

Standard Summary Project Fiche – IPA Decentralised National Programmes

1. Basic information

- 1.1. CRIS Number: TR080107
1.2. Title: Participatory Strategic Governance at Local Level
1.3. Sector: 36 – Political criteria
1.4. Location: Ankara, Turkey

Implementing arrangements:

1.5. Implementing Agency:

The CFCU will be 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.

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1.6. Beneficiary (including details of SPO):

The General Directorate of Local Authorities (GDLA) of the Ministry of Interior (MoI) will be the main beneficiary of the project and will be responsible for the technical implementation of the project activities.

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Strategic Planning Department of the State Planning Organisation will be the component partner of this project concerning the activities within the scope of Result 1.

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| 1.7. Overall cost: | EUR 3,333,333.- |
| 1.8. EU contribution: | EUR 3,000,000.- |
| 1.9. Final date for contracting: | 2 years after the signature of the Financing Agreement |
| 1.10. Final date for execution of contracts: | 2 years following the end date for contracting |
| 1.11. Final date for disbursements: | 3 years following the end date for contracting |

2. Overall Objective and Project Purpose

2.1. Overall Objective:

To increase the scope of Local Administration Reform in Turkey by improving the capacity of local governments for enhancing participatory strategic governance at the local level.

2.2. Project Purpose:

To support the implementation of the new legislation related to local governments and to ensure participation, transparency and accountability at the local level in 26 local governments around Turkey. At the same time, to contribute to local development by improving the strategic planning and programming capacity and capability of local governments through training of at least 1000 local government personnel on the use of analytical tools. And lastly, to enhance the role of urban councils in local decision making mechanisms through the involvement of at least 500 representatives from non-governmental organisations.

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

Link with AP

According to the Council Decision of 18 February 2008 on the principles priorities and conditions contained in the Accession Partnership with Turkey, the Turkey: 2007 Accession Partnership specifies the following short-term priorities:

Democracy and the rule of law

Public administration

- Pursue reform of public administration and personnel policy in order to ensure greater efficiency, accountability and transparency.
- Strengthen local administrations by reforming the central administration, devolving powers to local administrations and providing them with adequate resources.

Civil and political rights

Civil society organisations

- Further strengthen the domestic development of civil society and its involvement in the shaping of public policies.

Link with NPAA

The project addresses the below issues stated in the 2003 NPAA under Public Administration Reform Proposal:

“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 authorities from the central authority to the local. This understanding is stated in Article 4 paragraph (c) as ‘in public intuitions mission, authority and responsibility shall be given to the most appropriate unit and the lowest administrative level that is close to the people who are benefiting from these services’. This important step, parallel to the subsidiarity principle, which is crucial for building the administrative capacity to implement the *acquis communautaire* efficiently, is expected to prepare the ground for the state to respond the needs of the citizens in a faster and more effective way. Moreover, as stated in Article 4 paragraph (d) ‘while taking the basic decisions about public services, professional associations and non-governmental organisations are consulted’, 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 reorganizes Turkish public administration in the light of the principles that has shaped the EU system.

As a result, the reorganization of public administration is crucial in building administrative capacity, which is necessary for the efficient and effective implementation of the *acquis communautaire*. In the context of the main principles, Public Administration Reform Proposal serves this purpose.”

2.4. Link with MIPD:

Turkey Multi-annual Indicative Planning Document 2007-2009 includes the following priorities and objectives:

Component I – Transition Assistance and Institution Building

1. Main priorities and objectives

Addressing the Copenhagen political criteria

- Public administration: Reform of the civil service, especially implementation of recently adopted legislation on decentralisation.
- Civil society: Facilitation of the domestic development of civil society and its involvement in the shaping of public policies.

Promotion of the EU-Turkey Civil Society Dialogue

- Cooperation and contracts among media, youth, academic institutions, local authorities, professional organisations, social partners, and NGOs.

2.5. Link with National Development Plan (where applicable):

Increasing quality and effectiveness in public services is one of the five strategic objectives determined as development axes in the Ninth Development Plan of Turkey (2007-2013).

2.2. Basic Principles

- Transparency, accountability, participation, efficiency and citizen satisfaction will be the main criteria in providing public services.

The Strategy of the Ninth Development Plan (2007-2013)

Increasing Institutional Capacity at the Local Level

In the implementation of regional development policies, specialisation level, project design, implementation, monitoring, evaluation and coordination capacities and human resources of institutions and actors which have a role in regional development at local level including mainly the local administrations will be improved.

Support will be given to cooperation and partnerships among local administration, private sector and non-governmental organisation, and creation of cooperative networks and information exchange including particularly the best practices through such networks, will be encouraged.

Increasing Policy Making and Implementation Capacity

Quality will be increased in the processes of policy making, costing, implementation, monitoring and evaluation in public administrations. For this purpose, a strategic management approach, which gives priority to citizens, is participative, transparent, accountable, based on performance and result-oriented, will be followed.

2.6. Link with national / sectoral investment plans (where applicable):

N/A

3. Description of Project

3.1. Background and justification:

Turkey has significantly restructured the functioning of local governments (LGs) with the enactment of the new legislation on LGs (Law No. 5393 on Municipalities, Law No. 5216 on Metropolitan Municipalities and Law No. 5302 on Special Provincial Administrations) together with the Law No. 5018 on Public Financial Management and Control. The new legislation has introduced a new strategic management concept to LGs. The transitional provisions in the Law No. 5393 and the Law No. 5302 have made it necessary for LGs to prepare their strategic plans within one year following the enactment of these laws. As a result, all LGs in Turkey have had to prepare their strategic plans by 2006.

Since the enactment of the new legislation, it has been observed that there are fundamental problems in the preparation of strategic plans for LGs and that the outcomes of strategic planning practices in the majority of LGs are not in line with the objectives foreseen. Most of the LGs do not have a sufficient understanding of the concept of strategic planning and are uncertain of how to prepare their strategic plans as they lack the necessary institutional capacity for carrying out a productive strategic planning process.

The new legislation on LGs mentioned above contain specific provisions on the preparation of strategic plans through a participatory methodology with the involvement of all the relevant stakeholders; however, aside from a small group of municipalities, most of the LGs in Turkey are not familiar with such an approach. As a result, they have not carried out a participatory strategic planning process. Despite specific provisions to promote participation introduced in the new legislation, the majority of LGs do not have the experience to make the new participatory mechanisms function properly. On the other hand, the civil society is unaccustomed to participate to the local decision making mechanisms. That is why; most of the LGs have prepared their first strategic plans without any participatory principle, just to fulfil the legal requirements.

In addition to the participatory approach, preparation of strategic plans also requires a comprehensive situation analysis. The LGs in Turkey also lack the necessary participatory and analytical tools to provide input to such analyses which will ensure transparency and enhance accountability at the local level. Although LGs have significant primary and secondary data at hand, these data are usually not integrated, standardized, comparable or compatible for carrying out detailed analyses.

This situation in the LGs is not only a serious drawback for efficiency, effectiveness, transparency and accountability at the local level; it is also a significant impediment to the proper implementation of the local government reform. In light of these findings, the present project will build on the experience obtained from the two previous projects (“Support to Local Administration Reform Programme – LAR I” and “Building Civil Society Capacity for Effective Local Service Delivery”) and will work to create synergy among various different activities aimed at capacity building in LGs. While the focus on the local level remained limited in the previous projects with the small number of pilot applications, the present project will expand and intensify participatory strategic planning at the local level by involving all LGs with a population higher than 200 000.

According to the provisions in the new legislation, the LGs will have to prepare their new strategic plans in 2009 following the local elections. It is of crucial importance to prevent the LGs from facing the same problems and from making the same mistakes while preparing and implementing their new strategic plans from 2009 onwards. Therefore, it is necessary to improve their strategic planning capacity through the development and introduction of proper and practical strategic planning tools. For this purpose, training and other capacity building activities need to be organized for the LG personnel in order to ensure effective utilisation of these tools, to promote best practices and to achieve uniformity in application. Development and utilisation of these strategic planning tools will ensure proper budgeting, transparency and accountability in LGs.

There is also need to improve the capacity of the civil society while improving the capacity of the LGs so that they know how to take part in decision making and to control the implementation. While improving participatory strategic government at the local level, democratic participation culture at the grass roots level will be enhanced. For this purpose, urban councils are expected to play an important role as democratic structures to ensure effective functioning of governance mechanisms. The functions of urban councils are defined in the Regulation on Urban Councils (Official Gazette No. 26313 dated 08/10/2006). This Regulation also defines the composition of the urban council and the type of civil society organizations that are represented in the urban council. For the purposes of this project, civil society organizations and NGOs will indicate those organizations that are explicitly defined in the Regulation on Urban Councils.

Concerning participatory strategic governance at the local level, it is also necessary to emphasize the new role of *mahalle muhtars* (neighbourhood headmen: publicly elected local body) in LGs. According to the reform legislation, *mahalle* (neighbourhood) is integrated to LG as an individual unit and consultation to the *muhtars* (headmen) in relevant decisions has been made compulsory. Participation of *muhtars* (headmen) in local decision-making is highly important as they are publicly elected representatives that can create a two-way bridge between citizens and LGs. In order to make this process function properly, it is necessary to provide specific training programmes to *mahalle muhtars* (neighbourhood headmen) on participatory strategic governance. These trainings are expected to promote active participation of *muhtars* (headmen) in local-decision making which will extend democratic governance to the lowest administrative levels.

The improvement of participatory strategic government at the local level will also have important contributions to progress in the overall status of Turkey regarding public administration as evaluated in the EU progress report:

Turkey 2007 Progress Report:

2. Political Criteria and Enhanced Political Dialogue

2.1. Democracy and the rule of law

Public Administration

..., the government adopted in October 2006 a regulation to establish city councils. These councils have been made compulsory by the Municipality Law and are to serve as platforms to enhance local ownership and participation in municipality management.

Overall, there has been some progress in legislative reform of the public administration and civil service system. Limited progress has been recorded in terms of implementation and capacity building, which remain key issues. Attention needs to be paid to reducing red tape, enhancing transparency and strengthening accountability mechanisms as well as devolution of powers to and increasing financial resources of LGs.

Concerning the government policy on LGs, the programme of the 60th Government foresees the enactment of the law on LG revenues, which will increase their revenues by 30%. The law will introduce a 10% performance criterion in revenue sharing which will make performance management much more important for LGs. Consequently, strategic plan as basis for performance management will become highly significant.

Sufficient level of ownership of the project and commitment to its activities by high-level local administrators (i.e. governors, sub-governors, district governors and mayors) and LG personnel is crucial for the proper implementation of project activities. Similarly, active participation of local NGOs, academia and citizens at large will be necessary for successful implementation of the project. The countrywide local elections which is planned to take place in 2009 may result in managerial changes at LGs which is expected to have more positive impacts to the implementation of the project than negative as the new management will bring a fresh outlook and enthusiasm to LGs. The new Law on the Revenues of Special Provincial Administrations and Municipalities which is expected to be enacted in the short-term and other types of reform legislation that will be enacted in due course may have an impact as regards the content of the analytical tools and reference documents prepared within the scope of the project. The implementation and outcomes of the activities planned within the scope of the upcoming project on Support to Further Implementation of Local Administration Reform in Turkey (LAR II) is also expected to have an impact on the planning and implementation of project activities.

Local Governments to be involved in Project Activities:

Local governments in Turkey comprise of 3225 municipalities and 81 special provincial administrations. Considering this large number of LGs in Turkey, the scope of activities required for successful implementation of the project and the limited financial resources; it is not feasible to directly include all LGs in Turkey to the project activities. Therefore, it is necessary to determine the workable number of LGs which will be directly involved in the project.

The total number of municipalities with a population higher than 50 000 (which is the legal provision as regards preparation of strategic plans) is around 240 according to the results of the Address Based Population Registration System (2008). This number includes both metropolitan, metropolitan district, provincial and district municipalities. When the budgets of LGs are taken into account, the municipalities whose population are higher than 200 000 have significantly larger budgets compared

to the rest. On the other hand, the small municipalities are closely related with large municipalities, which will facilitate transfer of experience from the large municipalities to the smaller ones. Therefore, considering budget, population and regional distribution, the LGs to be involved in project activities will be comprised of metropolitan and provincial municipalities whose population is higher than 200 000, which makes up a total of 29 municipalities (Please see Annex 6). Since, 3 of these LGs (Ankara, Diyarbakır and Sivas) have already been selected among the pilot provinces of the World Bank project, the remaining 26 municipalities and the special provincial administrations within these 26 provinces will be involved in the project activities. (Hereafter, these LGs which will be involved in the project will be referred as selected local governments.) The decision concerning 16 metropolitan municipalities on whether the metropolitan municipality or a metropolitan district/first-tier municipality should be selected as pilot will be taken by the MoI during the inception phase of the project.

Target Groups for Project Activities:

In accordance with the specific topic of the activity, the following groups in LGs are planned to be involved in implementation through meetings, seminars, training programmes, conference, etc. organized within the scope of the project:

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| - Governors and Deputy Governors | - Chairs and representatives of urban councils |
| - District Governors | - <i>Mahalle muhtars</i> (neighbourhood headmen) |
| - Mayors and Deputy Mayors | - NGO representatives (in particular, those explicitly defined in the Regulation on Urban Councils |
| - Professional High-level Managers / Department Heads at Special Provincial Administrations and Municipalities | - Citizens residing in selected local governments |
| - Heads and representatives of elected bodies at Special Provincial Administrations and Municipalities | |

Methodology

In order to enhance participatory strategic governance at the local level, the project will aim to achieve three main results:

- 1) Increasing strategic planning capacity of local governments;
- 2) Increasing the efficiency and effectiveness of urban councils; and,
- 3) Enhancing participatory decision-making culture at the local level.

Under **Result 1**, the first step to increase strategic planning capacity of LGs will be the development of a set of participatory analytical tools (PATs) to analyse the existing situation at the local level. These analytical tools will bring together three main techniques to assess the state of local public services in a city, which are: a) Socio-economic development maps; b) Public expenditure tracking; and, c) Citizen satisfaction surveys. The analytical tools developed within the scope of the World Bank project will be provided to the technical assistance provider to serve as a basis for the development of the PATs.

Three joint working groups will be established for the development of each PAT with the participation of representatives from the State Planning Organisation, Ministry of Finance and Turkish Statistical Institute. These joint working groups will provide advice and input to the development and application of PATs in addition to ensuring close cooperation and coordination among these institutions throughout the project. Representatives from the MoI as the main beneficiary, from the Union of Municipalities in Turkey (TBB) and from the Union of Provincial Services (VHB) will

also participate to these joint working groups.

As the LGs in Turkey demonstrate a range of different characteristics with respect to economic and social structure, different approaches may be utilized for the application of PATs in different LGs. On the other hand, it will be necessary to proceed with the application of PATs in stages, as working with all 26 LGs at the same time will not be feasible. Limiting the initial application of PATs to 6 pilot LGs will make it possible to assess the first stage of implementation of activities in different LGs and will ensure a more coherent application for the following stages. Therefore, as a second step, 6 pilot LGs will be selected. Selection will be carried out by a selection committee which will be organized by the MoI with the participation of relevant project stakeholders according to the criteria to be determined in cooperation with the joint working groups.

With the input provided by the joint working groups, first versions of a toolkit and a training handbook including a training programme for each PAT will be developed. In order to introduce the project and the PATs to local public managers, at least 7 introductory regional workshops will be organized, which will also contribute to the visibility of the project and increase ownership at the local level. The 7 regional workshops will take place in 7 different provinces that are metropolitan centres in different geographical regions and where regional unions of LGs are active. These 7 provinces are planned to be Adana, Antalya, Bursa, Erzurum, İzmir, Kayseri and Samsun. All regional capacity building activities within the scope of the project will take place in these 7 regional centres.

As the next step, relevant data necessary for the PATs will be collected and analysed for each 6 pilot LG and preliminary application of PATs will be carried out. Following the application of PATs in 6 pilot LGs, a training seminar will be implemented to present and share the results of this preliminary practice. Prior to the dissemination of activities to the remaining selected LGs, a professional assessment of the results of application in 6 preliminary LGs will be made. In line with the findings of this assessment, the final version of the toolkit and training handbook for PATs will be prepared together with a revised training programme.

In order to ensure further dissemination of the PATs, the administrative capacity of the General Directorate of Local Authorities will be strengthened through the organisation of two training seminars for the high-level managers. The training seminars will be focused on the development and utilisation of PATs. At the same time, the MoI will initiate a process of drafting secondary legislation on the utilisation of PATs and will subsequently prepare a guide for LGs on strategic planning.

Subsequently, the abovementioned process will be repeated for the remaining selected LGs. All LGs involved in project activities will prepare a Participatory Local Governance Review which will bring together the outputs of the application of PATs and become a reference document to provide input to strategic planning activities. The Participatory Local Governance Reviews prepared at the end of year 1 will be professionally evaluated in order to identify the problem areas in application of PATs in different types of LGs. As the last step of increasing the strategic planning capacity of LGs, at least 7 regional seminars will be organized to present and share the outcomes of application in the remaining selected LGs with each other and with the district municipalities in their area. The governors and district governors have important coordination, monitoring and evaluation responsibilities to ensure the implementation of a participatory strategic planning process, therefore these seminars will be key information exchange events to increase their knowledge and to ensure the

utilization of the tools to provide input to the preparation of strategic plans.

Under the **Result 2** of the project that focuses on enhanced local participation via urban councils, first of all, a training programme on participatory civil society and the utilisation of PATs will be developed and delivered for the members of the board of urban councils. Representatives of Development Agencies in the region will also participate to this training programme. As a next step, a specific training programme on participatory civil society will be delivered for the *mahalle muhtars* (neighbourhood headmen). The board of urban councils will then prepare a monitoring report for each LG to assess the quality of local public services. These monitoring reports will be evaluated in the regional information exchange meetings to which the chairmen and secretary-generals of urban councils participate. In order to ensure greater visibility and participation, monitoring reports and general assembly minutes will be published online and disseminated to local and national media. In order to determine the problems regarding the structure and functioning of urban councils in the selected LGs, an independent assessment report will be prepared and its results will be disseminated to the public. This report will then be presented at 7 regional workshops to be organized with the representatives of urban councils which will contribute to the improvement of the functioning of urban councils and increase their influence on local decision-making.

Within the scope of **Result 3**, which is the last result of the project designed to enhance participatory decision making culture at the local level, a joint mission agreement will be prepared which will be signed by all main provincial stakeholders and will be a written agreement to confirm commitment to the sustainability of cooperation and dialogue. In accordance with this joint mission agreement, each governor will initiate an awareness-raising campaign to promote the participation of NGOs and other stakeholders to urban council activities (NGOs and other stakeholders refer to those that are defined in the Regulation on Urban Councils). As part of the awareness-raising campaign, at least two joint meetings will be organized with the participation of governors, mayors and urban council representatives for the discussion of LG budgets before they are presented at the local councils. On the other hand, a specialized committee will be established for the monitoring and evaluation of the LGs' strategic plans and their implementation. This specialized committee will be comprised of representatives from urban councils and LGs. The specialized committee will examine the strategic plans of LGs and will prepare and disseminate two annual reports on participatory strategic planning practices in Turkey. In order to create an online platform for the exchange of information and materials developed within the scope of the project, a project web site will be developed and will be regularly updated throughout the project. The Participatory Strategic Governance web site will also contain international best practice examples, news, announcements and information on LGs as well as urban councils in Turkey.

As the last activity of the project, a national conference will be organized where the project outputs and experiences will be presented to all relevant stakeholders in Turkey including central and local government representatives, professional organisations, civil society, business and academia. The proceedings of the conference will be published and disseminated to all participating stakeholders and will also be published in the project web pages.

When it is necessary for experts from the public service to participate to the training activities, seminars or meetings organized within the scope of the project, their travel and accommodation expenses, as well as per diems will be covered by the

project.

It is expected that increasing the strategic planning capacity of LGs and increasing the efficiency and effectiveness of urban councils and, on the other hand, enhancing the participatory decision-making culture at the local level through the successful implementation of the activities described above will improve the quality of local services by facilitating the efficient and effective utilization of resources. Specifically for this purpose, the training programmes to be developed within the scope of the project will include particular modules for the improvement of local services for citizens. This increase in the quality of local service provision will in turn improve the social and economic environment at the local level and will have significant contribution to local development and competitiveness. The enhanced participatory culture will also increase the viability of strategic plans and will prevent these plans to become unrealistic ambitions which lack substantial impact on improvement of local governance.

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

Project Impact:

The project is expected to have a wide-ranging impact at three levels:

a) Central government: The project's contribution to the successful implementation of local government reform and improvement of participatory strategic governance at the local level will be a driving force and basis for furthering reform initiatives at the central level concerning LGs. Improved planning, programming and strategic management at the local level will also contribute to better functioning of public administration and financial management at the central level.

b) Local government: Improvement of participatory strategic governance at the local level will have significant positive impact on local service delivery as well as on improving transparency and accountability. In addition to that, the selected LGs where the project activities will be carried out are influential LGs in Turkey that setting examples for smaller LGs in their region. Through seminars and other sorts of information exchange activities to which district municipalities will also be invited, the LGs involved in the project will disseminate the project outputs to a wider range of LGs. As a result, a significant part of LGs in Turkey will benefit from the project in terms of improving participatory strategic governance at the local level.

c) Citizen: The project will contribute to better functioning of participatory mechanisms and will ensure citizens to actively monitor and participate to local decision making.

Catalytic Effect:

The catalytic effect of the project is expected to be improved transparency, accountability and participation at the local level which will enhance the reliability of LGs and will contribute to combating corruption. In addition, the project will also contribute to improving the quality of local services and ensure their efficiency and effectiveness by improving the strategic planning capacity at the local level. The training programmes to be developed within the scope of the project will put specific emphasis on the improvement of local services through the utilisation of PATs.

Sustainability:

The project is expected to ensure sustainability through continuous development and improvement of the analytical tools introduced by the project through continuous training activities at LGs. Utilisation of the tools and mechanisms developed by the

project is expected to be disseminated to all LGs in Turkey which will ensure successful participatory strategic governance at the local level.

Cross-border Impact:

N/A

3.3. Results and measurable indicators:

Result 1: *Strategic planning capacity of local governments increased.*

Strategic planning capacity of LGs enhanced, efficiency and transparency at the local level increased through the use of PATs and quantitative data (1. maps of socio-economic development / poverty mapping, 2. public expenditure tracking, and 3. citizen satisfaction surveys); utilization of analytical techniques disseminated to local authorities within the provinces.

Indicators:

- PATs developed by month 3.
- Local public managers donated with necessary methods for better implementation of the new local governance concept through the utilisation of PATs.
- All selected LGs started to utilize the PATs in their strategic planning processes and prepared two Participatory Local Governance Review documents by the end of year 1 and year 2.
- By the end of the project, selected LGs shared project outputs with all district municipalities within their provinces.
- Administrative capacity on the development and utilisation of PATs at the General Directorate for Local Authorities strengthened.
- MoI adopted the secondary legislation on the utilisation of PATs and a strategic planning guide for LGs.

Result 2: *Efficiency and effectiveness of urban councils increased.*

By improving the capacity of urban councils, they became more active and inquiring for better services, started to ask for more transparency and effectiveness in local service delivery, and began to monitor service delivery based on the findings of the PATs.

Indicators:

- Members of urban council boards trained on participatory civil society and on the utilisation of analytical tools (representatives from women's assemblies and youth assemblies are given priority).
- All *mahalle muhtars* (neighbourhood headmen) in each selected LG provided with training on participatory strategic governance.
- By the end of year 1 and year 2, two monitoring reports prepared by the board of urban councils on the basic functions of LGs.
- The monitoring report presented to the general assembly of the urban council and discussion on the findings of the report included in the agenda of the semi-annual general assembly meetings of each urban council.
- Regional workshops organized to share and discuss the outcomes of the independent assessment on the structure and functioning of urban councils.

Result 3: *Participatory decision-making culture enhanced at the local level.*

Cooperation and dialogue between urban council representatives, governors, sub-governors, district governors, mayors and high-level officials of the LGs increased in local decision making processes through the use of PATs.

Indicators:

- Joint mission agreement signed among all main provincial stakeholders in the second quarter of the project.
- All NGOs represented at the urban council according to the Regulation on Urban Councils participated to urban council activities (the NGOs representing women's and children's rights, youth, elderly and the handicapped are prioritized and their participation ensured).
- Each year, the governors and mayors organize regular meetings with the participation of the representatives of urban councils to discuss LGs' budgets prior to their presentation to the local councils.
- A specialised committee with the participation of the representatives from LGs is established within urban councils on monitoring and evaluation of strategic plans and their implementation.
- Participatory Strategic Governance Web Site prepared and regularly updated.
- Project outputs and experiences shared at the national conference.

3.4. Activities:

The activities of the project will be carried out by means of a Service Contract. These activities will focus on enhancing the capacity of the MoI, LGs and urban councils as well as the stakeholders at the local level. The necessary co-financing for the implementation of the project activities will be made available within the budget of the MoI.

Result 1: *Strategic planning capacity of local governments increased.*

Activity 1.1: Development of the first versions of a toolkit and a training handbook for each PAT.

Activity 1.2: Organization of at least 7 introductory regional workshops to local public managers for the introduction of PATs.

Activity 1.3: Collection of necessary data to be utilised for each PAT from 6 pilot LGs.

Activity 1.4: Analysis of data collected.

Activity 1.5: Application of PATs in 6 pilot LGs.

Activity 1.6: Organization of a training seminar for local public managers of 6 pilot LGs on the utilisation of PATs in their strategic planning processes.

Activity 1.7: Assessment of the results of application in 6 pilot LGs.

Activity 1.8: Development of the final version of the toolkit and training handbook for PATs and revising the training programme accordingly.

Activity 1.9: Collection of necessary data from the remaining selected LGs (20).

Activity 1.10: Analysis of data collected.

Activity 1.11: Application of the PATs in the remaining selected LGs.

Activity 1.12: Organization of 20 training seminars for local public managers of the remaining selected LGs, utilization of the PATs by the LGs in their strategic planning processes and preparation of yearly Participatory Local Governance Reviews.

Activity 1.13: Evaluation of the Participatory Local Governance Reviews prepared by the end of year 1.

Activity 1.14: Organization of two training seminars on the development and utilisation of PATs for the high-level managers of the General Directorate of Local Authorities to ensure further dissemination of the PATs.

Activity 1.15: Drafting of secondary legislation on the utilisation of PATs and preparation of a strategic planning guide for LGs.

Activity 1.16: Organization of at least 7 regional seminars for local public managers of the remaining selected LGs together with representatives of district municipalities on the utilisation of PATs in their strategic planning processes.

Result 2: Efficiency and effectiveness of urban councils increased.

Activity 2.1: Developing training programmes and handbooks on participatory civil society and the utilisation of analytical tools.

Activity 2.2: Delivering 26 provincial training programmes to the members of the board of urban councils on participatory civil society and the utilisation of analytical tools.

Activity 2.3: Delivering training programmes for *mahalle muhtars* (neighbourhood headmen) on participatory strategic governance.

Activity 2.4: Preparation of monitoring reports for each LG by the board of urban councils.

Activity 2.5: Organisation of at least 7 regional information exchange meetings for the chairmen and secretary-generals of urban councils in order to evaluate the monitoring reports prepared for each LG.

Activity 2.6: Monitoring reports and general assembly minutes published in the web pages of the project and disseminated to local and national media.

Activity 2.7: Preparation of an independent report on the assessment of the structure and functioning of urban councils and presentation to the MoI, the Union of Municipalities of Turkey (TBB) and dissemination to the public by the end of year 1.

Activity 2.8: Organizing at least 7 regional workshops with the representatives of urban councils for improving their functioning and to increase their influence on local decision-making.

Result 3: Participatory decision making culture enhanced at the local level.

Activity 3.1: Preparation and signature of a joint mission agreement is by all main provincial stakeholders in order to ensure the sustainability of cooperation and dialogue.

Activity 3.2: In line with the joint mission agreement, initiation of an awareness-raising campaign by each governor for promoting participation of NGOs identified in the Regulation on Urban Councils to urban council activities.

Activity 3.3: Organization of at least 2 joint meetings at each LG during the time span of the project with the participation of governors, mayors and urban council representatives for the discussion of LGs' budgets prior to their presentation to the local councils.

Activity 3.4: Preparation and dissemination of two annual reports by the specialised committee on monitoring and evaluation of strategic plans of LGs in Turkey and their implementation.

Activity 3.5: Preparation and regular updating of project web pages which will make project related material, news and announcements available countrywide.

Activity 3.6: Organisation of a national conference for presentation of project outputs and exchange of experiences as regards strategic planning and civil society participation at local level in Turkey.

3.5. Conditionality and sequencing:

This project should avoid any overlaps with the 2007 EU funded project on Support to Further Implementation of Local Administration Reform in Turkey (LAR II) and complement it to the possible extent.

It is a significant advantage for the project that the same unit at the MoI was responsible for the implementation of LAR I and will be responsible for the implementation of LAR II. While on the one hand this will contribute to information sharing and dissemination of know-how, on the other hand it will help to ensure that overlaps with these other projects are avoided.

3.6. Linked activities:

- Support to Local Administration Reform Programme in Turkey (LAR I) (EU funded project)
- Support to Further Implementation of Local Administration Reform in Turkey (LAR II) (EU funded project)
- Building Civil Society Capacity for Effective Local Service Delivery (World Bank JSDF funded project)

Since 2005, two important projects have been implemented in Turkey concerning LGs. The first one is the EU funded “Support to Local Administration Reform Programme” (LAR I) and the second is the JSDF – World Bank funded “Building Civil Society Capacity for Effective Local Service Delivery”. LAR I has had significant contributions to improving the capacity of the MoI as well as improving the capacities of 6 pilot LGs in Turkey. 500 LG personnel have been trained through the training programmes developed within the scope of the project on the implementation of the reform legislation. Service delivery and financial management have been improved in pilot LGs and 67 LG personnel have been given certificates on local government and local financial management through a three-month training programme. Training seminars have also been organized for governors, district governors and for the representatives from the unions of LGs. In addition to that, a twinning toolkit has been developed for LG unions.

The project on “Building Civil Society Capacity for Effective Local Service Delivery” has also implemented 6 pilot projects in 6 pilot provinces, namely Ankara, Çanakkale, Diyarbakır, Kars, Sivas and Yalova. In these pilot provinces, the project managed to conduct participatory strategic planning processes through the development of analytical tools on poverty / development mapping, public expenditure analysis and citizen satisfactions surveys.

The project will build on the outcomes and experience obtained from these projects and will establish best practice examples for all LGs in Turkey to benefit.

3.7. Lessons learned:

As a result of the two projects implemented in the past years which are “Local Administration Reform Programme (LAR I)” and “Building Civil Society Capacity for Effective Local Service Delivery”, two important and interlinked lessons are learned from the implementation of the reform legislation since 2005. The first one is that strategic planning at the local level needs to be interpreted as strategic planning for the city rather than strategic planning for the LG. Despite the lack of any differentiation of the concept of strategic planning at the local and the central levels, it is seen that the nature and scope of strategic plans as well as the strategic planning processes considerably differ between these two levels. In relation to the provisions of the abovementioned laws promoting participatory strategic planning, all relevant stakeholders in the city needs to be involved in the strategic planning processes which is inevitably expected to produce a strategic plan and a vision for the city as a whole, instead

of an institutional strategic plan for the LG. This broad approach is actually observed in the first strategic plans of LGs prepared in the past two years. Therefore, it is seen that strategic planning approach of LGs can not and should not be limited with an institutional perspective.

The second lesson that follows from this broader interpretation of strategic planning at the local level is that there needs to be a comprehensive analysis of the structure, functions, responsibilities and resources of each LG to openly lay out the existing situation. A successful strategic planning process for the entire city can only be possible through such a comprehensive situation analysis which will provide a proper identification of problems and priorities concerning the improvement of local services and the development of the city. Participation of stakeholders will only be effective and meaningful if they are able to see the full picture regarding the city and local public services. In addition to that, development of innovative methods for the analysis of the existing situation will also enable the LGs to objectively and transparently monitor and evaluate their own performance.

In order to ensure efficiency and effectiveness in the implementation of project activities and for the outcomes of the project to be sustainable and widespread; the selection of LGs to be involved in the project activities needs to be carried out in a meticulous manner.

Careful examination of the activities carried out in the pilot LGs of the projects mentioned above (Section 3.6) is necessary in order to prevent duplication of activities.

It is necessary to establish continuous effective communication among all stakeholders in order to ensure the visibility and wider dissemination of project outcomes.

4. Indicative Budget (amounts in EUR)

			SOURCES OF FUNDING										
			TOTAL EXP.RE	TOTAL PUBLIC EXP.RE	IPA COMMUNITY CONTRIBUTION		NATIONAL PUBLIC CONTRIBUTION					PRIVATE CONTRIBUTION	
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(e)	EUR (b)=(c)+(d)	EUR (c)	% (2)	Total EUR (d)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (e)	% (3)
All Activities	X												
Technical Assistance Contract	-	-	3,333,333.-	3,333,333.-	3,000,000.-	90	333,333.-	10	333,333.-	N/A	N/A	N/A	-
TOTAL IB			3,333,333.-	3,333,333.-	3,000,000.-	90	333,333.-	10	333,333.-	N/A	N/A	N/A	-
TOTAL INV			N/A	N/A	N/A	-	N/A	-	N/A	N/A	N/A	N/A	-
TOTAL PROJECT			3,333,333.-	3,333,333.-	3,000,000.-	90	333,333.-	10	333,333.-	N/A	N/A	N/A	-

NOTE: DO NOT MIX IB AND INV IN THE SAME ACTIVITY ROW. USE SEPARATE ROW

Amounts net of VAT

(1) In the Activity row use "X" to identify whether IB or INV

(2) Expressed in % of the **Public** Expenditure (column (b))

(3) Expressed in % of the **Total** Expenditure (column (a))

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

Contracts	Start of Tendering	Signature of contract	Contract Completion
Contract 1.1 Technical Assistance Contract	QR1 2009	QR4 2009	QR4 2011

Duration of the project: 27 months

All projects should in principle be ready for tendering in the 1ST Quarter following the signature of the FA.

6. Cross cutting issues (where applicable)

6.1. Equal opportunity:

Gender balance will be sought in the organization of the activities planned within the scope of the project. In addition to that, equal opportunities for the elderly, children, and handicapped will be emphasized in planning for local services.

6.2. Environment:

Environmental responsiveness will be taken as a crosscutting issue in the implementation of project activities and in planning for local services. In the implementation of Activity 3.2, at least one of the campaigns will be on environmental responsiveness and will involve NGOs active in the field of environment.

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. Gender balance will be sought in training activities organized within the scope of the project.

The project is expected to have positive contributions to better planning at the local level for vulnerable groups. In the delivery of activities under Result 2, priority will be given to the representatives of urban councils especially from the women's assemblies and youth assemblies. In addition to that, in the implementation of activities under Result 3, NGOs representing women's and children's rights, youth, the elderly and the handicapped will be given priority and their effective participation to project activities will be ensured by the project team.

ANNEXES

1. Log frame in Standard Format
2. Amounts Contracted and Disbursed by Quarter for the Project (IPA contribution only)
3. Institutional Framework
4. Reference to Laws, Regulations and Strategic Documents
5. Details per EU Funded Contract
6. List of Local Governments

ANNEX 1: Logical framework matrix in standard format

LOG FRAME PLANNING MATRIX FOR Project Fiche		Programme name and number	“Participatory Strategic Governance at Local Level” No. 86
		Contracting period expires: 2 years after the signature of the Financing Agreement.	Disbursement period expires: 3 years following the end date for contracting
		Total Budget: € 3,333,333.-	IPA Budget: € 3,000,000.-
Overall objective	Objectively verifiable indicators	Sources of verification	
1. To increase the scope of Local Administration Reform in Turkey by improving the capacity of local governments for enhancing participatory strategic governance at the local level.	1.1. Positive assessment in the 2010 and 2011 Country Progress Reports as regards the issue of public financial management and control, as well as strategic planning in local governments.	1.1. European Commission’s Annual Progress Reports for Turkey prepared in 2010 and 2011; Reports of the Council of Europe on Turkish local administration system.	
Project Purpose	Objectively verifiable indicators	Sources of verification	Assumptions
2. To support the implementation of the new legislation related to local governments and to ensure participation, transparency and accountability at the local level in 26 local governments around Turkey. At the same time, to contribute to local	2.1. Municipalities and special provincial administrations (SPAs) within the scope of the project adopted strategic plans, multi-year budgets and investment plans covering the period of 2010-2012.	2.1. Strategic plans for municipalities and SPAs.	<ul style="list-style-type: none"> - Progress in the accession negotiations of Turkey to the EU. - Continuation of the commitment on local government reform in

<p>development by improving the strategic planning and programming capacity and capability of local governments through training of at least 1000 local government personnel on the use of analytical tools. And lastly, to enhance the role of urban councils in local decision making mechanisms through the involvement of at least 500 representatives from non-governmental organisations.</p>	<p>2.2. All NGOs identified in the Regulation on Urban Councils participated to the strategic planning and budgeting activities.</p> <p>2.3. Strategic plans of local governments include comprehensive situation analysis and planning based on the outcomes of the use of analytical tools developed within the scope of the project.</p> <p>2.4. Increase in the number and scope of opinions issued by the urban councils.</p>	<p>2.2. List of participants of the strategic planning workshops.</p> <p>2.3. Strategic plans and activity reports of local governments; interim reports, quarterly progress reports and technical reports.</p> <p>2.4. Opinions issued by the urban councils.</p>	<p>Turkey.</p> <ul style="list-style-type: none"> - Strong ownership of the reform by local governments, relevant public and civil society organisations and the citizens.
<p>Results</p>	<p>Objectively verifiable indicators</p>	<p>Sources of verification</p>	<p>Assumptions</p>
<p>R.1: Strategic planning capacity of local governments increased.</p> <ul style="list-style-type: none"> - Participatory analytical tools developed by month 3. - At least 7 regional workshops organized for local public managers on the introduction of participatory analytical tools. - Training provided to local public managers on the utilization of participatory analytical tools. - Participatory analytical tools utilized in the strategic planning processes of local governments. 	<ul style="list-style-type: none"> - Participatory analytical tools. - Number of regional workshops and number of participants. - Number of training programmes and list of participants. - List of local governments utilizing participatory analytical tools and number of Participatory Local Governance Review documents. - Evaluation reports. - Number of participants to the GDLA training programme. 	<ul style="list-style-type: none"> - Analytical tools developed and 1000 copies of handbooks published and disseminated. - 7 regional workshops each for 50 participants organized. - Training programmes in 26 local governments organized and minutes 	<ul style="list-style-type: none"> - Local government personnel in provinces are committed to the full implementation of the principles of the new legislation on local governments. - Local NGOs, academia and citizens demonstrate ownership of the project and are willing

<ul style="list-style-type: none"> - Participatory strategic planning processes of local governments evaluated. - Administrative capacity on the development and utilisation of PATs at the General Directorate for Local Authorities strengthened. - Ministry of Interior adopted the secondary legislation on the utilisation of participatory analytical tools and strategic planning guide for local governments prepared. - At least 7 regional seminars organized for local public managers on the dissemination of the utilisation of participatory analytical tools. 	<ul style="list-style-type: none"> - Secondary legislation and strategic planning guide. - Number of regional seminars and number of participants. 	<ul style="list-style-type: none"> prepared. - 26 Participatory Local Governance Review documents published and disseminated. - Assessment reports of urban councils prepared. - At least 15 personnel of the GDLA participated to the training seminar on PATs. - Meeting agenda, participants' lists and minutes prepared and disseminated. 	<p>to participate and collaborate.</p>
<p>R.2: <i>Efficiency and effectiveness of urban councils increased.</i></p> <ul style="list-style-type: none"> - Training programmes and handbooks on participatory civil society developed. - Training programmes delivered to the members of the board of urban councils. - Training programmes delivered to the <i>mahalle muhtars</i>. - Urban councils prepared monitoring reports for each local government. - At least 7 regional information exchange meetings organized for the 	<ul style="list-style-type: none"> - Training handbooks. - Number of training programmes and list of participants. - Monitoring reports. - Number of information exchange meetings and list of participants. - Number of hits for web pages. - Independent assessment report. - Number of regional information exchange meetings and list of participants. 	<ul style="list-style-type: none"> - 3000 copies of training handbooks published. - At least 25 representatives participated to the training programmes in each local government. - 7 regional information exchange meetings each for 50 	

<p>chairmen and secretary-generals of urban councils.</p> <ul style="list-style-type: none"> - Monitoring reports published in the project web pages. - Independent assessment report on the assessment of the structure and functioning of urban councils prepared. - At least 7 regional workshops for the improvement of the functioning of urban councils organized. 		<p>participants organized.</p> <ul style="list-style-type: none"> - 7 regional workshops for representatives from urban councils each for 50 participants organized (representatives from women's assemblies and youth assemblies are given priority). - Two monitoring reports for each local government prepared. - Agenda and minutes of general assembly meetings of urban councils.
<p>R.3: <i>Participatory decision making culture enhanced at the local level.</i></p> <ul style="list-style-type: none"> - Joint mission agreement prepared and signed. - Awareness-raising campaigns in each local government initiated. - Joint meetings in each local government for the discussion of local governments' budgets organized. - Annual reports on monitoring and evaluation of strategic plans of local governments in Turkey prepared. - Project web pages prepared. - National conference organized. 	<ul style="list-style-type: none"> - Joint mission agreement - Number of NGO representatives at the urban councils. - Number of representatives to the joint meetings. - Annual reports. - Project web pages. - Conference agenda and list of participants and conference materials. 	<ul style="list-style-type: none"> - Joint mission agreement signed among all main provincial stakeholders in the second quarter of the project. - All NGOs represented at the urban council according to the Regulation on Urban Councils participated

		<p>to urban council activities (the NGOs representing women's and children's rights, youth, elderly and the handicapped are prioritized and their participation ensured).</p> <ul style="list-style-type: none"> - Two annual reports prepared. - Participatory Strategic Governance Web Site prepared and regularly updated. - At least 250 participants attended to the national conference. - Agenda, participants' list and minutes of national conference. 	
Activities	Means	Costs	Assumptions
R1.A1: Development of the first versions of a toolkit and a training handbook for each participatory analytical tool.	1 x Technical Assistance Contract	€ 3,333,333.-	Full-hearted cooperation in each of the participating municipalities and governorships for the implementation of the project activities and for
R1.A2: Organization of at least 7 introductory regional workshops to local public managers for the introduction of participatory analytical tools.			

R1.A3: Collection of necessary data to be utilized for each participatory analytical tool from 6 pilot local governments.			coordinating project knowledge tools.
R1.A4: Analysis of data collected.			
R1.A5: Application of participatory analytical tools in 6 pilot local governments.			
R1.A6: Organization of a training seminar for local public managers of 6 pilot local governments on the utilisation of participatory analytical tools in their strategic planning processes.			
R1.A7: Assessment of the results of application in 6 pilot local governments.			
R1.A8: Development of the final version of the toolkit and training handbook for participatory analytical tools and revising the training programme accordingly.			
R1.A9: Collection of necessary data from the remaining selected local governments (20).			
R1.A10: Analysis of data collected.			
R1.A11: Application of the participatory analytical tools in the remaining selected local governments.			
R1. A12: Organisation of 20 training seminars for local public managers of the remaining selected local governments,			

utilization of the participatory analytical tools by the local governments in their strategic planning processes and preparation of yearly Participatory Local Governance Reviews.		
R1.A13: Evaluation of the Participatory Local Governance Reviews prepared by the end of year 1.		
R1.A14: Organization of two training seminars on the development and utilisation of PATs for the high-level managers of the General Directorate of Local Authorities to ensure further dissemination of the PATs.		
R1. A15: Drafting of the secondary legislation on the utilisation of the participatory analytical tools and preparation of a strategic planning guide for local governments.		
R1.A16: Organization of at least 7 regional seminars for local public managers of the remaining selected local governments together with representatives of district municipalities on the utilisation of participatory analytical tools in their strategic planning processes.		
R2.A1: Developing training programmes and handbooks on participatory civil society and the utilisation of analytical tools.		
R2.A2: Delivering 26 provincial training		

programmes to the members of the board of urban councils on participatory civil society and the utilisation of analytical tools.		
R2.A3: Delivering training programmes <i>mahalle muhtars</i> (neighbourhood headmen) on participatory strategic governance.		
R2.A4: Preparation of monitoring reports for each local government by the board of urban councils.		
R2.A5: Organisation of at least 7 regional information exchange meetings for the chairmen and secretary-generals of urban councils in order to evaluate the monitoring reports prepared for each local government.		
R2.A6: Monitoring reports and general assembly minutes published in the web pages of the project and disseminated to local and national media.		
R2.A7: Preparation of an independent report on the assessment of the structure and functioning of urban councils and presentation to the Ministry of Interior, the Union of Municipalities of Turkey (TBB) and dissemination to the public by the end of year 1.		
R2. A8: Organizing 7 regional workshops with the representatives of urban councils for improving their functioning and to increase their influence on local decision-making.		

<p>R3.A1: Preparation and signature of a joint mission agreement is by all main provincial stakeholders in order to ensure the sustainability of cooperation and dialogue.</p>		
<p>R3.A2: In line with the joint mission agreement, initiation of an awareness-raising campaign by each governor for promoting participation of NGOs identified in the Regulation on Urban Councils to urban council activities.</p>		
<p>R3.A3: Organization of at least 2 joint meetings at each local government during the time span of the project with the participation of governors, mayors and urban council representatives for the discussion of local governments' budgets prior to their presentation to the local councils.</p>		
<p>R3.A4: Preparation and dissemination of two annual reports by the specialised committee on monitoring and evaluation of strategic plans of local governments in Turkey and their implementation.</p>		
<p>R3.A5: Preparation and regular updating of project web pages which will make project related material, news and announcements available countrywide.</p>		
<p>R3.A6: Organisation of a national conference for presentation of project outcomes and exchange of experiences as</p>		

regards strategic planning and civil society participation at local level in Turkey.			
			Preconditions