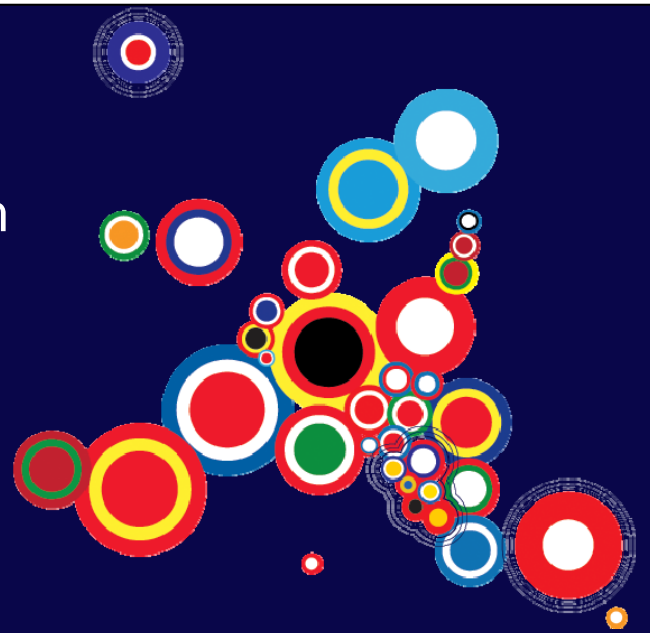




## INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

### TURKEY Local Administration Reform



#### **Action summary**

This Action promotes the development and strengthening of the administrative capacity and cooperation of the Turkish Ministry of Interior and the Local Authorities in the task of ensuring the effective implementation of the new local administration model in line with principles of democratic governance. In order to obtain this objective, the action will pursue an effective local service delivery, the capacity building for the new metropolitan municipality model and the installation of online management information systems.

Action Identification	
Programme Title	Annual Action programme for Turkey 2015
Action Title	Local Administration Reform
Action ID	IPA 2015/038-404/2/Turkey/LAR
Sector Information	
NEAR Sectors	Democracy and Governance
DAC Sector	15110 - Public sector policy and administrative management
Budget	
Total cost	EUR 5,450, 000
EU contribution	EUR 5,450,000
Management and Implementation	
Method of implementation	Indirect management
Indirect management: Responsible Unit or National Authority/Implementing Agency	<u>Implementing Agency:</u> Central Finance and Contracts Unit (CFCU)
Implementation responsibilities	<p>Ms. Emine Döğər Acting Programme Authorizing Officer Central Finance and Contracts Unit Phone: +90 312 295 49 00 Fax: +90 312 286 70 72 E-mail: <a href="mailto:emine.doger@cfcu.gov.tr">emine.doger@cfcu.gov.tr</a> Address: Eskişehir Yolu 4. Km 2. Cadde (Halkbank Kampüsü) No: 63 C-Blok 06580 Söğütözü/Ankara/Türkiye</p> <p>Senior Programming Officer (SPO) Ömer Doğanay, General Director / Ministry of Interior – General Directorate of Local Authorities</p> <p>Ministry of Finance, State Personnel Department and the Turkish Union of Municipalities will be co-beneficiaries</p>
Location	
Zone benefiting from the action	Turkey
Specific implementation area(s)	Nationwide
Timeline	
Deadline for conclusion of the Financing Agreement	At the latest by 31 December 2016
Contracting deadline	3 years following the date of conclusion of the Financing agreement
End of operational implementation period	6 years following the date of conclusion of the Financing agreement.

## **1. RATIONALE**

### **PROBLEM AND STAKEHOLDER ANALYSIS**

Several major local government reforms were carried out during the last decade in Turkey. The Government pursues to declare strong will on implementing further reforms to strengthen the local administration system in Turkey over the next few years. Such will finds its expression in a number of national policy documents and action plans. Within the scope of the Local Administration Reform (LAR) entrusted with the Ministry of Interior (MoI), core pillars of the ongoing overall reform process were addressed in the country by strengthening the local administration system as a whole and improving the institutional capacities of local authorities and individual capacities of relevant staff. The projects have been designed and implemented to strengthen the basis and human and institutional capacities for citizen-centered local administration with an increased responsiveness to the expectations and immediate needs of local communities.

Despite successful implementation of the LAR Packages and follow-up projects which complemented realization of reforms in the field, challenges remain particularly with regards to the need for comprehensive information and understanding of the changes borne due to emerging institutional and operational capacities required for full implementation of restructured local governments. Challenges also include implementation of an important number of novelties introduced by the Government and the Parliament, such as full compliance with strategic planning, multi-annual budgeting, compliance of standards and performance indicators for public services, establishment of effective internal control systems (mostly based on ex-post audits), citizens' further participation in local decision-making processes and management of initiatives aimed at addressing immediate needs of relevant local communities. In addition to these challenges, the action would also address the administrative and operational capacities for efficient local service delivery, ensuring effective, inclusive, accountable and participatory local governance in line with the new reforms introduced in the field, particularly the new Metropolitan Municipality Law No: 6360.

It should also be acknowledged that the long-term sustainability of the efforts and the progress achieved depend to a great extent on the development of a consistent and comprehensive support strategy. In the medium-term, the role of the central administration vis-a-vis the local administration will undergo a profound transformation: tutelage and command-and control systems will 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 to maintain and manage instruments of cooperation between central government and the local administrations. The mandate, organization, management culture and practice, technical resources and human resources capacities of the central administration units responsible for local administration will be reviewed and adjusted to the current framework. Training for MoI/GDLA staff, integration, upgrading and further development of e-governance and e-services databases and management information systems, and the further development and refinement of existing projects to support local administrations will be the priorities to be addressed through this Project.

### **RELEVANCE WITH THE IPA II INDICATIVE STRATEGY PAPER AND OTHER KEY REFERENCES**

In 2008 National Programme for the Adoption of the Acquis, the Political Criteria Section's Article 1 states that the Functionality of Public Administration refers to achievement of a transparent and effective administrative system and adoption of Law on

General Administrative Procedures. In this context the Law on Administrative Legal Procedures is to be amended. The National Programme ensures effective implementation of the legislation regarding the restructuring of the central administration and transferring authority to the local administrations, adopted earlier. In this framework, “Municipality Law”, “Metropolitan Municipality Law”, “Law on Special Provincial Administration”, “Law on Local Authority Associations”, and “Law on Share Given to Special Provincial Administration and Municipalities from General Budget Tax Revenues” have already been enacted.

Besides the prospective good governance related benefits which are expected to be achieved, this action is directly relevant to the **IPA II Indicative Strategy Paper for Turkey (2014-2020)**. The Paper explicitly mentions the need of an “effective, efficient, responsive and service-oriented public administration as condition for good governance, stable economic conditions and ensuring the institutional capacity to implement the EU acquis”. In addition, it is also targeted that LAR process should continue in a way to better address better investment planning and systematic consultation of civil society.

Addressing the challenges identified also in the scope of LAR projects implemented by the MoI and UNDP, the regular reports on progress have direct reference to the need of transparent and accountable local governance structures and devolving adequate powers to local government. The latest progress report in 2014 explicitly mentioned that *“There was no progress in devolving power to local governments. Fiscal decentralization remained very limited”*.

## **SECTOR APPROACH ASSESSMENT**

### **Country Context**

Following ratification of the Metropolitan Municipalities (MM) Law No: 6360 on the establishment of 14 MM in 13 provinces and 27 districts and amending certain laws and decree-laws, which was enforced in April 2014 following the local elections, the number of MM increased to 30 with 1053 districts and 16082 villages declared neighborhoods of the MM. In this framework, the number of Special Provincial Administrations decreased to 51 (elimination of the Special Provincial Administrations of the new MM).

In accordance with the Constitution, the central administration has the power of administrative 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. However, while maintaining tutelage as a constitutional principle, the new Laws adopted in 2004-2005 have introduced a drastic shift in the relationships between central and local administration, to set them in line with the standards and criteria laid down in the European Charter of Local Self-government.

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 which failed to materialize due to social and political developments in the country, several successive governments have been working in the formulation of new policies and legislation aimed at the reform and modernization of the local administration system in Turkey, in the context of broader policies on Public Administration reform (PAR).

However, it was only with the 58<sup>th</sup> and 59<sup>th</sup> Governments that the referred reform efforts started to materialize. From the outset, these two governments declared strong will to undertake a process of rationalization, modernization and decentralization of the system of public administration in the country, and, following up from this declaration, new legislation

on local administrations was prepared and enacted in the years 2004-2005. The referred legislative “package” consisted of new Laws on:

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

Implementation of all these new legal instruments brought about certain challenges to local administrations and the respective elected representatives and staff, their Unions, and to the central administration bodies responsible for local administration namely the MoI, and Governorships. In order to best tackle with the challenges of referred institutional transformation and reforms a number of projects have been implemented. Those which managed to create substantial impact both at the central and local levels, among others, have been led by UNDP Turkey, namely: Enhancement of the City Councils for Increased Functionality as Local Governance Platforms (2008-2011) and Support to Further Implementation of LAR in Turkey Phase I (2005-2007) and Phase II (2010-2011).

#### National Sector Strategies:

IPA II Indicative Strategy Paper for Turkey (2014-2020) targets the improvement of PAR coordination, policy-making, civil service and public administration organization and governance and service delivery to citizens and businesses, including at local level.

The new legislation adopted in the past years in the field of local administration, 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.

Relevant to the recent developments in the field, the **10<sup>th</sup> National Development Plan**, put into effect in June 2013, underlines the negative effect of lack of technical and institutional capacities at the local level on quality and efficiency of local service delivery, while reiterating the importance of increasing institutional capacities of the new MM to be established in accordance with the Law No. 6360. The Plan also highlights the importance of deploying participatory tools in local administrations in order to support further reforms on including non-governmental organizations, private sector and unorganized civil society to local decision-making processes. In this vein the 10<sup>th</sup> National Development Plan focuses on identification of priorities at the local level and efficient use of local resources as it identifies the main beneficiaries of the Plan as local authorities, MM, universities, professional organizations and NGOs. In specific terms, the following objectives for LAR under the Plan are entrusted to the coordination of MoI:

- Increased efficiency in local service delivery
- Strengthened capacities of local administrations in terms of human resources management and strategic planning
- Strengthened capacities of local administrations in terms of project management
- Enhanced inclusion of universities, NGOs and professional organizations in local decision-making processes.

In line with the objectives of the 10<sup>th</sup> National Development Plan, **the Strategic Plan of the MoI for 2015-2019** identifies the priorities and the core values of the MoI as; the rule of law, respect for human rights, transparency, commitment to ethic values, participation and delivery of efficient and good- quality services. The Strategic Plan highlights the importance of ensuring efficiency, effectiveness, participation, openness and accountability at local

administrations as one of its main goals. The Strategic Plan sets five thematic areas and results as i) Establishing a peaceful environment via strengthening internal security services and coordination in accordance with human rights norms, ii) Increasing pace and quality of services provided by local authorities including governorates and district governorates, iii) Promoting development of civil society, iv) Deployment of information technologies as a facilitator in efficient provision of services, v) Increasing the pace and quality of the services provided by the Ministry.

In the scope of the LAR Phase II, a white paper was developed for the MoI, which outlines the short, medium and long term policy options to be pursued to have a full-fledged LAR in the scope of Turkey's EU Accession process. This action addresses to the short-and medium-term policies those will form the basis of long-term policy options for the Government of Turkey. Besides, the action represents a continuum of the first and second phases of EU-funded LAR projects in the scope of which required legislative framework were improved and put into place through phased approach.

### **LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE**

The action is developed in the light of gains from LAR Phase 1 and 2.

As such most of the activities build on and/or complement the activities that have been realized within LAR Phase 2 with a view to further the LAR and increase the impact. Within the scope of the LAR entrusted with the MoI, both phases of LAR projects addressed the core pillars of the ongoing overall reform process in the country by strengthening the local administration system as a whole and improving the institutional capacities of local authorities and individual capacities of relevant staff. The projects have been designed and implemented to strengthen the basis and human and institutional capacities for citizen-centered local administration with an increased responsiveness to the expectations and immediate needs of local communities.

A number of recommendations, that could be taken into consideration while designing future phases of the LAR projects in Turkey, was addressed by LAR II. Integrated, long-term, reform projects that simultaneously work with both the central government (and other stakeholders) on policy issues and with local authorities (and other stakeholders) on improving public services are defined as extremely desirable initiatives.

Other than that the lessons learned from LAR II can be summarized as follows:

- The needs assessments and fact finding field studies are indispensable tools that ensure effective and efficient design of the activities.
- Continuous and conscious involvement of the project stakeholders and the final beneficiaries into the process of strategy and action plan development; stimulates ownership and enhances effectiveness and sustainability.
- A single LAR support project aiming to serve the needs of local administrations at all of national, regional and local levels weakens the likelihood of early impact
- The lack of a national local administrations training strategy poses threat for continuation of the benefits achieved by the training events within the donor funded initiatives.

The action also recognizes the importance of "trickle down" impact of technical assistance projects, hence targets twinning of old MM that can disseminate their improved skills and competencies into new ones. This impact is expected due to the potential role model position of the MM but also condition of sharing the gained experience and capacities with other municipalities in the same vicinity.

## 2. INTERVENTION LOGIC

### LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	
To ensure effective, inclusive, accountable and participatory local governance in Turkey, in particular through support to further implementation of the LARs undertaken between 2003-2013, in line with international standards.	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.	<ul style="list-style-type: none"> <li>- CoE (CLRAE) reports on Turkish Local Administration system and Turkey's compliance with ECLSG</li> <li>- EC Reports on Turkey's progress towards EU accession</li> <li>- Result-Oriented Monitoring (ROM) reports</li> </ul>	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
To develop and strengthen the administrative capacity and cooperation of Turkish MoI and Local Authorities themselves in the task of ensuring the effective implementation of the new local administration model in line with principles of democratic governance.	Number of municipalities in which the new model of local administration is implemented; Level of satisfaction of local administration services users in municipalities benefiting from the assistance.	<ul style="list-style-type: none"> <li>- CoE (CLRAE) reports on Turkish Local Administration system and Turkey's compliance with ECLSG</li> <li>- EC Reports on Turkey's progress towards EU accession</li> <li>- Monitoring by the Delegation</li> <li>- Citizen satisfaction surveys</li> <li>- Statistical data on efficiency, effectiveness and responsiveness of local authorities</li> </ul>	National and local institutions are fully committed to the development and implementation of policies and institutional changes required to deliver the action's results.
RESULTS	OBJECTIVELY VERIFIABLE	SOURCES OF VERIFICATION	ASSUMPTIONS

	INDICATORS		
<b>Component 1: Effective Local Service Delivery</b> R.1:Enhanced administrative and operational capacities for efficient provision of local services	<ul style="list-style-type: none"> <li>- N. of legislative packages for effective local service delivery submitted for the adoption of MoI</li> <li>- Standards and principles on human resources management at local authorities in place</li> </ul>	<ul style="list-style-type: none"> <li>- Interim and Final Reports of the project</li> <li>- Technical Reports</li> <li>- Comparative analysis reports</li> <li>- Assessment of the implementation of the legislative packages adopted and put into force.</li> <li>- Findings of surveys measuring the awareness and knowledge about the EU Acquis by the local authorities</li> </ul>	<p>Continued political commitment to make necessary adjustments in primary and secondary legislation to enhance the effectiveness and efficiency of the local service delivery;</p> <p>Local authorities willing to cooperate and ready for the assistance as foreseen by the project intervention;</p> <p>Enhanced interest of the local authorities to adjust the local policies in line with EU Acquis.</p>



<p><b>Component 2: Capacity Building for New Metropolitan Municipality Model and Transparent Processes</b></p> <p>R.2.1: Administrative and operational capacities of the local authorities for the implementation of new MM Model strengthened</p>	<ul style="list-style-type: none"> <li>- Level of implementation of the legislation on local authorities</li> <li>- Development of a software system for monitoring of the progress against the implementation of reforms in local administration</li> <li>- Realisation of the modelling for efficient implementation of new Metropolitan Municipality Law</li> <li>- Number of joint platforms among the MM</li> <li>- % relevant staff of selected MM benefitted from customized General Management and Job Skills Training</li> <li>- Development and adoption of local service delivery standards</li> <li>- Adoption of a model for participatory local governance for 14 new MM</li> </ul>	<ul style="list-style-type: none"> <li>- Interim and Final Reports of the project</li> <li>- Technical Reports</li> <li>- Training needs assessment report</li> <li>- Training module and materials</li> <li>- Assessment reports on the implementation of developed local service delivery</li> <li>- Proposals of local governance structures converted to service delivery practice</li> <li>- Performance assessment of the trained staff</li> </ul>	<p>Continued political commitment of the government to the decentralization of the public administration system in Turkey with the strengthening of local self-governments;</p> <p>Local authorities willing to cooperate and ready for the assistance as foreseen by the project intervention,</p> <p>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;</p> <p>Trained staff members remain in their posts during the entire duration of the Project.</p>
<p>R.2.2: Institutional capacity of the local authorities in terms of service delivery and adoption of the principles of democratic governance enhanced</p>	<ul style="list-style-type: none"> <li>- Development of legislative and policy measures for adoption of democratic governance principles</li> </ul>	<ul style="list-style-type: none"> <li>- Interim and Final Reports of the project</li> <li>- Technical Reports</li> <li>- Updated websites of local authorities</li> <li>- Measurement ratings of the local authorities with regards to openness, integrity and transparency</li> </ul>	<p>Continued commitment of the Local Authorities to enhance the participatory mechanisms for good governance at local level</p> <p>Continued political commitment of the government to the decentralization of the public administration system in Turkey with the strengthening of local self-governments;</p> <p>Continued political commitment to make necessary adjustments in primary</p>

			and secondary legislation to enhance the transparency and accountability at the local level; Local authorities willing to cooperate and ready for the assistance as foreseen by the project intervention,
R.2.3 Public awareness on urbanization enhanced through institutional and individual capacity enhancement programmes	- % of social service experts in selected provinces those have MM benefitted from the trainings - %0 relevant staff of selected MM benefitted from the trainings	- Needs Assessment Report - Training Reports	Selection of MM is done on scale, geographical representation and expressed commitment for piloting
<b>Component 3: Online Management Information Systems Installed and Updated</b> R.3.1 Efficiency of the local services enhanced through online managements systems	- % of local services can be monitored and evaluated through on-line management systems - % of increase in the application of the on-line management systems - % increase in citizen satisfaction due to enhanced efficiency	- Statistical data/records on the use of online management systems - Citizen satisfaction surveys	Continued support of MoI make the e-municipal functional and responsive to the needs of the local authorities
<b>ACTIVITIES</b>	<b>MEANS</b>	<b>OVERALL COST</b>	<b>ASSUMPTIONS</b>
Please refer to chapter additional description	Direct grant with UNDP	<b>Total Cost 5,450,000 €</b> <b>EU Contribution 5,450,000 €</b>	Continued commitment of the Local Authorities to enhance the participatory mechanisms for good governance at local level Continued political commitment of the government to the decentralization of the public administration system in Turkey with the strengthening of local self-governments;

			<p>Continued political commitment to make necessary adjustments in primary and secondary legislation to enhance the transparency and accountability at the local level;</p> <p>Local authorities willing to cooperate and ready for the assistance as foreseen by the project intervention,</p> <p>Continuous support by Turkish government for strengthening dialogue and co-operation between public authorities and civil society in Turkey and demanding other countries</p> <p>Continued support of MoI make the e-municipal functional and responsive to the needs of the local authorities</p> <p>Trained staff members remain in their posts during the entire duration of the Project.</p>
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## **ADDITIONAL DESCRIPTION**

### **Component 0- Establishment of the action setting and management structure**

This component, which basically covers the inception phase, will aim at establishment a suitable and formalized working structure for the action. The action has 3-layer management structure. At the top, there is the Steering Committee, which will oversee overall implementation of the action and provide strategic guidance. The second layer of the management structure concerns day-to-day management and coordination. The third layer is introduced for two purposes: scientific legitimacy and coherent implementation.

### **Component 1: Effective Local Service Delivery**

The main objective of Component 1 is to develop a draft legislation, which will enable the General Directorate of Local Authorities and staff as well as local administrators (mayors, deputy mayors, heads of the clerk's department, the financial services department, the planning departments of municipalities) to exercise effective local service delivery methods in the overall local administration scheme. To this end comparative analysis including desk reviews and study tours will be conducted for the development of legislations, standards and principles.

The benchmarking method, which was developed for the Turkish context in the scope of the project for strategic local governance will set the basis for design and implementation of the activities for effective local service delivery.

The Ministry of Finance and the State Personnel Department will act as co-beneficiaries of the results achieved under Component 1.

The result and specific activities to be achieved are listed below:

#### **R.1.1. Enhanced administrative and operational capacities for efficient provision of local services**

As experienced in many countries, Turkey has also challenges to develop and implement a coherent approach to decentralizing the delivery of public services. The MoI, which undertook a comprehensive LAR guides decentralization initiatives through legislative amendments. However, decentralization has not proven to be an easy route to the improvement of local services. This is a consequence of the partial steps taken, but also speaks of the complex factors that influence the quality and reach of services. Despite this reality, some notable successes indicate that progress can be made, particularly when the supply and demand sides are addressed simultaneously. Nationally-driven schemes have included performance-based granting to local authorities, which have spurred improvements in governance processes with an expectation of more effective service delivery. Another more direct, but more centralized, way of ensuring service improvement at the local level is based on reimbursing verified results.

Within this overall framework and in line with the draft Strategic Plan of MoI (2015-2019), the Project will address the achievement of the following activities for enhancing the administrative and operational capacities for efficient provision of local services. The activities under this Result will cover all municipalities:

A.1.1.1. Strengthen the loan system of local authorities through assessment of country experiences and development of a draft legislation: According to Article 68 of the Law No: 5393 Municipality Law, municipalities may borrow loans and issue bonds in accordance with certain procedures and principles. Accordingly, there are three types of barrowing: foreign

debt, domestic debt and bond. Despite these borrowing opportunities, majority of the municipalities have failed to cover their debts and asked remedies from Treasury. In these circumstances, in order to regulate the loan system for local authorities in Turkey, the Project will develop a draft legislation on borrowing based on objective criteria. The Project will initially have a comparative assessment on the functioning of loan system in local authorities of other countries with good practices and lessons learned. The legislative framework will therefore benefit from these experiences in the context of Turkey.

A.1.1.2. Develop a draft legislation for increasing the income of local authorities in line with other country experiences: The income of the local authorities mainly the municipalities is regulated under Law No: 2464 on Municipal Income, Law No: 1319 on Estate Tax, Municipal Law No: 5393 and Metropolitan Municipality Law No: 5216. Under the referred laws, the main budget items for income are taxes, charges, estate rent and sale, estate taxes, environment clearance taxes, water, transportation and expenses share, enterprise are mentioned as municipal incomes. In order to regulate for the increase of income of the local authorities, the Project will develop a draft legislation. As a first step, a comparative assessment, which will review and assess income management systems in other countries in comparison with the one in Turkish local administration system. The legislation for income increase in local authorities will be drafted in line with the findings of the referred assessment in Turkish context.

A.1.1.3. Develop a proposal to amend the relevant provisions of the Law No: 3572 and Regulation for Business Licence: Currently, some workplaces need to receive more than one work permit to function when not only local administrations can provide. Therefore, in order to simplify the procedures for work permits and ensure the consistency in implementation, the Project will draft an amendment to the relevant legislations to Law No: 3572 and Regulation for Business Licence. Other country experiences will be benefitted for this purpose.

A.1.1.4 Develop standards and principles for the establishment of an effective human resources management system in local administrations: In order to prevent waste of labour and resources in local administrations, the Project will develop certain principles and standards for service provision and recruitment of the staff, in particular contracted ones. The referred standards are expected to be reflected to the relevant legislations.

A.1.1.5. Develop service standards ensuring the MM and its District Municipalities to use %10 of their budgets for the infrastructure works in rural areas (as defined before the Law No: 6360)

A.1.1.6. Conduct a comparative assessment on effective collection of municipal accounts receivable: The project will have a comparative assessment for increasing the effectiveness of the collection of accounts receivable specifically targeting small-scale municipalities.

A.1.1.7. Draft a legislation on the functioning of municipality-led enterprises in line with other country experiences: Municipal companies are established fully or partially by municipalities for the provision of certain local services. In Turkey, it is observed that rather than carrying out their fundamental responsibility, municipal-led enterprises have evolved to channels, which enables the use of existing resources without being accountable and

transparent. Therefore, in order to make the work processes of the municipal-led enterprises more transparent, the action aimed to regulate the current practices through the development of a draft legislation. By doing this, other country experiences will be reviewed and benefitted.

A.1.1.8. Develop draft legislation regulating the legal and institutional infrastructure of Water and Sewerage Administrations: In Turkey there are many laws regulating water and sewerage services but there are still gaps in implementation. Harmonization to the EU Acquis in terms of legislation, implementation and investment makes the situation more complicated. To this end, the Project will address the needs for effective water and sewerage services in line with the EU Acquis and the recent LARs and develop a draft legislation to ensure consistency.

A.1.1.9. Develop a draft legislation for honors and ceremonies arranged by local authorities: In addition to the SSC strategy developed for GDLA, the Project will also address the need for a strategy of the local authorities that receives demand for knowledge and experience sharing from other countries. Therefore, following the review of other country experiences, a regulation on honors and ceremonies will be developed in the scope of the Project.

A.1.1.10. Assess the impact born by localizing EU acquis on the work and responsibilities of local authorities in Turkey: The reform initiatives regarding the public administration through harmonization of legislation of Turkey with the EU are remarkable in the last few years. These reform initiatives include the process of localizing/ decentralization of powers in compatible with new public administration principles and objectives of EU acquis in Turkey. Therefore, the local and central administrative units are introduced with the tools and methods that lead them to accountability based on result-oriented approaches and professionalism. However, there is still ambiguity among the local authorities as to how to internalize such policies in their own work and functioning. In order to fill this gap, the Project will conduct an assessment study on the impact of EU acquis in local governance including the local policies for service delivery, personnel recruitment financial management, participation, etc. The Union of Municipalities will be the co-beneficiary of this Component.

## **Component 2: Capacity Building for New Metropolitan Municipality Model and Transparent Processes**

The main objective of Component 2 is to enhance the institutional capacity of the local authorities responding to the new responsibilities they are to undertake with the enforcement of new Metropolitan Municipality Model in 2014. In addition, the needs for transparent processes at local authorities will be addressed in the scope of Component 2. The Union of Municipalities will be the co-beneficiary of this Component.

The results and specific activities to be achieved are listed below:

### R.2.1 Strengthened administrative and operational capacities of the local authorities for the effective implementation of LAR process including the New Metropolitan Municipality Model

A.2.1.1: Assess the impact of the implementation of legislation on local authorities: Parallel to the gaining momentum of Turkey's EU accession process in 2000s, the country has witnessed concrete reform initiatives to attain an evolving process of rationalization, modernization and decentralization of the system of public administration in the country. In follow up to this consensus on the change in the local administration system, comprehensive reforms have been launched starting from 2004. In terms of legislation, series of laws were enacted such as the following:

- MM Law No: 6360 on the Establishment of Thirteen MM in Thirteen Provinces and Twenty-six Districts and Amending Certain Laws and Decree-laws
- Municipal Law No: 5393
- Metropolitan Municipality Law No: 5216
- Special Provincial Administration Law No: 5302
- Union of Local authorities Law No: 5355
- Abolishing General Directorate of Village Services, Law No: 5286
- Establishing Districts within Boundaries of MM, Law No: 5747
- Appointment of General Budget Tax Revenues to Special Provincial Administrations, Law No: 5779

In addition to the above listed laws, there are also secondary legislations enacted by the MoI, which regulated the effective implementation of such laws for a successful LAR.

Within this overall framework, in order to assess the impact of the reform initiatives in Turkey for effective and efficient functioning of local administration system, the Project will conduct an impact assessment study. The referred study will address progress against the local administrative reform efforts since 2004 for the effective and efficient delivery of local services together with the capacity assets and needs for its further improvement. The results of this process will in turn result in the development of common strategic framework including the benchmarks to monitor and assess the process and improve the efficiency and effectiveness of the local administration system.

In specific terms, the following activities will be carried out in order to have a broader picture of the progress against the LAR process and develop policy recommendations for its further improvement:

- assess the impact of the legislations listed above in the scope of the LAR process,
- review and assess the progress achieved by the local authorities in terms of the implementation of the referred laws,
- develop policy recommendations relying on the recent challenges faced in implementation of the Law No: 6360 as well as proposed changes in relevant legislation to overcome the referred challenges

The findings of referred assessment will be used for the development of municipal twinning model among the same scaled municipalities. The twinning will be made by embodying an already existing Metropolitan Municipality and the newly established one of same or similar scale.

A.2.1.2: Develop a software system for monitoring of the progress against the implementation of reforms in local administration: The impact assessment of the reforms in local administration system since 2004 will set the benchmarks for success of existing and future reforms. The Project will develop a software system for the use of GDLA based on

identified benchmarks and indicators of success to closely monitor and follow-up the progress achieved by all local authorities.

A.2.1.3: Develop modelling for the implementation of new Metropolitan Municipality Model in different contexts: Relying on the findings of the assessment study, certain models for same scaled municipalities are expected to be designed in the scope of the action. The referred models will serve to know-how and experience exchange among the matched municipalities as well as management and administrative staff of local authorities.

A.2.1.4. Enhance Cooperation and Collaboration among the MM based on the modelling developed: In order to allow newly established 14 MM to benefit from the experience and lessons learned from the existing ones, the Project will address effective cooperation and collaboration among MM by means of individual and institutional peer to peer learning. This activity will address MM including the new 14 MM. The MM that will be actively involved in this activity will be determined during the inception period of the Project.

A.2.1.5. Develop and Deliver Customized General Management and Job Skills Training Modules for the Use of the GDLA to be delivered to new MM: Relying on the results of the LAR Projects managed by MoI and UNDP since 2006, there is a significant unmet demand for high quality customized general management and job skills training modules aimed at local elected officials and municipal managers throughout Turkey in the areas of roles and responsibilities, experience and information exchange, relationship building, change management, local authorities reform, etc. that reflect local conditions as well as incorporate international best practices targeting Mayors, deputy mayors and the heads of the clerk's department, the financial services department, the planning departments of municipalities. The Law No 6360 also brought new responsibilities for the new MM as well as expanded their areas of service delivery. Therefore, the Project will address improved capacity of the local elected officials and managers in new MM by the design and delivery of general management and job skills modules. A set of training modules on general management and job skills will be developed for the use of GDLA targeting the officials that deal with the complex issues that are associated with the management of new MM.

To this end, the following are expected to be realized:

- Develop customized general management training modules of GDLA, which target local elected officials and senior managers from selected MM including the new ones. The municipalities that will join this activity will be determined during the inception period of the Project.
- Identify groups for which the training modules would be developed in consultation with GDLA,
- Conduct a training needs assessment for the selected groups in consultation with the GDLA,
- Develop customized training modules for the use of GDLA (involving initial and follow up sessions) for the defined groups that would incorporate international good practices as appropriate,
- Deliver ToTs for local administration staff identified in cooperation with GDLA in selected MM



A.2.1.6. Conduct a study on the projection of new local administration system, which will be introduced with the abolishment of special provincial administrations in accordance with the Law No: 6360: With the mentioned Law, the Special Provincial Administrations in metropolitans are closed; the neighbourhoods and villages are converted into districts. The duties of Special Provincial Administrations regarding local services are transferred to municipalities. In other words, new MM will take over the roles and functions of special provincial administrations. Under these new circumstances, there is a need for them to have a projection about this new system in order to enhance their absorption capacities to deliver the functions of special provincial administrations.

To this end, the Project will carry out the following:

- Evaluate the nature of inter-municipal relationships that exist among the two levels of local authorities, the special provincial administrations and central government departments and agencies.
- Comparatively assess the current roles and functions of special provincial administrations against those of the MM;
- Develop the action plan including short, medium and long terms steps to be taken by the MM in order to incorporate the roles and functions of special provincial administrations;
- Prioritize and implement the short-term steps to be taken, particularly addressing the responsibilities born concerning the rural areas.

#### R.2.2 Institutional capacity of the local authorities enhanced in terms of service delivery and adoption of the principles of good governance

A.2.2.1: Develop and implement local service delivery standards in order to simplify the processes for service provision: As the Law 6360 will be effective as of 2014, there is a need for the new MM to have a coherent and simplified set of service delivery standards in order to fulfil their responsibilities under the referred Law. To this end, the Project will carry out the following activities for the development of service delivery standards:

- Assess the current situation in MM with regards to effectiveness of the service delivery in areas under their responsibility through structured interviews, surveys and focus group discussions
- Develop service delivery standards for the use of municipalities,
- Publish and disseminate the referred standards among municipalities
- Organize seminars in selected MM with participation of governors, district governors and mayors in order to sensitize them about new service delivery standards and discuss its actual implementation at the local level
- Develop an implementation framework for the realization of service delivery standards, relying on the results of the seminars organized at the local level
- Conduct pilot studies in 2 selected MM to test the progress against the implementation of the new standards. The pilot municipalities will be determined during the inception phased based on the consultations with GDLA.

A.2.2.2: Develop and Implement Participatory Local Governance Model for new 14 MM: MoI implemented a Project entitled “Strategic Local Governance” with support of EU in 2011-2013. The referred Project aimed to increase the scope of local governance reform in

Turkey by improving the capacity of local governments for enhancing participatory strategic governance at local level. In this vein, in 26 provinces around Turkey, there had been conducted pilot studies to promote participatory tools and quantitative data to strengthen the participatory strategic planning capacity of local governments including citizen satisfaction surveys. Relying on the experiences and lessons learned from such pilot practices, the action will address the institutionalization of participatory local governance mechanisms in 14 new MM. Participatory local governance models to be applied in referred MM would include practical tools, and guidance to measure citizen satisfaction on local services and improve participatory decision making at the local level. In addition, targeted capacity development activities for local governance structures including the citizen assemblies, NGOs and elected public officials at local level will be realized.

A.2.2.3. Assess other country experiences with good practices and lessons learned for enhancing transparency in local authorities: In order to support the efforts of the local authorities and GDLA for enhancing transparency, the Project will conduct a comparative assessment of transparency practices in other countries at the local level. The assessment will address the legislative and implementation measures adopted in other countries for enhancing transparency at the local level. The assessment study will also address the web-site formats including which information concerning local service delivery are disclosed. The results of the assessment are expected to set the ground for the development of the secondary legislation on enhancing transparency at local authorities in Turkey

A.2.2.4. Develop the secondary legislation for enhancing transparency in local authorities: The Government of Turkey adopted the Strategy for Increasing Transparency and Strengthening the Fights Against Corruption in 2010. One of the strategic objectives of the referred Strategy focuses on increase of institutional capacities of local administrations, strengthening decentralization and democracy by ensuring attendance and transparency. Currently, the local authorities are obliged to develop their own websites and disclose the important decisions taken at the referred websites for a period of 15 days.

In order to achieve this, the Project will support the ongoing efforts of local authorities to enhance transparency in their daily services through the development of a secondary legislation for enhancing transparency. To this end, different country experiences and legislations that have been reviewed under A.2.2.5 of the Project will be benefitted.

### R.2.3 Public awareness on urbanization enhanced through institutional and individual capacity enhancement programs

A.2.3.1 Needs assessment for public awareness on urbanization targeting the disadvantaged groups (population affected by internal migration, youth, women, children)

A.2.3.2. Design and implement capacity enhancement programs on urban awareness to be delivered to the staff of Women Centers, Child Development Centers and other relevant social service units at the local level. It is expected that then referred staff will transfer the knowledge that they have to their target groups of service. The trainings will be held in all provinces having MM.

A.2.3.3. Design and implement capacity enhancement programs on urban awareness to be delivered to selected staff of MM. In total, 250 staff are expected to benefit from such trainings in selected all MM.

### **Component 3: Online Management Information Systems Installed and Updated**

#### R.3.1 Efficiency of the local services enhanced through online managements systems

MoI initiated two important database Projects, YEREL BİLGİ and BEPER Projects. Yerel Bilgi aims to provide information about Directorate of Local Authorities affiliated to local administrations, special provincial administrations, their corporations, municipalities and corporations belonging to municipalities, district governorates, villages, and associations through a single database. Whereas Beper Project is a management information, Project establishing a performance measurement system to appraise performance of municipalities and make comparison among municipalities.

In the scope of the LAR II, a needs assessment was conducted addressing the needs of online management tools of MoI. The assessment clearly addresses that functioning of BEPER Project needs a sound, fast, and updated database and source of information. Therefore success of BEPER Project depends on functioning and success of YEREL BİLGİ Project. In other words these two projects are related to each other and YEREL BİLGİ has priority. BEPER Project will function by using YEREL BİLGİ projects' data. In other words the sustainability of BEPER basically depends on YEREL BİLGİ system.

Within this framework, the action will contribute to improved flow of information and increased accessibility of the available data produced in the form of secondary legislation, decrees and decisions, both at the national and local levels and within and out of the country. Under the current state of functioning, the General Directorate does not have a systematic that enables to access all relevant and updated data which prevent to make decisions in a holistic way. The Project will address the effective communication flow within the departments of the General Directorate for Local Authorities as well as update of the YEREL BİLGİ project in a way to ensure its linkage with the local. In addition, the technical capacity for effective use of YEREL BİLGİ will be enhanced.

Activities under this Component will be as follows:

A.3.1.1 Develop a software to facilitate the communication flow within the departments of the GDLA:

A database will be established within the GDLA, which would include all necessary documentation, including circulars, secondary legislation, decrees and relevant decisions taken at the local and national level.

A.3.1.2 Update of the YEREL BİLGİ Project management system in the light of developed software system:

The software system will also access to YEREL BİLGİ system to reach the collected data produced at the local level. Where deemed necessary, the software of YEREL BİLGİ will be updated for its compatibility with the software system to be developed in the scope of this Project.

#### A.3.1.3 Develop guidelines for the use and update of software system:

The developed software system will be hosting all relevant documentation and will enable accessibility and data-literacy on region and provincial level as well as on thematic basis. A user-friendly guideline will be developed for the use and update of the software system, as the pace of the developments in the field of local authorities is very rapid.

.3.1.4. Deliver tailor-made trainings to the staff of GDLA on effective use of the software system in alignment with YEREL BILGI management system. Training program will be developed for a selected staff of the GD of Local Authorities for effective and efficient use of the developed software. Training will mainly focus on the functioning of the system, data collection and entry and update from the local authorities.

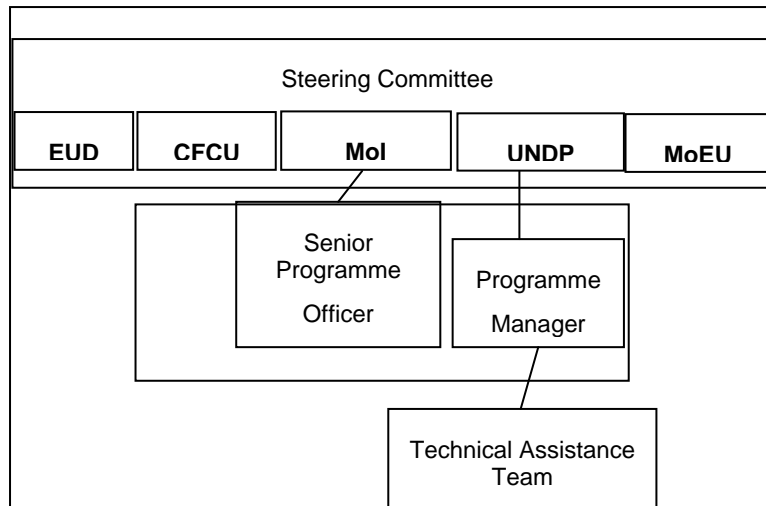
#### ASSUMPTIONS AND PRE-CONDITIONS

- Continued political commitment of the government to the decentralisation of the public administration system in Turkey with the strengthening of local self-governments;
- Continued political commitment to make necessary adjustments in primary and secondary legislation to enhance the effectiveness and efficiency of the local service delivery;
- Local authorities willing to cooperate and ready for the assistance as foreseen by the project intervention,
- 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;
- Trained staff members remain in their posts during the entire duration of the Project.

### 3. IMPLEMENTATION ARRANGEMENTS

#### ROLES AND RESPONSIBILITIES

##### Institutional Framework



##### 1) Senior Programming Officer (SPO)

The SPO, who is the General Director of Local Authorities in MoI will be in charge of the technical implementation of the proposed action and will have the overall responsibility to keep the proceeding of the action activities on track. The main tasks of the SPO are:

- To coordinate and direct all activities within the project as the Chairman, so as to enable supply and service team leaders to meet the project objectives within the deadlines,
- To coordinate activities with the institutions and the contractors and to ensure their cooperation,
- To clear Terms of Reference/Technical Specifications/Works Dossiers,
- To provide technical support to the Central Finance and Contracts Unit (CFCU) during tendering and contracting process,
- To provide technical implementation and monitoring of contracts, notifying the CFCU of difficulties or non- performance during contract implementation.

##### 2) UNDP

The UNDP will manage the action through a grant contract that will be signed with the CFCU. As an international development agency, the UNDP works with the Government of Turkey to support Turkey's development and reform agenda. UNDP will establish a Technical Assistance Team (TAT), which will work in close cooperation with the Project Office. TAT will be composed of high-calibre national and international experts to be

backstopped by UNDP and supported by national and international short-term experts. UNDP is the member of the Steering Committee.

### **3) Steering Committee**

The Steering Committee will be composed of the representatives from MoI, CFCU, MoEU, Ministry of Finance, Union of Municipalities of Turkey, State Personnel Department, EUD, and UNDP and will be chaired by MoI. The Committee will meet every three months until the end of the action.

The responsibility and duties of the Committee are as follows:

- To make an assessment of emerging needs for a sound action implementation,
- To adopt the overall work program and the annual work plans,
- To conduct a final review of the implementation,
- To recommend new strategies in the light of lessons learned,
- To recommend strategies for future sustainability of the project.
- To discuss progress of the action, verify the achievement of the outputs and the mandatory results and decide on actions to be undertaken for the success of the project.

### **IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING**

The MoI, General Directorate for Local Authorities (GDLA) will be the leading beneficiary institution, responsible for the technical implementation of the project activities.

The CFCU will be the Implementing Agency and will be responsible for all procedural aspects of contracting matters and financial management including payment of activities.

The UNDP will manage the action through a Direct Grant Contract.

## **4. PERFORMANCE MEASUREMENT**

As the action is under indirect management of CFCU, in line with the IPA II Implementing Regulation 447/2014, an IPA II beneficiary who has been entrusted budget implementation tasks of IPA II assistance shall be responsible for conducting evaluations of the programmes it manages.

### **METHODOLOGY FOR MONITORING AND EVALUATION**

#### Monitoring:

Overall monitoring on the progress against the project activities will be done by Project Steering Committee (composed of the representatives from the MoI, the CFCU, the MoEU, the EUD and UNDP) on regular basis. In addition, the daily monitoring of the project will be ensured in monthly management meetings, which will be held with the participation of the MoI General Directorate for Local Authorities, UNDP, CFCU and EUD. Meetings will be called, arranged and chaired by the Senior Program Officer, and will be held at MoI premises, unless otherwise agreed by the parties.

Finally, the progress will be reflected to the reports submitted by the TAT to the MoI for reporting purposes.

In general the following principles apply to all reports:

- All reporting will be done in English, to the extent possible all critical reports, i.e. inception, progress reports will be translated into Turkish, as well.
- UNDP will submit the final versions of all reports to the Ministry and CFCU at the same time, all addressees will respond at most in 10 working days in writing, i.e. e-mails.
- All reports will be copied to the EUD.

#### Inception Report

Within twelve weeks of commencement of the Project, UNDP will prepare and submit for approval an inception report to the CFCU, MoI and the EUD, 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 a detailed work plan with estimated budget for the next 21 months. The addressees of the inception report will comment on or approve/clear the inception report in 2 weeks in writing.

#### Quarterly Progress Reports

UNDP will prepare and submit for approval quarterly progress reports to the CFCU and the MoI. Each report will include a narrative overview of the progress achieved in the reporting period and a detailed work plan for the following reporting period. These reports will be the basis of discussions at the Steering Committee meetings described above and are to be submitted two weeks in advance of the Steering Committee meetings

#### Financial Reports

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

#### Final Report

A final report will be submitted no later than 6 months after the completion of the project. The final narrative report will elaborate in detail on the achievements of the project and lessons learned. The final financial report should be submitted as an annex. The

#### Evaluation:

Any evaluation and monitoring exercises will be undertaken in compliance with the provisions of the FAFA (Art.1) and the General Conditions (Art. 8). The project will be evaluated (technical evaluation) by an independent team of experts. The selection of independent team of experts for evaluation will be made in line with UNDP rules and procedures. The evaluations are expected to be conducted at end of each year.



## INDICATOR MEASUREMENT

Indicator	Baseline (year) (2)	Milestone 2017 (3)	Target 2020 (4)	Final Target (5)	Source of Information
Number of municipalities in which the new model of local administration is implemented	-	Capacity of 14 new MM enhanced to adopt new local administration model and participatory governance processes	New local administration model and participatory governance processes fully adopted by 14 new municipalities	Capacity of 14 new MM enhanced to adopt new local administration model and participatory governance processes	CoE (CLRAE) reports on Turkish Local Administration system and Turkey's compliance with ECLSG EC Reports on Turkey's progress towards EU accession Monitoring by the Delegation
Level of satisfaction of local administration services users in municipalities benefiting from the assistance	-	Level of satisfaction of local administration services users in municipalities benefiting from the assistance increased of at least 50% compared to the situation before the action	Level of satisfaction of local administration services users in municipalities benefiting from the assistance increased of at least 80% compared to the situation before the action	Level of satisfaction of local administration services users in municipalities benefiting from the assistance increased of at least 80% compared to the situation before the action	Citizen satisfaction surveys
N. of legislative packages for effective local service delivery submitted for the adoption of MoI	No baseline	Legislative packages in various areas of local service delivery submitted for Parliament's approval	Legislative packages in various areas of local service delivery fully implemented	Legislative packages in various areas of local service delivery submitted for Parliament's approval	- Interim and Final Reports of the project - Technical Reports - Comparative analysis reports
Standards and principles on human resources management at local authorities in place	Regulation on permanent staff	Standards in place	Standards adopted by all municipalities	Standards in place	- Interim and Final Reports of the project - Technical Reports - Comparative analysis reports

Level of implementation of the legislation on local authorities	Implementation of the legislation is not full-fledged.	Capacity for enhancing the level of implementation	New MM are fully capacitated to implement the legislation	Capacity for enhancing the level of implementation strengthened	<ul style="list-style-type: none"> <li>- Interim and Final Reports of the project</li> <li>- Technical Reports</li> <li>- Training needs assessment report</li> <li>- Training module and materials</li> </ul>
Development of a software system for monitoring of the progress against the implementation of reforms in local administration	Not available	MoI adopted the software into its monitoring	The success of the implementation enhanced	MoI adopted the software into its monitoring system	
Realisation of the modelling for efficient implementation of new Metropolitan Municipality Law	Not available	Modelling developed and adopted	New MM fully capacitated to implement the legislation	Modelling developed and adopted	
Number of joint platforms among the MM	No joint platform organized by MoI	At least 10 joint platforms established	Network of MM developed	At least 10 joint platforms established	
% relevant staff of selected MM benefitted from customized General Management and Job Skills Training	No training organized by MoI	At least 10 targeted trainings organized	Training modules incorporated in in-service training curricula of municipalities	At least 10 targeted trainings organized	
Development and adoption of local service delivery standards	Not available	Standards in place	Standards adopted by all municipalities	Standards in place	
Development of legislative and policy measures for adoption	Law and regulation on city councils	A comprehensive legislative framework package developed	Progress in development of the legislative	A comprehensive legislative framework package developed	Interim and Final Reports of the project Technical Reports

of democratic governance principles			framework package		Updated websites of local authorities
% of social service experts in MM benefitting from the trainings  % relevant staff of MM benefitting from the trainings	No baseline	At least 5 training programmes organized	Training modules incorporated in - service training curricula of social service centers  Training modules incorporated in - service training curricula of municipalities	At least 5 training programmes organized	Needs Assessment Report Training Reports
- % of local services can be monitored and evaluated through on-line management systems - % of increase in the application of the on-line management systems - % increase in citizen satisfaction due to enhanced efficiency					

## **5. CROSS CUTTING ISSUES**

### **ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILLIANCE)**

The proposed action will not have any negative effect on the environment and climate change.

### **ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)**

Inclusive participation of the organized and unorganized civil society to the planning, delivery and monitoring of the services is a prerequisite for efficient and transparent local administration system. The action aims to introduce new approaches and models for structured and inclusive engagement of the civil society.

One specific component of the action aims to promote governance practices at the local level. Its success will also depends on a structured and inclusive engagement of the civil society.

### **EQUAL OPPORTUNITIES AND GENDER MAINSTREAMING**

Based on the fundamental principles of promoting equality and combating discrimination, participation in the action will be guaranteed on the basis of equal access regardless of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. Men and women participation in the project will be assured by official announcements published to recruit the necessary staff for the action. The main criteria for recruitment will be qualifications and experience in similar projects. Both men and women will have equal opportunities and salaries.

### **MINORITIES AND VULNERBLE GROUPS**

According to the Turkish Constitutional System, the word minority encompasses only groups of persons defined and recognized as such on the basis of multilateral or bilateral instruments to which Turkey is a party. This action has no negative impact on minority and vulnerable groups.

## **6. SUSTAINABILITY**

### Institutional Aspect:

The action includes specific measures to ensure institutional sustainability as mentioned below:

- Development of a draft legislation framework for capacitating certain fields of local service delivery (loan system, municipal led enterprises, increase of income of local authorities, etc);
- Development and implementation of local service delivery standards for simplified and continued service provision;
- Modelling for new MM
- Development of a model that promotes transparency at local authorities

### Policy Level

The MoI will ensure policy-level sustainability of the Action. The 10<sup>th</sup> Development Plan, medium-term plan and the annual programme include specific measure to pursue the LAR in

Turkey. The Project will support policy-level sustainability mainly through the [replicable] pilot projects that will be fulfilled with the 2<sup>nd</sup> and 3<sup>rd</sup> Component of the action. In addition, Strategic Plan of the MoI for 2015-2019 highlights the importance of ensuring efficiency, effectiveness, participation, openness and accountability at local administrations as one of its main goals.

## **7.COMMUNICATION AND VISIBILITY**

Communication and visibility will be given high importance during the implementation of the Action. The implementation of the communication activities shall be the responsibility of the beneficiary, and shall be funded from the amounts allocated to the Action.

All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions. Additional Visibility Guidelines developed by the Commission (DG NEAR) will have to be followed.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions and will promote transparency and accountability on the use of funds.

It is the responsibility of the beneficiary to keep the EU Delegation and the Commission fully informed of the planning and implementation of the specific visibility and communication activities.

The beneficiary shall report on its visibility and communication actions in the report submitted to the IPA monitoring committee and the sectorial monitoring committee.

The Budget of the Action includes a sizable amount of funds for actions related to the visibility of the Project and its outcomes. All visibility actions will be carried out in accordance with the General Conditions applicable to European Community grant agreements with international organisations. The actions on visibility of the Project will follow the Joint Action Plan [of the UN and EC] on Visibility and the “Joint Visibility Guidelines for EC-UN Actions in the Field”, the link to the guidelines is:

[http://ec.europa.eu/europeaid/work/procedures/financing/international\\_organisations/other\\_documents\\_related\\_unitednations/index\\_en.htm](http://ec.europa.eu/europeaid/work/procedures/financing/international_organisations/other_documents_related_unitednations/index_en.htm). Due to the need for intensive, coherent and specialised visibility actions, a certain amount of the funds set aside for visibility will be utilised by subcontracting a company specialised in such actions.