Standard Summary Project Fiche  
IPA Decentralised National Programmes  

Project number: TR 07 01 05

1. Basic information

1.1. CRIS Number:

1.2. Title: Support to further implementation of local administration reform in Turkey

1.3. Sector: Public Administration

1.4. Location: Ankara, TURKEY

Implementing arrangements:

1.5. Implementing Agency

The CFCU will be the Implementing Agency and will be responsible for all procedural aspects of the tendering process, 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:

Mr. Muhsin ALTUN (PAO-CFCU Director Central Finance and Contracts Unit)
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1.6. Beneficiary (including details of SPO):

The Ministry of Interior, General Directorate for Local Authorities (GDLA) will be the main beneficiary institution, responsible for the technical implementation of the project activities, including the elaboration of the technical specifications for the supply component. The GDLA will assume responsibility for the delivery of the expected results and for ensuring the day-by-day co-ordination and supervision of the work-plan and the performance of United Nations Development Programme.

The Senior Programme Officer (SPO) will be:

Mr. Murat Zorluoğlu
Head of Department for International Relations
General Directorate for Local Authorities
The Union of Turkish Municipalities (TBB) will be co-beneficiary of the project, especially for activities envisaged under Results 2 and 4. Appropriate co-operation and coordination mechanisms between GDLA and TBB will be established, in accordance with the Institutional Framework described in Annex 3.

1.7. **Overall cost:** €4,000,000

1.8. **EU contribution:** €4,000,000

1.9. **Final date for contracting:** 2 years after the signature of the Financing Agreement.

1.10. **Final date for execution of contracts:** 4 years after the signature of the Financing Agreement.

1.11. **Final date for disbursements:** 5 years after the signature of the Financing Agreement.

2. **Overall Objective and Project Purpose**

2.1. **Overall Objective:**

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

2.2. **Project purpose:**

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,

2.3. **Link with AP/NPAA/EP/SAA**

NPAA 2003. Part V (Administrative capacity). Section 5 Public Administration Reform, declares that:

“The most important aspect of the public administration reform proposal is the re-arrangement of the organisation, mission, authority and resources of central and local administration. The reform proposal, which aims to strengthen local governments, anticipates a transition to a more democratic and efficient public administration by the delegation of certain responsibilities from the central authority to the local level”

“Moreover ....(the) reform proposal aims to enhance the participation principle. For this purpose, the reform proposal envisages participation of different segments of the society
in the administration and reorganises Turkish public administration in the light of the principles that have shaped the EU system.”

According to 2005 Progress Report¹ (1.1 Democracy and the Rule of Law);

“The Law on Municipalities and the Law on Special Provincial Administrations aim at strengthening the capacity of local government to deal with the challenges of rapid urbanization and mass immigration from rural areas. To this end, these laws introduce modern public management concepts in order to create efficient, result-oriented and transparent local government…”

“…The fact that all these laws have been rewritten at the same time presents significant challenges for the government. In order for the intended objectives to be met, the implementation of these laws will have to be planned and executed effectively. In particular, the necessary secondary legislation will need to be adopted. Issues to be tackled include: enabling full consultation of interested parties through stronger access to information; financial and fiscal implications; human resource requirements; strengthening of financial control and auditing systems”

Latest update of “Accession Partnership” for Turkey, adopted in early 2006², includes the following priorities:

“The reform of public administration (and personnel policy) in order to ensure greater efficiency, accountability and transparency.

Ensure effective, transparent and participatory local government, in particular through the implementation of recently adopted legislation”

EC Regular Report 2006 (released Nov 8), Chapter 2 (Enhanced political dialogue & Political Criteria), Section 2.1 (Democracy and the rule of law), sub-section on Public Administration, states that:

“No progress has been made in adopting the Framework Law on Public Administration” and “as a result, the devolution of central government powers to local administrations was hampered”. The Report nevertheless acknowledges that “there has been some legislative progress” and that “the implementation of reforms adopted in previous years has continued”.

However, based on the assessment that progress made in some areas is still insufficient (full implementation of the new legislation on Public Financial management and Control – also applying to local administrations – fiscal decentralisation – “not achieved” – establishment of City Councils, etc.), the Report concludes that “further efforts are needed in the area of decentralisation”.

¹ final versions adopted in 2005
² Council Decision 2006/35/EC, of 23 January 2006. Published in the EU’s Official Journal on 26.01.2006
2.4. **Link with MIPD**

In the section on “Lessons learned” (1.3.2) and with regards to “horizontal public administration reforms, the MIPD states that “The sustainability of many institution building activities may be imperilled by the inconsistent implementation of horizontal reforms. In Turkey, this issue is particularly relevant, as the country is in the process of implementing potentially far-reaching reforms of the public administration, including the decentralisation of some state structures and the introduction of increased local democracy and public participation”

In the section on “Multi-annual planning by component” (2.2), one of the “Major areas of intervention” for IPA Component I is, in addressing the Copenhagen criteria, “support to institutions concerned by the reforms, particularly the judiciary, the law enforcement services and the public administration”; and one of the “Main priorities” in this area (Public administration” is “Implementation of recently adopted legislation on decentralization”

2.5. **Link with National Development Plan**

The 9th National Development Plan (2007-2013) contains a number of items (672, 684, 689, 691, 694, 696, 697, 705 and 710) related to objectives to be met and reforms needed in the area of local administration.

These objectives and reforms envisage, for instance, that “the technical, financial and institutional capacities of local administrations and unions, primarily of special provincial administrations, will be strengthened in order to increase their efficiency”, as a prerequisite for further “delegation of powers and duties from the central government, realized in accordance with the principles laid down by the European Charter of Local Autonomy”

Also, the NDP foresees that “Minimum service standards will be determined at national level for the services provided by local administrations and the supervision of compliance with these standards will be made by the central administration”.

Otherwise, the NDP insists in the need to build capacities, at all levels of public administration (including in local administration), in aspects such as strategic planning, results-oriented management, budgeting based on purposes and objectives, responsiveness to the demands of beneficiaries in the provision of public services, participation and accountability, culture of performance, e-government and e-administration, etc.

2.6. **Link with national/sectoral investment plans**

N/A

3. **Description of project**

3.1. **Background and justification:**

Pursuant from 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 introduce 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: 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, etc. 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 (see Annex IV – legislation – for further details).

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 administrations3.

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
1970’s) 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 2004-20054. 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 (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, etc.)

In what concerns local administrations, capacity-building efforts should give priority to
the following target groups: 1) Mayors and elected members of municipal councils and

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3 World Bank, Turkey, Municipal sector review, 2004
4 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.
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 learnings and outputs can then be replicated to a larger number of local entities.

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 MoI/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 (as it is common in all EU member states). 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 (international and domestic). As highlighted in the draft strategy elaborated under the first LAR Project, and not withstanding 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 decision-making at local level will require a decisive support to the effective establishment and regular operation of the newly introduced “city (urban 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 MoI, local authorities and their Unions being provided by UNDP-Turkey. The Project – which will come to an end 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.)

3.2. Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable)

A more effective, transparent 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.
One of the important lessons learned from the first phase of the project was that commitment of the local authorities is one of the most critical aspects of success in projects that include targeted interventions through pilot implementations. Similar to the philosophy adopted in the first phase of the project, the second phase will develop typologies (i.e. based on objectively set parameters such as population, budget etc.) of local authorities and target those which are most willing and possess the capacity to be a role models for peer local authorities. In that sense, the intervention modality is carefully designed so as to develop a set of pilot interventions that provide optimum impact through addressing key priorities and at the same targeting those who possess the willingness and/or capacity to progress.

In the course of LARP I, a number of train-the-trainers activities were held in cooperation with TODAIE (Turkey Middle East Public Administration Institute). These trainers will be involved in the training activities under this project to the possible extent.

3.3. Results and measurable indicators

The project’s contribution to the general objective of local administration reform in Turkey, which is summarised in the project purpose, will be attained through the pursuance and accomplishment of the following results (outcomes).

Result 1 - Capacity of the elected representatives and professional managers and staff of local authorities (in (a) strategic planning, multi-year budgeting and investment planning; (b) financial management and control including audit, (c) service delivery (performance, quality) and (d) identification, formulation and management of projects aimed at sustainable social and economic development of local communities) strengthened.

Indicators:
- By the end of the project, at least 90% of municipalities with more than 50,000 population (total number: 189) and all Special Provincial Administrations (81) have adopted strategic plans and multi-year budgeting and investment plans covering the period 2010-2012.
- During the time-span of the project, at least 250 mayors and members of municipal councils and provincial assemblies have received training or participated in awareness-raising events on the roles and responsibilities of elected local politicians;
- During the time-span of the project, at least 250 members of audit commissions have undergone specific training on modern audit approaches and techniques in the public sector.

Result 2 – Strengthened capacity of Unions of Local Authorities (national and regional) for effective representation of the interests of local administrations, the formulation and management of projects aimed at the development of local self-government in Turkey, and the provision of adequate support to their members.

Indicators:

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5 The project is to be implemented over the years 2008-2009
- By the end of the project, 80% of municipalities and SPAs to be assisted express satisfaction with the usefulness and effectiveness of Unions as representative organisations of their common interests.
- 5 workshops or equivalent activities jointly organised by national (TBB) and regional Unions in the first year of the project; and 5 additional workshops or joint activities organised in the second year.

**Result 3 - City councils and other participatory mechanisms to foster democracy, transparency, accountability and citizens’ involvement in local administration are in place and made more effective**

Indicators:
- City councils are in place and operational in 60% of all provincial municipalities by the end of year 1 of the project; and 100% by the end of year 2.
- 2 awareness-raising events (workshops, seminars, conferences) organised in year 1 of the project and 3 more in year 2.
- Five pilot projects implemented in year 1 and 5 additional pilot projects in year 2.

**Result 4 - Inter-municipal co-operation between Turkish local authorities and partnerships between Turkish and EU local authorities enhanced.**

Indicators:
- 4 regional conferences on partnerships organised in year 1 and 4 additional conferences in year 2
- 5 pilot partnership projects formulated & implemented in year 1 and 5 more in year 2
- 30% increase in the number of international partnership agreements (twinning or project-based) officially registered at MoI/GDLA in the period 2008-2009, as compared with the period 2006-2007

**Result 5 – Strengthened capacity of the Ministry of Interior (General Directorate for Local Authorities, Governorships etc.) to develop and implement policies, legislation, strategies and programs/projects aimed at the development of an effective, transparent and participatory local government system in Turkey; as well as minimum common standards for local services.**

Indicators:
- MoI staff dealing with Local Administration (in GDLA or other units) trained: 400 Deputy Governors and District Governors; 150 LA controllers; 50 MoI Inspectors; 100 Heads of LA Directorates in Governorships and administrative staff in GDLA
- MoI management information systems related to local administration (YERELBİLGİ, BEPER, others) upgraded and providing inputs for efficient and soundly-based decision-making.

**3.4. Activities**

**Result 1:** The activities to be fulfilled under result 1 (R1) build on and complement the capacity building activities that have been performed during the EU-funded LAR Project. The training programmes under R1 target (a) elected local politicians, (b) professional managers and staff in local authorities, (c) managing directors of local authorities. In terms of sequencing, the activities will start with a training needs assessment (gap
analyses)\(^6\), development of training materials (curricula) and supportive tools (handbooks) delivery of training, and assessment of training efficiency and effectiveness. In addition to these training programmes, the activities under R1 will also include support to 10 pilot local administrations (for development of service improvement action plans, multi-year investment plans and budgets etc.), which will be identified (based on pre-defined) criteria through a call for applications. The major task groups of R1 are as follows:

1.1 Development of a handbook and other training materials on the roles and responsibilities of elected local politicians, with particular emphasis on the role and responsibilities of the Audit Committees.

1.2 Organization of at least 10 training and/or awareness-raising events for elected representatives in local authorities, in cooperation with national and regional Unions and other stakeholders (political parties, foundations etc.). A minimum of 5 of such events should be addressed to members of Audit Committees.

1.3 Building on previous work in the area of training carried out under the EU-funded Local Administration Reform Programme (LAR I), development of a coherent and consistent training strategy for professional managers and staff in local authorities, in cooperation with relevant stakeholders. The new training strategy should be based in a comprehensive training needs assessment, and define a new institutional framework for the delivery of training for local authorities, curriculum development etc.

1.4 Design and development of a comprehensive training program (minimum 300 hours) for managing directors of local authorities (Deputy Mayors, Secretary-Generals, Directors of Services)

1.5 Organisation and delivery of the 1st edition of the training program for a first group of 50 local administration managers (in co-operation with an accredited education/training institution).

1.6 Following up on the work completed in the six pilot projects implemented under the first LAR Programme, implementation of a minimum of 12 additional pilot projects (10 in Municipalities [4 of which will be metropolitan municipalities], 2 in SPAs) focusing on the areas mentioned above (in the description of R1). As in the LAR I project, selection of pilot local administrations will be done through an open and transparent process, based on objective criteria.

\textbf{Result 2} is composed of 3 task groups (defined below). Initially a communication strategy and action plan will be developed for TBB. This will be followed by capacity-building events to equip TBB and other relevant stakeholders with skills to implement the strategy. Simultaneously, the project will support execution of “Municipal Partnership Promotion Strategy” developed within the scope of EU-funded LAR Programme.

2.1 Elaboration and implementation of a strategy and action plan for the development of institutional communication between TBB (Union of Turkish Municipalities) and its...

\(^6\) 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.
members, regional Unions, central administrations, parliament and national and international organizations

2.2 Training and other capacity-building activities for representatives, managers and staff of Unions of local authorities (at least 10 workshops).

2.3 Implementation of the strategy prepared under EU-funded LAR Programme (LAR I) for the promotion of municipal partnerships in Turkey.

**Result 3** will be achieved through the execution of following activities. Guidelines (establishing and maintaining participatory and transparent decision-making mechanisms) will be developed at an early stage of the project and will be followed by capacity-building and awareness-raising activities. 10 pilot projects will be executed with the objective of creating best practices involving co-operation between municipalities and civil society organizations at local level. Finally, the guidelines will be improved and finalised based on the lessons to be learned from the pilot projects.

3.1 Development of guidelines for the effective operation of city councils and other local structures for civil society organizations and citizens’ participation in local decision making processes.

3.2 In cooperation with other international and donor organizations active in this area, organization of 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.

3.3 Implementation of 10 pilot projects 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, etc.

The activities under **Result 4** will start will the establishment of structures (i.e. networks, specialised units, task forces etc.) to promote and support domestic and international partnerships among local authorities. These structures will be equipped with tools (i.e. guidelines and information base) to fulfil their functions and will be provided with technical assistance and training. Finally, 10 pilot projects will be formulated and executed to provide the said structures with real life experience.

4.1 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)

4.2 Establishment of national guidelines and information base for international partnerships (twinning or ad hoc projects)

4.3 Organization of a number of awareness raising events (a minimum of 8 regional conferences) and the establishment of a group of specialists (consultants) on
international partnerships, by means of specific training and coaching addressed to staff of Municipalities, SPAs and their Unions, as well as some staff of GDLA.

4.4 Formulation and implementation of at least 10 pilot projects 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.

**Result 5** builds on the progress made during the LAR I and seeks to further improve the Ministry’s capacity by implementation of the recommendations of analyses carries out therein.

5.1 Implementation of the organizational and functional changes agreed as a result of the organizational and functional review of GDLA carried out under the first LAR Programme.

5.2 Provision of additional training for enhancing the professional capacities and skills of MoI staff dealing with local administration. (400 Deputy Governors and District Governors, 50 MoI Inspectors, 150 local administration Controllers, 100 heads of local administration Directorates in governorships and other general administration staff of GDLA)

5.3 Based on the analysis carried out under the first LAR project, design and implementation of a project aimed at co-ordination/integration and upgrade of existing data bases and information systems on local administration managed by GDLA (YERELBIĞİ, BEPER, etc.) including supply of IT hardware and software needed for such upgrade.

5.4 Assessment of the impact and performance of current investment programs implemented by the central administration for the upgrading of the basic local infrastructure and services in villages and small municipalities (KÖYDES, BELDES etc.)

5.5 Feasibility study on the further development and consolidation of such investment programs as future operational programs co-financed by national resources (state and local budgets) and EC pre-accession funds for regional/rural development.

5.6 Organisation of 2 international study tours with the participation of MoI officials and TBB reps (10 participants to each study tour) to the EU member states considered as best practices in the fields that R5 address.

The EC-funded support for the implementation of the aforementioned activities will be arranged through a direct grant agreement (€4,000,000) between CFCU and UNDP for the provision of technical assistance.

**3.5. Conditionality and sequencing:**

The Project will start after the delivery and approval of the final report of LAR I. This report to be delivered by UNDP will be accompanied by all the analytic work, to which the present fiche refer and on which certain activities will capitalise.
3.6. **Linked activities**

The project will follow up and further build upon the assistance provided to the MoI, local authorities and their Unions through the EU-funded Local Administration Reform Programme. This Programme is still under implementation and will come to an end in November 2007.

The LAR I project has already delivered, or will deliver till its termination, a number of results, activities and outputs which will be used for ensuring the wider impact of the new project. Among these activities and outputs: 1) A draft strategy for the further implementation of local administration reform in Turkey; 2) An assessment of the new legislation enacted in 2003-2005, from the viewpoint of it alignment with European principles and standards; 3) Information/communication materials on LA and LAR in Turkey and other European countries; 4) Training programmes and materials for District Governors, LA controllers and heads of LA Directorates n Governorships; 5) Training programmes and materials for Unions of local authorities; 6) Evaluation, draft strategy and handbook on municipal partnerships; 7) 6 pilot projects on improving budgeting (including materials for training) and service performance in local administrations (including questionnaires for citizens’ surveys and examples of SIAPs); 8) A software application for multi-year budgeting and investment planning in local authorities (MERCEK); 9) Training programmes and materials for local administration managers and financial consultants, etc.

Implementation of relevant activities of the project should be co-ordinated with those of bilateral EU-member states projects providing support for municipal partnerships, local service provision and strengthening of the capacities of the Unions of local authorities (SIDA-SALA, MATRA-VNG, GTZ, etc.)

The project will be implemented also with the necessary information exchange and coordination with projects funded by other international donors, so as to avoid unnecessary duplication or overlapping of activities and outputs (i.e. WB’s Municipal Services Project – İller Bankası)

3.7. **Lessons learned**

Success in the implementation of this type of projects, in terms of effective delivery of the planned activities and outputs, as well as the achievement of the expected results, relies in the close dialogue and co-operation between the MoI (GDLA) and the Unions of Local Authorities (namely the national Union – TBB).

Also, for the project to be smoothly implemented, a sufficient number of staff of the beneficiary institutions (GDLA and TBB) should be involved from day one in the management of the work-plan (although not necessarily as a full-time assignment).

Eventually, ownership of the project by the beneficiaries, in terms of responsibility for the implementation of the project’s work-plan and individual activities, with the assistance and support of the contractor and the TAT, is critical for the effective and efficient use of the project resources and the accomplishment of its objectives and purpose.
4. **Indicative Budget (amounts in €)**

<table>
<thead>
<tr>
<th>Activities</th>
<th>TOT</th>
<th>EU CONTRIBUTION</th>
<th>NATIONAL PUBLIC CONTRIBUTION</th>
<th>PRIVATE</th>
<th>PRIVA</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>%*</td>
<td>IB</td>
<td>INV</td>
<td>Total</td>
</tr>
<tr>
<td>Activity 1:</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Direct Grant Agreement:</td>
<td>4 M€</td>
<td>4 M€</td>
<td>100</td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>4 M€</td>
<td>4 M€</td>
<td>100</td>
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</tbody>
</table>

**Compulsory for INV (minimum of 25% of total EU + national public contribution): Joint co-financing (J) as the rule, parallel co-financing (P) per exception**

*expressed in % of the Total Public Cost*

5. **Indicative Implementation Schedule (periods broken down per quarter)**

<table>
<thead>
<tr>
<th>Contracts</th>
<th>Start of Tendering</th>
<th>Signature of Direct Grant Agreement</th>
<th>Completion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Direct Grant Agreement</td>
<td>n.a.</td>
<td>Q I 2008</td>
<td>Q I 2010</td>
</tr>
</tbody>
</table>

Project duration is 27 months.

6. **Cross cutting issues (where applicable)**

6.1. **Equal Opportunity**

In addition to ensuring equal opportunities for men and women in the participation in all the events to be organised by the project; pilot projects focusing in the promotion of equal opportunities will be given preference for project support under results 3 and 4.

6.2. **Environment**

As mentioned in section 3.4, environment will be one of the priority topics for the pilot projects envisaged under results 3 and 4.

6.3. **Minority and vulnerable groups**

According to the Turkish Constitutional System, the word minorities encompass only groups of persons defined and recognized as such on the basis of multilateral or bilateral instruments to which Turkey is a party. The project will apply the policy of equal opportunities for all groups including vulnerable groups.

Moreover local policies and services for minorities and vulnerable groups will be given support through the pilot projects envisaged under result 3.

**ANNEXES**

1- Log frame in Standard Format
2- Amounts contracted and Disbursed per Quarter over the full duration of Programme
3- Institutional framework
4- Laws, regulations and strategic documents:
5- Details per EU funded contract:
6- Justification for Direct Grant Agreement with UNDP
ANNEX I LOGFRAME PLANNING MATRIX

<table>
<thead>
<tr>
<th>LOGFRAME PLANNING MATRIX FOR Project Fiche</th>
<th>Programme name and number</th>
<th>Support to further implementation of local administration reform in Turkey</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Contracting period expires 2 years from signature of Financing Agreement</td>
<td>Disbursement period expires 5 yrs from signature of Fin. Agreement</td>
</tr>
<tr>
<td></td>
<td>Total budget: 4,000,000 €</td>
<td>IPA budget: 4,000,000 €</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Overall objective</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| Ensure effective, transparent and participatory local government in Turkey, in particular through full implementation of the new legislation adopted in 2003-2005 | - 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  
- Preparedness of Turkish Local Administration for an effective management of their responsibilities under conditions of EU membership | - CoE (CLRAE) reports on Turkish Local Administration system and Turkey's compliance with ECLSG  
- EC Reports on Turkey's progress towards EU accession | | |

<table>
<thead>
<tr>
<th>Project purpose</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tr>
<tr>
<td>Overall objective</td>
<td>Objectively verifiable indicators</td>
<td>Sources of Verification</td>
<td>Assumptions</td>
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</tbody>
</table>
| To develop and strengthen the administrative capacity and cooperation 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, | - Citizens’ perceptions and evaluation of the quality of local public services and the efficiency and transparency of local administrations  
- Assessment by local authorities, citizens and non-governmental organizations about the role played by MoI and Unions of LAs in supporting efficient, transparent and autonomous local administrations. | - Independent surveys conducted by Universities, research centres and/or public opinions institutes. | - Continued political commitment of the government to the decentralisation of the public administration system in Turkey with the strengthening of local self-governments. |
| 1. Capacity of the elected representatives and professional managers and staff of local authorities strengthened | - By the end of the project, at least 90% of municipalities with more than 50,000 population (total number: 189) and all Special Provincial Administrations (81) have adopted strategic plans and multi-year budgeting and investment plans covering the period 2010-2012  
- During the time-span of the project, at least 250 mayors and members of municipal councils and provincial assemblies have received training or participated in awareness raising events on the roles and responsibilities of elected local politicians;  
- During the time-span of the project 250 members of audit commissions have undergone specific training on modern audit approaches and techniques in the public sector. | - Yerel Bilgi database  
- General Directorate of Local Authorities’ records  
- Performance of Municipalities Project (BEPER) records,  
- Training participant lists. | - Local authorities willing to cooperate and ready for the assistance as foreseen by the project intervention, |
| **Overall objective** | **Objectively verifiable indicators** | **Sources of Verification** | **Assumptions** |
|-----------------------|----------------------------------------|---------------------------|----------------|---|
| 2. Capacity of Unions of local authorities (national and regional) strengthened for effective representation of the interests of local administrations, formulation and management of projects aimed at the development of local self-government in Turkey, and adequate support to their members. | - By the end of the project, 80% of municipalities and SPAs express satisfaction with the usefulness and effectiveness of Unions as representative organisations of their common interests.  
- 5 workshops or equivalent activities jointly organised by national (TBB) and regional Unions in year 1 of the project; and 5 additional workshops or joint activities organised in year 2 | - Survey to be conducted among Municipalities and SPAs  
- Annual Activity Reports produced by national and regional Unions | - Central administration (MoI 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.) |
| 3. City councils and other participatory mechanisms are in place and made more effective to foster democracy, transparency, accountability and citizen involvement in local administration. | - City councils are in place and operational in 60% of all provincial municipalities by the end of year 1 of the project; and 100% by the end of year 2.  
- 2 awareness raising events (workshops, seminars, conferences) organised in year 1 of the project and 3 more in year 2.  
- Five pilot projects implemented in year 1 and 5 additional pilot projects in year 2. | - Data records at MoI/GDLA, TBB or other public organisations.  
- Project progress reports | - 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/|
| 4. Inter-municipal co-operation between Turkish local authorities and partnerships between Turkish and EU local authorities enhanced. | - 4 regional conferences on partnerships organised in year 1 and 4 additional conferences in year 2  
- 5 pilot partnership projects formulated and implemented in year 1 and 5 more in year 2  
- 30% increase in the number of international partnership agreements (twinning or project-based) officially registered at MoI/GDLA in the period 2008-2009, as compared with the period 2006-2007 | - Data records at MoI/GDLA  
- Project progress reports | - Local authorities willing to cooperate and ready for the assistance as foreseen by the project intervention, |
<table>
<thead>
<tr>
<th>Overall objective</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
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</thead>
<tbody>
<tr>
<td>5. The capacity of the MoI (GDLA, governorships etc.) to develop and implement</td>
<td>- MoI staff dealing with Local Administration (in GDLA or other units) trained: 400 Deputy</td>
<td>- MoI annual activity reports,</td>
<td>- GDLA organisation and working processes restructured and streamlined, in line with new tasks</td>
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<tr>
<td>policies, legislation, strategies and programs/projects aimed at the development</td>
<td>Governors and District Governors; 150 LA controllers; 50 MoI Inspectors; 100 Heads of LA</td>
<td>- Project progress reports,</td>
<td>and responsibilities</td>
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<tr>
<td>of an effective, transparent and participatory local government system in</td>
<td>Directorates in Governorships and administrative staff in GDLA</td>
<td>- Training Participant Lists</td>
<td></td>
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<tr>
<td>Turkey, further strengthened</td>
<td>- MoI management information systems related to local administration (YERELBILGI, BEPER,</td>
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<td></td>
<td>others) upgraded and providing inputs for efficient and soundly-based decision-making.</td>
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<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Costs</th>
<th>Assumptions</th>
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<tbody>
<tr>
<td></td>
<td>TA</td>
<td>€4,000,000</td>
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<tr>
<td>1.1.</td>
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<td>1.2. Elaboration of a handbook and other training materials on the roles and</td>
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<td>responsibilities of elected local politicians, with particular emphasis in the</td>
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<td>role and responsibilities of the Audit Committees.</td>
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<td>1.2.</td>
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<tr>
<td>Organization of at least 10 training and/or awareness-raising events for</td>
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<tr>
<td>elected representatives in local authorities, in cooperation with national and</td>
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<td>regional Unions and other stakeholders (political parties, foundations etc.).</td>
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<tr>
<td>A minimum of 5 of such events should be addressed to members of Audit</td>
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<td>Committees.</td>
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<tr>
<td>1.3.</td>
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<tr>
<td>Development of a coherent and consistent training strategy for professional</td>
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<tr>
<td>managers and staff in local authorities, in cooperation with relevant</td>
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<tr>
<td>stakeholders. The new training strategy should be based in a comprehensive</td>
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<tr>
<td>training needs assessment, and define a new institutional framework for the</td>
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<tr>
<td>delivery of training for local authorities, curriculum development etc.</td>
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<td>1.4.</td>
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<tr>
<td>Design and development of a comprehensive training program (minimum 300</td>
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<tr>
<td>hours) for managing directors of local authorities (Deputy Mayors, Secretary-</td>
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<tr>
<td>Generals, Directors of Services)</td>
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<tr>
<td>1.5.</td>
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<tr>
<td>Organisation and delivery of the 1st edition of the training program for a</td>
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<td>first group of 50 local administration managers (in co-operation with an</td>
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<tr>
<td>accredited education/training institution).</td>
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<tr>
<td>Activities</td>
<td>Means</td>
<td>Costs</td>
<td>Assumptions</td>
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<td>----------------------------------------------------------------------------</td>
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<tr>
<td>1.6. Following up on the work completed in the six pilot projects implemented under the first LAR Programme, implementation of a minimum of 12 additional pilot projects (10 in Municipalities[4 of which will be metropolitan municipalities], 2 in SPAs) focusing on the areas mentioned above (in the description of R1).</td>
<td></td>
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<tr>
<td>2.1. Elaboration and implementation of a strategy and action plan for the development of institutional communication between TBB (Union of Turkish Municipalities) and its members, regional Unions, central administrations, parliament and national and international organizations</td>
<td></td>
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<tr>
<td>2.2. Training and other capacity-building activities for representatives, managers and staff of Unions of local authorities (at least 10 workshops).</td>
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<tr>
<td>2.3. Implementation of the strategy prepared under EU-funded LAR Programme for the promotion of municipal partnerships in Turkey.</td>
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<tr>
<td>3.1. Development of guidelines for the effective operation of city councils and other local structures for civil society organizations and citizens’ participation in local decision making processes.</td>
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<tr>
<td>3.2. Organization of 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.</td>
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</tr>
<tr>
<td>3.3. Implementation of a number of at least 10 pilot projects 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, etc.</td>
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</tr>
<tr>
<td>4.1. 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)</td>
<td></td>
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<tr>
<td>4.2. Establishment of national guidelines and information base for international partnerships (twinning or ad hoc projects)</td>
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<tr>
<td>Activities</td>
<td>Means</td>
<td>Costs</td>
<td>Assumptions</td>
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<td>--------------------------------------------------------------------------</td>
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<tr>
<td>4.3. Organization of a number of awareness raising events (a minimum of 8 regional conferences) and the establishment of a group of specialists (consultants) on international partnerships, by means of specific training and coaching addressed to staff of Municipalities, SPAs and their Unions, as well as some staff of GDLA.</td>
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<tr>
<td>4.4. Formulation and implementation of at least 10 pilot projects 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.</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>5.1. Implementation of the organizational and functional changes agreed as a result of the organizational and functional review of GDLA carried out under the first LAR Programme</td>
<td></td>
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</tr>
<tr>
<td>5.2. Provision of additional training for enhancing the professional capacities and skills of MoI staff dealing with local administration (400 Deputy Governors and District Governors, 50 MoI Inspectors, 150 local administration Controllers, 100 heads of local administration Directorates in governorships and other general administration staff of GDLA)</td>
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<tr>
<td>5.3. Based on the analysis carried out under the first LAR project, design and implementation of a project aimed at co-ordination/integration and upgrade of existing data bases and information systems on local administration managed by GDLA (YERELİĞİ, BEPER, etc.) including supply of IT hardware and software needed for such upgrade.</td>
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</tr>
<tr>
<td>5.4. Assessment of the impact and performance of current investment programs implemented by the central administration for the upgrading of the basic local infrastructure and services in villages and small municipalities (KÖYDES, BELDES etc.)</td>
<td></td>
<td></td>
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<tr>
<td>5.5. Feasibility study on the further development and consolidation of such investment programs as future operational programs co-financed by national resources (state and local budgets) and EC pre-accession funds for regional/rural development</td>
<td></td>
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<tr>
<td>5.6. Organisation of 2 international study tours to EU member states with best practices in the areas that R5 addresses</td>
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<td></td>
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<tr>
<td>Activities</td>
<td>Means</td>
<td>Costs</td>
<td>Assumptions</td>
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<td></td>
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<td>Pre conditions</td>
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<td></td>
<td></td>
<td></td>
<td>- Ongoing Local Administration Reform Programme (LAR I) has been completed successfully and has delivered most of its expected outputs and results</td>
</tr>
</tbody>
</table>
ANNEX II: amounts (in €) Contracted and disbursed by quarter for the project
(IPA contribution only)

<table>
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<tr>
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<tbody>
<tr>
<td>CONTRACTED Direct Grant</td>
<td>4.000.000</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>4.000.000</td>
</tr>
<tr>
<td>Cumulated</td>
<td>4.000.000</td>
<td>4.000.000</td>
<td>4.000.000</td>
<td>4.000.000</td>
<td>4.000.000</td>
<td>4.000.000</td>
<td>4.000.000</td>
<td>4.000.000</td>
<td>4.000.000</td>
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</tr>
<tr>
<td>DISBURSED Direct Grant</td>
<td>1.600.000</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>2.000.000</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>400.000</td>
<td>4.000.000</td>
</tr>
<tr>
<td>Cumulated</td>
<td>1.600.000</td>
<td>1.600.000</td>
<td>1.600.000</td>
<td>1.600.000</td>
<td>3.600.000</td>
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<td>3.600.000</td>
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<td>4.000.000</td>
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ANNEX III

Institutional Framework

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.

UNDP (United Nations Development Programme) will recruit the technical assistance team, mobilise short-term experts, and provide technical backstopping to the TAT and the key experts. UNDP will also facilitate organisation of the capacity-building events and international study tours.

**Project management and monitoring structure**

MoI 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 MoI. The Program Director is the General Director of Provincial Administration. 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.
MoI 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 MoI 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 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 held at MoI premises.

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.

An Independent Interim Evaluation team contracted by the EC will also prepare an Interim Evaluation Report for the evaluation of the project management and implementation.

**Reporting**

**Inception Report:** Within 8 weeks of commencement of the Project, UNDP will prepare and submit for approval an inception report to the CFCU and the MoI 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.

**Semi-annual Progress Reports:** UNDP will prepare and submit for approval semi-annual progress reports to the CFCU and the MoI including a copy to the ECD. Each semi-annual progress report will include a financial report in addition to a detailed narrative discussion of the progress achieved in the reporting period and a detailed work plan for the following reporting period. The first of such reports is to be submitted within one month of completion of the 6th Month of the Project. The addressees of the inception report will comment on or approve/clear the inception report in 4 weeks in writing.

**Final Report:** Final report will be submitted no later than 90 days after the end of the project implementation period. The final report will elaborate in detail on the achievements of the project and lessons learned. A separate financial report should be submitted as an annex with full detailed expenditure.
ANNEX IV

1. Laws, regulations and strategic documents

The basic primary legislation in force in the field of local administration, which constitutes the legal framework for the reform of the local administration in Turkey, and hence, for the project, consists of the following Laws:

- **Constitution of the Republic of Turkey (1982).** In particular, Arts. 123 and 127 (this latter one last amended in July 1995).
- **Law n. 5393 on Municipalities (July 2005)**
- **Law n. 5216 (July 2004) on Metropolitan Municipalities, as amended by Law N. 5390 (July 2005)**
- **Law n. 5302 on Special provincial Administrations (February 2005)**
- **Law n. 5355 on Unions of Local Authorities (May 2005)**
- **Regulation on Urban Councils (Official Gazette 8-10-2006)**

All these new Laws, as well as some other sectoral Laws (or amendments to existing sectoral laws), have created a new framework for the further reform and development of the local administration system in Turkey. The main changes introduced by these laws can be summarised as follows:

- The minimum population threshold for the establishment of new municipalities has been raised to 5000 inhabitants. The geographic boundaries setting the jurisdiction of existing Metropolitan municipalities have been expanded (for Istanbul and Kocaeli, the new boundaries are the same as for the respective province)

- The list of public services that Municipalities (including Metropolitan municipalities) and SPAs are bound to organise and provide (either directly or through contractors) has been enlarged, to also include services such as environmental protection at large, culture, art, tourism, youth and sport, social services and social assistance, vocational and occupational training, economic and commercial development. In particular, municipalities of more than 50.000 inhabitants shall open and manage shelters for women and children in need. Beyond that, Municipalities are now fully empowered to undertake and provide other services, such as the building, maintenance and equipment of public schools at all levels, the opening and operation of health care facilities of all kinds, the conservation and rehabilitation of cultural, historical and natural assets (such as historic quarters and buildings), financial and other forms of support to sport clubs and tournaments, etc

- Special Provincial Administrations, in turn, have been made responsible, within the entire territory of the respective province, for the following services: health, agriculture, industry and commerce, province’s environmental plan, public works and housing, preservation of soil, prevention of erosion, social services and aids, provision of micro credits to the poor, children’s homes and youth dorms, land
supply to, construction, care and repair of buildings of primary and secondary education institutions, and other needs. Moreover, within the areas of the provincial territory not administered by any municipality (village/rural areas), the SPAs are also responsible for ensuring the adequate provision of the relevant “municipal” services: zoning (territorial/urban planning), roads and roadways, water supply and sewage, solid waste collection and disposal, emergency aid and rescue system, culture, tourism, youth and sports, especial support to forest villages, tree planting, establishment of parks and gardens.

- Metropolitan municipalities, Municipalities and SPAs are now legally bound to organise their services in accordance with a principle of “proximity” (at the closest possible location) and through facilities and methods that take into account the special needs of the disabled, the elder and the poor/low income citizens.

- In what concerns transparency and citizens’ participation in decision-making processes at local level, the new Laws have introduced a number of provisions aimed at ensuring access to information (in accordance with the new general Law on the right to access to information), participation of professional and civil society organisations in the decision-making process (particularly at the level of the expert/informative committees to be set up by the municipal council/provincial assembly for the study and preparation of the decisions to be adopted in plenary), etc. Of particular relevance is, in this respect, the establishment of “Urban Councils” in the cities, as a consultative body through which civil society (professional organisations, trade unions, universities, NGOs, political parties, other public institutions and bodies, neighbourhood muhtars, and other parties concerned) will be engaged in the development of a vision of the town or city’s future and of an awareness of citizenship of the town or city; in the protection of the town or city’s rights, laws and regulations; the promotion of sustainable development and environmental awareness; in ensuring social solidarity and mutual assistance; and, in sum, in ensuring transparency, accountability and participation of citizens in local self-government.

- In SPAs, although the status of Head of Administration (which entails the leading responsibility and accountability, particularly in regards to financial matters) and the strategic leadership (direct legal responsibility in the formulation of the strategic plans for the province) remains with the provincial Governor appointed by the central administration, the decision-making capacities of the General Provincial Assembly (elected body) have been substantially strengthened. With the new legislation, the Governor is no longer the Chairman of the Assembly (which now has a board and a Chairman elected by its members and among themselves, for a period of 2 years); and the Assembly is legally defined as the decision-making organ of the SPA, empowered to make the final decisions in the most important aspects of the management of such administrations (strategic and environmental plans, budget and budget re-allocations, borrowing, establishment of public enterprises, etc.)

- New rules have been introduced to ensuring the regular functioning of the Municipal Councils and General Provincial Assemblies (now holding ordinary sessions every month), the strengthening of their role in controlling and supervising the operation of the municipal and provincial administrations (headed by the Mayors and Governors), to ensure the full accountability and dedication of their members; and to guarantee an open, transparent and participatory decision-making process at this level. Of particular importance, the new legal configuration of the so-called “Audit Commission”, to be set up (in
Municipalities above 10,000 inhab., metropolitan municipalities and SPAs) as an ad hoc committee representing all the parties and groups in the Council/Assembly and with a wide mandate to carry out an ex-post audit of the financial and administrative management of the municipal/provincial administration during the previous year, is expected to bring about a substantial increase in the transparency and efficiency in the management of the financial resources at local level.

- The strengthening of the auditing role and capacities of Municipal Councils and General Provincial Assemblies is just one of the pieces of the new legal framework for the management and control of the financial resources allocated to municipalities and SPAs. The Law n. 5018 (2003-2005) on Public Financial Management and Control, which is in force since beginning of 2004 and applies to all public administrations, has also introduced a number of key changes and instruments with the aim of ensuring a more efficient and transparent use of public resources, in a context of strategic planning (binding for all Municipalities above 50,000 population, as well as the Metropolitan municipalities and SPAs). The law has introduced multi-annual programme and performance-based budgeting and investment planning, modern financial control and audit mechanisms (internal and external) and, in sum, a critical and much-needed modernisation of the structures, instruments, processes and requirements for a new type of financial management. This new approach to the management of public finances that is expected to be the main lever for bringing about the expected cultural change from a rather bureaucratic and inefficient system of public administration to a more managerial model (at all levels).

- Concerning control and oversight over the functioning of local administrations, the basic principle laid down in the new legislation is that “the purpose of the supervision of municipalities shall be to assist them in preventing errors in their activities and procedures and to guide them towards development of their municipal staff and administration and towards valid, reliable and consistent management and control systems”. This purpose is to be achieved “by impartially analysing, comparing and measuring the processes and results of municipal services in compliance with the laws and regulations, with pre-established objectives and targets and with performance criteria and quality standards, assessing them on the basis of the evidence, compiling the findings in the form of a report and making them known to the persons concerned”.

- Such control and supervision is to be carried out through the internal and external control mechanisms referred to in the Law on Public Financial Management and Control (internal financial control – ex ante - performed by financial management units in respective administrations, independent internal auditors reporting to heads of respective administrations, external audit –ex post- reserved to the Court of Accounts).

- However, and in addition to such control mechanisms, in local administrations other mechanisms are foreseen by the laws: In the first place, the annual “external” audit to be carried out by the Audit Commission of the Municipal Council/General provincial Assembly; second, the power conferred by the legislation (i.e. art. 55 of the Law on Municipalities) to the Ministry of Interior to “monitor the municipality’s administrative procedures with regard to consistence with law and integrity of administration” including subordinate bodies and public-law enterprises established by the local administrations; third, the exceptional empowerment given by the LPFMC (art. 77) to the Minister of Interior (upon request of a Mayor, the Governor in a SPA or the Prime Minister) to commission “authorized audit staff” to “inspect the entire financial
management and control systems, financial decisions and transactions of a local administration as to their compliance with the legislation”, in cases “where there is a complete breakdown of the financial management and control system or there are indications of a major corruption or a public loss”.

- In what concerns other traditional manifestations of the tutelage principle, the new Laws have abolished the rule of delayed effectiveness of Municipal Council’s decisions until approval by central administration authorities is granted. This mechanism has been replaced by an obligation to communicate such decisions to the Governorship or District Governorship (still as a legal pre-condition to their effectiveness/enforcement), and the empowerment of such authorities to initiate legal procedures to the administrative courts in cases where a legal infraction has been observed in such decisions. In any event, the adjudication of such cases (legality control of local administration decisions) remains, as required by the European Charter, in the hands of the Judiciary. However, the Ministry of Interior and the Governors are still legally entitled to play an active role in ensuring the regular and proper functioning of the local administrations, and are empowered, for instance, to: 1) process to the Council of State (Supreme Administrative Court) a request for the removal of a mayor when the Municipal Council has rejected the annual activity report submitted by the mayor or has adopted a vote of non-confidence in the mayor (pursuant to art 26 of the Municipality Law); 2) request from the Council of State the dissolution of a Municipal Council, in the cases foreseen in art. 30 of the Municipality Law; 3) temporarily replace – with authorisation by a district judge- the authority of a mayor by the authority of the Governor in order to ensure that the normal functioning of local public services is maintained (when their malfunctioning or interruption is adversely affecting the population’s health, tranquillity and welfare to a vital point; and 4) decree the suspension of municipal organs or the members of those organs in respect of which or whom a criminal investigation is opened or a prosecution is brought on account of an offence connected with their functions, pending the final adjudication of the case by the relevant courts.

- In regards to internal organisation of the municipal or provincial administrations, staff structure and human resources recruitment and management, the new laws have substantially increased the margin of autonomy of local authorities, while preserving a number of basic principles and standards, which are connatural with the unified model of public/civil service that stems from Turkey’s constitutional framework and relevant civil service legislation. However, these margins of autonomy have mostly been increased in regards to the possibility for local administrations (mayors) to recruit temporary staff on a contractual basis (especially staff of technical services, as well as some policy advisors), even under part-time contracts. The central administration (Ministry of Interior and State Personnel Office) retains the legal capacity to set through secondary legislation the “principles and standards governing staff structure” (norm kadro) that must be respected by the mayors and municipal councils when adopting the relevant structure of any particular local administration (kadro). Also, the new Laws set a general limit for personnel expenditure (30% of the budget – 40% in smaller municipalities).

- As for the framework for inter-municipal and inter-administrative co-operation, as well as in the area of public-private partnerships, in addition to the already existing mechanisms of the “service unions” (mostly at the level of Villages, or for particular purposes such as irrigation; and very often not only promoted, but even “forced” by the decision of central administration authorities) and public-law contracts, the new laws have opened up the modalities and the possible
instruments for such co-operation, which now include joint service projects with other local authorities, public bodies and institutions, as well as with public-law professional organisations, public-interest associations, associations and foundations for the handicapped, foundations exempted from taxation and others.

- Eventually, concerning local administration associations for the promotion and defence of their common interest and institutional position, as well as international relations and co-operation, the new legislative package (Law on Unions, art. 74 of Municipality Law, etc.) has created a new framework in which:
  1) By and Villages may associate to each other in Unions of various types and purposes. All not of this type at province or regional level, on a voluntary membership basis, only one Union of “natural” members); 3) Subject to the decision of the relevant Municipal Council, General Provincial Assembly or Union Assembly, and Union may organise town

The important aspect of the public administration reform proposal is the re-arrangement of the organisation, mission, authority and resources of central and local administration. The reform proposal, which aims to strengthen local governments, anticipates a transition to a more democratic and efficient public administration by the delegation of certain responsibilities from the central authority to the local level”

Moreover …(the) reform proposal aims to enhance the participation principle. For this purpose, the reform proposal envisages participation of different segments of the society in the administration and reorganises Turkish public administration in the light of the principles that have shaped the EU system.”

According to 2005 Progress Report (1.1 Democracy and the Rule of Law):

“The Law on Municipalities and the Law on Special Provincial Administrations aim at strengthening the capacity of local government to deal with the challenges of rapid urbanization and mass immigration from rural areas. To this end, these laws introduce modern public management concepts in order to create efficient, result-oriented and transparent local government”…

…“The fact that all these laws have been rewritten at the same time presents significant challenges for the government. In order for the intended objectives to be met, the implementation of these laws will have to be planned and
executed effectively. In particular, the necessary secondary legislation will need to be adopted. Issues to be tackled include: enabling full consultation of interested parties through stronger access to information; financial and fiscal implications; human resource requirements; strengthening of financial control and auditing systems”

Latest update of “Accession Partnership” for Turkey, adopted in early 2006, includes the following priorities:

Pursue reform of public administration (and personnel policy) in order to ensure greater efficiency, accountability and transparency.

Ensure effective, transparent and participatory local government, in particular through the implementation of recently adopted legislation”

EC Regular Report 2006 (released Nov 8), Chapter 2 (Enhanced political dialogue & Political Criteria), Section 2.1 (Democracy and the rule of law), sub-section on Public Administration, states that:

“No progress has been made in adopting the Framework Law on Public Administration” and “as a result, the devolution of central government powers to local administrations was hampered”. The Report nevertheless acknowledges that “there has been some legislative progress” and that “the implementation of reforms adopted in previous years has continued”.

However, based on the assessment that progress made in some areas is still insufficient (full implementation of the new legislation on Public Financial management and Control – also applying to local administrations – fiscal decentralisation – “not achieved” – establishment of City Councils, etc.), the Report concludes that “further efforts are needed in the area of decentralisation”.

3. MIPD

In the section on “Lessons learned” (1.3.2) and with regards to “horizontal public administration reforms, the MIPD states that “The sustainability of many institution building activities may be imperilled by the inconsistent implementation of horizontal reforms. In Turkey, this issue is particularly relevant, as the country is in the process of implementing potentially far-reaching reforms of the public administration, including the decentralisation of some state structures and the introduction of increased local democracy and public participation”

In the section on “Multi-annual planning by component” (2.2), one of the “Major areas of intervention” for IPA Component I is, in addressing the Copenhagen criteria, “support to institutions concerned by the reforms, particularly the judiciary, the law enforcement services and the public administration”; and one of the “Main priorities” in this area (Public administration” is “Implementation of recently adopted legislation on decentralization”

4. National Development Plan

The 9th National Development Plan (2007-2013) contains a number of items (672, 684, 689, 691, 694, 696, 697, 705 and 710) related to objectives to be met and reforms needed in the area of local administration. These objectives and reforms envisage, for instance, that “the technical, financial and institutional capacities of local administrations and unions, primarily of special provincial administrations, will
be strengthened in order to increase their efficiency”, as a pre-requisite for further
“delegation of powers and duties from the central government, realized in accordance
with the principles laid down by the European Charter of Local Autonomy”

Also, the NDP foresees that “Minimum service standards will be determined at
national level for the services provided by local administrations and the supervision
of compliance with these standards will be made by the central administration”.

Otherwise, the NDP insists in the need to build capacities, at all levels of public
administration (including in local administration), in aspects such as strategic
planning, results-oriented management, budgeting based on purposes and objectives,
responsiveness to the demands of beneficiaries in the provision of public services,
participation and accountability, culture of performance, e-government and e-
administration, etc.
ANNEX V

Details per EU funded contract

The TA and training funded by the EC grant will be implemented through a Direct Agreement with UNDP- Turkey Office (international organisation). The duration of the Agreement is envisaged to be 27 months.

Tasks expected from UNDP

Not withstanding the tasks and responsibilities of the CFCU (as implementing agency/contracting authority, on behalf of the EC and the Turkish Government), the consultant will be responsible for overall management of the resources (human, financial and material) allocated by the project to technical assistance, training and pilot projects, so that the project’s results are delivered through the consultant’s co-operation with the beneficiary institutions.

UNDP will ensure that the Project is efficiently and effectively managed. UNDP will also provide technical and operational backstopping to the technical assistance team. In particular, the consultant will be responsible for delivering – in co-operation with the beneficiaries - the following activities and outputs:

Under result 1:

1.1 Elaboration of a handbook and other training materials on the roles and responsibilities of elected local politicians, with particular emphasis in the role and responsibilities of the Audit Committees.

1.2 Organization of at least 10 training and/or awareness-raising events for elected representatives in local authorities, in cooperation with national and regional Unions and other stakeholders (political parties, foundations etc.). A minimum of 5 of such events should be addressed to members of Audit Committees.

1.3 Development of a draft training strategy for professional managers and staff in local authorities, in cooperation with relevant stakeholders. The new training strategy should be based in a comprehensive training needs assessment, and include a section on the recommended institutional framework for the delivery of training for local authorities, curriculum development etc.

1.4 Design and development of a comprehensive training program (minimum 300 hours) for managing directors of local authorities (Deputy Mayors, Secretary-Generals, Directors of Services)

1.5 Organisation and delivery of the 1st edition of the training program for a first group of 50 local administration managers (in co-operation with an accredited education/training institution).

1.6 Implementation of a minimum of 12 pilot projects (10 in Municipalities, 2 in SPAs) to strengthen the capacity of relevant local authorities in the fields of strategic planning, multi-annual and participatory budgeting and investment planning, improvement of local services (quality and reach) and project identification, development, formulation, management and evaluation in the field of local socio-economic development. Assist the MoI in conducting the selection of pilot local administrations through an open and transparent process, based on objective criteria.
Under result 2

2.1 Elaboration of a draft strategy and action plan for the development of institutional communication between TBB (Union of Turkish Municipalities) and its members, regional Unions, central administrations, parliament and national and international organizations; and assist TBB in its implementation during the time-span of the project.

2.2 Organise and deliver at least 10 training/capacity building workshops for representatives, managers and staff of Unions of local authorities.

2.3 Assist TBB and regional Unions in the Implementation of the strategy prepared under the first EU-funded LAR Programme for the promotion of municipal partnerships in Turkey.

Under result 3:

3.1 Develop guidelines for the effective operation of city/urban councils and other local structures for civil society organizations and citizens’ participation in local decision making processes.

3.2 Organization of 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.

3.3 Implementation of at least 10 pilot projects involving co-operation between municipalities and civil society organizations at local level, preferably in areas listed in section 3.4 of this PF.

Under result 4:

4.1 Support the 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)

4.2 Develop guidelines and information base for international partnerships (twinning or ad hoc projects)

4.3 Organization of a minimum of 8 awareness raising regional conferences support the establishment of a group of specialists (consultants) on international partnerships, by means of specific training and coaching addressed to staff of Municipalities, SPAs and their Unions, as well as some staff of GDLA.

4.4 Assist interested Turkish local authorities (Municipalities, SPAs or Unions) in the identification, formulation and implementation of at least 10 pilot projects involving co-operation between Turkish and EU local authorities (with a priority in areas listed in section 3.4 of this PF).

Under result 5:

5.1 Assist the GDLA in the Implementation of the organizational and functional changes agreed as a result of the organizational and functional review carried out under the first LAR Programme
5.2 Provide additional training for enhancing the professional capacities and skills of MoI staff dealing with local administration. (400 Deputy Governors and District Governors, 50 MoI Inspectors, 150 local administration Controllers, 100 heads of local administration Directorate in governorships and other general administration staff of GDLA)

5.3 Design and implement a project aimed at the integration and upgrade of existing data bases and information systems on local administration managed by GDLA (YERELBİĞİ, BEPER, etc.) including the assistance to the MoI in the elaboration of the technical specifications and other procurement documents required by the CFCU to manage the supply of IT hardware and software needed for such upgrade.

5.4 Assess the impact and performance of current investment programs implemented by the central administration for the upgrading of the basic local infrastructure and services in villages and small municipalities (KÖYDES, BELDES etc.)

5.5 Carry out a feasibility study on the further development and consolidation of such investment programs as future operational programs co-financed by national resources (state and local budgets) and EC pre-accession funds for regional/rural development.

5.6 Organisation of 2 international study tours with the participation of MoI officials and TBB reps (10 participants to each study tour) to the EU member states considered as best practices in the fields that R5 address.

Composition of the Technical Assistance Team and other inputs

The Technical Assistant Team is composed of 4 Key Experts, 1 Project Associate, 2 Assistants, 1 full-time Assistant/Interpreter, and 1 driver/messenger (to be stationed at MoI premises).

This team will be supported by 1 Project Manager (part-time), 1 Finance Associate and 1 Contracts Associate (to be stationed at UNDP, with frequent presence at MoI) allowing the TAT to focus only on technical aspects of the Project and ensuring continued and flawless coordination between CFCU, MoI, ECD and UNDP.

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<tr>
<th>Key Expert 1: Chief Technical Advisor (CTA)</th>
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<td><strong>Job Description</strong></td>
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| Qualifications | - University degree in int’l relations, public admin, law, or economy;  
- Fluency in English;  
- Full computer literacy |
| General Pro. Exp. | - Minimum 15 years of Pro. Exp. in the fields relevant to the Project,  
- At least 10 years of international experience in the fields relevant to the Project, |
| Specific Pro. Exp. | - 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,  
- Managerial positions in at least 2 international projects of similar scope |
| Duration | 27 man/months |
| Key Expert II: Senior Expert on Municipal Management & Services (SEMMS) |  |
| Job Description | SEMMS will be responsible for management of the 10 pilot projects to be executed under result 1. He/she will develop a call for applications through stakeholder consultations, assist MoI in launching and evaluating the call for applications and upon selection will provide technical assistance to pilot local administrations and orchestrate the inputs of short-term experts. 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*. |
| Qualifications | - University degree in int’l relations, public admin, law, or economy;  
- Fluency in English and preferably Turkish  
- Full computer literacy, |
| General Pro. Exp. | - Minimum 15 years of Pro. Exp. in the fields relevant to the Project,  
- At least 5 years of international experience in the fields relevant to the Project, |
| Specific Pro. Exp. | - 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 at least 2 international projects of similar scope |
| Duration | 27 man/months |
| Key Expert III: Senior Expert on Municipal Partnerships (SEMP) |  |
### Job Description

SEMP will be responsible for management of the activities listed under R2 (Capacity Improvement at Unions of Local Authorities) and R4 (inter-municipal cooperation). He/she will orchestrate the inputs of short-term experts. 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*.

### Qualifications

- University degree in int’l relations, public admin, law, or economy;
- Fluency in English and Turkish
- Full computer literacy,

### General Pro. Exp.

- Minimum 15 years of Pro. Exp. in the fields relevant to the Project,
- At least 5 years of international experience in the fields relevant to the Project,

### Specific Pro. Exp.

- 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 man/months

### Key Expert IV: Senior Expert on Participatory Processes and Democratisation (SEPP)

SEPP will be responsible for management of the activities listed under R3 (City Councils and other participatory mechanisms). He/she will orchestrate the inputs of short-term experts. 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*.

### Qualifications

- University degree in int’l relations, public admin, law, or economy;
- Fluency in English
- Full computer literacy,

### General Pro. Exp.

- Minimum 15 years of Pro. Exp. in the fields relevant to the Project,
- At least 5 years of international experience in the fields relevant to the Project,

### Specific Pro. Exp.

- Specific experience on and working knowledge of establishment local participatory processes,
- Experience in conflict management, reconciliation and consensus-seeking
- Working knowledge of Local Agenda 21 initiative,
- In-depth knowledge of EU practices on local administrations and of best practices,
- Experience in at least 2 international projects of similar
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<th><strong>scope</strong></th>
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<tr>
<td><strong>Duration</strong></td>
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<td><strong>Project Associate (PAS)</strong></td>
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<td><strong>Job Description</strong></td>
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| **Qualifications** | - University degree in int’l relations, public admin, law, or economy;  
- Fluency in English and Turkish  
- Full computer literacy, |
| **General Pro. Exp.** | - Minimum 5 years of Pro. Exp. in the fields relevant to the Project,  
- At least 2 years of international experience in the fields relevant to the Project, |
| **Specific Pro. Exp.** | - Experience in int’l projects, experience in similar projects (democratic governance) preferred, |
| **Duration** | 27 man/months |
| **Project Assistants (PA)** |
| **Job Description** | PAs will provide administrative support to KE II, KE III and KE IV. They will also monitor STE inputs, flag the key experts on deadlines, organise meetings and interviews between stakeholders and STEs/KEs, keep minutes of the meetings etc. |
| **Qualifications** | - University degree in int’l relations, public admin, law, or economy;  
- Fluency in English and Turkish  
- Full computer literacy, |
| **General Pro. Exp.** | - Minimum 3 years of Pro. Exp. in the fields relevant to the Project,  
- At least 2 years of international experience in the fields relevant to the Project, |
| **Specific Pro. Exp.** | - Experience in int’l projects, experience in similar projects (democratic governance) preferred, |
| **Duration** | 54 man/months (27 man/months x 2) |
| **Assistant/Interpreter (AI)** |
| **Job Description** | AI will facilitate interactions between non-Turkish short-term experts and stakeholders, He/she will also support the TAT in translation of short documents, agendas etc. He/she will also provide administrative support to KE II, KE III and KE IV. They will also monitor STE inputs, flag the key experts on |
deadlines, organise meetings and interviews between stakeholders and STEs/KEs, keep minutes of the meetings etc.

| Qualifications | - University degree in English literature, interpretation (in case of other degrees int’l relations, public admin, law, or economy, the IA will expected to have proven skills in English);  
|                | - Fluency in English and Turkish  
|                | - Full computer literacy, |
| General Pro. Exp. | - Minimum 3 years of Pro. Exp. in the fields relevant to the Project,  
|                | - At least 2 years of international experience in the fields relevant to the Project, |
| Specific Pro. Exp. | - Experience in translation and interpretation  
|                | - Experience in int’l projects, experience in similar projects (democratic governance) preferred, |
| Duration | 27 man/months |

Secretary (SEC)

| Job Description | SEC will undertake secretarial tasks including responding to phone inquires, development of agendas for TA, calendar and appointment management etc. |
| Qualifications | - College Degree (i.e office management etc.)  
|                | - English – Turkish |
| General Pro. Exp. | - Min 5 years of Pro. Exp., |
| Specific Pro. Exp. | - At least 1 year of international experience  
|                | - Office Management |
| Duration | 27 man/months |

Driver/messenger (DRM)

| Job Description | DRM will be responsible for transportation of project staff and short-term experts in Ankara. He/she will also provide logistical support in delivering project outputs to stakeholders, organisation of events etc. |
| Qualifications | - College Degree (i.e office management etc.)  
|                | - English (basic) – Turkish |
| General Pro. Exp. | - Min 10 years of Pro. Exp., |
| Specific Pro. Exp. | - Experience in serving as driver/messenger in international settings  
<p>|                | - Office Management |</p>
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<tr>
<th><strong>Duration</strong></th>
<th>27 man/months</th>
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<tr>
<td><strong>Project Manager (PM)</strong></td>
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<tr>
<td><strong>Job Description</strong></td>
<td>PM will be main counterpart of CFCU, ECD and MoI on all contractual matters including but not limited to financial matters, execution of project work plans, organisation of project events, mobilisation of key experts etc. He/she will manage the Project on behalf of UNDP, and ensure coordination between CFCU, ECD, UNDP and MoI. He/she will also supervise the work of technical assistance team. Although he/she is envisaged to work part-time for the Project, he/she will make himself/herself available to the project partners at all times and upon short notice.</td>
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</tbody>
</table>
| **Qualifications** | - University degree in int’l relations, public administration, management, economy, advanced degree is preferred,  
- Fluency in English and Turkish,  
- Full computer literacy |
| **General Pro. Exp.** | - Min 10 years of Pro. Exp.,  
- Minimum 5 years of international experience,  
- Experience in contract management, |
| **Specific Pro. Exp.** | - Experience in managing at least 2 large-scale technical assistance projects, preferably in the fields relevant to this project and funded-by the EU,  
- In-depth and working knowledge of EU PRAG and FAFA etc. |
| **Duration** | 9 man/months |
| **Finance and Contracts Associates (FA & CA)** |  |
| **Job Description** | FA & CA will work under the direct supervision of PM and will undertake all the administrative tasks regarding finance and contracts. They will keep the contractual files and all financial documents including but not limited to invoices, boarding cards etc. |
| **Qualifications** | - University degree in int’l relations, public administration, management, economy,  
- Fluency in English and Turkish,  
- Full computer literacy |
| **General Pro. Exp.** | - Min 4 years of Pro. Exp.,  
- Minimum 2 years of international experience, |
| **Specific Pro. Exp.** | - Specific experience in undertaking admin and financial tasks in int’l projects,  
- Familiarity with corporate ERP systems |
<p>| <strong>Duration</strong> | 54 man/months (27 man/months x 2) |</p>
<table>
<thead>
<tr>
<th>Short Term Experts</th>
<th>Int’l Sen. STE</th>
<th>Int’l Jun. STE</th>
<th>Local Sen. STE</th>
<th>Local Jun. STE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Min Pro. Exp.</td>
<td>10</td>
<td>5</td>
<td>10</td>
<td>5</td>
</tr>
<tr>
<td>Min Int’l Exp.</td>
<td>5</td>
<td>3</td>
<td>n.a.</td>
<td>n.a.</td>
</tr>
</tbody>
</table>

**Indicative Allocation of Costs**

<table>
<thead>
<tr>
<th>Human Resources</th>
<th>Unit</th>
<th># Units</th>
<th>Unit rate (€)</th>
<th>Amount (€)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief Technical Advisor</td>
<td>Man/month</td>
<td>27</td>
<td>14,000</td>
<td>378,000</td>
</tr>
<tr>
<td>Key Expert 2</td>
<td>Man/month</td>
<td>27</td>
<td>10,000</td>
<td>270,000</td>
</tr>
<tr>
<td>Key Expert 3</td>
<td>Man/month</td>
<td>27</td>
<td>10,000</td>
<td>270,000</td>
</tr>
<tr>
<td>Key Expert 4</td>
<td>Man/month</td>
<td>27</td>
<td>10,000</td>
<td>270,000</td>
</tr>
<tr>
<td>Project Associate</td>
<td>Man/month</td>
<td>27</td>
<td>3,500</td>
<td>94,500</td>
</tr>
<tr>
<td>Project Assistant</td>
<td>Man/month</td>
<td>54</td>
<td>2,000</td>
<td>108,000</td>
</tr>
<tr>
<td>Assistant/Interpreter</td>
<td>Man/month</td>
<td>27</td>
<td>2,500</td>
<td>67,500</td>
</tr>
<tr>
<td>Secretary</td>
<td>Man/month</td>
<td>27</td>
<td>1,000</td>
<td>27,000</td>
</tr>
<tr>
<td>Driver/Messenger</td>
<td>Man/month</td>
<td>27</td>
<td>1,000</td>
<td>27,000</td>
</tr>
<tr>
<td>Project Manager</td>
<td>Man/month</td>
<td>9</td>
<td>11,000</td>
<td>99,000</td>
</tr>
<tr>
<td>Contracts Associate</td>
<td>Man/month</td>
<td>27</td>
<td>2,000</td>
<td>54,000</td>
</tr>
<tr>
<td>Finance Associate</td>
<td>Man/month</td>
<td>27</td>
<td>2,000</td>
<td>54,000</td>
</tr>
<tr>
<td>STE (Int’l Senior)</td>
<td>Man/day</td>
<td>600</td>
<td>800</td>
<td>480,000</td>
</tr>
<tr>
<td>STE (Int’l Junior)</td>
<td>Man/day</td>
<td>300</td>
<td>500</td>
<td>150,000</td>
</tr>
<tr>
<td>STE (Local Senior)</td>
<td>Man/day</td>
<td>600</td>
<td>600</td>
<td>360,000</td>
</tr>
<tr>
<td>STE (Local Junior)</td>
<td>Man/day</td>
<td>300</td>
<td>300</td>
<td>90,000</td>
</tr>
</tbody>
</table>

**Indicative Budget**

<table>
<thead>
<tr>
<th>Category</th>
<th>Amount (€)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Human Resources</td>
<td>2,799,000</td>
</tr>
<tr>
<td>2. Travel (including per diems)</td>
<td>150,000</td>
</tr>
<tr>
<td>3. Equipment and supplies</td>
<td>75,000</td>
</tr>
<tr>
<td>4. Local office</td>
<td>180,000</td>
</tr>
<tr>
<td>5. Other Costs, Services</td>
<td>350,000</td>
</tr>
<tr>
<td>6. Other</td>
<td>100,000</td>
</tr>
<tr>
<td>7. Subtotal direct eligible costs</td>
<td>3,654,000</td>
</tr>
<tr>
<td>8 Contingency (max 5%)</td>
<td>86,000</td>
</tr>
<tr>
<td>9. Total direct eligible costs</td>
<td>3,740,000</td>
</tr>
<tr>
<td>Description</td>
<td>Amount</td>
</tr>
<tr>
<td>-----------------------------------</td>
<td>---------</td>
</tr>
<tr>
<td>10. Administrative (max 7% of 9)</td>
<td>260,000</td>
</tr>
<tr>
<td>11. Total eligible costs</td>
<td>4,000,000</td>
</tr>
</tbody>
</table>
ANNEX VI

Justification for Direct Grant Agreement with UNDP

The UNDP will manage the project under a single grant contract. The UNDP is the United Nation’s global development network. As an international development agency, the UNDP has been working for over 50 years with the Government of Turkey to support Turkey’s development, including democratic governance. The Ministry of Interior is institutionally committed to cooperation with the international community for enhancing local administration reform. This commitment rests on cooperation with the UNDP dating back to early 2000.

The followings justify a direct grant agreement with UNDP. The technical assistance as formulated in the present Project Fiche (PF);

- Falls under UNDP’s globally established thematic area of democratic governance. **UNDP is the only organisation that can capitalise on the global best practices** in the manner foreseen in the present PF, and in the agility and quality that efficient and effective project management requires,

- Is a part of global partnership between EC and UNDP towards achieving millennium development goals,

- Requires in-depth experience of working with the grassroots organisation in Turkey and working knowledge of municipal and local administration affairs in Turkey. **UNDP is the only organisation that has such an experience at the national level on such a wide scale, including eastern as well western and other parts of the country**,

- Calls for building on the specific progress achieved in LAR I. **UNDP executed LAR I and possesses all the know-how which need to be transferred to the project at hand**,

- Requires in-depth knowledge of local and public administration system in the EU. UNDP has strong relations with the governments of the EU. UNDP’s Regional Bureau in Bratislava (Slovakia), Governance Centre at Oslo and Nordic Office provide the Organisation with the **unique and unmatchable capacity to draw from international best practices in the EU**.

- UNDP has been pioneering and supporting the Local Agenda 21 initiative in Turkey since 1997, as such is **the only organisation with the local knowledge of establishing and maintaining local participatory decision making mechanisms in Turkey**.