



Terms of Reference (ToR)

Conducting Functional and Organisational Review and Training Needs Assessment at the General Directorate of Local Authorities (GDLA) and Development of an In-service Training Programme for GDLA Personnel

1 Background and Context

Support to Further Implementation of Local Administration Reform in Turkey Project (LAR Phase II) ("the Project", hereinafter) is an EC-funded project. The project is being implemented by UNDP within the scope of a Contribution Agreement, signed between Central Finance and Contracts Unit (CFCU) and UNDP on 02.09.2009. The direct beneficiary of the Project is the Ministry of Interior (MoI), General Directorate of Local Authorities (GDLA). The target groups include the Ministry of Interior, the Union of Municipalities of Turkey, governorates, district governorates, municipalities, special provincial administrations, unions of municipalities and elected representatives and senior staff professionals serving in these institutions.

The overall objective of the Project is to ensure effective, transparent, inclusive and participatory local administration 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".

The first phase (LAR Phase I) of the project, which was also financed by the EC, started in August of 2005 and was completed in November 2007. The present Project's intervention logic leverages on the experience gained in Turkey since the reform initiatives were first launched in early 2000s and during the execution of the LAR Phase I. Accordingly the Project aims at:

- **Enhanced Capacity at the Ministry of Interior and Local Authorities:** These needs have been identified during the execution of LAR I and prioritized upon further consultations at the MoI. 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.
- **Enhanced Effectiveness in Functional and Organizational 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, and will be further refined and improved. Some others, such as enhancing participatory mechanisms, will need to be developed by benefitting from other joint initiatives with the Ministry of Interior such as Local Agenda 21.
- **Enhanced Effectiveness in Municipal Service Delivery through Pilot Projects:** 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 utilized to draw lessons for furthering the local administration

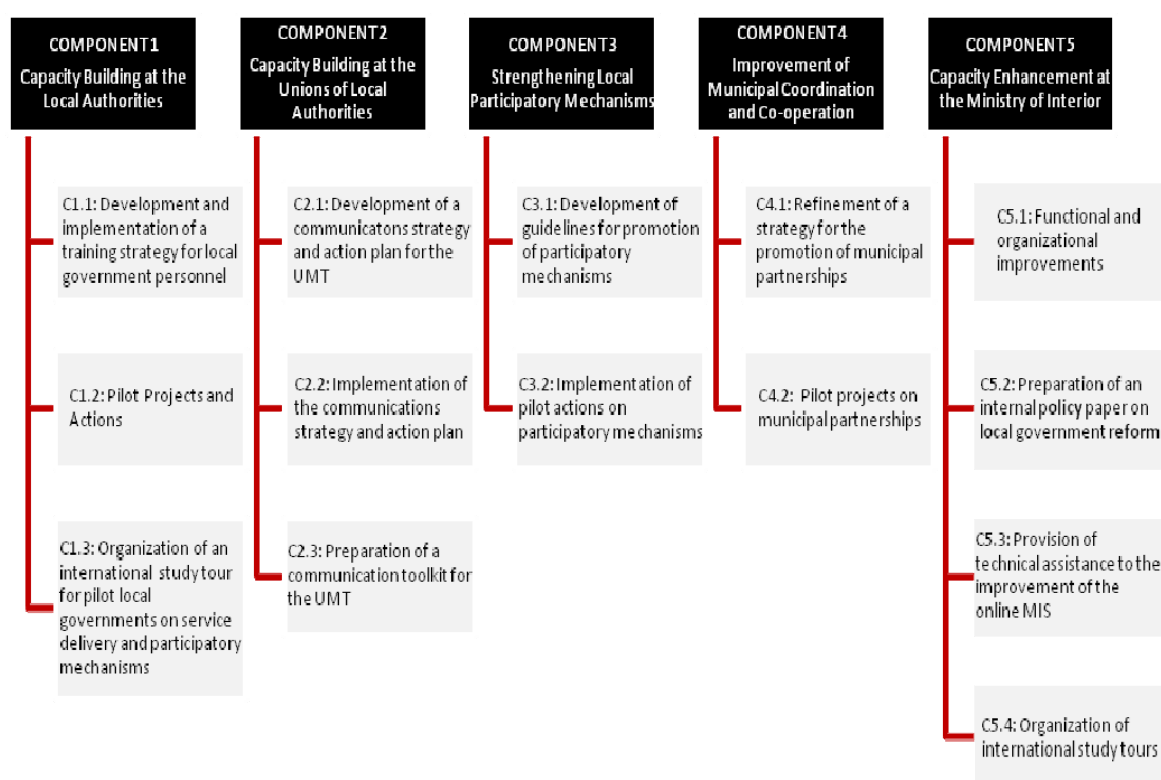
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reform process. This would also involve the improvement of some selected municipal service delivery processes.

The Project is composed of the following five components (further information can be found at www.undp.org.tr):

- 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 MoI

The following figure presents the overall structure of the project components and activity groups:



2 Overall Objective and Background of the Assignment

This specific Terms of Reference (ToR) concerns activity C5.1: Functional and organizational improvements under Component 5. The overall objective of the assignment is to contribute to the improvement of the organization and functioning of the GDLA to enhance the capacity of the Ministry of Interior in the implementation of the local administration reform. C5.1 includes two sub-activities:

- 1) Provision of training programmes to the GDLA personnel.
- 2) Functional and organisational review of GDLA.

In order to provide technical assistance to functional and organisational improvements at the GDLA, the specific objective of this assignment is to conduct functional and organisational review and

training needs assessment at the GDLA and to develop an in-service training programme for the GDLA personnel.

GDLA is a central government unit within the Ministry of Interior that is responsible to carry out the duties and services related to the operation of local administrations, which are assigned to it by law. A functional and organisational review of the GDLA was conducted during LAR Phase 1 and experts produced a situation analysis report, which provided an assessment of the functioning and working procedures of the organisation (including a detailed SWOT analysis) to reflect the capacities of the GDLA to effectively undertake the implementation of local administration reform as well as a number of recommendations concerning organisational/procedural changes aimed at enhancing the existing capacities of the organisation so that it becomes more able to fulfil its new and diverse responsibilities in a more efficient manner. The report was based on a careful examination of the tasks and competences of each respective unit of the GDLA, which was made possible through a series of technical meetings held with GDLA officials. Furthermore, the report revealed the findings of surveys on local administration reform, face-to-face interviews conducted with GDLA officials as well as literature review completed in the area. In addition, comparative work was made available in relation to the organisational structures existing in other countries with similar processes and systems of local administration policy management.

According to the abovementioned activity that was carried out in LAR Phase 1, the GDLA made a comprehensive functional and organisational restructuring concerning the mandates, responsibilities, staff resources and work procedures of the general directorate in the past two years. As a result of the consultations during the inception phase of the LAR Phase 2, GDLA representatives pointed out that the need at present is a general review of how the new structure fits with the legislative mandate of the organisation. Such a review is expected to provide the GDLA with an analysis of the existing situation and further steps of improving the functioning and organisation of the general directorate.

One of the proposals included in the functional and organisational review that was conducted during LAR Phase 1 was the execution of a comprehensive in-service training system to improve the qualifications of the human resources at the GDLA. In accordance with this proposal, it is envisaged that an in-service training programme will be developed through a needs assessment in LAR Phase 2. The training modules of this programme will include topics such as decentralisation and local administration reform trends and best practices in the EU, reviews of legislative changes, operational procedures, local administration data collection, community participation in local administration decision making, etc. The in-service training programme is planned to be delivered to 150 audit personnel of the Ministry of Interior, 81 Heads of local administration directorates and 100 GDLA personnel.

3 Scope of Assignment

In this context, the scope of assignment includes, (1) Preparing a functional and organisational review of the GDLA; (2) Assessing the training needs of the GDLA personnel; (3) Developing an in-service training programme for the GDLA personnel.

4 Specific Activities

A team of 2 consultants (i.e. 1 local short-term expert and 1 international short-term expert), hereinafter the Assignment Team, are planned to be mobilized. The primary focus areas of the 2 consultants are expected to be as follows:

1. Local Senior Expert on Local Administration Management and Training (LLAMT)

LLAMT will work in collaboration with the international consultant in carrying out the functional and organisational review and training needs assessment at the GDLA by conducting meetings and interviews with the GDLA officials. S/he will be co-author of the reports and materials to be developed within the scope of the assignment. S/he will also be jointly responsible together with the international consultant for the development of the in-service training programme for the GDLA personnel.

2. International Senior Expert on Local Administration Management and Training (ILAMT)

ILAMT will work in collaboration with the LLAMT in developing the functional and organisational review and training needs assessment methodology as well as conducting the meetings and interviews with the GDLA personnel. S/he will also work together with the LLAMT in developing the in-service training programme for the GDLA personnel. Finally, s/he will provide best practice examples and experiences in the field from EU countries on local administration related training programmes.

Along with the scope of the assignment depicted above, the duties and responsibilities of the assignment team are highlighted below. The Local Expert (Turkish speaking) will also be responsible from editing the Turkish translations of all assignment outputs.

4.1 Stage 1: Functional and Organisational Review of the GDLA

In the first stage of the assignment, the experts are expected to carry out the following activities:

Analysis of the functioning and organisation of the GDLA: The experts will carry out a general review of the legislative mandate, organisation structure and operations of the GDLA. They will review the previous work carried out during LAR Phase 1 and the subsequent changes that were made in the organisation structure of the GDLA.

Organizing assessment meetings and interviews with the GDLA personnel: The experts will organize meetings and interviews with the GDLA personnel in order to assess the existing situation at the GDLA as regards the organisation structure and operations.

Examining the functioning and organisation of the counterpart organizations to the GDLA in selected EU countries: The ILAMT will carry out a research on the functioning and structure of the counterparts of GDLA in a number of EU countries which will be defined in consultation with the GDLA and will provide the GDLA with relevant reports prepared on this issue.

Preparing the functional and organisational review report of the GDLA: As a result of the abovementioned activities, a functional and organisational review report will be prepared for the GDLA. This report will provide a description of the existing situation at the GDLA as regards legislative mandate, organisation structure and operations, it will identify the problems in the functioning and organisation of the GDLA and will provide recommendations on how to solve these problems and improve the operations of the GDLA to fulfil its legal responsibilities in a more efficient and effective manner.

The first stage of the assignment is expected to be completed by **31 March 2010**.

4.2 Stage 2: Training Needs Assessment of the GDLA Personnel

The training needs assessment to be conducted at the GDLA will be aimed at the development of training programmes for 3 target groups:

- 1) Audit personnel of the Ministry of Interior.
- 2) GDLA personnel.
- 3) Heads of provincial local administration directorates.

The experts are expected to develop a methodology for the assessment of the training needs of these three target groups. They will then organize meetings, interviews and/or workshops with the related personnel. Subsequently, the experts will carry out an evaluation of the training needs according to the specific responsibilities of the target groups, as analysed in Stage 1. As a result, a training needs assessment report will be prepared which will identify the training priorities of the three target groups

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and will make recommendations on what type of training programmes are necessary to provide effective and sustainable trainings to the GDLA personnel.

The second stage of the assignment is expected to be completed by **30 April 2010**.

4.3 Stage 3: Development of the In-Service Training Programme for the GDLA Personnel

According to the training needs assessment report to be developed under Stage 2, the experts are expected to develop an in-service training programme comprised of the following 3 modules, each of which will be designed as 3-day courses:

Module 1: Administrative audit of local administrations

This module will target 150 audit personnel at the Mol. The focus will be on the new audit concept and changes introduced with the local administration reform legislation and their implications on audit procedures. International best practices on auditing local administrations will also be covered. Other topics will include decentralisation, local administration reform and EU best practices, data collection at local level and community participation to local decision making.

Module 2: Functioning and organisation of the GDLA

This module will target 100 GDLA personnel. The focus will be on the functional and organisational structure of the GDLA, responsibilities of staff and work procedures. According to the training needs assessment report, additional topics such as strategic planning, team building, IT skills, etc. may also be included in this module.

Module 3: Coordination and cooperation of provincial local administration directorates with the GDLA

This module will target 81 heads of provincial local administration directorates. The focus will be on online data collection from local administrations through the database systems based in the GDLA. Other topics on decentralisation, local administration reform and/or community participation to local decision making may also be included in this module according to the training needs assessment report.

While developing the training programme, the experts will also review the existing in-service training programmes being provided to the GDLA personnel.

The third stage of the assignment is expected to be completed by **15 June 2010**.

4.4 Cross-cutting considerations

The present assignment will benefit from the outputs of previously completed reports.

5 Deliverables with required timeframes

As described above the Assignment team will deliver following main outputs

- ¶ Report on Functional and Organisational Review of the GDLA (first draft by **20 March 2010**, final report by **31 March 2010**).
- ¶ Training Needs Assessment Report (first draft by **20 April 2010**, final report by **30 April 2010**).
- ¶ In-service Training Programme for each module (first draft by **31 May 2010**, final versions by **15 June 2010**).

All reporting will be done in English and Turkish. Translations of these inputs will be provided out of the project resources. The LLAMT will be the final editor of all assignment outputs in Turkish.

6 Timing, Duration and Place of Work

The Assignment is planned to be launched on **1 March 2010** and be completed by **15 June 2010**. Each of the consultants will need to invest following work days indicatively (plus up to 15 additional working/days to be requested by the UNDP upon need);

Activity	LLAMT		ILAMT	
	Working days	Duty Station	Working days	Duty Station
Report on Functional and Organisational Review of the GDLA (by 31 March 2010)	20	Ankara	20	15 w/d Ankara 5 w/d home based
Training Needs Assessment Report (by 30 April 2010)	20	Ankara	20	15 w/d Ankara 5 w/d home based
In-service Training Programme (by 15 June 2010)	35	Ankara	30	15 w/d Ankara 15 w/d home based
Total	75 w/d		70 w/d	

7 Services and Facilities to be provided by UNDP

UNDP will provide project documents and background information. The meetings and the workshops planned for the assignment will be organized by the project team. UNDP will also provide interpretation and translation services as well as working space for the short-term experts at the project office in Ankara. During the assignment the short-term experts may use the facilities of the local project office (i.e. internet access, printing, copying, local phone calls etc.); however the short-term experts are expected to use their own personal computers. Depending upon the availability, UNDP will also make available the office car for travel within Ankara.

Payments

The short-term experts will be hired under a Special Service Agreement (SSA) contract and be paid in USD (or equivalent TRL) on the basis of the number of days invested for each deliverable, as approved by UNDP;

Deliverable(s) ILAMT	Payment Conditions
Report on Functional and Organisational Review of the GDLA	20 working days of the contracted amount*
Training Needs Assessment Report	20 working days of the contracted amount*
In-service Training Programme	30 working days of the contracted amount*

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Deliverable(s) LLAMT	Payment Conditions
Report on Functional and Organisational Review of the GDLA	20 working days of the contracted amount*
Training Needs Assessment Report	20 working days of the contracted amount*
In-service Training Programme	35 working days of the contracted amount*

* The payment conditions indicated herein represents the **maximum amount** to be paid for the particular deliverable and will be based on the **actual number of working days** invested for the development of each deliverable.

The amount paid shall be gross and inclusive of all associated costs such as social security, pension and income tax. Assignment-related travel and accommodation costs will be borne by UNDP upon submission of documentation.

8 Required Qualifications

8.1 Local Senior Expert on Local Administration Management and Training (LLAMT)

General Qualifications

- University degree in political sciences, administrative sciences (i.e. management, economics, public administration etc.) or social sciences,
- Fluency in English
- Computer literacy
- Excellent reporting skills

General Professional Experience

- At least 10 years of professional experience
- Preferably 3 years of international experience,

Specific Qualifications and Experience

- Preferably more than 7 years of specific experience in the field of public administration, in particular local administration,
- Previous or ongoing work experience in central government institutions in fields related to local administrations,
- Working knowledge of the legal and administrative systems and administrative structures in Turkey, in particular in the field of local administration,
- Experience in training needs assessment of central government officials and development of training programmes is an asset,
- Well-established communications and networks with central and local administrations and local communities and NGOs as evidenced by the relevant work experience,

The consultants should have high professional standing regarding management of participatory processes involving central administration, local authorities and civil society organizations and good inter-personal and cross-cultural communication skills.

8.2 International Senior Expert on Local Administration Management and Training (ILAMT)

General Qualifications

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- University degree in political sciences, administrative sciences (i.e. management, economics public administration etc.) or social sciences,
- Fluency in English
- Computer literacy
- Excellent reporting skills

General Professional Experience

- At least 15 years of professional experience
- At least 5 years of international experience,

Specific Qualifications and Experience

- Preferably hands on experience in functional and organisational review of public institutions and change management.
- Previous or ongoing work experience in central government institutions responsible for local administrations.
- Previous or ongoing work experience in training needs assessment of central government officials, in particular dealing with issues related to local administrations.
- Previous or ongoing work experience in developing training programmes for central government officials, preferably dealing with issues related to local administrations.
- Knowledge of EU local administration systems and practices as evidenced by the relevant work experience.
- Working experience in issues related to local administration reform, local governance and participatory decision-making.
- Knowledge of Turkish Local Administration system and the General Directorate of Local Authorities is an asset.

9 Application Procedures

The candidates will CVs to ssa.proposal@undp.org.tr. The deadline of application is **17 February 2010 17:30**. UNDP cannot be kept liable for applications that will be rejected by its servers for reasons including but not limited to attachments with virus.

The subject line of the e-mail for the applications should read the proper reference codes as follows. Emails without a proper reference code in the subject line may not be taken into consideration:

- For the Local Senior Expert: **REF:LAR/C5/LLAMT**
- For the International Senior Expert: **REF: LAR/C5/ILAMT**

10 Evaluation of Applications

Applicants meeting the minimum requirements listed in the Terms of Reference will be short-listed and asked for price proposals. The selection of the Consultant will be made in accordance with the quality- cost based selection method (70 % technical component and 30% price component).