

## Annex I

### Description of the Action

#### SUPPORT TO FURTHER IMPLEMENTATION OF LOCAL ADMINISTRATION REFORM IN TURKEY (LAR PHASE 2)

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# 1. Summary of the Action

## 1.1. Title

Support to further implementation of local administration reform in Turkey (LAR Phase 2)

## 1.2. Location

Ankara, TURKEY

## 1.3. Cost of the Action

The cost of the "Action" is EUR 4,000,000.00, all financed by the European Commission.

## 1.4. Synopsis

Duration	27 Months
Objectives	The overall objective of the Project is to ensure effective, transparent, inclusive and participatory local government in Turkey, in particular through full implementation of the new legislation adopted in 2003-05.
Partner(s)	Governorates, District Governorates, Municipalities, Special Provincial Administrations, Unions of Municipalities, Civil Society Organisations
Target group(s)	Ministry of Interior, Governorates, District Governorates, Municipalities, Special Provincial Administrations, Unions of Municipalities, and elected representatives and professionals serving in these institutions.
Final beneficiaries	Ministry of Interior (GD of Local Authorities)
Estimated results	<ol style="list-style-type: none"><li>1 Capacity of the elected representatives and professional managers and staff of local authorities strengthened</li><li>2 Capacity of Unions of Local Authorities (national and regional) for effective representation of the interests of local administrations strengthened</li><li>3 The capacity of city councils and other participatory mechanisms to foster democracy, transparency, accountability and citizens' involvement in local administration strengthened</li><li>4 Inter-municipal co-operation between Turkish local authorities and partnerships between Turkish and EU local authorities enhanced</li><li>5 Capacity of the Ministry of Interior strengthened</li></ol>
Main activities	Component 1: Capacity Building at the Local Authorities Component 2: Capacity Building at the Unions of Local Authorities Component 3: Strengthening Local Participatory Mechanisms Component 4: Improvement of Municipal Coordination and Cooperation Component 5: Capacity Enhancement at the Mol

## **2. Objectives**

The overall objective of the Project is to ensure effective, transparent, inclusive and participatory local government in Turkey, in particular through full implementation of the new legislation adopted in 2003-2005.

The specific objective of the Project is “to develop and strengthen the administrative capacity and co-operation of Turkish Ministry of Interior (particularly General Directorate for Local Authorities, Governorships and District Governorships), Unions of Local Authorities and Local Authorities themselves in the task of ensuring the effective implementation of new policy and legislation on local administration”.

### 3. Justification

Pursuant to Articles 123 and 127 of the Constitution of the Republic of Turkey, local administration is an integral part of a unitary public administration system, which also comprises the central administration. The system operates under the overall direction and responsibility of the Council of Ministers, and in the framework of the Laws adopted by the Parliament (Grand National Assembly) and ratified (through signature and promulgation) by the President of the Republic.

Local administration consists of a number of public corporate entities established to meet the common local needs of the inhabitants of provinces, municipal districts and villages, which decision-making organs are elected, and which responsibilities, powers, basic structure and resources are determined by law.

These entities are, at present: Metropolitan Municipalities (16), Municipalities (3.225), Special Provincial Administrations (81) and Villages (about 35.000). With the approval of central administration (Governor or Council of Ministers), all these basic entities may also establish Unions for joint delivery of local services or other purposes. These Unions (more than 1.000) are also public entities which belong to the local administration system.

In accordance with the Constitution, the central administration has the power of administrative trusteeship (tutelage) over the local administrations, in the framework of principles and procedures set forth by law, with the objective of ensuring the functioning of local services in conformity with the principle of the integral unity of the administration, securing uniform public service, safeguarding the public interest and meeting local needs in an appropriate manner.

This tutelage was being exercised through District and Province Governors appointed by the central government, as well as through the General Directorate for Local Authorities and other units in the Ministry of Interior (such as the Board of Inspectors). However, while maintaining tutelage as a constitutional principle, the new Laws adopted in 2004-2005 have introduced a drastic shift in the relationships between central and local administration, to set them in line with the standards and criteria laid down in the European Charter of Local Self-government (art. 8).

Until recent legal reforms, Turkish local administrations were mainly responsible for a limited set of traditional local services such as town planning, urban infrastructure facilities such as water supply, sewage and waste water disposal, urban ways, geographic and information systems, urban traffic and transport services; hygiene and solid waste collection and disposal; policing, fire fighting, emergency, rescue and ambulance services; cemeteries and funeral services; tree planting, parks and green areas,. However, the steady and fast process of urbanisation and of migration from rural to urban areas (more than 70 % of the total population lives in cities) has had a big impact in the coverage and quality of such basic services, as well as in the costs for their provision. Moreover, the new legislation adopted in the past years has expanded the scope of the responsibilities of local administrations in the provision of public services, as well as in the promotion of the social and economic development of the relevant communities.

From an economic and financial perspective, local administration (local public sector) output, in terms of % of GDP, has remained around 4%, with a significant decrease over the period 1999-2003. The participation of the local administrations in Turkey's consolidated public expenditure (excluding debt service) stands at the level of 10% (7-8% if debt service is included). Municipalities account for more than 80% of the consolidated budgets of the local administrations<sup>1</sup>.

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<sup>1</sup> World Bank, Turkey, Municipal Sector Review, 2004

After the signature and ratification by the Turkish Republic of the European Charter of Local Self-governments (in 1993), and linking with past reform efforts (even in late 1970s) which failed to materialise because of general political developments in the country, several successive governments have been working in the formulation of new policies and legislation aimed at the reform and modernisation of the local administration system in Turkey, in the context of broader policies on public administration reform.

However, it was only with the 58th and 59th Governments (formed after the 2002 general election) that these reform intentions and efforts have started to materialise. From the outset, these two governments declared an intention to undertake a process of rationalisation, modernisation and decentralisation of the system of public administration in the country, and, following up from this declaration, new legislation on local administrations was prepared and enacted in the years 2004-2005<sup>2</sup>. This legislative “package” consisted of new Laws on:

- Municipalities
- Metropolitan Municipalities
- Special Provincial Administrations
- Unions of Local Authorities

A new Law on Public Financial Management and Control, also applying to local administration, was adopted in late 2003 (later amended in 2005). A draft Law (bill) on the new system of revenues for Municipalities, Metropolitan municipalities and SPAs was also elaborated and submitted to the Parliament, but has not yet been passed and will not likely be passed before the next general election. A new Law on Villages is also under preparation.

The implementation of all these new legal instruments poses huge challenges to local administrations (elected representatives and staff), their Unions, and to the central administration bodies responsible for local administration namely the Ministry of Interior, Governorships and District Governorships. Such challenges are particularly acute in what concerns full information and understanding of the changes introduced by the new legislation as well as in regards to the development of the institutional and professional capacities required for implementing an important number of the reforms approved by the Government and the Parliament, which includes strategic planning, multi-annual budgeting based on programmes, introduction of standards and performance indicators for public services, establishment of effective internal control systems mostly based on ex-post audits, access to information and citizens’ participation in decision-making processes – through consultations and institutional representation of civil society organisations, formulation and management of projects aimed at socio-economic development of the relevant communities.

In local administrations, capacity-building efforts should give priority to the following target groups: 1) Mayors and elected members of municipal councils and provincial assemblies; 2) Deputy mayors, Secretaries-general and other top managers of the local administrations. An additional target group of great importance for the successful implementation of the reform are the members of the new Audit Commissions, as well as the technical staff to be involved in internal audit. Alongside traditional awareness-raising and training activities, the experience gained through the first LAR Project shows the importance and impact of designing and implementing a limited number of all-encompassing demonstration practical experiences (pilot projects), which learning and outputs can then be replicated to a larger number of local entities.

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<sup>2</sup> The Local Administration Reform package was originally planned to be a part of a more comprehensive Public Administration Reform package, which foundational block should have been a Framework Law on Public Administration. However, although passed by the Parliament, this Law was vetoed by the President of the Republic and returned to the Parliament for further elaboration. To the date, a new version of this Law has not yet been adopted by the Parliament.

However, the long-term sustainability of the efforts and progress that can be done under the project depends to a great extent on the development of a consistent and comprehensive strategy for capacity-building in local administrations, which can be embraced and owned by all relevant stakeholders. A key component of this strategy should be the establishment of a high quality and accredited training programme for local administration managers, focusing in the development of skills and capacities required for leading changes in local administrations.

In the medium-term, the role of the central administration *vis a vis* the local administration will have to undergo a profound transformation: tutelage and command-and control systems must be replaced by the capacity to co-ordinate and lead the development of additional reform policies and instruments, to establish appropriate and flexible regulatory frameworks for local administrations and services including minimum standards and to develop and manage instruments of co-operation between central government and the local administrations. The mandate, organisation, management culture and practice, technical resources and human resources capacities of the central administration units responsible for local administration will have to be reviewed and adjusted to the new framework. Training for Mol/GDLA staff, integration, upgrading and further development of ICT-supported databases and management information systems, and the further development and refinement of existing programmes to support investments in small-scale local infrastructures in the villages and municipalities with less resources and capacities, should be the priorities to be addressed through this project.

In the process of building a modern system of local administration, the associations (unions) of local authorities will be called to play a very important role. However, the capacity of the unions of local authorities is still very limited. For this reason, the project will have one of its focuses in supporting the development of the capacities in the unions, with a particular emphasis in the development and implementation of a strategy for improving the communications between the national union (TBB) and all the LAR stakeholders. A second priority in this area will be to support the development of a better understanding and capacity among local authorities in Turkey in regards to the benefits of inter-municipal partnerships both international and domestic. As highlighted in the draft strategy elaborated under the first LAR Project, and notwithstanding the role to be played by the central administration (Ministries of Interior and Foreign Affairs), the key tasks and responsibilities in this field belong to the Unions of local authorities.

Eventually, the strengthening of participatory and inclusive decision-making at local level will require a decisive support to the effective establishment and regular operation of the newly introduced 'city councils'; as well as to a limited number of innovative projects and initiatives involving co-operation between local authorities and civil society, so as to create a bank of "best practices" which can be used as a reference for spreading and deepening citizens' participation in decision-making in all local administrations in Turkey.

The reforms in the local administration in Turkey are being supported by a number of international donors and development agencies (WB/Municipal Sector Review and Municipal Services Project, UNDP/Local Agenda 21 Project, etc.). The EU has also been active in this area, through the external aid programmes managed by the EC in the context of Turkey's pre-accession process. Since 2005, the Ministry of Interior and the EC Delegation in Turkey have been managing an EU-funded Project, under the title of Local Administration Reform Programme (referred to as LAR I, hereinafter), with technical assistance to the Mol, local authorities and their Unions being provided by UNDP-Turkey. The Project, which was completed in November 2007, involves the provision of technical assistance and training to enhance reform capacities and modernization at the central administration, local authorities (municipalities and Special Provincial Administrations) and Unions of Local Authorities, including awareness-rising and support-mobilization for local administration reform. The Project pursues three main objectives: strengthen reform capacities at the Ministry of Interior, as well as in Unions of Local Authorities; improve budgetary procedures and service performance in Municipalities through a limited

number of pilot projects; and strengthen the effectiveness and efficiency of human resources through the development and implementation of two main training programmes for LA staff. Some EU countries are also providing bilateral assistance through projects funded by their own development agencies and programmes and managed mainly by local government associations (SIDA-SALA, MATRA-VNG, etc.)

## 4. Detailed Description of the Action

As the preceding discussion suggests, reforming the local administration system in Turkey has been a comprehensive and challenging endeavour. The local administration reform is a process that includes not only quite a high number of institutional actors with different backgrounds and objectives, i.e. ministries, governorates, municipalities, civil society organisations but also the public, in general. Although there are universal principles, the international experiences also demonstrate that there is no one-size-fits-all solution or a “best way” of proceeding with a local administration reform initiative.

The present Project’s intervention logic not only takes these unique features of the local administration reform processes, but also leverages on the experience gained in Turkey since the reform initiatives were first launched in early 2000s and during the execution of the LAR I. Accordingly the Project aims at

- **Addressing specific needs:** These needs have been identified and prioritised during the execution of LAR I and upon further consultations at the Mol. The Project will address these needs through organisation of training programmes, awareness-raising events, study tours, and by developing new tools including handbooks, guidelines, online tools and improving the already existing ones.
- **Development and execution of functional strategies:** The overall reform strategy needs specific strategies such as enhancing participatory mechanisms, municipal cooperation to be developed and deployed. Some of such functional strategies, i.e. municipal cooperation, have been developed within LAR I, however may need some refinements and improvements. Some others, such as enhancing participatory mechanisms, will need to be developed from scratch.
- **Pilot Projects and Initiatives:** Finally, the project will design and implement pilot projects and initiatives. The pilot projects and initiatives will test the efficiency and effectiveness of the present approaches, tools and interventions, and will also be utilised to draw lessons for furthering the local administration reform process<sup>3</sup>.

Further considerations on the methods are discussed in detail in section 5.1.

The activities of the Project have been grouped under 5 components, each of which corresponds to the expected results, defined in the Project Fiche.

- Component 1: Capacity Building at the Local Authorities,
- Component 2: Capacity Building at the Unions of Local Authorities,
- Component 3: Strengthening Local Participatory Mechanisms
- Component 4: Improvement of Municipal Coordination and Cooperation;
- Component 5: Capacity Enhancement at the Mol

**The Project will start with an inception period**, which will be completed within three months upon signature of the Contribution Agreement between CFCU and UNDP. UNDP will establish the project office (in Ankara) during the inception phase.

Although the present “Description of Action” has been developed after thorough analyses, an inception period will still be needed for the members of the Technical Assistance Team (TAT) to reflect their collective experiences and best judgements to the specific requirements of the Project.

The inception period is not expected to last more than 12 weeks, during which the TAT will develop fine-tuned and more detailed activity and resource schedules. Thus the time plans and resources allocated

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<sup>3</sup> The design and implementation of the pilot initiatives and actions will also take the complementarities of the 5 components of the Project. This will be done with a view to develop more coherent and comprehensive interventions at the local levels.

to activity groups mentioned hereinafter are indicative and will be finalised by the TAT during the inception period.

During the inception phase the Technical Assistance Team will also determine the scope of the visibility services, required for successful implementation of the Project. These services will include designing, setting up and maintaining a bi-lingual (Turkish and English) project website, designing project newsletters, business cards, banners, posters etc. for the Project. Further details on visibility are provided in section 12 (budget line 5.9).

Finally, the TAT (by using short-term expertise if needed) will also develop a set of metrics, which will be used for evaluation and impact assessment purposes. At the very least, the evaluation, which is planned to be carried out at the later stages of the Project, is expected to (a) demonstrate the impact of the Project and (b) cast light on the further efforts on local administration reform in Turkey by providing recommendations. Once developed, the TAT will make sure that activities regarding [monitoring and] evaluation are reflected properly in annual work plans of the Project (budget line 5.6).

#### **4.1.1 Component 1: Capacity Building at the Local Authorities**

The objective of Component 1 (C1) is **“to strengthen the capacity of the elected representatives and professional managers and staff of local authorities”** on the following topics:

- Service delivery (performance, quality, standardisation), with particular emphasis on gender mainstreaming including gender sensitive planning and budgeting, and on protection of environment through various means including but not limited to energy efficiency,
- Strategic planning, multi-year budgeting and investment planning;
- Financial management and control including audit,
- Identification, formulation and management of projects aimed at sustainable social and economic development of local communities.

The activities to be fulfilled under C1 build on and complement the capacity building activities that have been performed during the first phase of the Project (LAR1).

C1 will target (a) elected local politicians, mainly first-time elected mayors, (b) professional managers and staff in local authorities, and (c) managing directors of local authorities. The contents of the capacity building activities, i.e. training programmes, and tools, i.e. handbooks will be identified by taking the studies made during LAR1 into account.

In terms of sequencing, the activities will start with a training needs assessment (gap analyses)<sup>4</sup>, followed by development of training materials (curricula) and supportive tools (handbooks), delivery of training programmes, and assessment of training efficiency and effectiveness.

The project will adopt a flexible and interactive approach for delivery of training programmes. As such, all training programmes will not be formulated in the form of conventional training seminars. Professionally-moderated and facilitated workshop settings are also considered to be an effective method of improving capacities of the target groups, especially for those in the higher ranks of the local authorities.

The major task groups of C1 are as follows:

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<sup>4</sup> Some training needs assessments have already been conducted within LAR I, to the extent possible those assessments will also be used. However in most cases there will be a need to make more comprehensive assessment.

## **C1.1 Needs Assessment**

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As noted above, the training programmes will target 3 distinct groups: (a) elected local politicians (mainly, first-time elected mayors), (b) professional managers and staff in local authorities, and (c) managing directors of local authorities.

The training programme that will be delivered to elected local politicians will target the first-time mayors to be elected after the local elections of 2009. As such, the training to be delivered to the first-time mayors will be basically delivered as a basic training programme on tasks and duties of a mayor, municipal management, the roles of municipalities in the local administration reform process and similar. It is also envisaged that the programme to be delivered to the first-time mayors will include topics, which are essential for sustainable development. These topics include, but not limited to, gender, environment and poverty.

The contents of the training programmes to be delivered to professional managers and staff in local authorities, and managing directors of local authorities will be based on a needs assessment study. This assessment will (a) take into account the outcomes and outputs of the LAR1 and (b) identify the skills and knowledge gap between the current and desired capacity at the local authorities. The needs assessment will be conducted by identifying a sample that is representative of professional managers, and staff of local authorities in Turkey, in terms of education, political association, gender and similar. The needs assessment study is expected to benefit from a variety of techniques, including but not exclusive to [online] surveys, interviews, and focus group meetings, which will collectively ensure an efficient and effective assessment.

Indicatively, the needs assessment activities will be comprised of the followings:

- 40 interviews at 10 different municipalities;
- 4 focus group meetings at 4 different provinces;
- An online survey targeting some 300 respondents (*depending on the need*)

Special emphasis will be placed on the professional needs of the female elected local representatives, professional managers, and staff of local authorities. It should be noted that the next local elections will be held during the implementation of the Project. The timing of the local elections will affect the timing of the training to be provided to the mayors.

## **C1.2 Development of Training Strategies and Tools**

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Elected local representatives, professional managers, and staff of local authorities have different responsibilities and functions, and hence need to possess and develop different skills and competencies.

- Accordingly, the Project will develop and implement different strategies to address the needs of these groups. The strategies to be developed will be based on the **needs assessment** to be conducted (*please see above*) and will also propose tools, with which the required capacities can be installed in a sustainable manner<sup>5</sup>.
- Additionally, **the training strategies should define an institutional framework** (including a monitoring and evaluation mechanism) for the delivery of training for local authorities, curriculum development etc.

The following tools and materials are the minimum expectations from the Project. Additional tools and materials can be developed as per the results of the needs assessment and by taking the Project's resources into account:

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<sup>5</sup> For instance, experience in similar undertakings has demonstrated that capacity improvements events organized in the form of experience and know-how sharing platforms can sometimes be more efficient and effective than conventional training seminars.

- **Handbook and Training Materials for Elected Local Politicians:** Development of a handbook and other training materials on the roles and responsibilities of elected local politicians. The handbook and training materials are expected to include, inter alia, the role and responsibilities of the Audit Committees.
- **Training Programme for Managing Directors of Local Authorities:** Design and development of a comprehensive training program (indicatively 25 hours) for managing directors of local authorities including Deputy Mayors, Secretary-Generals, Directors of Services.

The first version of the handbook will be developed by leveraging on the outcomes of the needs assessment and conducting desk research. This version will be shared by the Ministry of Interior with select municipalities in order to improve the first version of the handbook in accordance with the feedback to be received.

The handbook will be professionally designed, developed and printed. The handbook will be in Turkish; however the Project will also produce an explanatory note in English language on the scope, content and objectives of the handbook. The handbook will be printed in 6000 hardcopies<sup>6</sup> and will also be published electronically on GDLA's website. The Project will cover all costs related to development, printing and dissemination of the handbook.

GDLA will ensure that both Mol's training department is involved in the process.

### ***C1.3 Delivery of Training Programmes***

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Based on the outcomes of C1.1 and C1.2, the Project will organise training programmes.

The followings will be taken into account during the formulation and scheduling of the training programmes to be delivered to the **elected representatives** in local authorities:

- Although the ultimate objective is to "train" the elected representatives, the Project will identify the ideal "design" in accordance with the profiles of the attendees and invitees. Accordingly, in addition to conventional training techniques, such training programmes may also benefit from case study, interactive workshop, awareness-raising techniques and similar.
- The training programme will be scheduled to be delivered after the local elections and will primarily target the first-time mayors (indicatively, 1000 mayors in groups of 200-300 to be trained through 2-day programmes).
- The exact timing, duration and location of these programmes will be identified during the implementation of the Project. Mol will make the invitations.

As far as the training programmes for the managing directors of the LA are concerned, the following considerations will be taken into account:

- Priority will be given to municipalities with a population larger than 50.000.
- Project will organise and deliver a training programme for a group of 200-300 local administration managers. During the selection of trainees gender balance will be sought.
- The timing, duration and location of these programmes will be identified during the implementation of the Project. Mol will make the invitations,
- Based on the needs assessments to be conducted, some of these events are also expected to address the needs of the members of Audit Committees at the local authorities.

The following considerations are valid for programmes to be delivered both to the elected representatives in local authorities and managing directors of the LA:

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<sup>6</sup> The 6000 copies will be distributed as follows: 2 copies for each municipality (ca 4500); and ca1500 copies for the Ministry and TBB. The mailing costs will be covered by the Project.

- The programmes will be executed in close cooperation with the national and regional Unions of Municipalities, and other stakeholders such as political parties, foundations as deemed appropriate by the MoI. Where appropriate, especially in the case of the training programmes to be delivered to the managing directors of the LA, cooperation opportunities with accredited education/training institution will be assessed. The objective of this assessment is to contribute to the sustainability of the training programmes by improving the capacities of select stakeholders and testing efficiency and effectiveness of various delivery mechanisms.
- It should also be noted that some of the local authorities have emerged as “natural role models” for the local authorities in their regions. This natural leadership is a phenomenon, which can be utilised as a leverage point to improve the impact of the project intervention.
- Finally, improving capacities of the metropolitan municipalities trickles down on the smaller municipalities in the same vicinity. As such, the relations and interactions between the metropolitan municipalities and other municipalities in the same metropolitan area are worth considering as a strategic option, on which the project can leverage.

The training programmes will benefit extensively from international and local long- and short-term expertise to be deployed within the Project. However the experience gained during the execution of LAR1 also demonstrated that the best results are obtained when such expertise is combined with the experience of the public system. As such, government officials, especially those possessing a working experience and/or the potential to improve the motivation of the trainees and attendees by putting the objectives of training programmes into a broader perspective may also be invited to the training programmes and/or awareness-raising activities as trainers or guest speakers. In such cases, the travel and accommodation expenses of such officials will be covered by the Project.

#### ***C1.4 Pilot Projects and Actions on Municipal Management and Service Improvement***

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The 6 pilot projects, which were executed within LAR I produced important results. The differences between the performances of the pilot local authorities (1 Special Provincial Administration and 5 municipalities) helped LAR I project develop lessons learned as well. These results and experience had been documented through a report, which was developed towards the end of the LAR I project.

Among the many lessons learned during the execution of these 6 pilot projects, two are of critical importance: (a) the local administrations that possess the potential to be a role model for the neighbouring local administrations tend to be more successful in terms of disseminating the results of the studies, and (b) the needs of the local administrations vary considerably in accordance with the size of the population.

The present Project will deliver 12 additional pilot initiatives and actions:

##### **A. Pilot Action on standardisation of municipal services**

The pilot initiative will be geared towards “development of international standards for delivery of municipal services”. This will involve an overall needs assessment that will be relevant for all municipalities. The pilot projects on “service delivery standards” will focus on analysis and improvement of municipal service delivery processes. It should be noted the Project is expected to concentrate only on standardisation of select municipal service lines, which are a common concern and of significant relevance for all municipalities.

The outcome of these activities will be compiled into a manual, which will demonstrate (a) the standards of municipal services and (b) the delivery processes. The manual will be professionally designed and printed (6000 copies).

##### **B. Pilot Projects on Service Improvement**

The project will also deliver 11 pilot projects on service improvement, four of which will be in target a metropolitan municipality, two other municipalities in the same province, facing different developmental and administrative challenges, and the special provincial administration therein. Implementation of LAR1 demonstrated that pilot projects should be, above all, designed as a learning experience for the actors of the local administration system in Turkey. The selection will be made by the Ministry and will be based on the following criteria:

- The readiness of the local administration to absorb the assistance to be provided within the Project,
- The potential of the local administration to act as a role model for other local administrations and the potential for disseminating the outcomes of the pilot actions,
- The size (population) of the local administration,
- The level of institutionalization and institutional thickness of the local administration.

The Ministry will justify its selections.

The following activities will be fulfilled within the scope of the pilot projects:

- Selection of the remaining pilot local administrations, based on the strategy to be adopted during the inception phase of the Project. This strategy should include clear objectives and refer to corresponding objective criteria,
- Kick-off meetings at the local administrations, and preparatory workshops,
- Citizens' Surveys, and/or focus group meetings to assess the needs and develop multi-year investment plans and budgets,
- Technical assistance for development of multi-year investment plans and budgets, including assistance on gender budgeting,
- Tailor-made training programmes, scope and contents of which will identified during the execution of the needs assessment,
- Organisation of regional workshops for dissemination purposes,
- Development of an evaluation report, which will, among others, include strategies for dissemination and replication,
- Development, printing and dissemination of a Project brochure, which will be designed to motivate other local administrations in Turkey.

The following considerations will be taken into account during the execution of the pilot projects:

- The interaction between pilot projects and other components of the Project is critical. The pilot local administrations can be used as a "test bed" for measuring effectiveness of a number of Project activities.
- Implementation of pilot projects contributes to the development of strong working relations between the management of the local administrations and the technical assistance team. The Project may benefit from these working relations.
- The execution of the project will coincide with local elections of 2009. The election process will cause an inadvertent distraction. Hence, the time plan should be developed in such manner to minimise expectations from the Municipalities during the election process. The MoI, in line with its public domain, will ensure that the Project is not leveraged to gain unfair competitive advantage.
- The budget cycle should be taken into account during the execution of the pilot projects.
- The implementation modality will include strategies to mitigate the risks that may arise from a potential change in the management of municipalities.

Experience gained during the execution of LAR I has demonstrated that some of the activities, i.e. multiyear investment planning, can be delivered with the type of expertise that is available only at the

Ministry of Interior, State Planning Organisation and Ministry of Finance. Similar to the case of the training programmes explained above government officials, especially those possessing a working experience and/or the potential to improve the motivation of the pilot local administrations may also be invited to deliver their expertise. In such cases, the travel and accommodation expenses of such officials will be covered from the Project.

With a view to leverage on their experience LA staff that had been involved in the execution of the 6 pilot project of LAR may be invited to certain project activities. In such cases, the travel and accommodation expenses of such staff will also be covered from the Project.

The following table summarises the outputs of Component 1:

<b>Outputs of C1</b>	
1.	Training Strategy for the LA staff, complete with a proposal on institutional framework
2.	Handbook (6000 copies) and Training Materials for Elected Local Politicians.
3.	Training Materials for Managing Directors at the Local Authorities.
4.	Training and/or awareness-raising events for ca 1000 first-time elected local politicians.
5.	Training programme for a group of 200-300 local administration managers
6.	Training Impact Assessment Report (including recommendations)
7.	Pilot Action 1: Municipal Service Standardisation Manual (6000 copies)
8.	11 pilot actions on municipal services and financial management

#### **4.1.2 Component 2: Capacity Building at the Unions of Local Authorities**

Component 2 (Capacity Building at the Unions of Local Authorities) and Component 4 (Improvement of Municipal Coordination and Cooperation) complement each other in the sense that the earlier will mainly help TBB develop and “test drive” a communications strategy, and the latter will promote national and international inter-municipal partnerships<sup>7</sup>.

Union of Turkish Municipalities (TBB) is an important element of the Turkish Local Administration system. Headquartered in Ankara, TBB has emerged as a unique quasi-governmental organisation, president of which is an elected mayor. The General Secretary of TBB is assigned by the MoI. In its capacity as the union of all the municipalities in Turkey, TBB can also be considered a strategic tool and a unique platform both for the Ministry and the municipalities to further the local administration reform.

##### **C2.1 Development of Communications Strategy and Action Plan for TBB**

The Project will develop a strategy and an action plan for the improvement of institutional communication between TBB (Union of Turkish Municipalities) and its members, Regional Unions, Central Administrations, Parliament, and National and International Organizations.

This communication strategy will also take the objectives of the present Project into account as such one of the issues that will be elaborated in detail in the strategy document will be the means, through which TBB can serve as a dissemination mechanism for the outputs of the Project.

The strategy document will be developed through a participatory mechanism, starting with one or two workshops geared towards developing a communication-related mission for TBB. These workshops will be followed by other workshops and interviews, which will concentrate on the objectives of the

<sup>7</sup> Since the notion of inter-municipal partnerships refers to partnerships both at the national and international levels, the present Description of the Action utilises the working definitions introduced in an expert report, prepared within LAR I, in order to be more specific. As such, the municipal partnerships at the international level are referred to as “twinning arrangements”; whereas the municipal partnerships at the national level are referred to as “inter-municipal cooperation”. Finally, the notion of “municipal partnership” refers to both “twinning arrangements” and “inter-municipal cooperation”.

communication strategy. The strategy is also expected to define clear and concrete communication channels. Based on this participatory process, the strategy document will highlight the critical success factors and required skills. Finally, the strategy document will be complemented with an action plan, which will demonstrate (a) the activities to be conducted to bridge the skills gap and (b) communication-related activities.

The action plan will differentiate clearly between the activities that can be fulfilled within the scope of the present Project and the activities that need to be executed with other financial resources. This process is expected lead to development of project ideas, which may be proposed by TBB and/or MoI to upcoming IPA calls/programmes.

## ***C2.2 Implementation of the Communications Strategy and Action Plan***

The communications strategy will be developed within the first 6 months of the Project, and will be annexed to the Progress Report. As noted previously, *“the strategy document will be complemented with an action plan, which will demonstrate (a) the activities to be conducted to bridge the skills gap and (b) ...”* Accordingly the Project will organise training programmes and other types of capacity-building activities, i.e. workshops to improve the skills and capabilities of the TBB.

Although the number, timing, duration and scope of such activities will hinge heavily on the strategy and action plan to be developed, the present Description of the Action foresees organisation of at least 5 of such events for some 100 participants.

## ***C2.3 Communications Toolkit for TBB***

Finally the project will design (*not necessarily develop*) a communications toolkit to support development of required communication capabilities at the TBB. Dependant on the detailed resource schedule to be developed during the inception phase and thus availability of resources, some of the tools of the said toolkit might also be provided by the Project. A critical element, which will be fully addressed by the Project is to develop a monitoring and evaluation system for TBB to measure efficiency and effectiveness of the communications strategy.

The following table summarises the outputs of Component 2:

<b>Outputs of C2</b>
1. Communications Strategy for Union of Turkish Municipalities (TBB)
2. The Design of a Communications Toolkit
3. Monitoring and Evaluation Component of the Communications Toolkit

As noted above, in the course of execution of Component 2, a number of workshops will be implemented during the development of the communications strategy (indicatively 5) and at least another five such events during the implementation of the communication strategy and the action plan.<sup>8</sup>

### **4.1.3 Component 3: Strengthening Local Participatory Mechanisms**

The main objective of Component 3 is to strengthen the capacity of the “City Councils” and other participatory mechanisms to foster democracy, transparency, accountability and citizens’ involvement in local administration.

#### ***C3.1 Development of a Strategy for Promotion of Participatory Mechanisms***

At an early stage of the Project, an assessment of the current state of affairs of the local participatory mechanisms will be made. This assessment will include secondary research on Turkey’s experience on

<sup>8</sup> These workshops correspond to the workshops defined under Result 2 of the Project Fiche.

local participatory mechanisms, and demonstrate actions to be taken by the Ministry of Interior to promote local participatory mechanisms.

The TAT will develop guidelines for the effective operation of city councils and other local structures such as Youth Centres for civil society organizations and citizens' participation in local decision making processes. The main challenge related to these platforms is how to make them more inclusive and responsive to the expectations of different segments of the local communities. The guidelines will be developed by taking the national and international best practices into account. The first version of the guidelines will be developed to be utilised and tested during the pilot initiatives, hence it will not be published and disseminated to the public.

The Project will organise, in cooperation with international organizations active in this area, a minimum of 5 workshops, seminars, conferences or similar events aimed at raising awareness and building capacities in local administrations and civil society organizations for ensuring and promoting participatory governance at the local level.

In the scope of the project, following the said workshops, a number of city councils and women councils will be selected as pilots (please see C3.2) for restructuring and institutionalization endeavours of these local mechanisms. Experiences in these pilot activities will be shared as lessons learned and will be reflected in the aforementioned guidelines.

### **C3.2 Pilot Projects and Actions on Participatory Mechanisms**

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Following the activities to be fulfilled within C3.1 (presented above), the Project will deliver 10 small-scale pilot actions involving co-operation between municipalities and civil society organizations at local level, in the following areas: delivery of social services through NGOs and volunteering, minorities and vulnerable groups, urban development planning, promotion of employment, youth and family, equal opportunities for women, environment, sustainable development, culture and sport, and similar. Some of the pilot initiatives on improving participatory mechanisms may also be integrated into the pilot projects to be implemented within other components of the Project.

The following table summarises the outputs of Component 3:

<b>Outputs of C3</b>
1. Strategy for promotion of participatory mechanisms
2. Report on pilot projects and actions (10 small-scale pilot actions)

## **4.1.4 Component 4: Improvement of Municipal Coordination and Cooperation**

### **C4.1 Promotion of Municipal Partnerships**

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LAR1 produced a strategy document for the promotion of inter-municipal partnerships in Turkey. Briefly, the said document proposed the followings vision, mission and strategic goals:

- *Vision: "By 2013, domestic and international municipal partnerships have become a widespread practice in Turkey and are contributing effectively to the participation of citizens in public affairs, efficient and effective public service delivery and higher levels of economic and social development comparable with those of many European countries".*
- *Mission: "Strengthening and expanding the scope of partnerships between Turkish and European municipalities and among Turkish municipalities themselves to improve their performance in participatory management of public affairs, public services provision and economic and social development promotion".*
- *Strategic Goal 1: "To increase the number and broaden the scope of twinning arrangements between Turkish and European municipalities as a means to improve their performance in*

*participatory management of public affairs, public services provision and economic and social development promotion.”*

- *Strategic Goal 2: “To increase the number and broaden the scope of cooperation between Turkish municipalities as a means to improve their performance in public service delivery provision and economic and social development promotion.”*

The Ministry of Interior is ideally positioned to provide strategic guidance for promotion of municipal partnerships, as these types of partnerships possess the potential to contribute to the achievement of Ministerial objectives. TBB, on the other hand, is uniquely positioned to assume tasks and duties related to ensuring operational coordination of municipal partnerships.

The aforementioned strategy document was prepared after extensive desk research and sufficient level of secondary research; as such it is ready to be deployed as it is. However, it is also anticipated that the studies to be conducted within the present Project may also contribute to refinement and improvement of the said strategy.

Accordingly, the TAT will start working on the said strategy document and the proposed action plan therein during the inception period. The inception report will include the list of issues that need to be discussed and cleared with the key stakeholders such as MoI and TBB within the first 4 months of the Project. At the end of the 4<sup>th</sup> month of Project the refined strategy and action plan will be finalised and the document will be ready to be discussed with select municipalities and unions at a workshop to be held in Ankara (indicatively during the 5<sup>th</sup> month of the Project). Finally, the TAT will develop a detailed work plan for the activities to be carried out during the lifespan of the Project.

The activities to be fulfilled for promotion of inter-municipal partnerships may include the followings:

- Provision of technical assistance for establishment of national and regional institutional structures, networks and capacities for the promotion and support of domestic and international partnerships among Turkish local authorities (Municipalities and SPAs),
- Provision of technical assistance for establishment of national guidelines and information base for international partnerships (twinning or *ad hoc* projects),
- Organization of a number of awareness raising events, which will include (a) eight regional conferences on municipal partnerships; and (b) five specific training programmes on municipal partnerships addressed mainly to staff of Municipalities, SPAs and their Unions, as well as some staff of GDLA (a total of 40 trainees).

#### ***C4.2 Pilot Projects on Municipal Partnerships***

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Following the activities to be fulfilled within C4.1, the Project will formulate and implement at least 10 medium- and small-scale pilot actions involving co-operation between Turkish and EU local authorities in areas such as management of public services (waste management and other environment protection services, social services, urban transport, energy efficiency etc.), citizens' participation in social affairs, and local socio-economic development. Some of the pilot projects on municipal partnerships may be implemented at the local administrations to be selected for municipal management and service improvement purposes.

Finally, this particular activity group, in coordination with other relevant action items (especially with those involving KOYDES and BELDES), may include activities geared towards improving the managerial capacities of the Unions of Village Services. Efficiency and effectiveness of these unions are closely related with the activities listed under C4.1 and C3.2.

The following table summarises the outputs of Component 4:

Outputs of C4	
1.	5 Training Programmes and/or Capacity Improvement Events for 40 participants, in total
2.	National guidelines and information base for international partnerships
3.	8 Regional Conferences on municipal partnerships
4.	Report on pilot initiatives and actions (10 pilot actions/initiatives on municipal partnerships).

#### 4.1.5 Component 5: Capacity Enhancement at the MoI

Component 5 (C5) builds on the progress made during the LAR1 and seeks to further enhance the Ministry's capacity by implementation of the recommendations of analyses carried out within LAR1.

An organisational and functional review was conducted within LAR1. The said review proposed the followings:

- Execution of a comprehensive in-service training system to improve the qualifications of the human resources at the GDLA;
- Improvement of technological systems and infrastructure of the GDLA through establishment of an integrated online management information system;
- Improvement of the working environment of the GDLA, i.e. physical infrastructure;
- Development and/or refinement of work procedures and terms of references of the staff members in accordance with the emerging needs of the GDLA.

Further to the aforementioned organisational and functional review, LAR1 also included an assessment of existing databases and information systems on local administration managed by GDLA (YERELBİLGİ, BEPER, etc.). The assessment identified a number of weaknesses (a) in the architecture of the said software, (b) in the design of the data collection, integrity and integration procedures, and (c) in the querying and reporting systems. In addition to those the said assessment also concluded that the recent advances in the software development technologies would improve the quality of the said information systems.

#### ***C5.1 Functional and Organisational Improvements***

As mentioned above, the organisational and functional review, which had been conducted within LAR1, identified a number of weaknesses at the GDLA. The identified weaknesses appeared both in the hard and soft infrastructure of the GDLA. Although the present Project is not designed to remedy all the needs, especially those related to the hard infrastructure, the following activities are expected to contribute to better functioning of the General Directorate of Local Authorities.

- Development of an **in-service training programme**, which will be developed through a needs assessment that will leverage on the outputs of LAR1, and include further studies, if need be;
- Provision of additional training for enhancing the professional capacities and skills of MoI staff dealing with local administration (50 MoI Inspectors, 100 Local Administration Controllers, 81 Heads of Local Administration Directorates in governorships and other general administration staff of GDLA);
- Development of new and/or refinement of existing work procedures in accordance with the emerging needs of the GDLA, and preparation of revised terms of reference (job descriptions) for the staff members;
- Based on the analysis carried out under LAR1, design of a project proposal aimed at coordination/integration and upgrade of existing databases and information systems on local administration managed by GDLA (YERELBİLGİ, BEPER, etc.) including supply of IT hardware and software needed for such upgrade.

## ***C5.2 Assessment and Improvement of the Existing Investment Programmes***

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KOYDES and BELDES are two important financial assistance programmes, provided by the central administration to the local authorities. KOYDES aims at improving the infrastructure of the villages, whereas BELDES has been designed for advancing the infrastructure of the municipal areas with a population less than 10.000. In 2007, the central budget allocated YTL 2 billion and YTL 300 million to KOYDES and BELDES, respectively. These programmes were launched by MoI in 2005, and have produced successful results.

The present Project will assess the impact and performance of KOYDES and BELDES programmes, with a view to provide feedback to the Ministry and propose improvements to increase the impact of the said programmes.

These assessments will also include a feasibility study<sup>9</sup> (i.e. cost benefit analysis) on the further development and consolidation of such investment programmes as future operational programs co-financed by national resources (state and local budgets) and EC pre-accession funds for regional/rural development.

## ***C5.3 Development of an online management information system for collection of financial and administrative data from the local administrations***

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As per the existing legislation, the Ministry of Interior has to collect financial and administrative data from the municipalities. However the Ministry lacks the tools to collect and consolidate such data. Previous attempts for collection of such information failed due to number of reasons including but not limited to the scalability problems. Ministry's continuous access to such information is critical for such financial and administrative information informs many public policies.

Hence the Project will develop an online management information system, which will provide the Ministry to collect financial data through the 81 local administration directorates or provincial planning directorates. This system will be developed in such a manner that it creates a platform, under which the existing applications such as BEPER and YERELBILGI can be consolidated in the future.

Initially a needs assessment will be carried out to identify the exact needs of the Ministry. This assessment will also demonstrate the structure (i.e. process) for collection and consolidation of data. Following the needs assessment, a comprehensive technical specifications document will be developed. This document will demonstrate:

- The scope of the software application to be developed;
- The hardware architecture, which will be provided by the Ministry;
- Use-case scenarios; and
- User profiles (personas).

Once agreed by the Ministry a team of consultants will start developing the application. Upon completion of the development the team will also deliver training to the users of the application.

This team, composed of at least 4 software developers, will work at the Ministry of Interior in an office to be designated for the team. Once mobilised, the team will work until the end of the Project. This team will achieve the followings:

- Development of the online management information system for collection of financial and administrative data from the local administrations;
- Development of a "users' manual", and provision of training for the users;

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<sup>9</sup> The analyses will be based on the "Guide to cost-benefit analysis of investment projects" prepared for the Evaluation Unit of the DG Regional Policy of the European Commission.

- Design of an integrated management information system, which will combine BEPER and YERELBILGI;
- Development of detailed technical specifications for the integrated management information system, defined above;

The Ministry intends to keep this capacity after the completion of the Project to ensure sustainable impact of the intervention.

#### **C5.4 International Study Tours**

The Project will organise international study tours to which a total of 20 (twenty) official and/or representatives from Mol and TBB will participate. Unless a specific need occurs during the implementation of the Project, all of the international study tours are planned to be organised to the EU member states that are considered as best practices in the fields that the Project addresses. On average the study tours will last for 5 (five) working days.

During the first 6 months of the Project, the TAT in cooperation with Mol, will develop a strategy for the organisation of the international study tours. In terms of planning, the Project will provide the flexibility for visiting two geographically proximate regions/countries during one international study tour. In such cases, a clear justification will be provided on the expected benefit of visiting more than one region and/or country during a single study tour.

Possible destinations can be the UK, Spain, France and Germany. The destinations will be identified according to the emerging needs of the Ministry of Interior to pursue the local administration reform. For instance, an international mission to Germany is envisaged to contribute significantly to the studies geared towards amendment of the Village Law.

The following table summarises the outputs of Component 5:

<b>Outputs of C5</b>	
1.	In-service training programme for GDLA
2.	Delivery of training programmes for: 50 Mol Inspectors, 100 Local Administration Controllers, 81 heads of local administration directorates in governorships and; Other general administration staff of GDLA
3.	Development new and/or refinement of existing work procedures in GDLA
4.	Revised and/or refined job description for GDLA staff members
5.	A detailed Terms of Reference for improvement of YERELBILGI and BEPER
6.	Impact Assessment of KOYDES and BELDES
7.	A Strategy for Promotion of Participatory Mechanisms
8.	A tender dossier for improvement of YERELBILGI and BEPER systems
9.	International Study Tours for 20 participants from the Ministry and the TBB
10.	Guidelines on improving capacities of local participatory mechanisms
11.	Online Financial and Administrative Management Information System
12.	Booklet on Turkish Local Administration System (refined version of LAR 1), 6000 copies

## 5. Methodology

### 5.1. Methods

The Project intervention is developed by reviewing the lessons learned from the implementation of LAR1. As such most of the activities build on and/or complement the activities that have been realised within LAR1 with a view to further the local administration reform and improve the impact Project.

The pilot projects and initiatives are designed as learning experiences. This implies that the first priority of the Project for the selection of the locations of the pilot projects and initiatives is to maximise Mol's learning experience. This will improve the sustainability prospects of the Project. The Project also recognises the importance of "trickle down" impact of technical assistance projects, hence targets local administrations that can disseminate their improved skills and competencies into neighbouring local administrations. This impact is expected due to the potential role model position of the selected municipalities but also condition of sharing the gained experience and capacities with other municipalities in the same vicinity. The pilot actions/initiatives within different components of the Project are planned to be implemented in such a fashion to reflect the complementarities of the objectives of each of the components of the Project. In other words, the pilot projects, to the extent possible, will not be implemented in a compartmentalised manner.

Another important aspect of the methodology is the gender mainstreaming activities which will be pursued as a cross cutting theme. While gender budgeting and gender-sensitive planning in service delivery will be one pillar, the other will be the support of creation of gender balanced structures at the local participatory platforms. Besides, in the determination of the trainee composition, gender balance will be sought as much as possible.

Finally, the Project attaches special importance on improving the capacity of the TBB, as a uniquely positioned actor of Turkish local administration system.

### 5.2. Risks and Assumptions

The following table lists the risks and risk mitigation strategies to be deployed.

Risks/Assumptions	Risk Mitigation Strategies
Continued political commitment of the government to the decentralisation of the public administration system in Turkey with the strengthening of local self governments.	The Government remains committed to the objectives of the Local Administration Reform Programme, as reflected in the annual action plans.
Local authorities willing to cooperate and ready for the assistance as foreseen by the project intervention.	One of the criteria for the selection of pilot actions will be the readiness and willingness of the local authorities.
Central administration (Mol and others) actively support the strengthening of the Unions of LAs as key partners in the implementation of the local administration reform programme (consultations, joint projects and activities, etc.).	The Project will develop a communications strategy, along with other capacity improvement tools, so that the Unions of LA can send strong and consistent messages to the agencies of the central administration system.
Continuous support by Turkish government & EU institutions for strengthening dialogue and cooperation between public authorities and civil society in Turkey & between Turkish and EU local authorities & the communities represented by them.	The Government remains committed to the objectives of the Local Administration Reform Programme, as reflected in the annual action plans.
Trained staff members remain in their posts during the entire duration of the Project.	The Mol will be advised to select the trainees by taking the potential rotational plans into account.

Risks/Assumptions	Risk Mitigation Strategies
Local elections of 2009 may lead distractions in the implementation of the project activities	A change management strategy will be developed with the MoI for smooth transitions, where required

## 5.3. Technical Assistance Team

Technical assistance team will be composed of 4 key experts (KE), 1 project manager (on a part-time basis), 1 project associate, 1 contracts and procurement assistant and 2 project assistants. All the members of the TAT will be stationed in Ankara at the project office. The Project team will also include a secretary and a driver/messenger to work at the project office in Ankara.

### 5.3.1 KE1: Chief Technical Advisor (CTA)

Job Description: Reporting to the Democratic Governance Programme Manager of UNDP., CTA will be the main contact point of the National Programme Director to be appointed by the MoI. The CTA will:

- Provide strategic advice and technical inputs for proper implementation of the Project, although his/her inputs and advice will be required for all the components of the Project, the CTA will allocate a significant portion of his/her time to Component 5 (Capacity Enhancement at the MOI)
- In coordination with the other key experts and the Project Manager develops work plans and resource schedules,
- In coordination with the other key experts and the Project Manager develops contractual reports, i.e. inception report, progress reports, final report.
- Develop profiles and job descriptions for the short-term experts to be mobilised by UNDP, support UNDP for identification of these experts,
- Review all the technical outputs (e.g. reports etc.) to be generated within the scope of the Project, and improve and/or ensure improvement of such reports in accordance with the expectations of the MoI and UNDP,

Qualifications:

- University degree in public administration, law, management or economy (or equivalent);
- Fluency in English is required, Turkish is an asset;
- Full computer literacy

General:

- Preferably 15 years of professional experience in the fields relevant to the Project, but a minimum of 10 years of professional experience is required,
- Preferably 10 years of international experience, but a minimum of 5 years of international experience in the fields relevant to the Project is required,

Specific Professional Experience

- Specific experience in provision of technical assistance on implementation of local administration reform initiatives and/or democratic governance,
- Experience in local administration reform and/or improvement processes in the EU countries,
- In-depth knowledge of EU practices on local administrations and of best practices,
- Experience in organisational and functional reviews, analysis of organisation processes, and process management and improvement
- Experience in key expert positions in at least 2 international projects of similar scope, experience as team leader is an asset

Duration: 27 working/months

### **5.3.2 KE2: Senior Expert on Municipal Management & Services (SEMMS)**

Job Description: SEMMS reports to the Democratic Governance Programme Manager of UNDP. He/she will provide technical assistance and advice for proper implementation of Component 1 (Capacity Enhancement at the Local Authorities). This also includes the 11 pilot projects to be executed under Component 1, and provision of support for the pilot action on development of service standards. S/he will also provide technical inputs to the other activities of the project through injecting lessons learned from the pilot projects to other components and vice a versa. Additionally the SEMMS will:

- Develop work plans, resource schedules, specifically for Component 1
- Develop the relevant sections (i.e. sections on Component 1) of the contractual reports (e.g. inception report, progress reports, final report etc.)
- Develop profiles and job descriptions for the short-term experts to be mobilised by UNDP, support UNDP for identification of these experts,
- Review all the technical outputs (e.g. reports etc.) to be generated within the scope of Component 1, and improve and/or ensure improvement of such reports in accordance with the expectations of the MoI and UNDP,
- Work in close cooperation with the local authorities (especially those selected as pilots)

#### Qualifications

- University degree in international relations, public administration, law, or economy;
- Fluency in English and preferably Turkish
- Full computer literacy,

#### General Professional Experience

- Minimum 10 years of professional experience in the fields relevant to the Project,
- At least 5 years of international experience in the fields relevant to the Project,

#### Specific Professional Experience

- Specific experience on public finance, development of multi-annual plans/budgets etc,
- Experience in municipal management and services,
- In-depth knowledge of EU practices on local administrations and of best practices,
- Experience in organisational and functional reviews, analysis of organisation processes, and process management and improvement
- Experience in at least 2 international projects of similar scope

Duration: 27 working/months

### **5.3.3 KE3: Senior Expert on Municipal Partnerships (SEMP)**

Job Description: SEMP reports to the Democratic Governance Programme Manager of UNDP . He/she will provide technical assistance and advice for proper implementation of Component 2 and Component 4. This also includes the pilot projects to be executed under Component 4. S/he will also provide technical inputs to the other activities of the project through injecting lessons learned from the pilot projects to other components and vice a versa. Additionally the SEMP will:

- Develop work plans, resource schedules, specifically for Component 2 and Component 4
- Develop the relevant sections (i.e. sections on Component 2 and Component 4) of the contractual reports, i.e. inception report, progress reports, final report
- Develop profiles and job descriptions for the short-term experts to be mobilised by UNDP, support UNDP for identification of these experts,

- Review all the technical outputs (e.g. reports) to be generated within the scope of Component 2 and Component 4, and improve and/or ensure improvement of such reports in accordance with the expectations of the MoI and UNDP,
- Work in close cooperation with the local authorities (especially those selected as pilots)

#### Qualifications

- University degree in international relations, public administration, law, or economy;
- Fluency in English and Turkish
- Full computer literacy,

#### General Professional Experience

- Minimum 10 years of professional experience in the fields relevant to the Project,
- At least 5 years of international experience in the fields relevant to the Project,

#### Specific Professional Experience

- Specific experience on domestic and international municipal partnerships,
- Working knowledge of unions of local authorities,
- In-depth knowledge of EU practices on local administrations and of best practices,
- Experience in at least 2 international projects of similar scope

Duration: 27 working/months

### **5.3.4 KE4: Senior Expert on Participatory and Inclusive Processes and Democratisation (SEPIP)**

Job Description SEPIP reports to the Democratic Governance Programme Manager of UNDP. He/she will provide technical assistance and advice for proper implementation of Component 3, which also includes the pilot projects to be executed, and will also support CTA on Component 1 and the SEMP on Component 2. S/he will also provide technical inputs to the other activities of the project through injecting lessons learned from the pilot projects to other components and viceversa. Additionally the SEPIP will:

- Develop work plans, resource schedules, specifically for Component 3
- Develop the relevant sections (i.e. sections on Component 3) of the contractual reports, i.e. inception report, progress reports, final report
- Develop profiles and job descriptions for the short-term experts to be mobilised by UNDP, support UNDP for identification of these experts,
- Review all the technical outputs (e.g. reports) to be generated within the scope of Component 3, and improve and/or ensure improvement of such reports in accordance with the expectations of the MoI and UNDP,

Work in close cooperation with the local authorities, civil society organisations and similar, particularly those of in the pilots

#### Qualifications

- University degree in international relations, public administration, law, or economy;
- Fluency in English, Turkish is an asset,
- Full computer literacy,

#### General Professional Experience

- Minimum 10 years of professional experience in the fields relevant to the Project,
- At least 5 years of international experience in the fields relevant to the Project,

#### Specific Professional Experience

- Specific experience on and working knowledge of establishment local participatory processes,
- Experience in multi-stakeholder consultation processes, conflict and change management, reconciliation and consensus-seeking,
- Working knowledge of Local Agenda 21 or similar initiatives,
- In-depth knowledge of EU practices on local administrations and of best practices,
- Experience in at least 2 international projects of similar scope.

Duration: 27 working/months

## **5.4. Project Management**

### **5.4.1 Project Manager (PM)**

The project manager will be in charge of managing operational issues, i.e. mobilisation of short-term experts, procurement, payments as well as managing contractual relations with the Contracting Authority. S/he will ensure that all reporting be carried as defined in the General Conditions, i.e. Annex II General Conditions applicable to European Community contribution agreements with international organisations. S/he will provide on average one third of his/her working time for the Project.

Qualifications and skills:

- He/she shall be a university graduate with degree in political/administrative sciences, engineering advanced degrees preferred.
- Full proficiency in Turkish and English, and computer literacy are required.

General professional experience:

- He/she should have a minimum of five (5) years of professional experience,
- He/she should have a minimum of three (3) years of international experience,

Specific professional experience:

- S/he is expected to have experience of working with international organizations, ideally not less than 3 years;
- S/he is expected to have experience of working with governmental organizations, ideally not less than 3 years;
- S/he is expected to have experience in working with local administrations ideally not less than 3 years.

Duration: 27 working/months

### **5.4.2 Project Associate (27 months)**

The project associate is an experienced support staff that will mainly support the CTA. More specifically the PAS will:

- Work in close cooperation with the CTA,
- Support the CTA in all day-to-day activities, including taking appointments from the relevant authorities, accompanying CTA in all meetings, taking notes in the meetings, developing minutes of meetings,
- Develop terms of reference for short-term experts to be mobilized within the scope of the Project, participate (if need be) in evaluation processes,
- Keep in close contact with the short-term experts in order to monitor the services to be delivered by such experts,
- Provide soft assistance to the CTA's counterparts at the Mol and other key experts, as deemed necessary by the CTA.

- Support the Project Manager in development of substance (i.e. technical parts) of contractual reports,
- Monitor the outputs of the short-term experts and ensure that all short-term experts deliver their reports in a timely manner, be provided with timely feedback by the TAT, UNDP or MoI,
- Fulfil other project-related duties as assigned by the CTA,
- Report to the CTA

Qualifications and skills:

- He/she shall be a university graduate with degree in political/administrative sciences, advanced degrees preferred.
- Full proficiency in Turkish and English, and computer literacy are required.
- General professional experience:
- He/she should have a minimum of 4 (four) years of professional experience,
- He/she should have a minimum of 2 (two) years of international experience,

Specific professional experience:

- S/he is expected to have experience of working with international organizations;
- S/he is expected to have experience of working with governmental organizations;
- S/he is expected to have experience in similar settings, i.e. international projects;

#### **5.4.3 Contracts and Procurement Assistant**

The Procurement and Finance Assistant will be responsible for keeping the accounts and doing the financial reporting of all Project activities in coordination with the PM. When necessary, s/he will also be stationed at the UNDP CO premises. The incumbent's duties include:

- Keep the accounts and maintain adequate records for all expenditures incurred,
- Develop regular expenditure reports and update the PM on the financial standing of the Project
- Facilitate project-based internal and external financial assessment(s) (if any),
- Liaise with the UNDP Procurement Associate for certain purchases under the project, and develop and submit annual procurement plans,
- Liaise with the UNDP Programme Manager and HR Associate for contracting of short-term experts.

S/he should have a university degree, and at least 2 years of specialised experience in the related field. He/she should possess excellent computer skills including Word, Excel. Knowledge of functioning of online ERP systems is an asset.

Duration: 27 working/months

#### **5.4.4 Project Assistants (2)**

Two project assistants will be hired for providing the technical assistance team with sufficient administrative support. In addition to their daily routine, project assistants will also fulfil the tasks to be assigned by CTA and/or PM. The assistants will be tasked to assist the experts (including STEs) who cannot speak Turkish to interact with the Project's stakeholders most of whom are not fluent in English. In addition to the assistants some interpretation and translation services for more professional work such as simultaneous interpretation in high-profile events and professional translation of legislative pieces. Qualifications and skills:

- He/she shall be a university degree in relevant field,
- Full proficiency in Turkish and English, and computer literacy are required.

General professional experience:

- He/she should have a minimum of 3 (three) years of experience,

Specific professional experience:

- S/he is expected to have experience of working with international organizations;
- S/he is expected to have experience in similar settings (i.e. international projects);

Duration: 54 working/months

#### **5.4.5 Office Assistant (Secretary)**

A secretary will be hired for providing logistical support to TAT.

Qualifications and skills:

- He/she shall be at least a degree from a tertiary education school,
- Full proficiency in Turkish and elementary English skills are required, computer literacy is a plus.

General professional experience:

- He/she should have a minimum of 5 (five) years of experience,

Specific professional experience:

- Experience in office management,
- Experience in similar working environments (int'l) and undertaking driver/messenger duties;

Duration: 27 working/months

#### **5.4.6 Driver/Messenger**

The Driver/Messenger will also report directly to the CTA. He/she will fulfil logistical duties notably in regards to delivery of documentation and official carrier services as well as for driving the designated car for official duty travel. The Driver/Messenger also delivers office tasks related to office maintenance and ad hoc small cleaning and servicing works.

Qualifications

The Driver/Messenger is expected to have a certification of literacy. He/she should have a valid drivers' license. S/he is expected to know the local road conditions and directions very well so as not to need any assistance.

### **5.5. Short Term Experts**

A total of 2700 working/days of short-term expertise will be mobilised for a number of activities. Three short-term expert categories have been identified and are presented below for ease of reference and consistency.

	<b>Int'l</b>	<b>Local</b>	<b>Junior</b>
Overall professional experience (years)	Min. 10	Min. 10	Min. 3
International experience (years)	Min. 5	N.A.	N.A.
Working/days	900	1300	500

Average duration of a short-term assignment is 10 (ten) working/days, however might vary in accordance with the specific requirements of the relevant assignment. A detailed resource schedule will be developed by the Technical Assistance Team during the inception period.

## **5.6. Management Structure**

The CFCU (Central Finance and Contracts Unit) will be the Implementing Agency and will be responsible for all procedural aspects of contracting matters and financial management including payment of project activities. The Director of the CFCU will act as Programme Authorizing Officer (PAO) of the project:

The Ministry of Interior, General Directorate for Local Authorities (GDLA) will be the leading beneficiary institution, responsible for the technical implementation of the project activities. The General Directorate for Local Authorities (GDLA) is, in accordance with the Law n. 3152, of 14/2/1985, one of the six “main service units” of the Ministry of Interior.

GDLA is managed by a General Director, assisted by three Deputy General Directors. In the organisational structure of GDLA there are 7 Department Heads, plus a Head of LA Controllers. This central structure also co-ordinates the work of 81 LA Directorates, a unit that exists in all provincial governorships. Eventually, at District level (875 Districts) local administration affairs are under the direct responsibility of the District Governor. Other units of the Ministry do also hold some specific responsibilities with regards to local administrations. For instance, the Board of Inspection.

The Union of Turkish Municipalities (TBB) will be co-beneficiary of the project, especially for activities envisaged under Results 2 and 4. The Union of Turkish Municipalities (TBB) is the sole nation-wide Union representing the interests of all Turkish Municipalities, which are “natural” members of the Union (mandatory membership). Unions of local authorities are, in Turkey, full-fledged public entities. TBB has a President and Executive Board elected by a General Assembly and is managed by a Secretary-General who is the head of a secretariat of around 20 staff.

In addition to the national Union of Municipalities, there is a National Union of Special Provincial Administrations and a number of Regional Unions of Municipalities. Although not all of these latter ones are active in practice (only a dozen), they are based in voluntary membership and therefore are closer, in its foundational principles, to the Associations of local authorities in the EU countries.

### **5.6.1 Project Coordination Unit**

Mol will set up a Project Coordination Unit (PCU), adequately staffed and having all necessary premises and logistical support (office space, furniture, equipment, and access to telephone, fax, internet, etc.). The PCU will consist of 3 staff provided by the Ministry. The project will be co-ordinated by a Programme Director appointed by the Mol. The Program Director will also task relevant staff from the General Directorate of Local Administration to backstop the work of the Chief Technical Adviser and the UNDP Technical Assistance Team. Technical Assistance Team will closely work with PCU. For day-to-day interactions CTA and PCU Director will be the main contact points.

### **5.6.2 Steering Committee**

Mol will facilitate establishment of a Project Steering Committee (PSC), which will review progress, provide macro-level inputs for successful realization of the project, and act as platform for promoting inter-agency cooperation and collaboration. The PSC will be chaired by the Deputy Undersecretary of Mol and will consist of Ministry officials (at the level of Deputy General Director or Head of Department: Board of Inspection, Strategy Development Department, Education Department), State Planning Organisation (1); TBB (1); Prime Ministry (Administration Development & Reform Department); Ministry of Finance (2); Bank of Provinces (1); and EUSG (1). Other organisations might be invited to the PSC Meetings if there is need to be determined upon development of meeting agendas. CFCU and ECD (Delegation of the European Commission to Turkey) will also participate in the Committee as observers. UNDP and UNDP/TAT will also attend the meetings. The Committee will meet semi-annually to monitor

and evaluate the progress of the Project and to make strategic recommendations. The secretarial work of the Steering Committee will be carried out by MoI, and meetings will be held at MoI premises.

### **5.6.3 Monthly Management Meetings**

Monthly management meetings will be held with the participation of the Ministry of Interior, ECD, the CFCU, and UNDP for regular exchange of information on all matters arising out of this Agreement. Meetings will be called, arranged and chaired by the Programme Director, and will be held at MoI Premises, unless otherwise agreed by the parties.

## **5.7. Reporting**

In general the following principles apply to all reports:

- All reporting will be done in English, to the extent possible all critical reports, i.e. inception, progress reports will be translated into Turkish, as well.
- UNDP will submit the final drafts of all reports to the Ministry, CFCU and ECD at the same time, all addressees will respond at most in 10 working days in writing, i.e. e-mails. The final versions of the reports will be submitted in 7 copies (3 copies to the Ministry, 3 copies to CFCU and 1 copy to ECD), including the soft copies to be provided in CDs or DVDs.

### **5.7.1 Inception Report**

Within 12 weeks of commencement of the Project, UNDP will prepare and submit for approval an inception report to the CFCU and the Ministry including a copy to the ECD, outlining the general approach, methodology and timetable for preparation and implementation of all activities funded under the Project. The inception report will include a work plan for the first year's activities and expenditures and a detailed work plan for the next 6 months. The addressees of the inception report will comment on or approve/clear the inception report in 2 weeks in writing.

### **5.7.2 Monthly Reports**

UNDP/TAT will prepare brief monthly reports to be discussed at the Monthly Management Meetings, described above. The monthly progress reports will elaborate on the technical aspects of the project and be informative enough to allow readers to monitor progress. Monthly progress reports are to be produced for information purposes, not necessarily for clearance and/approval.

### **5.7.3 Quarterly Progress Reports**

UNDP/TAT will prepare and submit for approval quarterly progress reports to the CFCU and the Ministry including a copy to the ECD. Each report will include a detailed narrative discussion of the progress achieved in the reporting period and a detailed work plan for the following reporting period. These reports will be the basis of discussions at the Steering Committee, described above.

### **5.7.4 Financial Reports**

Financial reports will be prepared and submitted by UNDP to the CFCU including a copy to the Ministry and the ECD at the time of requests for payment for further pre-financing as defined in Special Conditions.

## **6. Duration and Action Plan**

The duration of the Action is 27 months. The detailed planning is provided in Attachment 1, along with the logical framework, which is provided in attachment 2.

The total cost of the Action is EUR 4,000,000.00 all financed by the European Commission. Please see attached budget (annex III) for details.

## 7. Expected impact on target groups

A more effective, transparent, inclusive and participatory local government machinery in Turkey will not only improve the overall public governance system but can also lead to significant improvements in the welfare of people at the local level, the cumulative effect of which can lead to enhanced human development. As such, project's impact is expected to be observed at many levels:

- Improving the capacities of the elected representatives and professional managers and staff of local authorities in managing participatory planning processes will eventually lead to better use of public resources. This improvement will not only enhance the responsiveness and inclusiveness of local governments but also will also result in considerable efficiency gains.
- Strengthened capacity of Unions of Local Authorities will accelerate exchange of know-how between the local authorities and thereby increase the outreach without placing an additional burden on the central government's already scarce resources. Increasing capacities of ULAs is considered as a cross-cutting issue, which will lead to catalytic effects in many other areas concerning efficient and effective governance.
- In the absence of city councils and other participatory mechanisms that foster democracy, transparency, accountability and citizens' involvement in local administration (result 3), the impact of the capacity improvements to be achieved at the local authorities will be limited. Similar to any other supply-demand equilibriums, increasing the "quality" and "quantity" of demand (from the citizens) along with high quality "supply" (by the local authorities) is the strongest assurance of project's sustained impact.

### 7.1. Concrete outputs

- Training Strategy for the LA staff, complete with a proposal on institutional framework
- Handbook (6000 copies) and Training Materials for Elected Local Politicians
- Training Materials for Managing Directors at the Local Authorities
- Training and/or awareness-raising events for 1000 first-time elected local politicians
- Training programme for a group of 200-300 local administration managers
- Communications strategy for Union of Turkish Municipalities (TBB)
- The Design of a Communications Toolkit
- Monitoring and Evaluation Component of the Communications Toolkit
- 10 Training Programmes and/or Capacity Improvement Events, in total
- National guidelines and information base for international partnerships
- 8 Regional Conferences on municipal partnerships
- Training Programme on international partnerships
- In-service training programme for GDLA
- Delivery of training programmes for:
  - 50 Mol Inspectors,
  - 100 Local Administration Controllers,
  - 100 heads of local administration directorates in governorships and;
  - Other general administration staff of GDLA
- Development new and/or refinement of existing work procedures in GDLA;
- Revised and/or refined job description for GDLA staff members;
- A detailed Terms of Reference for improvement of YERELBILGI and BEPER;
- Impact Assessment of KOYDES and BELDES;
- A Strategy for Promotion of Participatory Mechanisms;
- An online financial management information system;
- A tender dossier for improvement of YERELBILGI and BEPER systems;

- International Study Tours for 20 participants from the Ministry and the TBB;
- Guidelines on improving capacities of local participatory mechanisms.
- Booklet on Local Administration System in Turkey, 6000 copies
- Municipal Service Standardisation Manual, 6000 copies
- Pilot actions on
  - Municipal management and service improvement (11)
  - Municipal partnerships (10)
  - Participatory mechanisms (10)

## 8. List of Publications

During the execution of the Project a number of critical documents including handbooks, strategies, training materials will be developed. During the development of this Description of the Action the following documents have been identified as documents to be published.

- Handbook (6000 copies) and Training Materials for Elected Local Politicians,
- Booklet on Local Administration System in Turkey, 6000 copies,
- Municipal Service Standardisation Manual, 6000 copies,

However this list should be treated as an indicative list, providing the minimum requirements to meet the needs of the target groups of the Project. Additional publications can be made provided that the need is justified and that the resources of the project are sufficient. These might, *inter alia*, include the followings:

- Training Materials for Managing Directors at the Local Authorities,
- Communications strategy for Union of Turkish Municipalities (TBB),
- National guidelines and information base for international partnerships,
- Impact Assessment of KOYDES and BELDES,
- A Strategy for Promotion of Participatory Mechanisms,
- Guidelines on improving capacities of local participatory mechanisms.

## 9. Multiplier effects

Project's multiplier effects will be observed at five levels:

- The pilot action on the development of service standards for the municipalities will be disseminated to all municipalities, and will contribute to improvement of efficiency and effectiveness of delivery of municipal services,
- The pilot actions on municipal services will target the local administrations that can be a role model for other local administrations, especially through for those in their hinterlands,
- The communication strategy to be developed for TBB will be designed in such a fashion to improve the role of TBB for dissemination of best practices, thereby increasing the multiplier effects of the intervention,
- The pilot actions on municipal partnerships will contribute to transfer of know-how between municipalities,
- Improvement of local participatory mechanisms will lead to stronger governance mechanisms, which will consequently contribute to more efficient and effective utilisation of public funds.

## **10. Short-term and long-term impact**

### **10.1. Sustainability**

#### **10.1.1 Institutional Level**

The Project includes three specific measures to ensure institutional sustainability:

- Improvement of business processes and development of new job descriptions at the GDLA with a view to improve the efficiency and effectiveness of the GDLA to pursue the local administration reform;
- Development of service standards for the municipalities will support institutionalisation of the municipal services;
- The communications strategy for the TBB and the structures to be established for fostering municipal partnerships will contribute to institutionalisation of these two important elements.

#### **10.1.2 The Financial Aspect**

Furthering local administration reform in Turkey requires mobilisation of a considerable amount of financial resources. The Ministry of Interior is expected to leverage both on the central budget and IPA funds to pursue the following steps of the LAR. The Project, on the hand, has two specific measures to support financial sustainability of Mol's role. First of all, the impact assessment on KOYDES and BELDES will provide hints as to how the governmental funds can be used more efficiently. Secondly, the Project will also deliver a feasibility study for different investment support mechanisms.

#### **10.1.3 Policy Level**

The Ministry of Interior will ensure policy-level sustainability of the Action. The 9<sup>th</sup> Development Plan, medium-term plan and the annual programme include specific measure to pursue the local administration reform in Turkey. The Project will support policy-level sustainability mainly through the [replicable] pilot actions that will be fulfilled with the 4<sup>th</sup> component of the Project.

## **10.2. Special Considerations**

### **10.2.1 Gender**

Gender mainstreaming will be one of the main crosscutting themes of the project. Strengthening of gender mainstreaming approach will be done through the following:

- Composition of the trainees: Trainees of the training programs will be composed by a gender sensitive approach, which was the case in the first phase of the Project.
- Gender budgeting and gender sensitive service delivery planning: Gender budgeting and gender sensitive service delivery planning will be introduced as a new dimension in the multi-year investment planning. By this, creation of the grounds and instruments for more egalitarian resource allocation on gender basis is expected.
- Vocalism and visibility of women at the local participatory platforms: In the scope of the restructuring and institutionalization of the local participatory platforms, different instruments enabling vocalism and visibility of women at these platforms will be introduced and functionalized on pilot basis.

## **10.2.2 Environment**

Environment-sensitive planning is a critical aspect of the functions of the local administrations. In the scope of the project, all capacity enhancement activities will include how to establish functional oversight mechanisms supporting environmentally sensitive planning and implementations.

Protection of environment encompasses, *inter alia*, preservation of natural resources, protection of environment. More and more energy efficiency is becoming yet another pillar of the activities geared towards protecting the environment. The Ministry of Energy and Natural Resources has developed, within the scope of an EU-funded Project, a National Energy Efficiency Strategy (*En-Ver*). The said strategy document identifies municipalities as the key stakeholders for improving energy efficiency especially at the local levels. Furthermore, there is a visible global trend targeting energy efficiency improvements at the municipal levels.

## **10.2.3 Poverty Reduction**

Local Administrations are critical mechanisms for reducing poverty and eliminations income disparities. The underprivileged poor segments of the society have limited access to public and municipal services. The Project will attempt to address these issues through incorporation of relevant measures to service improvement action plans and designing and pilot-testing participatory mechanisms at the local levels.

# 11. Indicators of Achievement

The log-frame of the Project (Attachment 2) defines indicators of achievement at three levels:

## Overall objectives:

The overall objective of the Project is “to ensure effective, transparent, inclusive and participatory local government in Turkey, in particular through full implementation of the new legislation adopted in 2003-2005”

This objective is defined at the macro level. The Project is expected to contribute towards achievement the overall objective, but not to achieve it merely by itself. The indicators of “progress” are as follows:

- 100% compliance of Turkish Local Administration system with principles and standards set by the European Charter of Local Self-governments, other European conventions and the recommendations of the Council of Europe by 2015,
- By 2015, 50% of all staff members of the local authorities trained on LAR, demonstrating the level preparedness of Turkish Local Administration for an effective management of their responsibilities under conditions of EU membership.

## Purpose-level:

The purpose of the Project is “to develop and strengthen the administrative capacity and co-operation of Turkish Ministry of Interior (particularly General Directorate for Local Authorities, Governorships and District Governorships), Unions of Local Authorities and Local Authorities themselves in the task of ensuring the effective implementation of new policy and legislation on local administration”. The indicators of achievement are:

- A Training Strategy for the LA staff, complete with a proposal on institutional framework, ready by M12,
- A Communications strategy for Union of Turkish Municipalities (TBB) developed within the first year,
- Online Financial and Administrative Management Information System developed by M12,
- An in-service training programme for GDLA developed by M12,
- A Municipal Service Standardisation Manual developed by M18.

## Results-level:

Expected Result 1: Capacity of the elected representatives and professional managers and staff of local authorities strengthened

- A Training Strategy for the LA staff, complete with a proposal on institutional framework, ready by M12,
- 1000 first-time elected local politicians trained by the 18th month,
- Training programme for a group of 200-300 local administration managers delivered within the first 2 years of implementation,
- A Municipal Service Standardisation Manual developed by M18,
- 11 pilot actions on municipal services and financial management during the lifespan of the project.

Expected Result 2: Capacity of Unions of Local Authorities (national and regional) for effective representation of the interests of local administrations strengthened

- A Communications strategy for Union of Turkish Municipalities (TBB) developed with first year,
- A Communications Toolkit designed by M18,

- A minimum of 5 workshops held for the execution of the communications action plan during the lifespan of the Project.

Expected Result 3: The capacity of city councils and other participatory mechanisms to foster democracy, transparency, accountability and citizens' involvement in local administration strengthened

- A Strategy for Promotion of Participatory Mechanisms developed by M12,
- 10 pilot actions on participatory mechanisms during the lifespan of the project.

Expected Result 4: Inter-municipal co-operation between Turkish local authorities and partnerships between Turkish and EU local authorities enhanced

- 5 Training Programmes and/or Capacity Improvement Events for 40 participants, in total, during the entire lifespan of the Project,
- A National Guideline and information base for international partnerships developed with the first 2 years,
- 8 Regional Conferences on municipal partnerships organised in 2 years,
- 10 pilot actions on municipal partnerships during the lifespan of the project.

Expected Result 5: Capacity of the Ministry of Interior strengthened

- An in-service training programme for GDLA developed by M12,
- Training programmes delivered for 50 Mol Inspectors, 100 Local Administration Controllers, 81 heads of local administration directorates in governorships and other general administration staff of GDLA during the lifespan of the Project,
- A detailed Terms of Reference for improvement of YERELBILGI and BEPER developed,
- International Study Tours for 20 participants from the Ministry and the TBB,
- Online Financial and Administrative Management Information System developed by M12.

## 12. Visibility Actions

The Budget of the Action includes a sizable amount of funds for actions related to the visibility of the Project and its outcomes. All visibility actions will be carried out in accordance with the General Conditions (i.e. ANNEX II - General Conditions applicable to European Community contribution agreements with international organisations, Article 6). The actions on visibility of the Project will follow the Joint Action Plan [of the UN and EC] on Visibility and the “Joint Visibility Guidelines for EC-UN Actions in the Field”. The action plan is available on the following link:

[http://ec.europa.eu/europeaid/work/procedures/documents/implementation/international\\_organisations/other\\_documents\\_related\\_united\\_nations/sept06\\_un\\_visibility\\_action\\_plan\\_en.pdf](http://ec.europa.eu/europeaid/work/procedures/documents/implementation/international_organisations/other_documents_related_united_nations/sept06_un_visibility_action_plan_en.pdf).

Due to the need for intensive, coherent and specialised visibility actions, a certain amount of the funds set aside for visibility actions will be utilised by subcontracting a company specialised in such actions.

## Attachment 1: Time Plan

Activities	Semester 1						Semester 2						Y2	Y3	Implementing Body		
	M1	M2	M3	M4	M5	M6	M7	M8	M9	M10	M11	M12		Q1	UNDP	MoIT	Others
<b>Inception Period</b>	⇒	⇒															
1. Mobilisation of TAT	⇒														✓	✓	
2. Establishment of Project Office	⇒														✓	✓	
3. Development of the Inception Report	⇒	⇒													✓	✓	
<b>C1. Capacity Building at the LA</b>			⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒			
C1.1 Needs Assessment			⇒	⇒	⇒	⇒									✓	✓	
C1.2 Development of Training Strategies ...					⇒	⇒									✓	✓	✓
C1.3 Delivery of Training Programmes							⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	✓	✓	✓
C.1.4 PP on municipal mgmt and Service Imp					⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	✓	✓	✓
<b>C2. Capacity Building at the ULA</b>																	
C2.1 Development of Com. Strategy and AP			⇒	⇒	⇒	⇒									✓	✓	✓
C2.2 Implementation of Com. Strategy and AP							⇒	⇒	⇒	⇒	⇒	⇒	⇒		✓	✓	✓
C2.3 Communications Toolkit									⇒	⇒	⇒	⇒	⇒		✓	✓	✓
<b>C3. Strengthening Local Participatory Mech.</b>																	
C3.1 Dev. of strategy for promotion of LPMs				⇒	⇒	⇒	⇒	⇒	⇒	⇒					✓	✓	✓
C3.2 PP on Participatory Mechanisms					⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	✓	✓	✓
<b>C4: Improvement of municipal cooperation ...</b>		⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒				
C4.1 Promotion of municipal partnerships		⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒		✓	✓	✓
C4.2 Municipal Partnerships					⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	✓	✓	✓
<b>C5: Capacity Enhancement at MoI</b>		⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒			
C5.1 Functional & org. improvements		⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	✓	✓	✓
C5.2 Assessment of existing investment ...				⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒			✓	✓	✓
C5.3 Development of an online MIS				⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	✓	✓	✓
C5.4. International Study Tours					⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	⇒	✓	✓	✓

## Attachment 2: Logical Framework

<b>Intervention Logic</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Risks and Assumptions</b>
<b>Overall Objective(s)</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Risks and Assumptions</b>
To ensure effective, transparent, inclusive and participatory local government in Turkey, in particular through full implementation of the new legislation adopted in 2003-2005	<ul style="list-style-type: none"> <li>- 100% compliance of Turkish Local Administration system with principles and standards set by the European Charter of Local Self-governments, other European conventions and the recommendations of the Council of Europe by 2015</li> <li>- By 2015, 50 % of all staff members of the local authorities trained on LAR, demonstrating the level preparedness of Turkish Local Administration for an effective management of their responsibilities under conditions of EU membership</li> </ul>	<ul style="list-style-type: none"> <li>- CoE (CLRAE) reports on Turkish Local Administration system and Turkey's compliance with ECLSG</li> <li>- EC Reports on Turkey's progress towards EU accession</li> </ul>	
<b>Purpose</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Risks and Assumptions</b>
To develop and strengthen the administrative capacity and co-operation of Turkish Ministry of Interior (particularly General Directorate for Local Authorities, Governorships and District Governorships), Unions of Local Authorities and Local Authorities themselves in the task of ensuring the effective implementation of new policy and legislation on local administration	<ul style="list-style-type: none"> <li>- A Training Strategy for the LA staff, complete with a proposal on institutional framework, ready by M12,</li> <li>- A Communications strategy for Union of Turkish Municipalities (TBB) developed with first year,</li> <li>- Online Financial and Administrative Management Information System developed by M12,</li> <li>- An in-service training programme for GDLA developed by M12,</li> <li>- A Municipal Service Standardisation Manual developed by M18.</li> </ul>	<ul style="list-style-type: none"> <li>- Progress reports,</li> <li>- Technical reports,</li> <li>- Manuals,</li> </ul>	<ul style="list-style-type: none"> <li>- Continued political commitment of the government to the LAR Process</li> <li>- Central administration actively support the strengthening of the Unions of LAs as key partners in the implementation of the LAR</li> <li>- Local elections of 2009 may lead distractions in the implementation of the project</li> </ul>
<b>Expected Results</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Risks and Assumptions</b>
1 Capacity of the elected representatives and professional managers and staff of local authorities strengthened	<ul style="list-style-type: none"> <li>- A Training Strategy for the LA staff, complete with a proposal on institutional framework, ready by M12,</li> <li>- 1000 first-time elected local politicians trained by the 18<sup>th</sup> month,</li> <li>- Training programme for a group of 200-300 local administration managers delivered within the first 2 years of implementation,</li> <li>- A Municipal Service Standardisation Manual developed by M18,</li> <li>- 11 pilot actions on municipal services and financial management during the lifespan of the project.</li> </ul>	<ul style="list-style-type: none"> <li>- Handbook for Elected Local Politicians.</li> <li>- Training Materials</li> <li>- Training Impact Assessment Report (including recommendations)</li> <li>- Training participation lists</li> </ul>	<ul style="list-style-type: none"> <li>- Local authorities willing to cooperate and ready for the assistance as foreseen by the project intervention,</li> <li>- Trained staff members remain in their posts during the entire duration of the Project</li> </ul>

<b>Expected Results</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Risks and Assumptions</b>
2 Capacity of Unions of Local Authorities (national and regional) for effective representation of the interests of local administrations strengthened	<ul style="list-style-type: none"> <li>- A Communications Strategy for Union of Turkish Municipalities (TBB) developed with first year,</li> <li>- A Communications Toolkit designed by M18,</li> <li>- A minimum of 5 workshops held for the execution of the communications action plan during the lifespan of the Project.</li> </ul>	<ul style="list-style-type: none"> <li>- Communications strategy,</li> <li>- Workshop participant lists</li> </ul>	<ul style="list-style-type: none"> <li>- Continuous support by Turkish government and EU institutions for strengthening dialogue and co-operation between public authorities and civil society (in Turkey) and between Turkish and EU local authorities and the communities represented by them</li> </ul>
3 The capacity of city councils and other participatory mechanisms to foster democracy, transparency, accountability and citizens' involvement in local administration strengthened	<ul style="list-style-type: none"> <li>- A Strategy for Promotion of Participatory Mechanisms developed by M12,</li> <li>- 10 pilot actions on participatory mechanisms during the lifespan of the project,</li> </ul>	<ul style="list-style-type: none"> <li>- Strategy paper,</li> <li>- Report on pilot actions,</li> </ul>	<ul style="list-style-type: none"> <li>- Local stakeholders open to assistance as foreseen in the Project and willing to cooperate</li> </ul>
4 Inter-municipal co-operation between Turkish local authorities and partnerships between Turkish and EU local authorities enhanced	<ul style="list-style-type: none"> <li>- 5 Training Programmes and/or Capacity Improvement Events for 40 participants, in total, during the entire lifespan of the Project</li> <li>- A National Guideline and information base for international partnerships developed with the first 2 years</li> <li>- 8 Regional Conferences on municipal partnerships organised in 2 years,</li> <li>- 10 pilot actions on municipal partnerships during the lifespan of the project,</li> </ul>	<ul style="list-style-type: none"> <li>- Training participant lists,</li> <li>- Conference participant lists,</li> <li>- National Guidelines on municipal partnerships,</li> <li>- Report on pilot actions,</li> </ul>	<ul style="list-style-type: none"> <li>- Local stakeholders open to assistance as foreseen in the Project and willing to cooperate</li> </ul>
5 Capacity of the Ministry of Interior strengthened	<ul style="list-style-type: none"> <li>- An in-service training programme for GDLA developed by M12,</li> <li>- Training programmes delivered for 50 Mol Inspectors, 100 Local Administration Controllers, 81 heads of local administration directorates in governorships and other general administration staff of GDLA during the lifespan of the Project,</li> <li>- A detailed Terms of Reference for improvement of YERELBILGI and BEPER developed,</li> <li>- International Study Tours for 20 participants from the Ministry and the TBB,</li> <li>- Online Financial and Administrative Management Information System developed by M12.</li> </ul>	<ul style="list-style-type: none"> <li>- Guidelines on improving capacities of local participatory mechanisms.</li> <li>- Training participants lists,</li> <li>- ToR for integrated MIS for GDLA,</li> <li>- Mission reports for int'l study tours</li> </ul>	<ul style="list-style-type: none"> <li>- Trained staff members remain in their posts during the entire duration of the Project</li> </ul>
<b>Activities</b>	<b>Means</b>	<b>Budget (€)</b>	<b>Risks and Assumptions</b>
1.1 Needs Assessment 1.2 Development of Training Strategies 1.3 Delivery of Training Programmes 1.4 Pilot actions on municipal management and service improvement			

Activities	Means	Budget (€)	Risks and Assumptions
2.1 Development of Com. Strategy and AP 2.2 Implementation of Com. Strategy and AP 2.3 Communications Toolkit			
3.1. Development of strategy for promotion of (Local Participatory Mechanisms) LPMs 3.2 Pilot Actions on Participatory Mechanisms			
4.1 Promotion of municipal partnerships 4.2 Pilot Actions on Municipal Partnerships			
5.1 Functional & organizational improvements 5.2 Assessment of existing investment programmes 5.3 Development of an online MIS 5.5. International Study Tours			
Total	Human Resources Travel Equipment and Supplies Local Office Other Costs, Services Contingency reserve Administrative costs <b>Total</b>	2.310.350 € 142.100 € 60.450 € 78.600 € 1.107.000 € 39.818 € 261.682 € 4.000.000 €	
	<b>Pre-conditions</b>	Timely launch of the Project.	