towards the countries which are in accession period. The Commission submitted a legislation proposal to the Council of the European Union. And the IPA Legislation numbered 1085/2006 was accepted by the European Council in 17 July 2006. The agreement signed between Turkey and European Council in 11 August 2008 and titled as "The Framework Agreement between the Government of the Republic of Turkey and the Commission of the European Communities on the Rules for Co-Operation Concerning EC-Financial Assistance to the Republic of Turkey in the Framework of the Implementation of the Assistance under the Instrument for Pre-Accession Assistance (IPA)" went into effect after it was published in the Official Gazette.

By this way, IPA Application took the place of pre-accession financial assistance programs such as PHARE, ISPA, SAPARD, which were applied between the years 2000 and 2006, Pre-Accession Financial Assistance program carried out for Turkey and CARDS program which was implemented for Western Balkan Countries.

The only difference between the IPA and Pre-Accession Monetary Cooperation Period which was seen in 2000-2006 is that the former is an application that adopts "programming" approach unlike the latter which is "project"-oriented.²⁰

¹⁹http://europa.eu/legislation_summaries/external_relations/relations_with_third_countries/mediterranean_partner_countries/r15006_en.htm

²⁰http://www2.izmirvdb.gov.tr/down_files/IPA/IPA-KatilimOncesiMaliYardim.pdf

2.7. IPA COMPONENTS

Five different components have been created within the IPA Framework Regulation on the purpose of effectively accomplishing the goals of each candidate. As a result, they will have the right to make use of the same opportunities in terms of political, economic and administrative issues.²¹

For member states and potential candidate countries, five different sub-categories are fallen under the IPA:

1. Supports for Transition and Institution-Building,
2. Cross-Border Cooperation,
3. Regional Development,
4. Human Resources Development,
5. Rural Development.²²

The IPA Programme is designed to improve the effectiveness of programming and distribution process of the European Union financial assistance. The IPA Programme, as well as previously applied financial assistance programs, will support the efforts of candidate and potential candidate countries, the European Union standards, policies, and alignment within the perspective of membership.

With the implementation of the IPA Programme, the main objective is to give particular support to the efforts of the candidate and potential candidate countries in the following fields:

- a) Strengthening of democratic institutions and the implementation of the rule of law
- b) The protection of human rights and fundamental rights and freedoms, respect for minority rights and advancement,
- c) Public administration reform,
- d) Implementation of economic reforms,
- e) Social inclusion,

²¹ Halil Karataş, Avrupa Birliği Katılım Öncesi Mali Yardımları (Yüksek Lisans Tezi)

²² <http://www.ikg.gov.tr/ipaeng.html>

- f) The development of gender equality and prevention of discrimination,
- g) Supporting civil society,
- h) Regional and cross-border co-operation, peace and reconstruction in advance,
- i) Institutional capacity building,
- j) Ensuring sustainable development,
- k) Contributing to reducing the poverty.

In addition to these objectives of the IPA Programme, full alignment of the European Union *acquis* in the candidate countries (acceptance and implementation), and in particular the European Union's common agricultural and cohesion policy to be ready for implementation and management are also other goals that this program pursues.

2.7.1. First Component: Support for Transition and Institution-Building

Under the sub-category of Support for Transition and Institution-Building Component, activities for complying with Copenhagen Criteria and *acquis communautaire* are supported. By means of this assistance, Turkey, as a candidate country, is expected to build the institutional capacity in order to comply with *acquis communautaire* via project-based activities.

It can be seen that in the first years of Instrument for Pre-Accession Assistance, allocation for this field is at the highest amount with 750 million Euros with respect to other components for the period of 2007-2009. The purpose of allocating highest amount to this component is to get quick results for compliance of national legislation with *acquis communautaire* which underlies accession negotiations. For the period of 2007-2013, the responsibility of this component belongs to Secretariat General for EU Affairs.

Institution building also includes programmes which aim to strengthen the institutional capacity for the management of EU funds as well as covering Turkey's participation in Community Programmes:

IPA programmes address to reforms within the judiciary and the public administration in order to improve their implementation and promote EU rules and values. The

awareness about human rights, gender equality and children's rights is being strengthened among conscripts in the Turkish general staff, and social inclusion of vulnerable groups including people with disabilities and women is enhanced.

IPA 2007 and 2008 assistance is a legislation to be adjusted to the EU legislation and is concentrated on areas with a large volume big investments are required. Priority has been given to projects in the area of agriculture, environment, and customs union as well as in the field of justice, freedom and security; where the aim is to establish an integrated border management system and to fight with crime, strengthen border police and forensic medicine.

The EU-Turkey Civil Society Dialogue is continuously promoted, for instance by two IPA 2007 projects amounting to € 11.7 million, aiming to foster the dialogue between Civil Society organizations in Turkey in different fields with their counterparts within the EU. In the 2008 programme intercultural dialogue is supported with € 3.1 million. The overall purpose of the Civil Society Dialogue is to enhance mutual understanding between Turkey and the EU member states on a grass root level and to increase the participation of the civil society in the Turkish EU integration process in a broad sense.

In addition, Turkey is a beneficiary of assistance provided through the IPA Multi-Beneficiary programmes. For instance, it takes part in the Disaster Risk Reduction programme, and the Statistics and the Environment programmes. Turkey is also a beneficiary of the Erasmus Mundus Western Balkan-Turkey Window in the educational field, as well as two Police Cooperation programmes aiming to fight organized and trans-border crime, drug trafficking and strengthening the regional cooperation in these areas.

The objective of the Multi-Beneficiary programmes is to address common needs across several IPA beneficiaries and seek to attain efficiencies and economies in

implementation by providing managed assistance with international organizations rather than implementing the programmes in national level.²³

2.7.2. Second Component: Cross Border Cooperation

IPA 2007 and 2008 programmes support cooperation between Turkey and Bulgaria as well as Turkey's participation in the Black Sea basin Programme under the European Neighbourhood and Partnership Instrument (ENPI). The ENPI Black Sea basin Programme aims to provide economic and social development in the Black Sea; to cooperate against dangers in the environment, public health and organized crime syndicates; to form effective and secure boundaries.

2.7.3. Third Component: Regional Development

The “regional development” component is designed to prepare the countries for the implementation of the Community’s cohesion policy, and in particular for the European Regional Development Fund and the Cohesion Fund.²⁴ Regional Development component aims to prepare candidate countries in the development of policies, investment planning and implementation, with a view to their participation in Community Cohesion policy. To this end, the regional development component covers the two main programme areas covered by the Cohesion Fund - transport and environment - as well as a third area aiming to enhance regional competitiveness and sustainable employment creation, in line with the Community Strategic Guidelines on Cohesion 2007-2013. The latter marks a qualitative evolution from previous period's ISPA assistance. Only candidate countries can benefit from Regional Development Component. This component supports activities related with the European Regional Development Fund and the Cohesion Fund and it is used for the candidate countries' preparations in order to benefit from structural funds.

²³ http://ec.europa.eu/enlargement/instruments/funding-by-country/turkey/index_en.htm

²⁴ http://www.euroresources.org/fileadmin/user_upload/PDF_country_and_Programme_profiles/ec5.pdf

2.7.4. Fourth Component: Human Resources Development

The “human resources development” component concerns the preparation for cohesion policy and the European Social Fund.²⁵ The Human Resources Development component under the IPA instrument will assist Turkey in policy development as well as preparations for the future implementation of the European Social Fund. It supports a single operational programme in three major areas of intervention: employment, education and training as well as social inclusion. These will be implemented by four priority axes, namely attract and retain more people in employment, enhance investment in human capital, increase adaptability of workers and promote an inclusive labour market. The Human Resources Development operational programme was adopted by Commission decision on 7 December 2007 and sets out a Community contribution of € 158.7 million for the years 2007 to 2009. The management of this assistance will be the responsibility of the Turkish authorities.

2.7.5. Fifth Component: Rural Development

The “rural development” component deals with preparation for the common agricultural policy and related policies and for the European Agricultural Fund for Rural Development (EAFRD). IPARD Plan is prepared by each candidate country to be implemented between the period 2007 and 2013. The Ministry of Agriculture, which is the responsible body for this component, determined its primary objective as "contributing to implement *Acquis Communautaire* related with EU Common Agricultural Policy and solving primary problems of candidate countries concerned with agricultural sector and sustainable development of rural regions"

2.8. THE BENEFICIARIES OF IPA

In the period of 2007-2013, 11,468 billion euros will be provided to the candidate and the potential candidate countries as financial assistance within the IPA Programme.

According to the IPA Regulation, the countries will benefit from the financial assistance of two (2) groups:

²⁵ http://www.euroresources.org/fileadmin/user_upload/PDF_country_and_Programme_profiles/ec5.pdf

1. The candidate countries: Croatia, Republic of Macedonia, Montenegro, Turkey and Iceland.
2. The potential candidate countries: Albania, Bosnia-Herzegovina, Kosovo and Serbia.

Distinction between countries that have been defined within the framework of IPA Program, is created by the format of the financial assistance to benefit from the fields.²⁶

Another important reason for this distinction among potential candidate countries in the European Union lies behind the fact that financial assistance management and financial control "central management" are needed.

Management of financial assistance to potential candidate countries, is carried out by the Commission of the European Union which is titled "contracting authority". Because there is not enough administrative and legal capacity in the potential candidate countries to make use of financial assistance and financial control. One of the main objectives of the IPA Programme is to improve the institutional and legal capacities of the potential candidate countries and so switch from a central administration to a decentralized implementation system. In a decentralized implementation system the European Union financial assistance management and control systems are used and established in the beneficiary country and are accredited by the European Union.

2.9. EU'S EXPECTATIONS FROM THE IPA PROJECTS

The monetary cooperation is a crucial issue for the relation between Turkey and EU which has its roots in 1959. The year 1999 in which Turkey was accepted as a candidate country and 3rd of October 2005 when the membership negotiations got started were seen as steps for a new period in terms of monetary cooperation with the EU.

Financial assistance that occurred for 2002-2006 period and started after Turkey became a candidate country and increasing institutional capacity projects for *acquis communautaire* alignment were financed.²⁷

²⁶ : <http://www.ipacevre.gov.tr>

²⁷<http://www.abfonlari.gov.tr/index.php/katilim-oncesi-mali-yardim-araci-ipa/>

The primary objective of the EU in offering the IPA assistance is to make a parallelism between the legislation of the candidate countries and the EU. In this regard, should there be any deficiency, the EU acts as a sponsor for the candidate countries in order to make up the deficiency. The EU provides financial assistance in order that the candidate countries ascertain the application of funds before they became full member and also they are able to act as if they were member countries.

In the IPA project which will be studied in this paper, the adaptation to the EU legislation in fishing industry in Turkey; food security; raising the awareness of consumers and craftsmen have been given particular importance. Besides, a sensitive approach has been adopted with regard to budgeting and for what the fund obtained from the EU and which activities of the project run by Küçükçekmece Municipality, the project owner, will be budgeted were planned with care and meticulously; thus the project bore fruit.

3. IMPLEMENTATION OF THE EU STANDARDS IN THE KÜÇÜKÇEKMECE RETAIL FISH MARKET PROJECT

3.1. EU AND FISHERIES POLICY

Turkey is a prosperous country in terms of fishery industry and diversity. Preserving this prosperity and maintaining this continuity is only possible by carrying out an effective fisheries policy. Fishing is one of the leading economic activities in the EU.²⁸ During the accession period of Turkey to the EU, this is a very important subject which is focused on in Chapter 13:

Fisheries *acquis* provides rules for the conservation of living aquatic resources and management of the fleet capacity; control and enforcement; structural actions for operators in the sector and thus the management of EU Fisheries Fund; implementation of common marketing standards and common organization of the market in fisheries and involvement of producer organisations in enforcement of these rules. As it is very important in identification of these rules, special emphasis is given to assessment of existing fish stocks and collection reliable data on fisheries sector. The *acquis* consists of regulations, which do not require transposition into national legislation. Therefore, it requires the introduction of measures and mechanisms to prepare the administration and the operators for participation in the common fisheries policy and to gain experience in implementation before accession. It should be underlined that the recent CFP legislative amendments impose detailed and strict rules that have to be effectively enforced not only by member states but also by the 3rd countries exporting to EU. 29

Fishing industry plays a crucial role in the employment of member countries and it also affords assistance to the procurement of the need for fishery products in EU market which is accepted as one of the biggest markets in the world.

The Common Fisheries Policy (CFD) of EU supports the fishing industry and also responds to many legal, political, economic, social and environmental factors that have an effect on the integration process of Europe. Fish hunting and fish farming are

²⁸http://www.europa.eu.int/pol/fish/index_en.htm

²⁹<http://www.abgs.gov.tr/index.php?p=78&l=2>

significant in Europe as they serve as a source for nutrition and workforce in coastal regions and countryside.

The fisheries policy of EU and the fishing industry are considered in a biological, economic, social and scientific way; and so the preservation of environment is provided along with the economic and social development in Europe.³⁰

The expectations of European Council from Turkey comprise the implementation of short and long term plannings concerning the responsibilities about the adjustment of EU to the fisheries policy.

The short term implementations cover the adjustment of the regulation on fishery management, control, marketing and structural policy to EU *acquis communautaire*.

The medium term implementations cover reorganization and increase of the institutional capacity of fishing management; adjustment of fishing enterprise, control, marketing and structural policy to EU *acquis communautaire*.

The *acquis communautaire* for Turkey went into effect in 2003 and then the implementations and practices within the framework of this legislation gained speed. The wishes and expectations of European Council from Turkey are to set up fishing substructures and policies suitable for their norms.

3.2. OBJECTIVES

- a) Forming a Legal Frame for Adjustment to Common Fisheries Policy
- b) Structural Policies
- c) Protection and Control Policies
- d) Marketing Policy
- e) Fishing Boat Registration System
- f) Information/Knowledge System and Statistics
- g) Food Hygiene in Fisheries
- h) Farming Implementations³¹

³⁰http://www.europa.eu.int/pol/fish/index_en.htm

This project that is probed throughout this study plays an important and meaningful role in Turkey which is regarded as a prosperous country in terms of fishing industry and fisheries. Thanks to this project, a fish market has been accommodated to EU standards as a first time. In this way both a fish market that will serve as a model has been built and also the importance of fishing industry for especially EU-Turkey relations has been highlighted.

In 2012 Progress Report, this paragraph of Fisheries Chapter draws attention:

Some progress can be reported in terms of administrative capacity following the restructuring of the Ministry of Food, Agriculture and Livestock and the establishment of a separate Directorate-General for Aquaculture and Fisheries. The number of staff has increased and their internal training has continued. However, there has been no progress on alignment with the fisheries *acquis*.³² It can be deduced from this explanation that much more projects are needed in Turkey in the field of fishing for the sake of adjustment of Turkey to EU legislation.

Should the purpose of IPA projects and financial assistance provided by EU to candidate countries is considered as encouraging them for the right application of funds, preparing for membership, familiarization of current juridical and administrative infrastructure with EU standards, then how successful this project will find its answer.

3.3. ISO 22000 –HACCP (Hazard Analysis and Critical Control Point)

It is a systemic preventive approach to food safety which addresses to removing the factors that increase the health risk by fulfilling the hygiene conditions such as personnel hygiene, raw material hygiene, equipment hygiene, environmental hygiene in the food premises.

- a) In all food production processes that take place in European Community, implementations of HACCP based food safety program has become obligatory in accordance with EC Directive 93/94/EEC on Hygiene of Food Stuffs.

³¹ Küçükçekmece Perakende Balık Pazarında AB Standartlarının Uygulanması Projesi Örneği

³² http://ec.europa.eu/enlargement/pdf/key_documents/2012/package/tr_rapport_2012_en.pdf

- b) This project will be a good example for other enterprises as it holds ISO 22000 Certificate. The subcontractor company which carries out the supervision and certification activities has been responsible for receiving this certificate.
- c) The deficiencies commonly seen in the fish market have been constantly controlled and supervised by municipal policemen on the purpose of overcoming them.
- d) Actually it has not been an easy task within this project to receive the HACCP Food Safety Certificate. Dependences of the fishermen on conventional implementations, overcoming the common problems about personal hygiene and physical arrangements continued continuously for 5 months.

It has been mentioned in the previous pages that one of the goals pursued within the scope of Küçükçekmece Fish Market Project is receiving the HACCP Food Safety Certificate. Now, it will be appropriate to touch on what ISO 22000 HACCP Certificate means.

The acronym HACCP stands for Hazard Analysis and Critical Control Points.³³

ISO 22000 is standard developed by the International Organization for Standardization with the intention of forming a safe food chain all around the world and creating an international harmony. The ISO 22000 HACCP international system aims at providing food safety without discriminating between countries or products. In many countries, HACCP has been implemented as a legal obligation.³⁴

The implementation of HACCP system aspires after overcoming the health risks which are possible to see in a firm and satisfying the required hygiene conditions.

3.3.1. The Basic Principles of HACCP

- a) Carrying out hazard analysis
- b) Defining the critical control points
- c) Creating critical limits

³³http://www.bizimakdo.com/index.php?option=com_content&view=article&id=55:iso-22000-haccp-gda-guevenlik-sistemi-nedir&catid=35:genel-bilgiler

³⁴<http://www.moody.com.tr/pdf/Moody%20International%20HACCP%20ve%20ISO%2022000.pdf>

- d) Setting up a system to trace the critical control points
- e) Tracing the points which are not under control and making arrangements if necessary
- f) Creating control procedures on the purpose of controlling and supervising the running of the system in an effective way
- g) Developing a documentation system for practicing the principles

HACCP was firstly developed with the purpose of achieving a “zero error” product for Army of United States and NASA in 1960s. It was used by FDA (Food and Drug Administration) in 1970s afterwards.

After the implementation of HACCP system in USA, it caught the attention of notably European Community and other countries and in all food production processes that takes place in European Community, implementations of HACCP based food safety program has become obligatory in accordance with EC Directive 93/94/EEC on Hygiene of Food Stuffs dated 14 June 1993.

After “Regulation on Production, Consumption and Control of Foods” was published in the Official Gazette on 9 June 1998, it was signified that the implementation of HACCP system in Turkey was necessary. And in the same regulation, it was remarked that the implementation of HACCP system became obligatory with effect from 15th of November, 2002 in notably the enterprises which produce meat products, dairy products and fisheries and other food producing enterprises.

HACCP Certification is one of the certifications required in public tenders.³⁵

3.3.1.1. Who can implement the ISO 22000 Standard?

The ISO 22000 can be implemented by all companies, institutions and firms which directly or indirectly fall under the food chain:

- a) Farms, fishermen and milk houses
- b) Meat, fish and food premises

³⁵http://www.bizimakdo.com/index.php?option=com_content&view=article&id=55:iso-22000-haccp-gda-guevenlik-sistemi-nedir&catid=35:genel-bilgiler

- c) Producers of bread, cereals, beverage, canned goods and frozen food
- d) Restaurants, fast food chains, cafes, hospitals, hotels and peddlers
- e) Firms and sterilization facilities which procure food storage and marketing companies and food producing equipment, food additives, food raw materials, packing materials.³⁶

12 shops have been evaluated and controlled one by one within the scope of the project and a great effort has been made to enable all the shops to receive the HACCP Certificate.

In a nutshell, the shops in the fish market have been certificated in Turkey for the first time. The fact that the HACCP system is implemented properly means that the food safety is effectively provided. Besides, the HACCP Certificate is an important and meaningful step to procure the sustainability of the project just because sustainability in IPA projects is significant for the future of the project.

3.4. THE MAIN FEATURES OF THE PROJECT

This project has been carried out within the scope of European Union Civil Society Dialogue-II. The Civil Society Dialogue is a strategy that was developed by the European Union and has the aim of strengthening the dialogue between the candidate countries and the non-governmental organizations of the European Union. The idea of “civil society dialogue” was endorsed by the European Council on 17 December 2004 and this has made a great contribution to the recognition of Turkey by Europe. In addition to this, this idea enables Turkish citizens to understand and be fully aware of the values and policies of the EU. The target group of Civil Society Dialogue includes business world, trade associations, social partners, local administrations, universities, non-governmental organizations, young people, media, cultural activities.³⁷ European Union, within the scope of pre-accession financial assistance, gave Turkey 21.5 million euro as a financial support.³⁸

³⁶<http://belgelendirme.ctr.com.tr/iso-22000-haccp-nedir.html>

³⁷<http://www.csdproject.net/tr-tr/siviltoplumdiyalogu/csdi.aspx>

³⁸ Proje

*It is known as Ministry of Food, Agriculture and Livestock in today’s Turkey. (Translator’s Note)

This project has been conducted within the context of “Agriculture and Fisheries Grant Scheme Program”. This project has aimed at being the first fish market in accordance with EU standards and ISO 22000 and this aim has been attained. The goal of this program is to strengthen the communication and experience sharing among the non-governmental organizations which carry on business in food security, agriculture, veterinary, plant health and fishing industry in Turkey, a candidate country, as well as in member countries. Thanks to this program to which the projects have applied, the applicants have been provided with nearly 2.8 million euro grant finance. “Implementation of the EU Standards in the Küçükçekmece Retail Fish Market” project with the budget of 144.810,23 Euro is one of the projects which became entitled to receive grants.

The fact that this project has been awarded the HACCP Food Certificate is another main and crucial feature of this project. In this respect, as a first step in Turkey, fish market shops have been certified.

3.5. IDENTIFYING THE PROBLEM

This project gained inspiration from the facts that the fish stores in Küçükçekmece were in poor condition, the fishermen and also the consumer and fishermen were not conscious enough about fishing market and unhealthy fishes many of which are of poor quality were sold. In this respect, Küçükçekmece Municipality determined the problem and overcoming the spatial problems was seen the crucial and primary problem. Küçükçekmece Municipality did not include the redesign and restructure of place in the project budget and so this expense was met by own resources of the municipality.

“Regulation on Wholesale and Retail Sale Places of Fishery Products” which was prepared by Ministry of Agriculture and Rural Affairs* and in accordance with EU standards came into effect on 19 June 2002 after it was published in the Official Gazette numbered 24790. All the details about wholesale and retail sale of fishery products have been given and explained in this regulation.³⁹ Nevertheless, it was accepted as a general problem that there were some deficiencies and problematic points in the implementation

³⁹<http://www.mevzuat.adalet.gov.tr/html/21065.html>

of the standards in this regulation. The deficiencies seen in Küçükçekmece Retail Sale Fish Market can be listed as below:

- a) Fishes are on display in a way that they are possibly exposed to the sun, wind and hot air.
- b) Fishes are kept in wooden crates which are not allowed to be used by EU.
- c) Frozen fishes are thawed and soaked in water.
- d) All the equipment and tools as well as personnel are not hygienic enough.
- e) Fishermen and consumers are not knowledgeable and consciousness about EU standards.

Besides, lack of efficient cooperation between local administration, universities and non-governmental organizations in order to increase the awareness in fishing and water products industry is regarded as another problem in this context.

In short, the need for setting a model peculiar to local administration and popularizing it in order to implement EU standards in Küçükçekmece Municipality retail sale fish market has been another starting point of the project.

3.6. PROJECT EDITING

Project editing process has been completed by taking into consideration the main problems which have been detected while determining the goals of the project.

Physical Enhancement Process:

- a) The construction of Küçükçekmece Retail Sale Fish Market has been completed in compliance with the EU standards.
- b) Küçükçekmece Retail Sale Fish Market tender specifications have been revised within the scope of the project.
- c) Necessary equipment and materials will be supplied in order to accommodate the fish market to the EU standards by using 20 % of the project budget.

3.7. PROJECT DELIVERABLES AND SUSTAINABILITY

The project has been founded on the change of retail sale fish market. For this reason, in addition to training and informing exercises/works conducted in IPA projects, ISO 22000-HACCP certification study and transfer of good practice have been carried out. Besides, a control model in the municipality has been set up in order to enable this project to be permanent and sustainable. The project sustainability has 3 (three) deliverables:

1. Küçükçekmece Retail Sale Fish Market has been accommodated to EU *acquis communautaire*. The project has been awarded with ISO 220000-HACCP certification. The capacity of the enterprises in this market has been increased and they have been reorganized in accordance with the marketing rules. Küçükçekmece Municipality has met all the expenses in order to enable ISO 220000-HACCP system to continue.
2. For the continuation of the system which was built up in the fish market, an institutional capacity in the municipality which will be able to carry out inspections in conformity with the regulation has been formed up. For this, people working within the municipality and police forces have been trained.
3. Turkish and EU regulations have been compared while the hard infrastructure of the project is prepared. The project and the infrastructure of the present market have been suitable for EU standards.

3.8. OBJECTIVES OF THE PROJECT

The main objective of this project is to activate the dialogue and cooperation between the Municipality, Universities and NGOs which are regarded as the actors playing the leading role in fishing industry and to accommodate Küçükçekmece Retail Sale Fish Market to EU standards thanks to the relation to be established with a project partner who is also EU member and the experience sharing.

The special objectives of the project can be listed as below:

1. Setting a model peculiar to local administrations which identify the implementation and inspection of EU standards in retail sale fish markets.

2. Maintaining the information exchange about the “good practice” experiences in Lithuania Environmental Club “Zvejone” and transforming this information exchange into a permanent cooperation between Turkey and EU member partner.
3. Enabling the fishermen to know and implement the EU standards; the consumers to be acquainted with the EU standards and to make a request from fishermen for these so as to increase the awareness about EU marketing standards.
4. Forming a long-term cooperation between Istanbul University Faculty of Fisheries, Turkish Association of Veterinary Food Hygienists and Küçükçekmece Municipality.
5. Meeting the spatial and hygiene of personnel requirements in fish market which are demanded by the EU standards.
6. Increasing the capacities of supervisory staffs which work in Police Offices and Directorate of Sanitary Affairs/Local Health Authority about the EU standards in order to habilitate the control and supervision in retail sales points.

3.9. BEGINNING OF THE PROJECT

After this project was officially acknowledged, it inaugurated on 22 April 2011 with the signature of Küçükçekmece Mayor in Central Finance and Contracts Unit.

3.9.1. Preliminary Meeting of the Project

This is the meeting which was held in order to revise the distribution of roles of the project team and to go into action. According to the decisions taken in this meeting, it has been targeted that all the partners will effectively take charge in this project. Executives of the partners, fishing enterprises, supervisory staff and sector representatives participated in the preliminary meeting of this project.

In this meeting, detailed information about the project was given and the duties of the partners in along with the duties and responsibilities of the project representatives were clarified.

The application form, budget, activity schedule and logical framework of the project were analyzed and studied in order to enable everybody to be at the same level of knowledge.

3.10. THE PROJECT BUDGET

The project budget is 144,810,23 Euro and 130,329,21 Euro of this budget has been granted by the European Union.

3.11. TARGET GROUP OF THE PROJECT

The target group of this project has been determined as it is given below:

- a) 12 business managers
- b) 24 business employees in Küçükçekmece Retail Sale Fish Market
- c) 40 Küçükçekmece Municipality Supervisory Staffs (20 of them are women, 20 of them are men)
- d) 2000 consumers

3.12. THE PARTNERS OF THE PROJECT

The applicant of this project is Küçükçekmece Municipality and other partners are Istanbul University Faculty of Fisheries, Turkish Association of Veterinary Food Hygienists and Environmental Club Zvejone in Lithuania. The participant of the project is Union of Municipalities of Marmara. The primary goal of this project which lasted for 10 months was to activate and develop the dialogue between the actors in the fishing industry and to enable the EU standards to be implemented in Küçükçekmece Retail Sale Fish Market thanks to experience sharing activity with Zvejone, a Lithuanian partner.

3.13. ADVERTISING MATERIALS OF THE PROJECT

Printed and visual media such as advertisement brochures, posters, notebooks are used for the advertisement of the project. News published in magazines, television advertisements and billboards were made use of. The partners of the project were supportive in this advertising process.

Figure 3.1: Advertising Material of The Project 1



Source: *Denizden Sofraya Kaliteli ve Sağlıklı Balık' Küçükçekmece Perakende Balık Pazarında AB Standartlarının Uygulanması Projesi Örneği, Sivil Toplum Diyaloğu II., Tarım ve Balıkçılık Bileşeni.*

Figure 3.2 : Advertising Material of The Project 2



Source: *Denizden Sofraya Kaliteli ve Sağlıklı Balık' Küçükçekmece Perakende Balık Pazarında AB Standartlarının Uygulanması Projesi Örneği, Sivil Toplum Diyaloğu II., Tarım ve Balıkçılık Bileşeni.*

The PVC coated guide for fisherman enterprises was made up and presented to 12 business administrators in order that they will use when needed. Also some other materials which aim for raising the awareness of the consumers have been prepared. Demonstrational materials have been used as a way to increase the visibility of the project and also awareness have been created in terms of selling, consuming and controlling of hygiene products.

Another important and functional deliverable of the project is book publishing. “Setting a model peculiar to local administrations which identify the implemenetation and inspection of EU standards in retail sale fish markets” is the first practice activity of the project and has been put into effect as from the fifth month. Afterwards it has been agreed on that this model will be published into a book.

3.14. PUBLICITY AND PROMOTION OF THE PROJECT

The press conference of the project has been held in Sefaköy Culture and Art Center. Küçükçekmece and Istanbul protocol, project partners, press members and people interested in this issue have participated

3.15. DETERMINING THE TARGET GROUP

24 salespeople, 12 business managers and 40 healthcare personnel and policemen which perform their duties within Küçükçekmece Municipality have been determined. In addition to this, the personnel working in district directorate of food, agriculture and livestock where food control is carried out have been invited to the trainings.

3.16. NECESSARY EQUIPMENT AND MATERIALS PURCHASE

All the equipments and materials that will be used within the scope of the project have been purchased by tender.

Purchased products:

- a) Camera and digital camera
- b) 2 LCD Televisions
- c) Fish knife

- d) Knife sterilizer
- e) Fly repellent
- f) Mouse/Insect repellent
- g) Product Packaging Machine
- h) Hand sterilizer
- i) Sanitary Mop
- j) Apron Dress
- k) Gloves
- l) Boots
- m) Rubbish Bin
- n) Medicine Cabinet
- o) Plastic Safe
- p) Brush Set
- q) Bonnet

Figure 3.5: Present Fish Market & Targeted Standards



Source: 'Denizden Sofraya Kaliteli ve Sağlıklı Balık' Küçükçekmece Perakende Balık Pazarında AB Standartlarının Uygulanması Projesi Örneği, Sivil Toplum Diyalogu II., Tarım ve Balıkçılık Bileşeni.

4. THE ACTIVITIES IN THE PROJECT

4.1. SETTING A MODEL PECULIAR TO LOCAL ADMINISTRATIONS

The main objective of this project is setting a model peculiar to local administrations which identify the implementation and inspection of EU standards in retail sale fish markets. In this model which has been implemented by the project team that includes representatives of local administrations, universities and NGOs, the points given below have been defined with the intention that it will set the pace for other local administrations:

- a) The required infrastructure and physical conditions in the retail sale fishing market within the scope of EU standards
- b) Trainings aiming for raising awareness of the target group
- c) The product hygiene and intervention techniques
- d) HACCP (ISO 22000) Certification
- e) The role of local administration during the implementation and inspection process

According to the project owners, the most challenging part of the implementation phase is to break the dependence of the fishermen on conventional implementations. Fishermen stood firm against the trainings but the project partners were patient with them and made a good fist of it.

During the process of setting a model, ordinary meetings were held every two months by the project owners who tried to make a contribution to removing the problems arisen during the implementation phase of the project.

4.2. TRAINING ACTIVITIES ORGANIZED WITHIN THE SCOPE OF THE PROJECT

1. Training:

Training Subject: Training in Turkish and EU legislation in Retail Sale Fishing Industry

Target Group: Directors Working in Fishing Enterprises

Trainer: Turkish Association of Veterinary Food Hygienist

2. Training:

Training Subject: Training in Turkish and EU legislation in Retail Sale Fishing Industry

Target Group: Municipal Supervisory Staff

Trainer: Istanbul University Faculty of Fisheries

3. Training:

Training Subject: Training in ISO 22000 (HACCP)

Target Group: Directors Working in Fishing Enterprises

Trainer: Contractor Company

4. Training:

Training Subject: Training in ISO 22000 (HACCP)

Target Group: Municipal Supervisory Staff

Trainer: Contractor Company

5. Training:

Training Subject: Training Fisheries Food Safety and Marketing Standard

Target Group: Directors Working in Fishing Enterprises

Trainer: Turkish Association of Veterinary Food Hygienist

6. Training:

Training Subject: Training in Fisheries Food Safety and Marketing Standard

Target Group: Municipal Supervisory Staff

Trainer: Istanbul University Faculty of Fisheries

7. Training:

Training Subject: Supervision Training

Target Group: Municipal Supervisory Staff

Trainer: Turkish Association of Veterinary Food Hygienist

4.3. ISO 22000 HACCP CERTIFICATION

After the subcompany which will assign ISO 220000 certificate has conducted necessary supervisions, relevant enterprises or companies are certificated.

4.4. LITHUANIA VISIT

This activity has been carried out on the purpose of viewing the example of good practice. 24 people have made a visit to Lithuania for 2 nights and 3 days which is one of the countries where the fish sale suitable for EU standards is observed. Fish saling in the supermarkets and fish markets have been examined and people have been informed about the fishing industry in this country.

4.5. CRITICS OF THE PROJECT

Implementation of the European Union Standards in the Küçükçekmece Retail Fish Market is one of the projects funded by the EU. Municipality of Küçükçekmece has reserved 1,5 million TL from its budget for the project. EU has met the expenditures of

high-visibility products (e.g. knife sterilization, fly-killer) purchased for the fish market as well as the expenses of awareness-raising and training.

Not only the fish sellers and the consumers but also the municipality personnel to make audit of standards were informed within the project about what the EU standards of fishing and fish selling are; however, it was discovered that the biggest issue is the perception problem of the consumers and fish sellers. Project owners have experienced and are still experiencing significant problems in trying both to break the fish seller's habits from the past and their commitment to the traditional values and to teach the consumers to buy which fish sold under which conditions. When we got to the roof of the problem, it was discovered that consumers did not want to buy the fish sold at fish counters with ice and glass over it, which conforms to the EU standards, as they consider them as frozen and aged. All counters were delivered by municipality in conformity with the standards to the fish sellers, however they removed them by claiming that the consumers are senseless and don't want these counters. At this point, the relation between fish seller and consumer may be handled, and the perception problem, as well. Consumers' being senseless makes it difficult to break the value judgment of fish sellers. Since there is a serious competition between the shops in the fish market, if consumers wish to buy the fish sold in conformity with the standards of EU and are sensitive enough against the hygiene rules, then the fish sellers must apply these standards completely. Sustainability of the project can therefore be ensured. Hence, when consumers don't look after the standards that they should do, the fish sellers push down the standards towards the selling environment they are accustomed to. Sustainability of application of the EU standards in Küçükçekmece fish market without raising awareness of consumers has not been ensured completely.

Visit to Lithuania taught fish sellers much in seeing the EU standards in place. It was observed that fish sale is performed at the highest level of hygiene. However, diversity of fishes in Lithuania is as low as not to be compared with that of in Turkey, and therefore, they argue that the standards in selling and exhibiting fish are not applicable in the fish season in Turkey. Even though the diversity of fishes in Lithuania is as low as not to be compared with that of in Turkey, consumption of fish in the country is 8 times higher than in Turkey. This situation shows that Turkey, as a peninsula, has much

to learn from Lithuania in the matter of developing fishing. Even the project reflections are mentioned in the press increased the sales 2 to 3 times in the Küçükçekmece Fish Market. The project has been released in 55 channels in press and the awareness for it has therefore increased.

Another point in our examination is that some problems are caused by the wholesale fish market of the Metropolis Municipality before the fish reach to the Küçükçekmece Fish Market. It is unfavourable for the tradesmen in the Küçükçekmece Fish Market that the Kumkapı Wholesale Fish Market, from where the fish are wholesale purchased to be sold in retail, doesn't conform to the standards.

In the audit model, against food hygiene and fry sale are acted responsibly for imposing penalty. The municipality personnel imposes penalty of 2000 TL when fry sale is detected. HACCP auditors perform abrupt audits on fish shop. Until now, certificates of 2 fish shops have been recalled.

EU gives importance to fishing policy and a separate section has been issued for fishing. However, export of fish from Turkey to abroad has not become widespread and thus, fishing couldn't become an important source of income in Turkey although it could. Because the HACCP certificate is required to export fish.

Project owners had difficulty considerably in performing the trainings. Applied trainings were conducted in place with the help of municipal police since the fish sellers show high resistance against changing their habits. In the trainings given by the lecturers of Istanbul University Faculty of Fisheries together with the Food Hygienists, the issues including gutting, handling and hygiene were explained by applying them.

Table 4.1: Content of Training

Content of Training	Target Population to be Trained	Duration of Training	Trainer Institution
Training on Statute of EU and Turkey in Retail Fish Market	Managers in Fish Enterprises	1/2 day	Association of Food Hygienist
Examination of Legal Statute in Turkey			
Harmonization to EU Process	Municipal Auditing	1/2 day	

Place of Legal Regulations in Practice in terms of Management and Audit	Personnel		
ISO 22000 (HACCP) Legal Statute			
ISO 22000 (HACCP) Knowledge Training			
Overview on Food Safety and Management System	Managers in Fish Enterprises	1 day	Subcontractor Company
ISO 22000 (HACCP) Main Contents and Standards			
Responsibilities required by ISO 22000	Municipal Auditing Personnel	1 day	
Management of ISO 22000			
Training of Fisheries Food Safety and Marketing Standards			
Personnel Hygiene	Managers in Fish Enterprises	1 day	Association of Food Hygienists & Istanbul University Faculty of Fisheries
Business Physical and Environmental Conditions			
<i>Business Cleaning and Disinfection</i>			
<i>Equipments used and the Hygiene</i>			
<i>Rodent and Pest Control</i>			
<i>Waste Control Methods</i>	Personnel in Fish Enterprises	1 day	
Preparation and Techniques for Processing Fisheries			
Product Hygiene			
<i>Basic microbiology</i>			
<i>Danger and prevention methods</i>			
<i>Goods acceptance and storage (preserving) techniques</i>	Municipal Auditing Personnel	1 day	
<i>Product exhibition and labelling techniques</i>			
<i>Food Borne Illnesses</i>			
<i>Fish Diseases and Our Health</i>			
<i>Hygiene at Retail Sales Point</i>			
Training on Sensory Evaluation			
Auditing Trainings			
Aim of Audit	Municipal Auditing Personnel	1/2 day	Association of Food Hygienist
Auditing Methods and Points to be Considered			
Procedures for Documentation and Keeping Records			
Running of Auditing Mechanism			

Source: Küçükçekmece Municipality

Counts of participants having taken part in all trainings are as below:

- a) 24 fish sellers and manager
- b) 8 municipal police
- c) 2 personnel from registration department
- d) 2 personnel from the Ministry of health (to check the health status of employees)
- e) 4 engineers from the Ministry of Food, Agriculture and Livestock

Istanbul University Faculty of Fisheries has undertaken the project responsibility and provided necessary support for the written information and documents. Gülgün Ünal Şengör, Asst. Prof. Dr., states the project has been completed successfully. She says that the fish sellers were enthusiastic about the project at the initial, however they showed resistance against changing their habits but this resistance was broken thanks to the trainings. She also adds that the fish sellers showed interest at most for the "Meeting the Consumers' Expectations" because they cared about this issue.

In order to extend the practices performed throughout the project to Local Authorities, the Union of Municipalities of Marmara, as a project participant, has distributed brochures and booklets related to the project to 287 municipalities that are reporting to the union.

Association of Veterinary and Food Hygienists has fulfilled on behalf of itself on the matters of giving the necessary technical and vocational trainings practically to Fish Sellers and Auditing Personnel and also supporting the written information and documents.

Following the negotiations with the fish sellers and consumers, it has been discovered that both the fish sellers and consumers could not apprehend completely the EU standards yet. Consumers do not know the standards to be asked for from fish sellers. Fish sellers stated that the fish exhibited on ice made the consumer fazed the consumer and also caused the fish seem aged, and therefore, they returned the standards into the former state because they lost many customers. However, consumers state they are pleased with the new standards. Nevertheless, fish sellers claim that this condition varies in line with the consumer's consciousness, awareness and education level. Fish

sellers say that they do in accordance with the wishes of the customer as the customers of the fish market are the loyal ones.

In short, the Project of Application of EU Standards in Küçükçekmece Retail Fish Market ensured awareness. The project has enabled introducing the EU standards to public and the sellers. It cannot be claimed wholly that the market ensures the standards it had on the day of opening, namely they are sustainable. But, what is observed here is that there is need for more projects and the consumers need to be made aware much of the EU standards. If every part of the society knows enough about the standards they should ask for from the sellers, then the EU standards become widespread not only for fish sale but also in every area, which provides enlightenment for full membership of Turkey.

5. CONCLUSION

In today's world, EU plays the leading role by the financial assistance it provides for 27 member countries that include 6 founding members. EU offers financial assistance to countries in order to prepare candidate and potential candidate countries for full membership and to strengthen the relations in the region.

Many countries from Latin America to Central Asia benefited from EU grants and they will also make use of them in the future.

During 2007-2013 period, a new program has been designed which is based on the idea that "The European Union as a Global Actor". The aim of this program is to simplify the diversity in the financial assistances and provide cohesion and consistency in the EU.

IPA is regarded as the only new pre-accession instrument that pays attention to the requirements and needs of the member states and also candidate countries for the process of adjustment and adoption the *acquis communautaire* and community programs.

In this study, Instrument for Pre-Accession Assistance (IPA) and background of it have been touched upon in detail. "Implementation of the EU Standards in the Küçükçekmece Retail Fish Market Project" has been scrutinized in the second part of the study as a good example and model for successful IPA projects.

This project which has been carried out within the scope of European Union Civil Society Dialogue-II has been conducted within the context of "Agriculture and Fisheries Grant Scheme Program". This project has aimed for being the first fish market in terms of ISO 22000 and this goal has been accomplished. Besides, this project has deserved to receive ISO 22000 HACCP Food Safety Certificate. This is considered as a project worth studying since it is a good and successful example as a IPA project. Besides, the understanding of IPA framework has become much easier in this study thanks to this project. This project is the first one which serves as a model as it has set the pace for other municipalities and Non-Governmental Organizations in terms of building a fish

market suitable for EU standards by using the EU fund with a right financial plan. Besides, the fact that this project has received the HACCP Food Safety Certificate has importance in the certification of other enterprises in the fish market and also in the future and sustainability of the project.

The fund received from EU has been used for the training activities of fishermen and municipal personnel, expenses of the building of the market have been met by the Küçükçekmece Municipality.

In conclusion, in this study, the core of the Instrument For Pre-Accession Assistance (IPA) has been focused on and so how crucial role Turkey plays in the accession period has been shed light on. It is clearly seen and understood that this project is successful; however, taking into consideration the progress report, it cannot be wrong to state that much more projects are needed in Turkey in the field of fishing for the sake of adjustment of Turkey to EU legislation.

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Küçükçekmece Perakende Balık Pazarında AB Standartlarının Uygulanması Projesi
Örneği

