

***Final Evaluation of the Project  
Local Administration Reform - Third phase  
(LAR III)***

**31.10.2022**

Project information		
Project/outcome title	Project Local Administration Reform - third phase (LAR III)	
ATLAS ID		
UNDCS Outcome and CPD Output (2016-2020)	<p>UNDCS outcome 2.1: By 2020, central and local administrations and other actors more effectively protect and promote human rights, and adopt transparent, accountable, pluralistic and gender sensitive governance systems, with the full participation of civil society, including the most vulnerable.</p> <p>CPD Output 2.1.4 Strengthened local, regional and national governance mechanisms for participatory, accountable and transparent services</p> <p>CPD Output 2.1.3 Enhanced capacity of civil society actors for participation in policy making and monitoring</p>	
UNSDCF outcome and CPD Output (2021-2025)	<p>UNSDCF OUTCOME 4.1: By 2025, governance systems are more transparent, accountable, inclusive, and rights-based, with the participation of civil society, and judiciary services are improved in quality</p> <p>CPD Output 4.1 Legislative and policy making processes and governance mechanisms at national and subnational level strengthened to promote participation, transparency and accountability</p> <p>CPD Output 4.6 Use of digital technologies and e-governance enabled for improved public services and other government functions</p>	
Country	Türkiye	
Region	RBEC	
Date Project document signed	01.07.2018	
Project Dates	Start	Planned End Date
	21.12.2018	28.07.2022
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Project expenditure at the time of evaluation	EUR (as of 24.11.2021) €4,521,285.22	
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Implementing Party	Ministry of Environment, Urbanization and Climate Change- Directorate general for Local Administration (Main Beneficiary) Ministry of Interior (co-beneficiary)	
Evaluation Information		
Evaluation type (project/ outcome/thematic/country program, etc.)	Project Evaluation	
Final/midterm review/ other	Final Evaluation	
Period under evaluation	Start	End
	December 2018	July 2022
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## List of acronyms

CA	Contribution Analysis
CPD	Country Program Document
CSO	Civil Society Organizations
CLRA	Congress of Local and Regional Authorities
DAC	Development Assistance Committee of the OECD
DEUA	Directorate of EU Affairs, Ministry of Foreign Affairs
DGPA	Mol's Directorate General for Provincial Administrations
DoA	Description of Action
EC	European Commission
ER	Evaluation Report
ERes	Expected Result
EU	European Union
EUD	Delegation of the European Union to Türkiye
FE	Final Evaluation
FEC	Final Evaluation Consultant
GDLG	General Directorate of Local Governments
IPA	Instrument for Pre-Accession
IR	Inception report
KII	Key Informants Interviews
KQ	Key Evaluation Questions
LAR	Local Administration Reform
LARIII	Local Administration Reform Project- Phase III
LDC	Legislation Drafting Committee
MM	Metropolitan Municipalities
MDM	Metropolitan District Municipalities
MoEUCC	Ministry of Environment, Urbanization and Climate Change
MoFT	Ministry of Finance and Treasury
Mol	Ministry of Interior
NIPAC	National IPA Coordinator
OECD	Organization for Economic Cooperation and Development
OO	Overall Objective
OVI	Objectively Verifiable Indicator
PSC	Project Steering Committee
PT	Project Team
SDGs	Sustainable Development Goals
SMART	Specific Measurable Accepted Realistic Timely
SO	Specific Objective
SoV	Sources of Verification
TAT	Technical Assistance Team
ToR	Terms of Reference
ToT	Training of Trainers
UoM	Union of Municipalities in Türkiye
UN SWAP	UN System-wide Action Plan on Gender Equality and the Empowerment of Women
UNCT	United Nations Country Team
UNDC	United Nations Development System
UNDCS	United Nations Development Cooperation Strategy
UNDP	United Nations Development Programme
UNEG	UN Evaluation Group
WGI	Worldwide Governance Indicators

## Introduction

This document presents the results of the final evaluation of the Local Administration Reform- phase three, a strategic initiative designed to ensure effective, inclusive, accountable and participatory local governance in Türkiye, in particular through support to further implementation of the local administration reform process undertaken between 2003-2013, in line with international standards. The LAR III has been working to develop and strengthen the administrative capacity and cooperation of Ministry of Interior (MoI), Ministry of Environment, Urbanization and Climate Change (MoEUCC) 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.

The Project has reached the endpoint of the current implementation cycle. Therefore, the partners (UNDP, EU Delegation and national stakeholders) have agreed to conduct the final evaluation (FE) to assess the progress made on the results of the LAR III during its entire period of implementation.

The structure of this evaluation report is the following:

In the background chapter the author provided the main background information about the local administration reform in Türkiye, in the context of needs and priorities of the main targeted organizations, metropolitan municipalities and other local governments units. The next chapter provides details about the LAR III, presenting its strategic area of intervention, outcome and outputs.

In the second chapter of this document the purpose and the objective of the evaluation are outlined. In this chapter the users of the evaluation are clearly identified.

The third chapter presents the design and the approach of the evaluation. First it explains the methodology that was applied and presents the LAR III evaluation matrix that has been applied. The matrix includes core evaluation questions designed to address the relevance and coherence, effectiveness, efficiency, and sustainability, while looking at gender and no-one left behind principles cross-cuttingly. The complete matrix is added to the annex of the report. The fourth chapter includes information about how data was collected and analyzed. Finally, it addresses the question of limitations and risks as well as the risk mitigation strategies.

The final evaluation findings are presented in chapter five of the report. This chapter follows the structure of the main evaluation criteria, organized around key evaluation questions and provides responses of the evaluation consultant with the data to support elaborated findings.

Final, sixth and seventh chapters include conclusions and recommendations drawn from the results of the evaluation.

The last part of the report includes annexes, to facilitate better understanding of the evaluation assignment, details concerning the methodology that the Final Evaluation Consultant applied (including evaluation matrix and results framework) and brief biodata.

## 1 Background

The reform of local administration systems in Türkiye has been high on the development agenda for the last two decades, and the critical national strategic and policy documents reflected these priorities. The Local Administration Reform (LAR) has focused on strengthening the local administration system as part of the broader governance reform, working on strengthening the local administration system while improving the service delivery capacities of local authorities. Despite these efforts, restructuring local governments remains a work in progress: challenges are evident in the institutional and operational capacities required to implement "expenditure assignments", decentralized functions and local governments' tasks. For example, there is a need to ensure capabilities for strategic planning, multi-annual budgeting, observance of standards and performance indicators for public services, and effective internal control systems (primarily based on ex-post audits). In addition, participatory democracy requires strengthening: the priority should be to enhance citizens' involvement in local

decision-making processes and management of initiatives addressing the immediate needs of relevant local communities.

In this context, the Local Administration Reform in Türkiye Project- Phase III (LAR III or the Project), has been designed as the European Union (EU) funded initiatives, implemented by United Nations Development Programme (UNDP)<sup>1</sup>. The LAR III overall objective is to ensure effective, inclusive, accountable and participatory local governance in Türkiye, in particular through support to further implementation of the local administration reform process undertaken between 2003-2013, in line with international standards. The specific objective of the project is to develop and strengthen the administrative capacity and cooperation of Ministry of Interior (MoI), Ministry of Environment, Urbanization and Climate Change (MoEUCC) 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.

The indicator at the Overall objective (OO) level is “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”. The Specific Objective (SO) indicators are: i) - Number of municipalities in which the new model of local administration is implemented and ii) Level of satisfaction of local administration services users in municipalities benefiting from the assistance

### **LARIII components and expected results**

The LAR III is operationally organized around three components, that included expected results (ERes)

- Component 1: Effective Local Service Delivery (corresponding to ERes1)  
*ER1: Administrative and operational capacities for efficient provision of local services enhanced.*
- Component 2: Capacity Building for New Metropolitan Municipality Model and Inclusive Local Governance Processes (corresponding to ERes 2, 3 and 4),  
*ER2: Administrative and operational capacities of the local authorities for the implementation of new Metropolitan Municipality Model (MMM) strengthened.*  
*ER3: Institutional capacity of the local authorities in terms of service delivery and adoption of the principles of democratic governance enhanced.*  
*ER4: Public awareness on urbanization enhanced through institutional and individual capacity enhancement programmes.*
- Component 3: Online Management Information Systems Installed and Updated (corresponding to ERes 5)  
*ER5: Efficiency of the local services enhanced through online management systems.*

### **Main activities and assumptions**

The main activities are:

Establishing a working group on legislation drafting process of and a consultative group of local authorities;  
developing recommendations for draft legislation for increasing income of local authorities;  
developing recommendations for amending relevant provisions of Law no: 3572 on regulation for business license;  
developing standards for HR management system in local administrations;  
developing service standards to use 10% of their budgets for infrastructure works in rural areas;  
developing a performance management system;  
developing and publishing a full comparative assessment study on functioning of the local authorities;

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<sup>1</sup> Within the scope of a Pillar Assessed Grant Agreement, signed between Central Finance and Contracts Unit (CFCU) and UNDP, and endorsed for financing by the EU

developing and implementing “Participatory Local Governance Model” for 14 new metropolitan municipalities and  
developing a software to facilitate communication flow within departments of the MoEUCC.

Main assumptions for the achievement of the ERs are formulated as follows:

- National and local institutions are fully committed to the development and implementation of policies and institutional changes required to be in line with European Charter of Local Self-governments<sup>2</sup>;
- National and local institutions are fully committed to the development and implementation of policies and institutional changes required to deliver the action's results;
- 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;
- Enhanced interest of the local authorities to adjust the local policies in line with EU Acquis and
- Trained staff members remain in their posts during the entire duration of the Project.

#### **Target groups and beneficiaries**

Target groups of the project are the beneficiary institutions, namely the MoEUCC and the MoI and their staff, in addition to the Union of Municipalities in Türkiye (UoM), the Ministry of Finance and Treasury (MoFT), Presidency of Strategy and Budget, Ministry of Foreign Affairs DEUA, governorates, district governorates, municipalities and their personnel.

Final beneficiaries are the policy makers and administrative staff of local authorities and the population benefiting from the local services.

## **2 Evaluation objectives and scope**

### **2.1 Objectives of the final evaluation**

The Terms of Reference has defined the purpose and objectives of this evaluation.

The purpose of this assignment was to carry out an independent final evaluation for LAR III, to measure the extent to which expected results and specific objectives were achieved, assessed against those stated in the Project Document. In addition, the evaluation identified the lessons learned and prepared recommendations relevant to the planning and preparing a possible, subsequent project.

This final evaluation had the following **specific objectives**:

- To measure to what extent the Project has contributed to solve the needs identified in the design phase.
- To measure Project's degree of implementation, efficiency, and quality delivered on expected results (outputs) and specific objectives (outcomes), against what was originally planned or officially revised.
- To measure the project contribution to the objectives set in the UNDP Country Program Document (CPD), United Nations Development Cooperation Strategy (UNDCS), 11th National Development Plan of Türkiye, SDGs as well as Strategic Plan of MoEUCC and MoI, Annual Programme of Presidency, European Charter of Local Self-Governments, EU acquis chapters 23-

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<sup>2</sup> The Government of Türkiye ratified the European Charter of Local SelfGovernment in 1992, with reservations on ten provisions of the Charter.

Judiciary and Fundamental Rights 24-Justice, Freedom and Security, 19- Social Policy and Employment, 33- Financial and Budgetary Provisions, along with 17 SDGs.

- To assess both negative and positive factors that have facilitated or hampered progress in achieving the Project outcomes, including external factors/environment, weakness in design, management and resource allocation.
- To assess the extent to which the application of the rights-based approach and gender mainstreaming are integrated within planning and implementation of the Project.
- To generate substantive evidence-based knowledge by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability) and to support the sustainability of the Project or some of its components.

## 2.2 Scope of the final evaluation

The scope of the final evaluation relates to results, timeframe, geography and organization.

**Results.** The Final Evaluation will assess if and to what extent the planned outputs have been achieved, contributing together with other initiatives to progress under its outcomes. Part of these efforts will be to assess LAR III's processes, innovations, strategic partnerships and linkages in the specific governance/ local governance context that proved critical in producing the intended outputs

**Timeframe.** The final evaluation will cover the entire period of implementation of the LAR III (28 June 2018 until 28 July 2022). The FEC will consider UNDP's results and efforts from earlier, first and second phases of the LAR initiative, and other relevant initiatives in the local governance area when justified and required- e.g., if interpretation of the current LAR III results and context involves this analysis.

**Geography.** The main focus of the evaluation will be at the entire territory of Türkiye, with particular intention to assess results and achievements in the targeted municipalities.

**Organization.** The evaluation will examine the steering and management structures for the LAR III Project implementation.

## 3 Evaluation approach and methods

The framework for the FE has been set in the Terms of Reference (ToR), and following its provisions, the evaluation has developed a tailor-made methodology. The main reference for the evaluation methodology remains OECD/DAC Evaluation Criteria<sup>3</sup>; the FEC adhered to UN Evaluation Group (UNEG) Norms and Standards<sup>4</sup>, and UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation<sup>5</sup>.

The evaluation methodology has been designed to ensure that the principles of *leaving no one behind*, *human rights-based approach* and *gender equality* are considered and analysed throughout the process.

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<sup>3</sup> Organisation for Economic Cooperation and Development / Development Assistance Committee (OECD/DAC), Network on Development Evaluation, Better Criteria for Better Evaluation Revised Evaluation Criteria Definitions and Principles for Use, 2019, available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

<sup>4</sup> <http://www.unevaluation.org/document/download/2787>

<sup>5</sup> <http://www.uneval.org/document/download/1294>



### 3.1 Evaluability analysis

The final evaluation used the three-dimension framework for evaluability assessment<sup>6</sup>, to measure the extent to which this Project, its implementation framework and achieved results could be analysed and assessed in a reliable and credible manner. The evaluability assessment has been in general positive.

The “*in-principle*” *evaluability analysis* was carried out to identify whether it is possible to evaluate the LAR III as designed- the FE used the framework set by the Terms of Reference. The initial finding that are based on clarity, coherence, feasibility and relevance indicates that the LAR III theory of change is solid and well-established.

The “in practice” evaluability analysis included availability of documents and relevant data, together with the capacities of the project team and other stakeholders to provide required information. The LAR III Project team supplied the FEC with a solid set of project related documents, including Project document, annual work plans, Project reports, monitoring tools, budget and project related communications (Annex 4- Documents consulted during the IR). The analysis of these documents during the Inception Period suggests that quality, depth and adequacy of the information would be sufficient for a sound desk review and the establishment of the initial analytical framework.

Besides, the FE together with the LAR III Team analysed the list of interlocutors for interviews- in addition to partners and beneficiaries, this list included other stakeholders that are relevant for the local administration reform, and broader, local governance

The *contribution analysis (CA)*<sup>7</sup>, adjusted for the evaluation of complex programs<sup>8</sup> has been in the centre of the evaluation approach. Considering that the LAR III Project outcome (defined as "intended changes in development conditions in participating countries") have been set at the high level, requiring joint work of many partners, credible attribution of development changes to the UN Agencies/ LAR III may be challenging or in some cases impossible to establish. To address these challenges, the contribution analysis has been applied to facilitate credible causal claims between the LAR III Project, its results<sup>9</sup> and contributions to respective outcomes. The FE used primary and secondary data sources to ascertain the plausibility of causal relationships between the LAR III achievements and respective outcomes.

Operationally, the FEC made use of a theory-based and utilization-focused approach, with various complementary qualitative and quantitative methods<sup>10</sup> (a mixed method approach) of data collection and analysis. This approach enabled to meet the evaluation objectives, cover its scope and provide answers to the structured set of evaluation questions, while enabling to incorporate the cross-cutting dimensions of gender, equity, and human rights.

The evaluation has been participatory, flexible in design and implementation, ensuring stakeholder participation and ownership through consultation and validation, and facilitating learning and feedback

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<sup>6</sup> Rick Dr. Davis “Planning Evaluability Assessments, A Synthesis of the Literature with Recommendations, Report of a study commissioned by the Department for International Development (DFID)”, Working Paper 40, October 2013- this document served as the basis for evaluability assessment.

<sup>7</sup> John Mayne: „Contribution analysis: Coming of age?” from Evaluation, 2012, Sage Publication, DOI: 10.1177/1356389012451663.

<sup>8</sup> Line Dybdal, Steffen Bohni Nielsen, Sebastian Lemire (Ramboll Management Consulting and Aarhus, Denmark): “Contribution Analysis Applied: Reflections on Scope and Methodology”, The Canadian Journal of Program Evaluation Vol. 25 No. 2 Pages 29–57 ISSN 0834-1516

<sup>9</sup> Also, where a paucity of data necessitates a quick assessment of a contribution, this should be carried out using appropriate evaluation methodologies that identify contributions at the outcome level and ascertain the plausibility of causal relationships between activities and outcomes. More details in John Mayne: „Contribution analysis: Coming of age?” from Evaluation, 2012, Sage Publication, DOI: 10.1177/1356389012451663.

<sup>10</sup> Review of regional and national statistics on security- received from the LPBS members; analysis of figures/ marks from the training events; other quantitative data

### 3.2 Key Evaluation Questions and Evaluation Matrix

The final evaluation focused on the criteria that ToR defined– relevance, coherence, efficiency, effectiveness, and sustainability. Also, the evaluation considered additional cross-cutting criteria, gender and leave no one behind. The FEC provided credible, practical, evidence-based information to enable the timely incorporation of its findings, recommendations, and lessons into the decision-making processes of the LAR III's partners and key stakeholders to assess the potential of the continuation of efforts and assistance.

The TOR provided the basis for the evaluation questions that the final evaluation consultant analyzed and proposed seven key evaluation questions, using also questions from the ToR as sub-questions to ensure that all areas indicated under the TOR are considered and covered. The FE report answered these questions using specific, objectively verifiable indicators (OVI) generated for each key evaluation question (KQ) and sub-questions to assess the current situation, delivery of outputs and progress towards the intended outcome-

Key Evaluation Questions (KQ)	Relevance	Coherence	Efficiency	Effectiveness	Sustainability	Cross-cutting
<b>Key Question 1:</b> Has the LAR III project aligned its intervention with the needs and priorities to ensure an effective, inclusive, accountable and participatory local governance in Türkiye?	X	X				X
<b>Key Question 2:</b> How integrated into the Türkiye's governance reform and development priorities, activities of development partners and UNDP plans and activities has the LAR III been?	X	X				
<b>Key question 3:</b> Has the LAR III contributed to the attainment of the development outputs and outcomes initially expected/ stipulated in the project document?				X	X	X
<b>Key question 4</b> Has the LAR III contributed to Türkiye's broader development objectives?				X	X	X
<b>Key question 5:</b> Has the implementation of the LAR III been efficient concerning adherence to the work plans (timely implementation), cost-efficiency, flexibility and responsiveness?			X			X
<b>Key Question 6:</b> Has the LAR III contributed to sustainable partnerships, policies and capacities of stakeholders for effective, inclusive, accountable and participatory local governance in Türkiye?				X	X	X
<b>Key Question 7:</b> Has the LAR III project considered rights-based approach and gender equality, and followed the "no-one is left behind" principle during its design and implementation?	X			X		X

X- main evaluation criteria; X - additional evaluation criteria

These evaluation questions, judgement criteria, indicators and evidences, following all the provisions from the ToR have been presented in the evaluation matrix (Annex 2)

Each evaluation criterion have been scored using the evaluation rating scales:

- For effectiveness, efficiency, coherence and cross-cutting: Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), or Unsatisfactory (U) scale
- Fore relevance- Relevant or Not relevant scale
- For sustainability: Likely; Moderately likely; Moderately unlikely or Unlikely scale

## 4 Data analysis

### 4.1 Data collection methods and instruments

The evaluation collected data for this evaluation from various sources including LAR III related documents, key informant interviews, focus groups and secondary data sets. The final evaluation followed approaches described below:

The FEC will collect data for this evaluation from various sources including documents, key informant interviews and secondary data sets. The final evaluation will follow steps described below:

#### I) Document review

The evaluation has started with an initial review of the documents provided by the LAR III and accessed via open sources. These include many different levels and types of documents, such as<sup>11</sup>:

- Strategic and country level - e.g., the EU Country Reports on Türkiye, EC Partnership Strategy, WB reports, Good Governance Framework Analysis; UNDP country programme, other development/ sectoral strategies and relevant indicators
- Project – LAR III Description of the Action and Progress Reports and other LAR III-related documents
- Presentations and other documents - delivered by LAR III partners at various events
- Meeting records – steering committees' meetings, conference proceedings and minutes

A brief gender analysis at the inception stage has been carried out to develop the hypothesis around reflection of gender in the data and reports, gender analysis of the operational environment i.e., socio-political and cultural barriers for gender equality and existing progress. This was done in the context that the ToR has defined. In general, positive findings and conclusion from the evaluability assessment served as the basis for formulation of its final evaluation approach, including specific elements of the evaluation framework.

The FE analysed and reviewed other secondary data sets, including aggregated data on different key governance and socio-economic indicators for Türkiye. The list of analyzed secondary data sets is provided in the Annex 3.

#### II) Key informants' interviews

The **key informants' interviews** (KIIs) served to confirm assumptions and the initial findings using tailor-made tools to collect evidence-based, reliable, solid, and comprehensive information about the LAR III Project. Key informants have been selected based on their crucial role in the design and implementation of the project and their strategic position in the local governance system.

The FEC faced personal issues and used online interviews with the partners and stakeholders.

**Group interviews** have been implemented with the stakeholders from the selected municipalities or various departments of national level institutions. The group interview as method of data collection is particularly useful for organizational teams as they enable complementarity of information and save time for repeating information which often happens when individual interviews are conducted with the teams engaged in the same organization or project.

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<sup>11</sup> A full list of documents consulted in this inception phase is available in the Annex 3

The interview guides ensured systemic and uniform collection of data (Annex 2), asking (open-ended) questions and offering also opportunities for a more in-depth discussion about specific points related to the LAR III's implementation and results. Especially important was discussing forward-looking opportunities and recommendations for the future interventions in the areas of LAR intervention and broader local governance context

**Focused group discussions** have been used to bring different stakeholders around several key topics in form of discussion and reflection (unlike the group interviews which collect many information from a group of informants from the same organization). The final evaluation delivered the following:

- Focus Group discussion with the members of the Support Group for Legislative Proposals
- Focus Group discussion with the members of the Local Government Advisory Group
- Focus Group discussion with the members of the Information Management Staff
- Focus Group discussion with the members of the Social Service Department Staff<sup>12</sup>

The FEC considered their diversity in terms of residence, age and gender. This will provide opportunity to get the information more in the form of dialogue, to get specific discussion on national contexts, how the new skills and knowledge and values can be implemented in such contexts, what are obstacles in applying their new skills.

#### **Online Surveys:**

In addition, the FEC in cooperation with the LAR III team and Evaluation Manager developed specific questionnaires for on-line surveys. The survey included a total of 20 questions, with majority close-ended and only 4 open-ended questions. The questionnaire corresponded to LAR's core areas of work, and captured the areas of LAR III support, perception of this support in terms of effectiveness and appropriateness and analysed if and to what extent have the beneficiaries improve their performance with support from the LAR III.

The FEC benefited from the advantages of the online research platforms, designed questionnaires and distributed them to local governments and other stakeholders at the sub-national level. The survey has been sent to 460 representatives of the stakeholders' institutions that participated or benefited from the LAR III Project. The FEC collected responses from 364 participants (nearly 80%). Of the staff from Metropolitan Municipalities, 168 of them (46,2% of all participants) represented the largest group of participants, followed by representatives of District Municipalities (15,1% or 55 participants) and Metropolitan District Municipalities (10,4% or 38 participants). Other participants have been representatives of the GoT- MoEUCC, provincial municipalities, NGOs, political parties.

## **4.2 Data analysis**

The scope, complexity, and the period covered by the evaluation required an analytical approach deriving from UNDG evaluation guidelines and international practices. The evaluation consultant analysed collected information and the Results Matrix through a causality model as a part of the overall contribution analysis complementing it with appropriate analytical approaches<sup>13</sup>.

The FEC used a mixed-method approach to gather qualitative and quantitative information to answer specific evaluation questions, using proposed judgement criteria. The FEC based desk research on collecting and analysing the secondary data, primarily LAR III -related documentation, annual progress reports and annexes. The FEC collected primary data through in-person interviews and focus groups with representatives of various MMs- members of different groups and participating in various activities. These efforts followed well-established data collection tools, and gained a more in-depth analysis of the overall LAR III.

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<sup>12</sup> These two focus groups will serve to capture Yerel bilgi and also cross-cutting issues.

<sup>13</sup> The FEC supported it with timeline analysis and conflict analysis to the extent required.

The evaluation process applied data triangulation (for checking the results obtained from the research (desk analysis and primary data from interviews). The rationale for using this approach was to increase the credibility and validity of the findings and enabled to collect a more detailed and balanced picture of the LAR III and its results. The research experience enabled the FEC to map out and explain the details and complexity of the Project. The MAXQDA<sup>14</sup> qualitative research software and the coding system enabled easier analysis and cross-examination, identifying convergence, inconsistency and contradictions.

### 4.3 Limitations

The final evaluation included a primary data collection phase (comprising of on-line interviews and focus groups), designed to collect in-depth information about the status of LAR III outcome and respective outputs and complement the initial findings from the desk review. This phase also enabled to identify links between different issues impacting on achievement of the LAR III outcome, and broader, the progress towards local administration reform in the country. However, the FEC's personal issues prevented in-country mission and visits to municipalities. The final list of key stakeholders for interviews has been agreed in cooperation with the LAR III team, while the involvement and importance of the stakeholders in the LAR III implementation has been determining criterion. Although the evaluation team discussed LAR III related issues with the representatives of different authorities, some of the local counterparts were not in the position to reflect on the cooperation and results directly, separating this support from other activities of the government and national authorities.

The LAR III's effectiveness needed to be considered assessing the extent to which the Project contributed or is likely to contribute to develop and strengthen the administrative capacity and cooperation of the national and local authorities to implement the new local administration model in line with principles of democratic governance. These efforts included analysis of the larger transformational change, understanding the contribution of the project to ensure effective, inclusive, accountable and participatory local governance in line with international standards, making a difference to population and stakeholders in Türkiye, notably with regard to achieving the sustainable development goals. However, it was challenging to determine "specific extent of the contribution" that the LAR III made to this outcome. Another challenge has been that the indicators, although relevant provided only limited insight into the situation. The EU Country Reports have been available for all years of LAR III implementation; still, these reports provide only one-side perspective, and there has been strong discontent among the authorities in Türkiye with the presented findings. Therefore, the FEC assessed progress under outputs and analysed links with outcomes, assuming possible contribution and progress under outcome. The indicators were in most cases relevant, informing the analysis of contribution to the outcome. At the same time, the evaluation has been challenged to extract "the most important" achievements contributing to the behavioural level- outcome changes and validate their contribution, especially considering requirements from the ToR, and request for the length of the evaluation report as well as the timeframe for the final evaluation.

The assessment of efficiency has been mainly focused on management processes and structures; the FEC has been analysing meeting minutes from different coordination forums and using interviews with some of the members of these various bodies, together with the desk review of the project materials and deliverables. The FEC based conclusions on the comparative analysis and judgements on provisions of development assistance and professional experience.

Sustainability is an ex-post measure and ideally, measuring this dimension requires a time-period between two to five years after the completion of the initiative. Still, it is a common requirement to assess sustainability (as in the ToR for this assignment) and the evaluation team carried out context analysis and forecasted opportunities to ensure sustainability. However, changing realities of Türkiye in the context of governance reform, including delayed adoption of the legal and policy frameworks,

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<sup>14</sup> <https://www.maxqda.com/>

limited focus on reforms as well as effects of unplanned external developments (e.g., the effects of the COVID-19 and its possible extension) could considerably affect and compromise these conclusions.

#### **4.4 Ethical considerations**

The FEC was aware of the OECD DAC ethical considerations for development evaluations<sup>15</sup> and United Nations Ethical Guidelines<sup>16</sup>. The evaluation followed ethical considerations in selecting interviewees, interacting with them, and respecting their personal and institutional rights. The FEC requested informed consent from stakeholders before asking any questions related to the LAR III evaluation. To obtain consent, the FEC members briefly explained the reasons and objectives of the evaluation and the scope of the questions. Stakeholders had the right to refuse or to withdraw at any time.

The FEC also ensures respondents' privacy and confidentiality, as the disclosure of confidential information may seriously jeopardize the efficiency and credibility of the evaluation process. Therefore, the FEC is responsible for exercising discretion in all matters of the final LAR III evaluation, not divulging confidential information without authorization. The FEC respected informants' right to provide information in confidence; the team also made ensure that sensitive information cannot be traced to its source so that the key informants are protected from reprisals. Original data, including interview records and notes from interviews, will be retained in confidential files until completion of the evaluation. After the final report is accepted, the data and files will be permanently deleted. The FEC is fully independent, unaware of any conflicts of interest for this work. During the evaluation process, the FEC followed the principles of impartiality, credibility, and accountability.

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<sup>15</sup> <https://www.oecd.org/development/evaluation/qualitystandards.pdf>

<sup>16</sup> United Nations Evaluation Group (UNEG), UNEG Ethical Guidelines for Evaluation- UNEG/CoC, 2008.



## 5 Presentation of findings

The final evaluation has presented the following findings, responding directly to the evaluation criteria and questions detailed in the scope and objectives section of the report and are based on evidence derived from data collection and analysis methods described in the methodology section of the report.

### 5.1 Relevance

**Key Question 1: Has the LAR III project aligned its intervention with the stakeholders needs and country priorities to ensure an effective, inclusive, accountable and participatory local governance in Türkiye?**

*JC1.1. The extent to which the LAR III has been designed to address the needs of the MoI, MoEUCC and local authorities to implement their tasks for effective, inclusive, accountable and participatory local governance in Türkiye,*

The LAR III and its activities supported local administration system reform. The focus has been on improving the institutional capacities of the main partners (MoI, MoEUCC and metropolitan municipalities) and individual capacities of relevant staff.

These efforts have been relevant for strengthening citizen-centered, effective, inclusive and accountable local governance in Türkiye.

With generally good administration capacities and ongoing economic reform initiatives, Türkiye is taking measures to address governance gaps to enhance transparency and accountability and improve policy-making processes. In addition, the importance of the strengthened institutional capacities has been also emphasized as the most effective system to improve coordination and cooperation within local governance system and policy making processes. However, the EC's analysis and partners' statements indicated limited capacities for achieving these priorities as the relevant institutions at the national and sub-national levels in the country needed support to bridge the skills gaps, build organizational capacities, expedite reforms, and improve performance of their structures

Therefore, LAR III focused on the needs of these main institutions, considering their unique characteristics and identifying the state of affairs ("baselines").

The Presidential System from 2018<sup>17</sup> brought critical changes to the local governance in Türkiye. As a result, the MoEUCC became responsible for regulating the local authorities and their relations with the central administration, with a new General Directorate of Local Administrations- GDLA (under its auspices). In this new context, the LAR III responded to the GDLA's needs to implement (newly) assigned functions. This support included efforts to determine and enforce staff standards, control local administrations, and ensure that local administrations implement investments and services in line with development plans and annual programs. In addition, LAR III assisted with other GDLA's services, such as conducting research for the development of local administrations, collecting, evaluating and publishing statistical information, and planning and following the implementation of the in-service training of local administration personnel. The LAR III added value, according to the partners, has been its ability to respond to the GDLS's needs immediately after the establishment.

At the same time, the LAR III continued its partnership with the MoI, established during the previous phases. The MoI kept tutelage over the local governments, but its General Directorate of Local Administrations was closed. Still, the MoI stated that LAR III has responded to their needs, mainly assisting the MoI's Presidency of the Inspection Board to effectively implement tasks related to inspecting, supervising and investigating the works and accounts of the local administrations.

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<sup>17</sup> introduced on 10 July 2018, Official Gazette No:30474

**The EC finds that despite the long interval between the design (2015) and contracting (2018), the LAR III relevance remained high in responding to the needs of the municipalities.** The LAR III was designed considering priorities that have emerged with the adoption of the Metropolitan Municipalities Law. However, the delayed Project start affected the original purpose and prevented LAR III from responding to these immediate needs of MMs. Still, the LAR III relevance remained as the Project responded to the lessons that emerged during the MM Law implementation. Practically, LAR III responded to the challenges that MMs experienced during the law implementation, concerning strategic planning, multi-annual budgeting, and standards and performance indicators for public services. It also addressed the need to establish effective internal control systems (mostly based on ex-post audits), citizens' further participation in local decision-making processes, and management of initiatives to address the immediate needs of relevant local communities. In addition to these challenges, the Project addressed the need to enhance administrative and operational capacities for efficient local service delivery. These efforts are relevant for 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.

In addition, the LAR III capacity development support addressed capacity gaps that frequent changes in municipal staff caused. The Project's relevance is recognized through its efforts to contribute to legal and policy reform, improvements of local governments assignments and challenges of local governance (e.g., coordination between the central government and local administrations, accountability, resource utilization, and efficient organizational management).

Turkish counterparts highlighted the need for the continuation of this support under LAR III, especially considering the current governance situation and the need to continue with local administration reform, reflecting lessons learned and challenges from the implementation of activities so far. The report provided more details on possible areas of support under the JC1.4.

However, the FEC finds that the LAR III design was ambitious, dealing with almost every aspect of local administration reform, spanning from legislative challenges, human resources, and public participation to developing more user-friendly MIS systems.

***JV1.2. The extent to which the LAR III has been aligned and contributed to the implementation of the National Development Plan of Türkiye 2014-2018 and 2019-2023, the MoEUCC strategy and other relevant national strategic documents***

**The LAR III is aligned with and supports the achievement of results outlined in the main strategic documents of the Government of Türkiye (GoT).** Data collected via primary and secondary sources indicate the alignment of LAR III with Türkiye's critical strategic documents underpinning national development priorities. This statement primarily refers to the 10th National Development Plan (NDP)<sup>18</sup> as the overall development framework for Türkiye that was operational at the time of the LAR III programming. The NDP underlines the negative effect of a lack of technical and institutional capacities at the local level on the quality and efficiency of local service delivery while reiterating the importance of increasing the institutional capabilities of the new metropolitan municipalities (established by the Law No. 6360). The NPD also highlights the importance of deploying participatory tools in local administrations to support further reforms and local decision-making processes. This context analysis indicates that the LAR III fully aligns with the NDP's primary goal to "transform local administrations into a structure that delivers more efficient, fast and qualified service, is participatory, transparent and environment friendly, cares for the needs of the disadvantaged and is financially sustainable". Operationally, the LAR III supported implementation of the NPD's proposed policies to enhance the level of expertise of local administrations, especially in newly established metropolitan municipalities<sup>19</sup>.

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<sup>18</sup> The Tenth Development Plan 2014-2018, The Government of Türkiye- Ministry of Development, [https://sbb.gov.tr/wp-content/uploads/2018/11/The\\_Tenth\\_Development\\_Plan\\_2014-2018.pdf](https://sbb.gov.tr/wp-content/uploads/2018/11/The_Tenth_Development_Plan_2014-2018.pdf)

<sup>19</sup> For example, the critical areas included service delivery quality, monitoring and evaluation, financial administration, participatory methods and similar topics.



The LAR III aligns with the Strategy for Increasing Transparency and Strengthening the Fight against Corruption (adopted in 2010 and updated in 2016). Particularly relevant are the strategic objectives to increase institutional capacities of local administrations, strengthening decentralization and democracy by ensuring attendance and transparency. The FEC finds that the previous phase of the Project, LAR II, developed a white paper for the MoI, outlining the short-, medium- and long-term policy options for local administration reform in Türkiye's EU Accession process. The LAR III continued these efforts, providing support for improving the legislative framework through a phased approach.

Similarly, LAR III contributes to the national targets for the Sustainable Development Goals (SDG). The Project is connected to the SDG-11, "Make cities and human settlements inclusive, safe, resilient and sustainable", contributing to the transformative power of urbanization for development and the role of city leaders in driving global change from the bottom up. However, the role of local administrations in the achievement of the agenda goes far beyond Goal 11. The FEC finds that equally important is SDG-16<sup>20</sup> that establishes a strong link between sustainable development and good governance. Practically, the LAR III contributes to good governance, contributing to the citizen-oriented approach, and quality of public services<sup>21</sup>.

**The evaluation finds that LAR III contributes to Türkiye's EU accession process, as its activities align with the Indicative Strategy Paper for Türkiye (2014-2020).** This document emphasizes the priority for the improvement of good governance<sup>22</sup>. In this context, the Project is working on developing institutional, and technical capacity in line with the EU requirements, allowing Türkiye to enhance capacities of the public administration, including at the local level, to implement the principles of good governance in core areas. Operationally, LAR III support planned activities for "establishing structures in line with the new model of metropolitan municipalities; providing support to the Union of Municipalities and the Citizens' Assemblies in strengthening participatory decision making at local level; supporting the extension of e-government and e-inclusion to increase citizens' democratic participation".

The Project aligns with *Türkiye's New European Union Strategy*<sup>23</sup> and its focus to ensure effective public administration at national and local levels<sup>24</sup>. Practically, LAR III activities prioritized the improvement of public administration through institution-building and sector-wide reforms including legal arrangements<sup>25</sup>.

### ***JC1.3. The extent to which lessons from the LAR I and II were considered for the LAR III design and implementation***

**The LAR III considered and reflected gains from the previous phases, building and complementing these achievements, with the objective to advance the local administration reform.** Türkiye has undergone a series of reforms to effectively meet challenges in developing and implementing a coherent approach to decentralizing and improving the scope and quality of local services. Therefore, the national and local authorities have been working on this reform, guiding this process through legislative amendments. In this context, Türkiye initiated the first and second phases of the Local Administration Reform project (LAR I, 2005-2007 and LAR II, 2009-2011). The priority of these initiatives has been to address local administration reform needs under crisis conditions, mainstreaming good

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<sup>20</sup> SDG "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

<sup>21</sup> [https://sustainabledevelopment.un.org/content/documents/23862Türkiye\\_VNR\\_110719.pdf](https://sustainabledevelopment.un.org/content/documents/23862Türkiye_VNR_110719.pdf)

<sup>22</sup> <https://ec.europa.eu/neighbourhood-enlargement/system/files/2018-12/20180817-revised-indicative-strategy-paper-2014-2020-for-Türkiye.pdf>

<sup>23</sup> Türkiye's New European Union Strategy- Determination in the Political Reform Process, Continuity in Socio-Economic Transformation Effectiveness in Communication, Ministry of Foreign Affairs, Directorate for EU Affairs of Türkiye, [https://www.ab.gov.tr/files/pub/Türkiyes\\_new\\_eu\\_strategy.pdf](https://www.ab.gov.tr/files/pub/Türkiyes_new_eu_strategy.pdf)

<sup>24</sup> Ibidem, [https://www.ab.gov.tr/files/pub/Türkiyes\\_new\\_eu\\_strategy.pdf](https://www.ab.gov.tr/files/pub/Türkiyes_new_eu_strategy.pdf)

<sup>25</sup> Türkiye's New European Union Strategy -These efforts have contributed to implementation of the actions under the Cluster 1: The Fundamentals of the Accession Process- 2.1. Functioning of democratic institutions and Public Administration Reform.

governance and quality local governments as the preconditions for "efficient use of limited public resources in the interests and for the benefits of its citizens".

LAR I and II supported the overall reform process by strengthening the local administration system and improving the institutional capacities of local authorities and individual capacities of relevant staff. The projects have been designed and implemented to support the basis and human and institutional capacities for citizen-centred local administration with an increased responsiveness to local communities' expectations and immediate needs. Operationally, the LAR I and LAR II addressed newly legislated financial management framework and human resources (both in MoI and Municipalities) as the pressing problems of local governments at the time. The main focus was to approach the institutional problems of mid-sized municipalities through pilot studies. Before the launch of the LAR II, Turkish local administrations were mainly responsible for a limited set of traditional local services<sup>26</sup>. However, the steady and fast urbanization process<sup>27</sup> significantly impacted the coverage and quality of municipal services and the costs for their provision. Therefore, the legislative reform has been launched, expanding the scope of the responsibilities of local administrations in the provision of public services and the promotion of local socio-economic development. LAR II aimed at developing and strengthening the administrative capacity and cooperation of the Ministry of Interior (particularly General Directorate for Local Authorities, Governorships and District Governorships), Unions of Local Authorities (UMT) and Local Authorities themselves in the task of ensuring the effective implementation of new policy and legislation on local administration". The document review indicates that LAR II established a firm basis on which the local administration reform in Türkiye is likely to expand. The main achievements have been familiarising the target groups with the concept and context of the reform and training them; initiating the networks between the local administrations in Türkiye; and preparing the necessary strategy documents, action plans and handbooks, toolkits and booklets. Furthermore, the LAR II assessment report concluded that LAR II was successful, serving as a best practice example in other local administration support programs.

Generally, LAR III followed the central approach of LAR I and II, ensuring the effective implementation of the new local administration model in line with principles of democratic governance. Namely, LAR III was designed to assist the Government of Türkiye in implementing reforms by enabling the convenient legal and administrative ecosystem for effective public service delivery and the sustainability of the local administration reform processes. In addition, these efforts aim to improve local governments' capacities and regulatory frameworks for effective, inclusive, accountable, and participatory local governance in Türkiye.

In addition to the general priorities under the previous projects, the LAR III considered various lessons generated during the LAR phases. For example, the LAR III followed the approach for continuous and conscious involvement of the project stakeholders and the final beneficiaries in planning and implementation of the project related activities, stimulating ownership and enhancing effectiveness and sustainability. Also, the LAR III strived to cooperate and coordinate with the GoT activities and other initiatives, increasing the likelihood of early impact.

The FEC finds that the previous LAR phases showed that improving the delivery of complex local services are substantial undertakings that require significant legislative reform and meaningful changes in the way local authorities organize, finance and regulate these services. Therefore, this conclusion from the previous LAR project showed the need to assess difficulties and associated risks realistically. The previous LAR phases recommended more extensive, integrated, and longer-term public administration reform projects to improve multiple types of municipal services. According to the references, these efforts should be focused on and executed through intermediary institutions like municipal associations, research institutes, and universities to thicken the reform policy environment

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<sup>26</sup> These responsibilities included services such as town planning, urban infrastructure facilities such as water supply, sewage and wastewater disposal, urban ways, geographic and information systems, urban traffic and transport services; hygiene and solid waste collection and disposal; policing, fire-fighting, emergency, rescue and ambulance services; cemeteries and funeral services; tree planting, parks and green areas.

<sup>27</sup> For example, 2010 population census showed more than 70 % of the total population lives in cities

and ensure that something is left behind if national reform efforts stall for political reasons. The LAR III considered and followed these recommendations, working with the association of local authorities.

Finally, the LAR III also embraced recommendations from the previous phase that work at the local level in Türkiye should be concentrated in a small number of relatively large and politically significant metropolitan municipalities. Therefore, LAR III focused its pivotal activities on metropolitan municipalities, striving to produce sound policy proposals, linking them with local institutional changes and improved delivery of services.

4. To what extent was the design and strategy of LAR III in line with UN and UNDP priorities (CPD and UNSDCF)?

***JC1.4. The extent to which the LAR III has created basis for additional areas to be integrated to a possible follow up LAR III Project, to increase its relevance in relation to 11th NDP, Strategy of the MoEUCC, European Charter of Local Self- governments and EU acquis***

**The LAR III and its activities remained highly relevant and the intervention logic valid during the entire period of its implementation. In addition, the stakeholders stated the need for this support to continue as part of the broader public administration reform requirements and EU accession needs.**

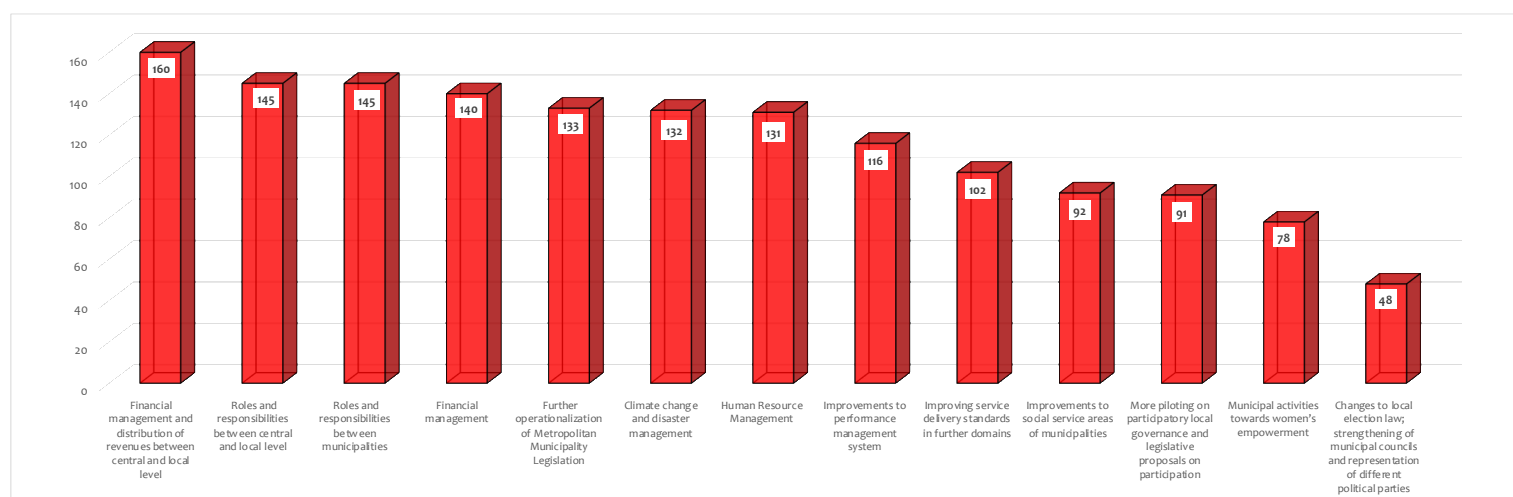
The key national-strategic document, the Türkiye's Eleventh Development Plan 2019-2023, emphasizes commitment to local administration reform, recognizing the need to "equip local administrations with an inclusive, financially viable, transparent and accountable structure for delivery of quality services." In this context, the LAR III supported strategic planning efforts, codifying experience from various sectors. The Project also assisted in standardizing local administration services- defining administrative, financial and technical minimum standards of local administration services and supervised compliance with these standards in several areas (e.g., health sector, agriculture, transport, human resources and performance management).

In addition, LAR III responded to the NPD requirement to increase capacity and specialization of human resources in local administrations, providing comprehensive training and coaching support.

**The FEC finds that the partners and beneficiaries recognized the importance and the support available through the LAR III; hence, its support to local authorities/ MMs available through the LAR III should continue and expand. Particularly relevant remains efforts to enhance the quality of services and capacity development of (elected representatives and professional) staff.**

The FEC used the data gathered from KIIs, FGDs, the online survey, LAR III documentation, and other sources and analytical documents to identify possible areas of intervention beyond already designed activities.

**Figure 1 Local governance areas that require additional support- survey participants**



**Preparing and implementing critical policies and laws:** Stakeholders from the national and local levels recognized that LAR III could engage more actively in the policy-making process related to local governance. The expertise and experience gained from LAR III could be beneficial for preparing and adopting a new set of local governance-related laws, including revision of the MM law with a credible and realistic action plan for implementation. In addition, the partners prioritized the need to define legal framework for sound financial management and distribution of revenues between central and local level, while also highlighting the importance to define the roles and responsibilities between central and local level and between different municipalities

The FEC finds that the standards in core local governments/MM's performance areas could be a solid basis for policy and legal reform.

The legal reform could include the local elections law, strengthening the role of municipal councils and representations of different political parties.

According to the law, the MMs should use ten per cent of their investment budgets for rural areas. The challenge to understand the needs of rural areas (for example, in Ankara or Ordu), the LAR III successfully, identified rural areas' priorities and analyzed the capacities and abilities of MMs to respond to these needs. Thus, the LAR III's support for rural areas and the priorities of the rural population has been well-recognized, through planning process that considered rural areas. However, the FEC finds that the need for the follow-up activities to support rural areas. There is a need to consider differences among the metropolitan municipalities in Türkiye while defining this support<sup>28</sup>.

**Support to urbanization challenges:** Türkiye has experienced very rapid urbanization over the last six decades. The urban share of Türkiye's population has risen from 25 per cent in 1950 to nearly 75 per cent today. Over this period, the pressures of urbanization have grown, particularly in metropolitan municipalities with massive infrastructure and investment needs. Thus, rapid urbanization creates a challenge for sustainable city development, and this is becoming a critical priority for Türkiye. There is a need to support municipal development and investments in essential public infrastructure. Given the high costs of rapid urbanization and deteriorating environmental and social standards, helping build sustainable urban areas and MMs remains a priority.

In the context of urbanization, the survey participants recognized the need to addressing climate change and implement mitigation measures, also working on enhancing abilities for disaster management at the local level.

**Support local financial management:** fiscal decentralization in Türkiye remains a work in progress; this is recommended area for possible LAR III involvement. A clear definition of municipalities' tasks/ responsibilities ("expenditure assignments") is a crucial first step in fiscal decentralization. But there are also further issues regarding municipalities' revenues and expenditures, such as consolidation of revenues, an objective system for establishing and allocating grants, and municipal property rights and assets. In addition, introducing programme (performance) budgeting will be a significant challenge for all municipalities in Türkiye; the stakeholders expressed the opinion that "LAR III could be a critical support for programme budgeting in Türkiye". However, they recognized that LAR III had completed the first draft document to adapt LG to the new system, and various issues required attention. The challenge is coordinating municipal departments in budget preparation, setting objectives and prioritization. In addition, there is a need to enhance understanding of the difference and specific aspects of results and programme/performance-oriented budgeting vs line-budgeting. Concerning capacity, the partners stated that municipal employees working in the municipal finance units and the municipal budgeting departments would require support. Another LAR III niche is to provide specific assistance to MMs in designing sound and realistic monitoring systems for their performance.

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<sup>28</sup> There are three large MMs, and they have some specific priorities and challenges, different from others. These differences are especially significant compared to those MMs established after 2014.

According to partners, LAR III should engage more actively with public companies (including public utility enterprises and other direct public budget users). The mentioned areas of potential support could be strengthening capacities for professional, transparent and accountable management of public enterprises. In addition, the partners recognized that LAR III could support the inclusion of private sector interests in good and participatory governance. Initial activities could include establishing and strengthening communication, cooperation and participation of the private sector in local decision-making, contributing to greater transparency.

**Improve management of human resources and performance:** municipalities in Türkiye recognized that staff turnover and the insufficient number of qualified employees represent critical challenges for the overall local administration reform and good local governance. Therefore, there is a need to work on a sound human resource management system, in line with the reform priorities. In addition, there is a need to support local authorities to introduce a performance management system, based on HR policies and service delivery standards; and the LAR III could consider this priority.

**Enhance citizens participation:** The LAR III and other UNDP activities (for example, the Civilian Oversight project) have been working on systems and mechanisms for citizens' participation. However, there is a need to encourage broader interest and willingness among citizens to participate in local decision-making processes. For example, it will be essential to engage the public in increasing transparency, accountability and responsibility at the local level.

The partners observed that the involvement of the youth, through participation in local-level activities, has been one of the LAR III advantages. The stakeholders stated that the follow-up initiative could expand by designing a more substantive initiative to activate and involve youth in local/ municipal affairs.

***JC1.5. The extent to which the theory of change applied in LAR III has been relevant to ensuring an adequate approach for supporting an effective, inclusive, accountable and participatory local governance in Türkiye***

**The overall quality of the intervention logic is adequate, as the planned outputs and outcomes are coherent and feasible to reach. Moreover, internal links within elements of the chain of results, activities, outputs and outcomes are satisfactory.** However, the horizontal logic of the logic intervention is weak: the indicators exist at all results levels, but some do not capture LAR III efforts or require comprehensive data collection through surveys from large population groups. Furthermore, the indicators do not have well-established benchmarks. For example, most indicators lack baseline values; this is a critical deficiency, considering that LAR III is a continuation of the previous initiatives that commenced over a decade ago, the baseline data should have been available.

In addition, the targets are poorly formulated: some are unrealistic in terms of scope or the timelines; furthermore, the targets have been set at a future date (i.e., the years 2025 and 2030- eight out of eighteen indicators exceed the duration of the project). In practice, this challenge created difficulties in measuring and reporting against targets during the implementation. This reporting issue remains evident at the end of the LAR III. Therefore, the FEC finds that their usefulness for objective assessment and results reporting is minimal. Generally, the LFM shortcomings limit the (formal) assessment of the targets.

The LAR III Team worked on developing sex-disaggregated indicators during the LFM revision within the Addendum process. As a result, all project reports reflected on gender participation and to some extent on gender transformation.

The FEC overall score on the Relevance criterion: **(HIGHLY) RELEVANT**

## 5.2 Coherence

### EQ2 To what extent is the EU assistance coherent with interventions by other international actors and with other EU interventions in related fields?<sup>29</sup>

#### *JC2.1. Alignment of the objectives/outcomes of the selected Activities with those of other relevant EU policies and funding programmes*

The LAR III represents critical and most important assistance in implementing the new local administration model and ensuring quality services to citizens.

This intervention is generally coherent with other UNDP activities, other international and EU projects in this area. The main implementing actors (UNDP, MoEUCC, MoI and municipalities) ensure coordination and prevent duplication.

Preparation of the Local Administration Reform Action Document set the overall programming framework for the Government of Türkiye and EU support to local administration reform. Under its objective of strengthening the administrative capacity and cooperation between the national and local authorities, this document provided a basis for the new local administration model. The priorities have been to enhance the capacities of metropolitan municipalities, improve delivery of local services and establish an online management information system.

The evaluation finds that the LAR III and its components have been based on this Action Document; hence, this approach contributed to a solid LAR III internal coherence. Still, despite apparent links between Project's components, the LAR III scope has been broad, exceeding the mandate of an external development intervention. For example, the metropolitan municipality model represents a whole new local administration system, and success in its implementation depends on various factors. The primary factor is involvement, relationship and partnership between metropolitan municipalities and national government. It also includes commitment to implementing new legislation, analysing issues, and proposing revisions and adjustments<sup>30</sup>. The evaluation finds LAR III committed to these activities and results, certainly beyond the scope of an external development initiative. Furthermore, LAR III included more than thirty larger-scale actions and high number of sub-activities in various performance areas<sup>31</sup>. This complex Project's nature put additional challenges to ensure coherence and synergies during the implementation. The Project, in partnership with the MoEUCC, mitigated this challenge producing specific action plans under each of its components, elaborating planned tasks, mapping challenges and advantages, actors, and priorities. The Project identified a reference person from each partner's municipalities and their respective departments, ensuring involvement, commitment and interest during the project implementation. The LAR III effectively coordinated activities, and according to the partners, the Project Team has been responsive, organizing needs-based meetings with continued interactions on priority topics.

**Cooperation and coordination with other UNDP activities has been established.** The LAR III is situated in the UNDP Türkiye's Inclusive and Democratic Governance Portfolio, "focusing on governance processes and supporting the development of institutions responsive to citizens' demands and universal norms"<sup>32</sup>. The initiatives within this portfolio supported the relevant institutions "to enable improved access to justice and enhance implementation of local administration reforms in line with the subsidiarity principle". More specifically, the LAR III is part of the key area "Responsive and Accountable

<sup>29</sup> The ToR did not request to consider Coherence as one of the evaluation criteria. However, the FEC provided in the Inception Report that coherence is newly defined OECD DAC criterion, and included it in the report.

<sup>30</sup> Decentralised Governance for Development: A Combined Practice Note on Decentralisation, Local Governance and Urban/Rural Development, UNDP, 2015

<sup>31</sup> Thus, the informants stated that LAR III should have been designed as a multi-annual programme, with various projects/initiatives under its scope.

<sup>32</sup> <https://www.undp.org/turkiye>



Institutions<sup>33</sup>" There was a good level of day-to-day information exchange, coordination, and interaction between the LAR III team and other initiatives within this portfolio.

UNDP Office in Türkiye played an important role in promoting internal coherence, using LAR III to expand activities at the sub-national level. The example could be partnership and cooperation between the LAR III and the project Strengthening the Civilian Oversight of Internal Security Forces Phase III, designed to improve the framework for the accountable and transparent functioning of the Internal Security Forces (ISFs) through civilian and democratic oversight and accountability principles and the involvement of local governance actors in various municipalities. Both initiatives enhanced engagement with citizens and contributed to more effective citizens participation (for the accountable local governments).

**The LAR III team participated in regular UNDP programme meetings, exchanging information and exploring cooperation opportunities<sup>34</sup>.** For example, in July and August 2021, a series of more than two hundred wildfires burnt 1,700 square kilometres of forest in Türkiye's Mediterranean Region in the worst-ever wildfire season in the country's history. LAR III, in close cooperation with the UNDP Climate Change and Environment Portfolio (specifically, the pillar Climate Change and Disaster Resilience), supported the Ministry of Forestry and local authorities to establish preventive fire services. This joint work has been an emergency response to the needs of stakeholders from the national and local levels to cooperate and prepare for disasters. In this context, the LAR III assisted with producing service delivery need standards for the use of municipalities concerning preventive and protective fire services, including emergency response. In addition, cooperation with the Climate Change and Environment portfolio included LAR III's technical support for its members to learn about LG structures and local administration operations. The informants stated that this support enhanced their understanding of local governments, enabling them to advance activities at the local level.

In the context of "localization and nationalization of SDGs", the evaluation finds that the LAR III has been cooperating with the UNDP Accelerator Lab Network in preparing Voluntary Local Reviews. Furthermore, the LAR III has been contributing to the Turkish Court of Accounts to improve SDG auditing.

The LAR III cooperated with UNDP Inclusive and Sustainable Growth portfolio, exchanging information on local service delivery, to improve sustainable economic growth and contribute to the Turkish economy becoming more productive, competitive and resilient.

***JC2.2. Alignment of the objectives/outcomes of the selected Activities with those of other relevant international interventions (e.g., GIZ, UNDP, USAID, SDC, SIDA interventions)***

EU support through UNDP implemented LAR III, remains the most significant to this sector. However, activities of other development partners in local governance, and specifically in reform of local administration in Türkiye, remained limited. In addition to the mentioned UNDP initiatives at the local level, such as the CO III, some development partners are active in the areas of migrations (in addition to UNDP large scale programme for Syrian refugees, GIZ is addressing forced displacement and migration as part of the response to the Syrian Crisis) or broader human rights priorities (Swedish Agency for International Development- SIDA is mainly focused on democratic governance, gender and human rights at the national level).

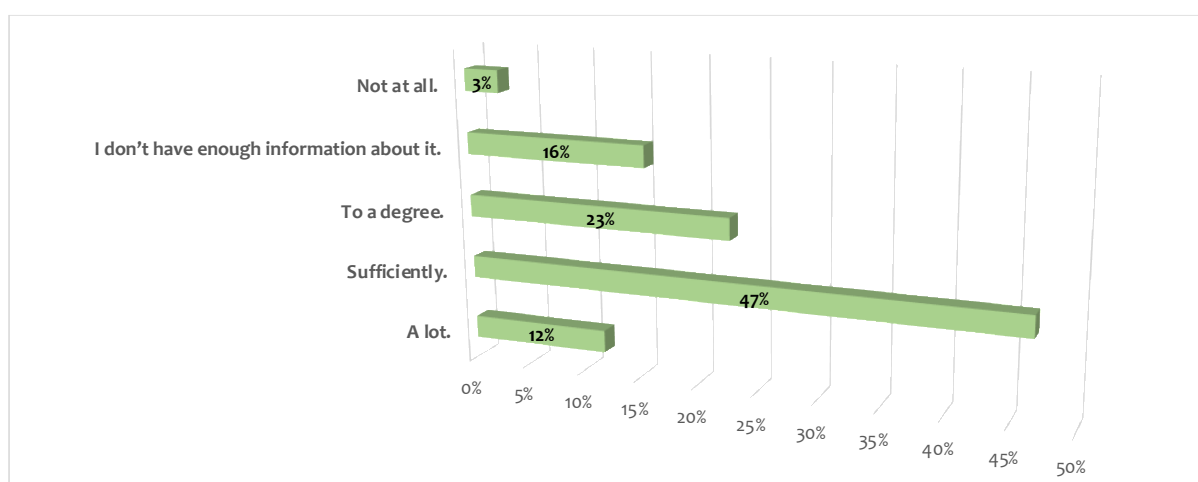
The national stakeholders stated that the LAR III has been generally effective in coordinating activities and including all relevant national and local authorities into project activities

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<sup>33</sup> The other three areas are Rule of Law and Human Rights, Integrated Border Management and Women's Empowerment and Gender Equality

<sup>34</sup> KII notes

**Figure 2 The views on LAR III coordination and cooperation**



Source: results of on-line survey

The FEC finds that 82 % of the survey participants stated that LAR III coordinated activities, with 47% stating it was sufficient and 12% that it was a significant effort. Only three percent expressed negative views regarding LAR III's coordination and cooperation, but they have not justified these views.

The FEC overall score on the Coherence criteria: **HIGHLY SATISFACTORY**

### 5.3 Effectiveness

**Key question 3: Has the LAR III contributed to the attainment of the development of outputs and outcomes initially expected/stipulated in the project document?**

*JC. 3.1. The extent that the project contributed to the attainment of the development of outputs and outcomes initially expected/stipulated in the project document*

The LAR III has been generally effective in achieving development outputs and contributing to the planned outcome

Measured by positive changes in relevant statistical indicators, LAR III has been generally effective in implementing activities and progressing under outputs. Factors such as active dialogue with the GoT/ MoI and MoUECC, quick decision-making procedures, and strong partnership between the LAR III team and national and local authorities contributed to its effectiveness.

LAR III has been active in enhancing the General Directorate of Local Governments (GDLG) MoUECC coordination capacities. However, weak horizontal and vertical policy coordination, limited capabilities of the authorities, political changes and governance challenges, and the absence of a comprehensive local administration reform framework could affect the progress towards the outcome.

**Table 1: Detailed analysis of the LAR III effectiveness**

ANALYSIS OF IMPACT OBJECTIVE	
Overall objective	Indicators (including benchmarks)
<b>Overall objective:</b> To ensure effective, inclusive, accountable and participatory local governance in Türkiye, in particular through support to further implementation on of the	I1. 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.



<p><b>LARs undertaken between 2003-2013, in line with international standards.</b></p>	<p><b>Baselines:</b> <i>The introduction of new metropolitan municipality model in Türkiye</i></p> <p><b>Targets:</b> <i>Competent MMs with principles and standards set by the European Charter of Local Self- governments</i></p>
<p><b>Comments on Impact</b></p>	<p><b>Comments on Indicators (including benchmarks)</b></p>
<p>The LAR III overall objective represents longer-term changes in development conditions of Türkiye, requiring national leadership, partnership and involvement of local authorities, and joint work of other partners.</p> <p>The FEC finds that contribution claim could be established between the LAR III achievements and progress towards more effective, inclusive, accountable and participatory local governance in Türkiye. In this context, the FEC finds that the inputs for improvements of the local governance framework, including preparation of responses for review of policy and legal documents (e.g., standards in critical areas of local governance) are critical. In addition, capacity development support for the development of MMs capacities contributed to more effective and accountable local governance; the results of the survey additionally confirmed this finding.</p>	<p>Despite the weak formulation of this indicator- its wording is more appropriate for an objective the FEC finds that it could effectively measure part of the overall objective. This part relates to the effects of the local administration reform and its alignment with international standards. Still, this indicator does not reflect on critical dimensions under the overall objective, namely, "effective, inclusive, accountable and participatory local governance in Türkiye".</p> <p>The FEC could not find a well-elaborated baseline concerning the achievements of the local administration reform between 2003-2013. The established benchmarks remain relevant concerning the local administration reform. Still, these are only components within a broader reform framework. The proposed sources of verification have been the Congress of Local and Regional Authorities (CLRA), the European Commission (EC) annual reports, and the Results-Oriented Monitoring (ROM) reports. However, these documents have been only partially adequate to validate progress under the overall objective. Monitoring reports of the CLRA of the Council of Europe provided country-level overview of Türkiye's compliance with the European Charter of Local Self Government (ratified by Türkiye in 1992). The review of the MMs is presented under specific articles, but the analysis does not reflect if and to what extent MMs are competent</p> <p>Furthermore, the challenge is that CLRA reports, completed to gauge Türkiye's compliance with the LG Charter, are not released regularly. For example, the FEC finds that one report was released in 2011<sup>35</sup>, the next in 2020<sup>36</sup> and the last in 2022<sup>37</sup>.</p> <p>Another proposed source of verification, the ROM reports, has the role to reinforce results-oriented management and support the monitoring and reporting activities (although external to the Project). Therefore, these reports should verify the status of indicators and achieved progress but could not serve as independent sources to demonstrate the achievement of the overall objective.</p> <p>These findings showed the need for additional indicators, such as perception surveys among the citizens on accountability and responsiveness or competence of local authorities (qualitative indicators). Also, some tailor-made indicators, such as for example Local Transparency</p>

<sup>35</sup> <https://rm.coe.int/local-and-regional-democracy-in-Türkiye-cg-20-6-20th-session-of-the-con/168071a9f7>

<sup>36</sup> <https://rm.coe.int/09000016809c5a58>) and in 2022  
([https://search.coe.int/congress/pages/result\\_details.aspx?objectid=0900001680a5b1d3](https://search.coe.int/congress/pages/result_details.aspx?objectid=0900001680a5b1d3)

<sup>37</sup> [https://search.coe.int/congress/pages/result\\_details.aspx?objectid=0900001680a5b1d3](https://search.coe.int/congress/pages/result_details.aspx?objectid=0900001680a5b1d3)

	Index <sup>38</sup> that was implemented in Serbia could be relevant. Also, certain dimensions of the worldwide governance indicators together with possible proxy references (e.g., mobilization of revenues, implementation of local budgets, etc) could be considered.
<b>Validation of progress towards impact</b>	
<p>Local administration reform includes improvements in institutions, mechanisms and processes through which citizens and their groups can articulate their interests and needs, mediate their differences and exercise their rights and obligations at the local level. The main driving forces for the reform of local governance are many, including the capacity of local actors across all sectors, multiple flows of information, accountability institutions, citizen participation, partnerships among key actors at the local level, and a pro-poor orientation.</p> <p>The LAR III followed these "driving forces" and mainstreamed international standards under the Charter on Local Self-Governments while supporting local administration reform. The LAR III's areas of intervention (Effective Local Service Delivery; Capacity Building for New Metropolitan Municipality and Online Management Information Systems Installed and Updated) have been and remained highly relevant to implementing the new local administration model in line with principles of democratic governance. Furthermore, the local administration reform, developing and strengthening of the administrative capacity and cooperation between national and local authorities have been stated reform priorities of Türkiye (as reflected in various policies and strategies).</p> <p>Still, the FEC finds that Türkiye is not progressing with improvements to the existing local self-government system. The CLRA report underlined a strong interest in local self-government among the citizens, stating that turnout in the (2019) local elections reached an impressive 84%, one of the highest among the Council of Europe member States. However, the report notes a generally critical situation, with limited progress in implementing Congress Recommendation 397(2017) on the status of local elected representatives in Türkiye, also emphasizing other challenges (for example, the provincial electoral administration's refusal to grant the required certificate of elections to several elected candidates). In addition, the report recognized challenges for ensuring local governments' independence, recognizing the (appointed) governor's function as a chairman of the provincial executive committee and administrative tutelage over the activities of local governments are contrary to the spirit of the Charter. Also, the CLRA report provided that the state is overregulating and intervening in the planning decisions of local authorities. Finally, the report recognized the limited capacity of local authorities to determine the rate of local taxes, highlighting that a large proportion of local revenues (more than half) still comes from the State budget. These facts indicate that the financial autonomy of local authorities remains limited. This CLRA report and the EC Progress Reports highlighted some of the politically sensitive topics that affect local governance in Türkiye, especially concerning locally elected candidates and the measures that the national authorities are imposing to limit independence of local self-governments. In response to the 2021 EU country report, the Government of Türkiye did not accept "the unfounded claims and unjust criticism"<sup>39</sup>, in particular concerning "governmental and political system, fundamental rights, certain court rulings/administrative decisions as well as our fight against terrorism"<sup>40</sup>. The controversial issues, according to the Government, cannot be assessed without taking into consideration the specific conditions of Türkiye<sup>41</sup>.</p>	
<b>ANALYSIS OF SPECIFIC OBJECTIVE</b>	

<sup>38</sup> Local Transparency Index- LTI was measured by questionnaire with 87 Y/N questions, indicating existence of good regulations and practices from several areas (transparency of local assembly and mayor's work, budget, citizens friendly local administration, free access to information, public procurement, information booklet, public utility enterprises and public institution's transparency, public debates, public competitions, plans and reports, anticorruption mechanisms etc). More details <https://www.transparentnost.org.rs/index.php/en/oldprojects/local-transparency-index-lti>

<sup>39</sup> No: 351, 19 October 2021, Press Release Regarding the 2021 Country Report on Türkiye by the European Commission, [https://www.mfa.gov.tr/no\\_-251\\_-avrupa-komisyonu-2021-turkiye-raporu-hk.en.mfa](https://www.mfa.gov.tr/no_-251_-avrupa-komisyonu-2021-turkiye-raporu-hk.en.mfa)

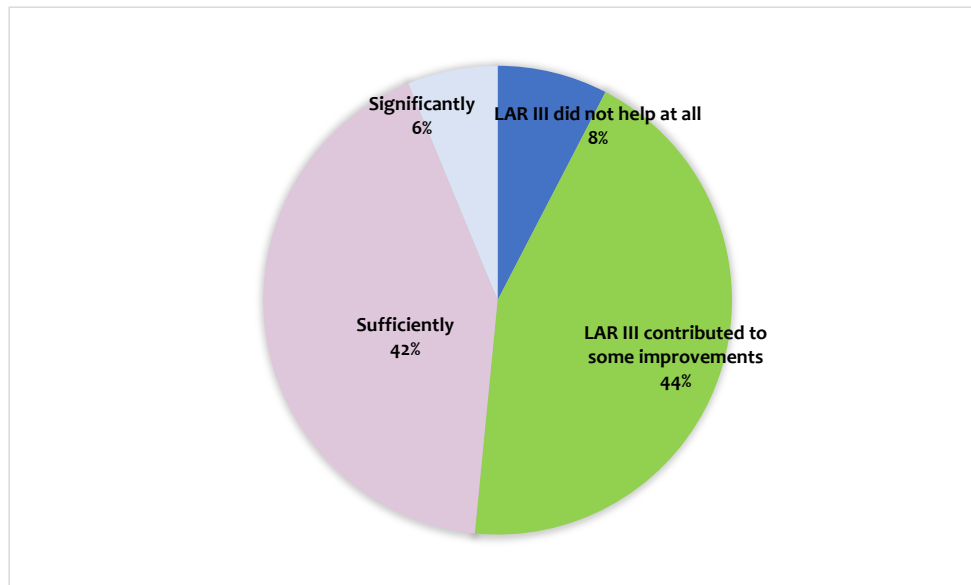
<sup>40</sup> Ibidem, No: 351, 19 October 2021,

<sup>41</sup> The Government stated that "disregarding the challenges faced by Türkiye and threats posed by terrorist organisations such as PKK/PYD/YPG, FETO and DAESH, serves no purpose other than satisfying anti-EU and anti-Türkiye radical circles in Europe"- No:351.

Specific objective	Indicators and benchmarks
<p><b>Specific objective:</b> 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.</p>	<p><b>SOI1:</b> Number of municipalities in which the new model of local administration is implemented  <b>Baselines:</b> 30 MMs implement the new model  <b>Targets:</b> Fully capacitated MMs to function in line with principles of democratic governance.</p> <p><b>SOI2:</b> Level of satisfaction of local administration services users in municipalities benefiting from the assistance.  <b>Baselines:</b> Not available  <b>Targets:</b> Not specified</p>
Comments on Specific Objective	Comments on Indicators and benchmarks
<p>The FEC finds that the LAR III specific objective is a development goal: a long-term objective that the Project aims to achieve in synergy with other development interventions. Practically, the LAR III specific objective answers the question if the national partners have enhanced abilities to perform tasks differently and if the Project contributes to these improvements. Various examples of "doing things differently" exist. For example, the Project supported the General Directorate for Local Administration in organizing and delivering services. Also, the targeted MMs have improved human resources policies and enhanced capacities for providing "different" standardized and improved services (e.g., health services, agriculture, transport).</p> <p>Despite these examples, the FEC finds that the LAR III specific objective exceeds the scope of external intervention. Ensuring effective implementation of the new local administration model in line with a principle of democratic governance is a clear responsibility of national authorities. It requires a strong commitment of the national and local level stakeholders and a well-planned reform approach.</p> <p>Furthermore, the FEC finds that this is a composite objective. The first component is related to the need to develop and strengthen the administrative capacity of the national and local authorities. The second component strives to ensure improved cooperation among these authorities/ stakeholders. Finally, the last part focuses on implementing the new local administration model in line with principles of democratic governance.</p>	<p>The FEC finds that the specific objective indicators are inadequate to measure its progress. For example, the number of municipalities that have adopted and implemented a new model of local administration could probably serve as a solid result indicator. However, this indicator could not measure the main dimensions/ components of the LAR III specific objective (e.g., strengthened or developed capacities; cooperation abilities).</p> <p>This indicator could not measure the "effective implementation of local administration model". Moreover, the FEC could not validate the target "to ensure fully capacitated MMs to function in line with principles of democratic governance". The Project document did not explain the actual meaning of fully capacitated MMs.</p> <p>The SOI2 intends to measure citizens/ beneficiaries' satisfaction with local services. Although highly important, this indicator does not directly relate to "developed or strengthened administrative capacities". However, it is hard to attribute citizen satisfaction from services to LAR III, as the Project is primarily a legislative and capacity development initiative for local governments. Thus, the benefits to citizens can only occur in the long run and indirectly.</p>
<p><b>Validation of progress under the Specific objective</b></p>	
<p>The primary and secondary sources indicate that LAR III have been active in developing and strengthening the administrative capacity and cooperation of the GoT and its ministries with local authorities in ensuring the effective implementation of the new local administration model in line with principles of democratic governance. More details are provided in the various parts of this report.</p>	

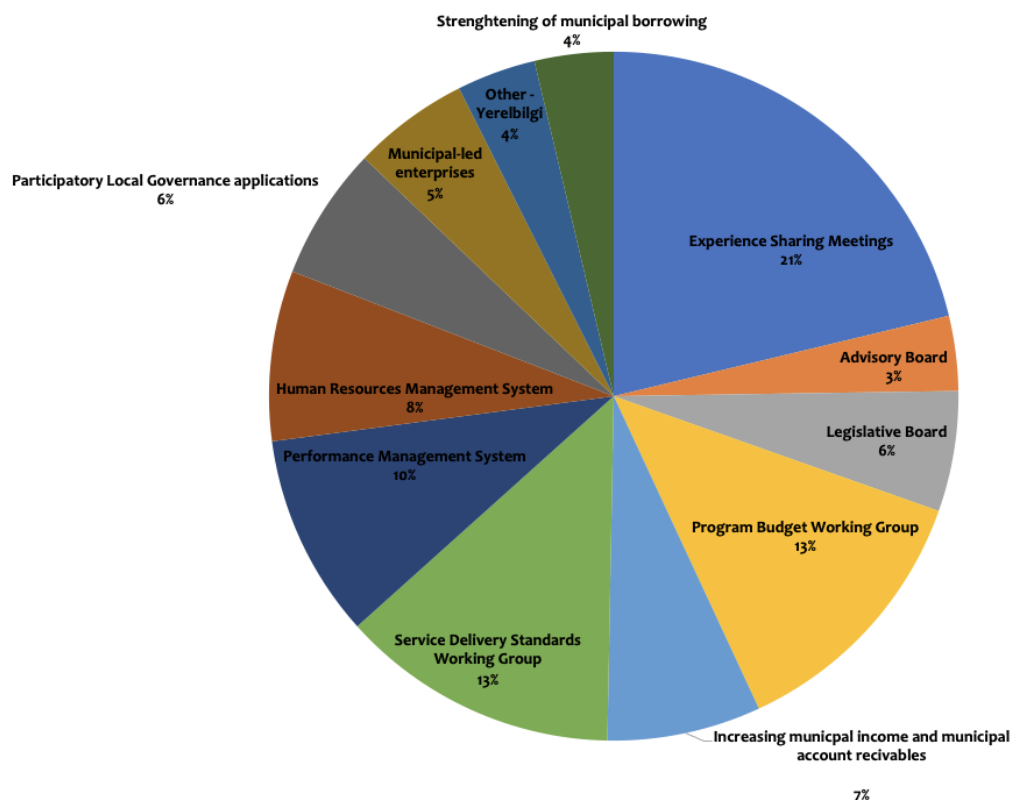
The FEC finds that the stakeholders recognized the LAR III importance for the development of local governance and reform of local administration in Türkiye.

**Figure 3 Improvements of capacities through the LAR III support**



Practically, nearly a half of the survey participants (48%- out of which 6% stated that LAR III enhanced their capacities significantly, while 42% sufficiently) and 44% stated that LAR III contributed to some improvements.

**Figure 4 Participation in LAR III activities**



Concerning participation in the LAR III activities (Figure 4), the majority benefited from experience sharing meetings (31%), participation in the Program Budget and Service Delivery Standards Working Groups (13% respectively). Also, the participants participated in activities related to performance management (10%) and human resource management (8%) systems.

The survey indicates that the majority of 364 participants are familiar with the LAR III- as 43 (12%) stated that they are very familiar and 194 (54%) familiar, while 40 (11%) are not familiar with the Project. However, a total of 71% participated in LAR III activities (259 out of 364 survey participants), showing that some of the survey participants have not participated in the Project activities, but they have been informed/ aware of this initiative.

## ANALYSIS OF OUTPUTS

### Component 1: Effective Local Service Delivery

Output 1	Indicators and benchmarks
<b>Output 1: Administrative and operational capacities for efficient provision of local services enhanced</b>	<p><b>OT1-I1:</b> Recommendation reports on legislative changes for effective local service delivery prepared.</p> <p><b>Baselines:</b> N/A</p> <p><b>Targets:</b> At least 10 recommendation reports prepared on legislative changes for effective local service delivery by the end of the project</p> <p><b>OT1-I2:</b> Percent of local authorities in implementing developed standards and principles on human resources management</p> <p><b>Baselines:</b> There is limited and non-functional principle/ standards in human resources management</p> <p><b>Targets:</b> At least 20% of local authorities implemented standards and principles on human resources management by the year 2030</p> <p><b>OT1-I3:</b> Number of municipalities whose level of awareness on the work and responsibilities of local authorities born by EU Acquis increased.</p> <p><b>Baselines:</b> There is limited awareness/knowledge on localizing EU Acquis and its impact on changing roles of local administrations</p> <p><b>Targets:</b> At least 15 municipalities level of awareness increased on the work and responsibilities of local authorities born by EU Acquis on selected chapters by the end of the project.</p> <p><b>OT1-I4:</b> Level of implementation of the legislation on local authorities.</p> <p><b>Baselines:</b> 0</p> <p><b>Targets:</b> At least 20% of the legislative measures targeted in strategic plan of MoI<sup>42</sup> and MoEUCC achieved through the project by the year 2030.</p>

### Progress towards outputs

The FEC analyzed progress under outputs following indicators, and benchmarks (baselines and targets) from the original logical matrix, and using various primary and secondary sources to validate progress.

**Otl1: The LAR III has been effective in preparing recommendations on legislative changes for effective local service delivery, as fifteen analytical and recommendations reports under Output 1 have been completed (exceeding the initially defined target of ten).**

The FEC had access to all the reports that LAR III produced and provided a brief overview of some of the examples:

<sup>42</sup> Strategic Plan of MoI is no longer relevant since local administrations are under the jurisdiction of MoEU since the presidential system in Türkiye

- a. The report "Strengthening the local system of local authorities in Türkiye- Comparative Assessment and Recommendations" was designed to support the drafting of legislation. This document evaluated Türkiye's borrowing practices and loan system and compared the findings with the municipal borrowing practices in five European Union member countries.
- b. The report "Increasing Local Administration Revenues in line with European Union Country Experiences" presents a comparative assessment and recommendations for improvements in local revenues. This Report elaborated on the position and service-provision liabilities of the municipalities in Türkiye from a general administrative perspective and the source of their financial base. The Report continued by exhaustively analyzing municipal revenues within the scope of baseline analysis. It also provided experience of selected EU countries presenting local administration revenues and relevant practices. Finally, the document prepared comprehensive proposals concerning municipal own-source revenues and the allocation mechanisms of shared revenues.
- c. The report "Comparative Assessment and Recommendations for Strengthening the Municipal Business License System of Municipalities in Türkiye" provides a comparative assessment of business license systems in ten EU countries and the legal analysis and findings concerning the business licensing system in Türkiye. The Report provides general and specific recommendations for the legal and the overall system improvement in Türkiye.
- d. The "Comparative Assessment Report on the loan-taking aspects of the municipal loan system and the Recommendations report on strengthening the debt system of local authorities" provide a comparative assessment of business license systems in ten EU countries, comparing it with the system in Türkiye. In addition, these documents provide recommendations for legal and administrative improvements to Türkiye's business license system.
- e. The report "Developing a Comparative Assessment on Effective Collection of Municipal Accounts Receivable" provides a comparative assessment of the effective collection of municipal accounts receivable, a relatively lesser-known area in Türkiye's municipal financial management system. The Report analyzes the problems encountered by municipalities in collecting their revenues, i.e. taxes, charges and other receivables and explores possible solutions. The Report evaluated the legislative provisions and conducted interviews to assess the daily practices of municipalities of different sizes in Türkiye and other countries.
- f. The report "Recommendations for Improving the Legislative Framework Regulating Municipal-led Enterprises in Türkiye" provided proposals for improving their overall legislative and functional framework. The document considered examples of good practices in Europe. In addition, the Report analyzed the functioning of municipal enterprises and their internal structure. It also included a review of management and governance structures, relations with the municipality and other municipal facilities and affiliates, the private sector, universities and NGOs. The Report provided sixteen recommendations in the critical performance areas.
- g. The report "Current situation analysis and Recommendations for developing service standards to ensure metropolitan municipalities and districts use 10% of their investment budget for infrastructure works in rural areas"
- h. The Project prepared the Report on Standards and Principles for the Establishment of an Effective System of Human Resources Management in Local Administrations (more details under Ot12).
- i. The report Recommendations to Improve Legislative Framework Regulating Water and Sewerage Administrations in Türkiye analyzed various laws regulating water and sewerage services in Türkiye, also highlighting some gaps in their implementation. The analysis reflects on the challenges to harmonizing this system with the EU Acquis regarding legislation, implementation and investment. The study serves to prepare proposals for developing a legislative draft that regulates the legal and institutional structure of Water and Sewerage Administrations to achieve adequate water and sewerage services in line with the EU acquis.
- j. In addition, the Project prepared recommendations for the development of a secondary legislation (regulation) for honours and ceremonies arranged by local authorities. The Project also prepared the Regulation on Representation, Hospitality and Ceremony Expenditures from the Municipality Budget.
- k. The Project prepared the "Comparative Assessment Report on the Impact Born by Localizing EU Acquis on the Work and Responsibilities of Local Authorities in Türkiye" (more details under the Ot13).



**Otl2. The LAR III has been effective in implementing developed standards and principles on human resources management. However, the target (of 20% local authorities implementing standards and principles on human resource management is planned by 2030. Thus, the target is irrelevant as a reference, being outside of the Project's timeframe.**

The Project worked on principles and standards for an adaptable human resources management system to facilitate quality services at the local level. The initial stage has been the preparation of the Report on Standards and Principles for the Establishment of an Effective System of Human Resources Management in Local Administrations. This Report includes chapters on development and improvement areas in human resources management (HRM) identified in local administrations and proposes a conceptual framework for the Principles and Standards. In addition, it provides recommended human resources principles and standards in local administrations, examples and methods of application from EU countries. Finally, the Report highlights the administration's role in applying these standards.

The FEC finds that proposed standards and principles on human resource management are generally suitable for legislative amendments. Therefore, the national stakeholders are positive about legislative changes; furthermore, upon approval of the legislation, all municipalities will adopt these standards

**Otl3: The Project exceeded planned target (15 municipalities) concerning the number of municipalities with increased level of awareness on the work and responsibilities of local authorities born by EU Acquis.**

The Project prepared the "Comparative Assessment Report on the Impact Born by Localizing EU Acquis on the Work and Responsibilities of Local Authorities in Türkiye<sup>43</sup>". The document examines service quality and service efficiency-related directives with particular emphasis on reviewing country practices in the following chapters: Chapter 12: Food safety, veterinary and phytosanitary policy Food safety; Chapter 19: Social policy and employment - Social inclusion and social protection; Chapter 27: Environment -Solid waste and noise pollution and Chapter 32: Financial control

Based on this analysis, the LAR III prepared a comprehensive Manual for municipalities' alignment with the EU Acquis in selected chapters- food safety, social policy, domestic waste and noise pollution and financial control. This manual serves as strategic reference material and a guide for municipal actions to review their activities related to the specific chapters and increase service quality and efficiency according to the EU Acquis and provisions

The LAR III approach to preparation of this document has been comprehensive and participatory; the FEC finds that ten municipalities participated in EU acquis fact finding mission in August 2019 and 20 municipalities have attended the two 2-day workshops on EU Acquis chapters (the participants to the fact-finding mission were also included in these workshops), having the opportunity to discuss the acquis adaptation with relevant staff of central bodies. Practically, at least 20 municipalities' level of awareness increased on the work responsibilities of authorities born Acquis and local by EU. In addition, the Report and Manual would be useful for all municipalities in Türkiye to enhance level of awareness on the work and responsibility of local authorities vis-à-vis EU Acquis.

**The FEC finds that the LAR III has been effective, measured by the Otl4, on the level of implementation of the legislation on local authorities. However, the formal validation of the target's achievement was not possible, as it is far beyond the Project's timeframe.**

The reports presented under the Otl1 served as the basis for legislative changes. These legislative measures are on "the loan system of local authorities (d)", "regulation for business licenses(c)", "infrastructure works in rural areas(g)", "collection of municipal accounts receivables (e)", local service delivery standards in "transportation services, rural services, care (early childhood, elderly care) and fire services (k).

The MoEUCC recognized the importance of these legislative measures for the local governance development in Türkiye and proceeded with implementation (although they were not directly linked with the MoEUCC Strategic Plan 2018-2022)

## Component 2: Capacity Building for New Metropolitan Municipality Model and Inclusive Local Governance Processes

Outputs 2, 3 and 4

Indicators and benchmarks

<sup>43</sup> [https://www.lar.org.tr/wp-content/uploads/2022/02/A.1.1.13.-AB-Muktesebati-El-Kitabi\\_en.pdf](https://www.lar.org.tr/wp-content/uploads/2022/02/A.1.1.13.-AB-Muktesebati-El-Kitabi_en.pdf) and [https://www.lar.org.tr/wp-content/uploads/2022/02/A.1.1.13.-AB-Muktesebati\\_KDR\\_en.pdf](https://www.lar.org.tr/wp-content/uploads/2022/02/A.1.1.13.-AB-Muktesebati_KDR_en.pdf)

<p><b>Output 2: Administrative and operational capacities of the local authorities for the implementation of new Metropolitan Municipality Model strengthened</b></p>	<p><b>OT2.-I1.</b> Realization of the modelling for efficient implementation of new Metropolitan Municipality Law in % of MMs.</p> <p><b>Baseline:</b> 0</p> <p><b>Target:</b> Realization of the modelling for efficient implementation of new Metropolitan Municipality Law in 30% of MMs by the year 2030.</p> <p><b>OT2.-I2.</b> Number of joint platforms among the MMs.</p> <p><b>Baseline:</b> no joint platforms</p> <p><b>Target:</b> At least 5 joint platforms established among the MMs by the year 2025</p> <p><b>OT2.-I3.</b> Number of relevant staff of municipalities and staff of Mol/GDPA &amp; MoEUCC/ GDLA benefited from customized General Management and Job Skills Training and distance learning modules prepared by the end of the project.</p> <p><b>Baseline:</b> No training organized by MoEUCC</p> <p><b>Target:</b> 10% staff of municipalities and staff of Mol/GDPA &amp; MoEUCC/ GDLA benefited from customized General Management and Job Skills Training and distance learning modules prepared by the end of the project.</p>
<p>The FEC could not verify the realization of the modelling for efficient implementation of the new Metropolitan Municipality Law, as the target (30% of MMs following efficient implementation by the year 2030) cannot be measured within the duration of the LAR III project. Also, it is not clear the actual "realization" and "efficient implementation" means in this context. The FEC finds various aspects of the MM Law that LAR III supported; however, this indicator did not capture the exact LAR III areas of interventions and its results.</p> <p><b>The LAR III has exceeded planned number of joint platforms (planned 5) among the MMs (OT2 I2), organizing more that 70 various experience-sharing events.</b> The initial LAR III Description of the Action planned to match the existing with new MMs through joint ("collaborative") platforms to enable horizontal knowledge sharing and learning from each other. However, the time between adopting the MM Law and starting the LARIII enabled municipalities to gain experience in MM management. Still, the LAR III identified some (most common) challenges and successes in MM management. Thus, the Project facilitated "communities of practice", gathering municipalities best in their respective fields. In practice, municipalities reported that LAR III organized experience-sharing meetings. This support enabled sharing of various best practices, resulting in more than 70 experience-sharing platforms. These efforts allowed the participation of more than 3,000 representatives from different MMs and district municipalities, CSOs and citizens' assemblies. Furthermore, the Project is working on a digital experience-sharing platform to ease communication flow among municipalities and enhance knowledge and experience sharing.</p> <p><b>The LAR III has been highly effective in delivering various training programs; however, the indicator OT2I3 and the target have not been relevant.</b> According to the LAR III desk materials, the Project delivered more than forty training programs, involving nearly four thousand participants. In addition, the LAR III strived to ensure gender parity with 40% female and 60% male; these figures are satisfactory considering the disproportion between female and male employees in municipalities in Türkiye.</p> <p>Still, the FEC finds that the indicator OtI3 and the target to train ten per cent of relevant staff of municipalities and Mol/GDPA &amp; MoEUCC/GDLA is inadequate. These institutions have many employees, but LAR III targeted specific groups of municipal employees, involved in the main LAR III areas of intervention.</p>	
<p><b>Output 3 Institutional capacity of the local authorities in terms of service delivery and adoption of the principles of democratic governance enhanced</b></p>	<p><b>OT3I1:</b> Development and adoption of local service delivery standards.</p> <p><b>Baseline:</b> 0</p>



	<p><b>Target:</b> Development and adoption of 5 local service delivery standards in 30% of the MMs by the year 2030</p> <p><b>OT3I2:</b> Development of legislative and policy measures for adoption of democratic governance principles</p> <p><b>Baseline:</b> Law and regulation on city councils</p> <p><b>Target:</b> A comprehensive recommendation report on legislative framework developed by the end of the project</p> <p><b>OT3I3:</b> Adoption of a model for participatory local governance for % of MMs.</p> <p><b>Baseline:</b> 0</p> <p><b>Target:</b> A model for participatory local governance adopted by at least 60% of MMs by 2030.</p>
<p><b>The LAR III has effectively developed local service delivery standards in five service areas, and the Project started pilot activities in ten MMs to apply these standards.</b> These five service areas that LAR III considered are: i) Elderly Home Care Service Delivery Standards<sup>44</sup>; ii) Public Health Service Delivery Standards<sup>45</sup> ; iii) Agricultural Support Service Delivery Standards<sup>46</sup> ; iv) Public Health in Public Transportation Systems Service Delivery Standards<sup>47</sup> and v) Fire Service Delivery Standards<sup>48</sup>. In addition, the LAR prepared analysis and report on Standards and Principles for the Establishment of an Effective System of Human Resources Management in Local Administrations.</p> <p>The FEC finds that LAR III followed a comprehensive approach in defining standards. Namely, for each of the targeted areas, the LAR III prepared comparative analysis of the EU experience in the respective performance areas together with detailed analysis of the situation among the MMs in Türkiye. These analytical documents served to define standards, the minimum targets established for a specific field and aimed to be achieved. The LAR III experts considered several fundamental considerations in setting the standards: 1) Norms to help establishing the framework of standards, 2) rights-based service delivery approach and 3) constraints, including budget, which municipalities face.</p> <p>The collected data indicate these ten municipalities would adopt the proposed performance standards. Concerning the target, it has been set (yet again) beyond the Project's timeframe. Despite this issue, the LAR III met the target reaching 33% (ten out of 30 MMs adopted standards). The FEC finds high commitment among the municipalities in the respective areas of work, and expectations that the standards will “ensure continued and high-quality services<sup>49</sup>”. Furthermore, they expect that the Turkish Standards Institute will adopt these standards as national benchmarks, for all municipalities in the country.</p> <p>The Project has generally been effective in developing legislative and policy measures for adopting democratic governance principles (OT3I3); these efforts included comprehensive recommendation reports on (improving) legislative framework. For example, LAR III prepared a Policy paper on reforming the Local Government Electoral System and strengthening municipal councils. This document evaluates the alternatives related to diversification and enrichment of the participation of neighbourhoods with other local administration units in local administration decisions. The document assessed and provided recommendations on the following key topics: i) Reform of local government election system; ii) Empowerment of the municipal council and councillors; iii) System of neighbourhood management and representation; iv) Citizen's participation opportunities and relationships with the municipal institutions and v) Functioning and representation of the metropolitan cities. The analysis provided suggestions on the</p>	

<sup>44</sup> [https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-EvdeYasliBakimHz\\_MDA\\_EN.pdf](https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-EvdeYasliBakimHz_MDA_EN.pdf) and [https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-EvdeYasliBakimHz\\_KDR\\_EN.pdf](https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-EvdeYasliBakimHz_KDR_EN.pdf)

<sup>45</sup> [https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-Halk-Sag%CC%86lig%CC%86i\\_MDA\\_EN.pdf](https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-Halk-Sag%CC%86lig%CC%86i_MDA_EN.pdf) and [https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-Halk-Sag%CC%86lig%CC%86i\\_KDR\\_EN.pdf](https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-Halk-Sag%CC%86lig%CC%86i_KDR_EN.pdf)

<sup>46</sup> [https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-Tarimsal-Destek-Hzm\\_MDA\\_EN.pdf](https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-Tarimsal-Destek-Hzm_MDA_EN.pdf) and [https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-Tarimsal-Destek-Hzm\\_KDR\\_EN.pdf](https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-Tarimsal-Destek-Hzm_KDR_EN.pdf)

<sup>47</sup> [https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-Toplu-Tasimada-Halk-Sagligi\\_MDA\\_EN.pdf](https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-Toplu-Tasimada-Halk-Sagligi_MDA_EN.pdf) and [https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-Toplu-Tasimada-Halk-Sagligi\\_KDR\\_EN.pdf](https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-Toplu-Tasimada-Halk-Sagligi_KDR_EN.pdf)

<sup>48</sup> [https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-ItfaiyeHz\\_MDA\\_EN.pdf](https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-ItfaiyeHz_MDA_EN.pdf) and [https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-ItfaiyeHz\\_KDR\\_EN.pdf](https://www.lar.org.tr/wp-content/uploads/2022/06/A.2.2.1-ItfaiyeHz_KDR_EN.pdf)

<sup>49</sup> Results of the focus groups discussions

representation of women and youth, expanding the potential candidate pool, primary elections, preferential voting, quota candidacy and electoral threshold. In addition, a new representation model has been proposed, which provides a fairer representation of the districts in the metropolitan municipal councils.

There are also other inputs for legislative and policy measures under the good governance framework. The LAR III prepared a “Comparative Assessment Study on Functioning of the Local Authorities”, focusing on five municipal service areas: 1) Household waste management, 2) Local public transportation, 3) Fire services, 4) Early childcare and 5) Adults with disabilities. The selections were based on a joint meeting with the Consultative Group of Local Authorities (CGLA) and the Support Group on Legislation Drafting Process (SGLDP); these stakeholders were also discussing the draft document. The purpose of the comparative study is to provide an overview of the service areas in Türkiye compared to selected EU Member States, which, combined with the workshop outcomes, could offer an indicative direction of the work on service standards within LAR III<sup>50</sup>.

Furthermore, this report highlighted other inputs for legislative changes, such as under Output 1 "the loan system of local authorities (d)", "regulation for business licenses(c)", "infrastructure works in rural areas(g)", "collection of municipal accounts receivables (e)", local service delivery standards in "transportation services, rural services, care (early childhood, elderly care) and fire services (k).

**Output 4 Public awareness on urbanization enhanced through institutional and individual capacity**

**OT4I1:** Nr of social service experts in municipalities benefitted from the trainings and concerned distance learning modules prepared.

**Baseline:** 0

**Target:** At least 350 staff of social service experts in municipalities benefitted from the trainings and concerned distance learning modules by the end of the project.

**OT4I2:** Percent of relevant staff of selected MMs benefitted from all the trainings.

**Baseline**

**Target:** At least 20% relevant staff of selected MMs benefitted from all the trainings by the end of project

**The LAR III has been effective under Output 4 and enhanced awareness on urbanization. The Project exceeded targeted numbers- 350 staff- social service experts in municipalities that benefitted from the trainings and distance learning modules.**

The Project has been working on designing and implementing capacity development programs on urban awareness- the situation assessment has been organized<sup>51</sup> and followed by the needs assessment as the main approach in identifying gaps in delivering required services<sup>52</sup>.

these efforts included the staff of Women Centres, Child Development Centres and other relevant social service units. The LAR III training modules, five in total, targeted the employees of women, children, youth, elderly and disabled care centres. Thus, the LAR III exceeded the planned target (350 staff of social service centres) as nearly 500 people participated in the online trainings via the zoom application. Furthermore, more than 450 users benefited from the online training materials via YouTube. The distribution of the participants is 70% female and 30%, male.

The Project implemented activities for capacity development on urban awareness for selected staff of MMs. The LAR III designed a training module targeting the relevant staff of municipalities. According to the available data, this training module delivered online through the Zoom application involved 418 participants (through five roll-outs). In addition, 75 users followed online training on YouTube. The data shows that participants have been 65% females and 35% males.

**The LAR III has been highly effective in delivering various training programs; however, the indicator OT4I2 and the target have not been relevant.** The FEC finds that the LAR III followed a systemic approach to

<sup>50</sup> [https://www.lar.org.tr/wp-content/uploads/2022/02/A.1.1.14.-Yerel-Yonetimlerin-Isleyisi\\_KDR\\_en.pdf](https://www.lar.org.tr/wp-content/uploads/2022/02/A.1.1.14.-Yerel-Yonetimlerin-Isleyisi_KDR_en.pdf)

<sup>51</sup> [https://www.lar.org.tr/wp-content/uploads/2022/02/A.2.3.1.-Anket-Raporu\\_en.pdf](https://www.lar.org.tr/wp-content/uploads/2022/02/A.2.3.1.-Anket-Raporu_en.pdf)

<sup>52</sup> [https://www.lar.org.tr/wp-content/uploads/2022/02/A.2.3.1.-Ihtiyac-Degerlendirme-Raporu\\_en.pdf](https://www.lar.org.tr/wp-content/uploads/2022/02/A.2.3.1.-Ihtiyac-Degerlendirme-Raporu_en.pdf)

capacity development and training. This process started with a training needs assessment<sup>53</sup> to design the modules of Overall Management and Job Skills to be used by MoEUCC General Directorate of Local Governments (GDLG). The objective is the strengthening of administrative and operational capacities of new metropolitan municipalities after the implementation of New MM Model. Specifically, this activity was designed to identify the emerging training needs of managers and councillors in MMs and metropolitan district municipalities (MDMs) within the framework of local administration reforms and plan training efforts for this purpose. The TNA report identified various training topics in the core areas, such as Human Resource Management, e-Municipality; Urban Planning; Land Development Planning; Participatory Democracy; Project Preparation; Procurement; Education Services; Culture, Arts and Tourism. According to the LAR III desk materials, the Project delivered more than forty training programs, involving nearly five thousand participants. In addition, the LAR III strived to ensure gender parity with 40% female and 60% male; these figures are satisfactory considering the disproportion between female and male employees in municipalities in Türkiye.

Still, the FEC finds that the indicator OtI3 and the target to train 20 per cent of relevant staff of municipalities and Mol/GDPA & MoEUCC/GDLA is inadequate. These institutions have many employees, but LAR III targeted specific groups of municipal employees, involved in the main LAR III areas of intervention.

The FEC finds that availability of distance learning opportunities for municipal staff is ensured; thus, the employees from municipalities in Türkiye can continue benefiting from the assistance.

**Output 5: Efficiency of the local services enhanced through online management systems**

**OT5I1** Percent of local services can be monitored and evaluated through on- line management systems

**Baseline:** 0

**Target:** At least 50% of local services monitored and evaluated through on- line management systems of MoEUCC by the year 2030.

**OT5I2** Development of a software system for monitoring of the progress against the implementation of reforms in local administration by the end of the project

**Baseline:** no system available

**Target:** A software system for monitoring of the progress against the implementation of reforms in local administration developed by the end of the project.

**OT5I3** Percent of increase in the application of the on-line management systems

**Baseline:** 0

**Target:** 90% of the MMs and 50% of provincial and district municipalities use the updated YERELBILGI system to collect, analyse data on local service delivery by the year 2030.

**OT5I4** Percent of increase in citizen satisfaction in municipal services due to enhanced efficiency

**Baseline:** no baseline

**Target:** 15% increase in citizen satisfaction due to enhanced efficiency in municipal services by the year 2030.

**OT5I4** Number of relevant staff of GDPA/Mol and GDLA/MoEUCC benefited from customized trainings on data management and business intelligence systems

**Baseline:** 0

<sup>53</sup> The results of the Training Needs Assessment are available at the link [https://www.lar.org.tr/wp-content/uploads/2022/02/A.2.1.4.-Egitim-Ihtiyac-Analizi-Raporu\\_en.pdf](https://www.lar.org.tr/wp-content/uploads/2022/02/A.2.1.4.-Egitim-Ihtiyac-Analizi-Raporu_en.pdf)

	<p><b>Target:</b> At least 150 relevant staff of GDPA/MoI and GDLA/MoEUCC benefited from customized trainings on data management and business intelligence systems by the end of the project.</p>
<p><b>The LAR III has been highly effective in supporting development of a software system for monitoring of the progress against the implementation of reforms in local administration</b></p> <p><b>YERELBİLGİ aims to provide information on local administrations, special provincial administrations, their corporations, municipalities and corporations belonging to municipalities, district governorates, villages, and associations through a single database.</b> In addition, it should make comparisons with other local administration units to improve local administration's management and services, ensure accountability and transparency, and provide public scrutiny through the data presented to citizens. With regards to the implementation of YERELBİLGİ, especially after the system transferred to MoEUCC, it was found out that there are areas that need fundamental improvements to function effectively and respond to the new challenges faced in its implementation. The LAR III assisted in updating the YERELBİLGİ system to become a comprehensive and consistent integrated platform addressing the operational information needs of MoEUCC and facilitating the policy analysis for improving the performances of municipalities. The main features are: i) Collect data from the local authorities in the scope of YERELBİLGİ; ii) Upload data from other data sources (particularly central government databases through web services or manually); iii) Analyze the data collected, create performance dashboards, graphics, tables etc. and report within the Ministry, share reports and findings with local administrations and related stakeholders, and publish on the web interface for citizen access and iii) Control validity and reliability of the data.</p> <p>The YERELBİLGİ is likely to achieve planned targets concerning monitoring and evaluating local services</p> <p>The LAR III proposed two sets of categories for indicators related to the municipalities and the cities. The first set is related to municipalities' fields of activity. According to the Strategic Planning Guideline for Municipalities published in 2019, municipalities must classify all their fields of action following the legislative analysis of their duties, powers and responsibilities. This set contains 20 titles, which could be combined and reduced<sup>54</sup> The second set is the indicator categories of ISO 37120 - City services and quality of life<sup>55</sup>, established as the standards of sustainable cities and communities. Thus, considering these two large areas, LAR III proposed 288 indicators in total for YERELBİLGİ. MoEUCC went through this list and prepared an initial 30 forms on financials, personnel, vehicles, social services, green areas, bicycle roads, public transportation, elderly care, and illegal construction. These 30 forms contain over 200 indicators. However, the FEC finds it challenging to forecast the percentage of these 200 indicators that would be gathered by 2030, as this date is beyond the Project duration. However, the stakeholders are generally confident that the system will collect at least 50 %. All of the local administration units (1,619 institutions in total) will be able to submit information to YERELBİLGİ.</p> <p>The Project delivered customized trainings on data management and business intelligence systems to relevant staff GDPA/MoEUCC and municipalities. Form Local Information System (<a href="https://formyerelbilgi.csb.gov.tr/">https://formyerelbilgi.csb.gov.tr/</a>) is a system in which 1619 institutions<sup>56</sup> can enter the identity, financial, inventory, social, demographic, structuring and institutional data.</p> <p>This data can be visualized and reported in the Report Local Information System through the business intelligence software TURBOARD. (<a href="https://raporyerelbilgi.csb.gov.tr/">https://raporyerelbilgi.csb.gov.tr/</a>). With this system, 1619 institutions can enter all of their data through 30 different forms. Forms can be created, edited or removed at any time. The LAR III reported that forms can be created in two ways, "Two-Dimensional" and "One-Dimensional". While</p>	

<sup>54</sup> These services included 1. Spatial development and land development; 2. Environment and green areas; 3. Transport; 4. Culture and art; 5. Water and wastewater; 6. Social services; 7. Social assistance and solidarity; 8. Health; 9. Sports services; 10. Life-long learning; 11. Disaster and emergency management; 12. Social order and safety; 13. Rural development; 14. Smart cities and information technologies; 15. Tourism and publicity; 16. Financial management; 17. HR management; 18. Public relations and participation; 19. Assets management and 20. Strategic management, institutional transformation and innovation).

<sup>55</sup> ISO 37120 – Categories of sustainable cities and communities are: 1. Economy; 2. Education; 3. Energy; 4. Environment and Climate Change; 5. Finance; 6. Governance; 7. Health; 8. Housing; 9. Population and social conditions; 10. Recreation; 11. Safety; 12. Solid Waste; 13. Sports and Culture; 14. Telecommunication; 15. Transport; 16. Urban/Local Agriculture and Food Security; 17. Urban Planning and 18. Wastewater.

<sup>56</sup> These institutions are formed by MMs. MDMs, Provincial Municipalities, District Municipalities, Town Municipalities, Affiliated Administrations and Local Administration Unions

One-Dimensional Forms can be defined as forms without sub-breakdowns, there are sub-refractions in Two-Dimensional Forms.

According to the Project data, the LAR III delivered training to 1700 users on Yerelbilgi and data-oriented work. These users included representatives from local government bodies (1390 municipality staff, 33 affiliated organization staff, 196 provincial administrative unit staff, 81 provincial directorates of MoEUCC) and ten personnel from MoEUCC GDLA.

The FEC finds that indicator **OT514** is not relevant to measure the progress under the Output 5/ Component 3.

### ***JC3.2.1. Existence of factors contributing to Project success or underachievement of LAR III***

**The high staff turnover within local governments and its institutions remained the main challenge.**

The immediate impact, according to the desk review and key informants interviews, is that local authorities could lose capacities and knowledge, thus, reform processes could slow down. This loss of institutional capacities weakens institutional memory, causing stakeholders to invest in partnership building continually. At the same time, the MMs/ local authorities have limited abilities and tools for staff retention. These developments substantially affect building sustainable institutional capacity. Furthermore, the loss of human capabilities has affected established institutional knowledge, and operational basis- the MMs and representatives of the sector ministries widely recognized these concerns that the evaluation raised. In this context, the 11th National Development Plan<sup>57</sup> under chapter 2.5.2.4, "Human Resources in the Public Sector", clearly outlines measures to address capacity and institutional challenges in the HR management in the public sector. The plan makes clear commitments to capacity building and sustainable training mechanisms. It also recognizes the need for a more human-centred approach. It references strengthening digital skills and in-service training programs into easily accessible distance education systems. However, there is no mention of introducing a functional evaluation system. In addition, there are views that training support and development of capacities remained limited mainly to an individual level, with restricted effects on systemic local administration reform and sustainable improvements among MMs and local authorities.

On the positive side, the FEC finds a commitment and ownership concerning LAR III processes and results. The governmental partners, MMs and local authorities' ownership over results and activities have contributed to the LAR III continuity and stability of support. Furthermore, the national partners also made financial contributions to the continuation of the activities and achievements. For example, the Yerelbilgi as management information systems remains high national priority.

In addition, the technical expertise made available through the LAR III, twinned with the motivation and commitment of the partners, have been positive factors. The representatives of national institutions recognized that the UNDP/ LAR III accountability and their focus on results, together with trust-based partnership, contributed to effectiveness.

### ***JC3.2.2. The extent to which Covid-19 measures have a positive or negative effect on the achievement of Project results***

**The components under LAR III generally adapted to new conditions that the COVID-19 pandemic imposed.** The extended impact of Covid-19 caused LAR III components not to organize workshops and face-to-face interviews that required physical contact (until the further ease of Covid restrictions in June 2021). The learning process has been mainly online, and the development of distance learning materials and modules replaced in-person modalities. The FEC finds that LAR III components focused on research/ desk-work throughout the isolation period. For example, the Project experts have been active in factfinding studies for conducting activities, finalizing and drafting comparative assessments and recommendations reports. It also included procurement for upcoming activities, design and conduct of the surveys/questionnaires.

<sup>57</sup> [https://www.sbb.gov.tr/wp-content/uploads/2021/12/Eleventh\\_Development\\_Plan\\_2019-2023.pdf](https://www.sbb.gov.tr/wp-content/uploads/2021/12/Eleventh_Development_Plan_2019-2023.pdf)

During this period, the LAR III facilitated the tuning of a beta copy of YERELBILGI software. As of June 2021, all project events were transformed into face-to-face events as requested by co-beneficiaries of the project with the participation of many attendees from target groups who showed interest and ownership of project outputs. The project currently implements many face-to-face activities in various provinces with a very tight schedule.

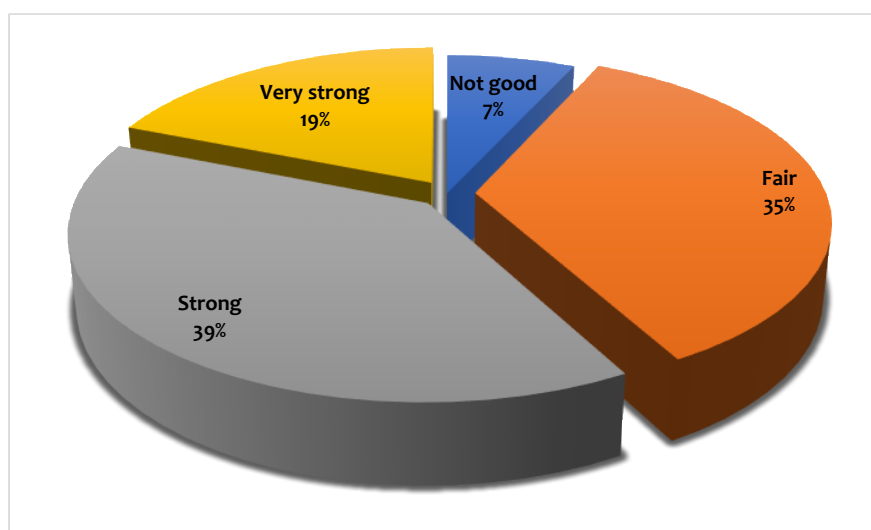
**JC3.3. The extent to which the LAR III partners showed ownership over the processes and results of the LAR III results**

**LAR III's demand-driven approach and strong national involvement have contributed to a strong sense of ownership of the Project's components and results.**

The long-lasting partnership between the Government of Türkiye, national stakeholders and UNDP started as early as 2005 by initiating LAR I, and later LAR II projects. The primary focus has been on good governance and quality of local administrations as critical to more efficient use of limited public resources in the interests and the benefits of its citizens<sup>58</sup>. The LAR III built on these results, responding to the national priorities, addressing the need to improve local government's legislative and participatory aspects in Metropolitan municipalities and enhance the quality of citizens' local living standards.

The LAR III demand-driven nature deriving from these critical needs assisted the GoT in facing these challenges by improving local governments' capacities and regulatory frameworks.

**Figure 5: Cooperation with the LAR III**



Source: On-line survey<sup>59</sup>

The LAR III involved national partners in conceptualizing and implementing activities. The Project has employed consultative and inclusive work planning, contributing to an increased sense of ownership. This increased sense of ownership has been especially evident since the involvement of the MoEUCC as the LAR III leading partner. Other examples of LAR III participative partnership-building approach has been particularly important with the preparation of policy inputs and legal reform proposals, that involved intensive dialogue and participation.

Also, national partners have been involved in the activities as participants, implementers or members of different forums to create awareness of the achievements and results in their respective areas of work.

<sup>58</sup> Local government reforms can only be sustainable by ensuring resilient capacities in fiscal management, human resources, and transparent and accountable local governance.

<sup>59</sup> The survey included a total of 364 answers, with 57 negative and 208 positive (strong and very strong) answers



The key informants, including participants in the survey stated that cooperation and communication with LAR III Project has been positive, with nearly 60 per cent emphasizing that this cooperation was “strong and very strong”, while only seven percent expressed negative views. The stakeholders from the partners' organizations recognized "comparative advantages<sup>60</sup>" of UNDP as the implementing partner (of the Project). They also stated that UNDP remains "an important, credible and widely accepted partner in achieving development priorities for the establishment of transparent and accountable governance and local administration reform in Türkiye<sup>61</sup>". The long-lasting presence, technical capacities, profound understanding of the MMs and local authorities-specific constraints and development needs, and its proven independence and impartiality have been the backbone of UNDP's comparative advantage. Also, the partners recognized the Project's added value through its efforts to ensure compliance with international norms and standards- while the EU Charter on Local Self Governments has been the main reference.

The FEC overall score on the Effectiveness criterion: **SATISFACTORY**

#### **Key question 4 Has the LAR III contributed to the broader development objectives as spelled out in the National Development Plan of Türkiye?**

While it is too early to assess the actual changes, this initiative has been central to the efforts of Türkiye as it moves forward with the local administration reform processes. The evaluation finds that LAR III has been generally effective in addressing broader development objectives from the National Development Plan of Türkiye, EU accession agenda and other country's international commitments. The LAR III as a comprehensive initiative supported policy analysis and implementation, simultaneously streamlining systems and local governance models, aiming to strengthen local administration technical and operation capacities.

##### ***JC4.1. 1. The extent to which the project contributed to the Local Administration Reforms since 2014 and advancement and the progress of EU Accession agenda, priorities of National Development Plan of Türkiye, UNDCS and CPD goals as well as SDGs***

The stakeholders stated that the LAR III is the primary support for local administration reforms in Türkiye, following the adoption of the 2014 Law on MMs, as the critical milestone. Although its early to assess the impact of this support considering the structural changes in the Government in the past years<sup>62</sup>, this initiative assumed importance given the municipal level consolidation and expansion of metropolitan municipality to provincial boundaries for better management, planning and coordination purposes.

In this context, LAR III is providing policy inputs through studies and assessments to strengthen the functioning of local authorities. Some examples could be policy analysis for developing draft legislation for strengthening the loan system of local authorities and means of increasing revenues (and intergovernmental fiscal transfers to local authorities). These policy inputs responded to decreasing of municipal revenues, caused by changes in the revenue transfer formula and the establishment of new metropolitan municipalities.

Another example on policy inputs could be support for improving regulation for a business license, preparing standards and principles for human resource management, performance management systems and service standards.

<sup>60</sup> Kii notes, natinal partners

<sup>61</sup> LAR I and LAR II documentation; also evaluation reports and KII Notes

<sup>62</sup> Directorate-General for Local Authorities in the Ministry of Interior and creation of Directorate-General for Local Authorities in the Ministry of Environment and Urbanization and establishment of presidential policy board on local administrations



Similarly, the LAR III, together with national stakeholders, carried out various needs and gaps assessments, workshops, and training programs to strengthen the administrative and operational capacities of the local authorities. The FEC finds that these efforts contributed to the implementation of the local administration reforms process and metropolitan municipalities model.

While there is momentum for the local administration reform processes, coordination between central and local government at the operational level is ad hoc through many provincial mechanisms organized under themes and sectoral lines. These lines require considerable strengthening. The FEC finds the need for UNDP, and national and local authorities to go beyond the "project" level of engagement. There is a need for substantive, structured and comprehensive support for local administration reform issues under the integrated and longer-term public administration reform initiatives.

**Taking advantage of Türkiye's efforts to achieve SDG targets, the LAR III offered a well-defined approach to strengthen local administration (in MMs and at the local level) and ensure progress under SDG 11 and SDG 16. The LAR III support enabled national and local governments to strengthen their governance systems and address complex reform issues systemically by using strategic thinking, a people-centred approach and collaborative tools (such as Yerelbilgi).**

Under SDG 16, the Project contributed to target 16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels. The Project is working to institutionalize various forms of citizens/ public participation; this is a prerequisite to ensure that all groups' needs, including the most vulnerable and marginalized, are met. Also, the Project contributed to target 16.6 by developing effective, accountable and transparent institutions at the local level. These efforts included various activities concerning municipal finances and budgeting- such as strengthening the loan system, increasing municipal revenues, and introducing programme budgeting (as per target 16.6.1. Primary government expenditures as a proportion of the original approved budget, by sector or by budget codes or similar). Furthermore, the LAR III support for sectoral reform included legal and policy improvements, capacity development at various levels and the introduction of standards in the different local governments' performance areas. These results contributed to the target 16.6.2. concerning the proportion of the population satisfied with their last experience of public services

The LAR III contributed to SDG-11, "Make cities and human settlements inclusive, safe, resilient and sustainable". This SDG recognizes the transformative power of urbanization for development and the role of city leaders in driving global change from the bottom up. For example, the LAR III support for defining Public Health in Public Transportation Systems Service Delivery Standards contributes to the Target 11.2 and its public transport improvements, with particular attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons. In addition, LAR III contributes to target 11.3 to enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management.

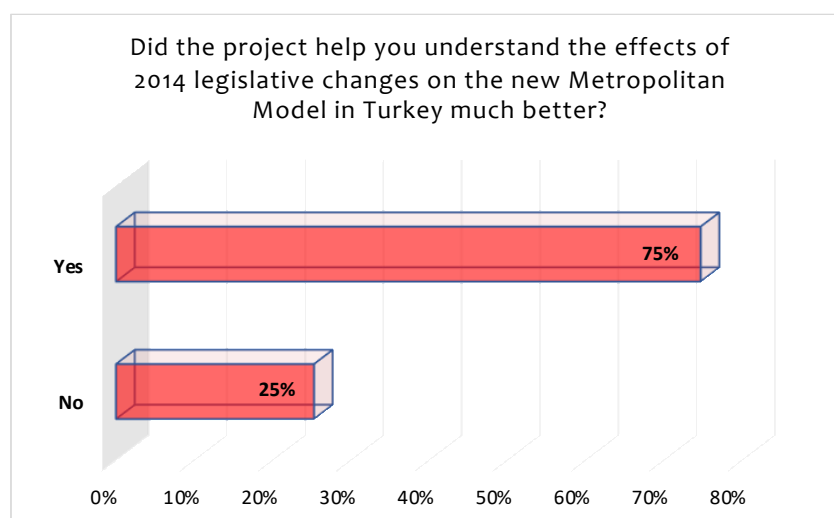
In addition, the LAR III contributed to SDG 5 Achieve gender equality and empower all women and girls. For example, the LAR III efforts generally contribute to target 5.5. Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life, and 5a Undertake reforms to give women equal rights to economic resources. The most relevant in this context have been LAR III efforts to promote local economic development through incentives, including business licences and women's employment in various municipal services (Fire services). In addition, the Project was working on women's participation in local decision-making processes while creating an enabling environment for gender equality. An evident example could be capacity development programs addressing the MMs, MoI/GDPA, MoEUCC/GDLA and UMT and social service units such as Women Centers and Child Development Centers at the local level.

***JC4.2.1. The extent to which local authorities and MoEUCC are better able to implement the new local administration model and improved performance***

The stakeholders (local authorities and MoEUCC) stated that they could implement the new local administration model better. For example, the participants in the survey (75%) indicated that LAR III

enabled them to understand the effects of 2014 legislative changes on the new metropolitan model in Türkiye.

**Figure 6: The LAR III effects on understanding new MM in Türkiye**



Municipalities reported various cases and examples that the newly acquired skills and knowledge through the LAR III's resulted in performance improvements and progress with local administration reform. Generally, municipalities have benefited from the LAR III by improving legislative documents and advancing municipal finances and budgeting practices, mainly referring to programme budgeting. Concerning adopted standards, there are various examples and experiences. For example, one of the municipalities reported they have followed the bus standards for constructing new bus stops, improving urban transport infrastructure and advancing public health in public transportation. In addition, the municipalities followed other standards: firefighting standards (e.g., prepared voluntary fire-fighting services regulation), service delivery standards (e.g., preparing to set up an institutional performance management system) and elderly care services, also working on human resource standards.

Municipalities reported that LAR III enabled them to work on harmonizing the Strategic Plan's targets and indicators with the activities and projects they planned to implement.

A critical deliverable has been that municipalities expand the use of the YerelBilgi.

The municipalities reported that participatory mechanisms had been strengthened and formalized. Some examples could be the Public Health Board (i.e. Gaziantep MM, Ankara MM). Also, the District Urban Councils in Tekirdağ/Malkara and Hatay/Arsuz have been established, conducting neighbourhood information sessions on participatory local governance. In addition, there are examples of intensified efforts on data analytics and Smart City applications (i.e Kocaeli, İzmir MMs) by investing in training and keeping it high on the municipal agenda.

The FEC overall score on the Effectiveness criterion: **SATISFACTORY**

## 5.4 Efficiency

**Key question 5: Has the implementation of the LAR III been efficient concerning adherence to the work plans (timely implementation), flexibility and responsiveness?**

**JC5.1. The degree of timely implementation of the LAR III, in a logical sequence, and availability of inputs in a timely fashion**

**The implementation mechanisms and contractual arrangements have been conducive to achieving the outputs and ensuring progress towards the outcome.** However, the LAR III faced significant delays since its start. Changes in the governance and institutional system and subsequent rearrangements occurred in Türkiye during the inception/ initial phase, affecting the structure envisaged in the approved Project document. The initial project beneficiary – the Directorate General for Local Administrations (DGLA- within the Ministry of Interior (MoI) - was abolished through a Presidential Decree dated 10 July 2018. The new DGLA, established within the Ministry of Environment, Urbanization and Climate Change (MoEUCC), was tasked with the duties of regulatory authority for local authorities and their relations with the central administration. A protocol was signed between the MoI and MoEUCC on 3 August 2018, stating that the MoI DGLA would remain the main beneficiary of LAR-III and the MoEU DGLA would be added to the management structure as "co-beneficiary". Practically, at the Project's end, all outputs would remain with the MoEU. However, confirming the MoEUCC co-beneficiary status took a long time. The MoI, with the involvement of the Ministry of Foreign Affairs (MoFA) Directorate for EU Affairs (DEUA) as National IPA Coordinator (NIPAC) and CFCU, requested an amendment to the DoA. The amendment included the MoEU to the LAR III structure as the co-beneficiary, while the SBO became a member of the Steering Committee (SC). Unfortunately, these changes caused a considerable delay in the start of the activities.

Concerning the Project's content, misunderstandings among stakeholders affected the efficiency in the initial stage. For example, the Strategy and Budget Office of the Presidency (SBO) has not participated in the Project's design. Still, the SBO expressed concerns that the LAR III planned activities did not adequately respond to the actual needs of the target groups. The SBO prioritized the service delivery quality (rather than legislative work and improvement of debt management mechanisms). These different views and understandings existed at the Steering Committee (SC) meetings and continued during the first two years of implementation. Still, the differences in understanding of the LAR III scope, activities and the role of the partners in the LAR III have been resolved, and common (implementation) platform ensured.

The confusion regarding the roles of the stakeholders and the prolonged recruitment of the LAR III team<sup>63</sup> caused the Inception Phase (IP) to last almost eight months. Furthermore, the MoI's lengthy decision-making process caused delays in approving project plans: the Inception Report (IR) was approved in February 2019, and the Project activities commenced in June 2019. These developments affected the Project's efficiency.

**To respond to these challenges and recover implementation, UNDP requested two no-cost extensions ensuring additional time and enabling the LAR III management team to implement planned activities.**

First, the LAR III requested a no-cost extension for additional 16 months highlighting challenges from the first years of implementation. The parties signed an Addendum on 27/06/2020, and this first extension increased the total project duration to 40 months. The extension request has been justified by: Enforcement of the Presidential System; Change in the status of Beneficiaries (co-beneficiary); Re-run of local elections, and Transfer of YERELBİLGİ. Throughout the extended duration, UNDP ensured that LAR III Project team was in closer and more regular contact with the Presidency of Strategy and Budget, particularly with the Local Administration Policies Board of the President's Office and Presidential Human Resources Office. The stakeholders highlighted the importance of the relations developed with this Board and its willingness and commitment to bring the Project outputs to the policy level. These measures contributed to opportunities to consider the LAR III-produced policy proposals in the context of the government's plan. In addition, this extension period enabled the LAR III to contribute to the new national priorities in urbanization and local administrations as stipulated in the 11th National Development Plan.

However, the Project Team requested another nine-month no-cost extension. The impact of COVID-19 on Project Activities has been the main justification for the second Addendum since the pandemic

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<sup>63</sup> UNDP's slow recruitment process further influenced this situation. As a result, establishing project time dragged on, from June 2018 (signature date) until mid-March 2019.

lasted far longer than anticipated in the first Addendum. This document highlighted the need for increasing the impact & sustainability and ownership of the outputs. It underlined the need for further legislative studies and required LAR III support to address critical findings. The Project committed to further analyzing primary (i.e. Codes) and secondary legislation (Communiqués, executive orders etc.) on municipality-led enterprises, thus determining the areas that need a revision/ amendment in the current legislation. The Project stated that extension will enable to prepare "concrete recommendations on specified areas of the legislation to improve the effectiveness and efficiency of the operations of municipality-led enterprises". In addition, the LAR III planned to ensure further support for pilot municipalities for the sustainability of the results achieved, especially concerning improved local participatory mechanisms. Also, the networking need among municipalities under Guidance of GDLA and UMT has been underlined. Finally, the second addendum highlighted the need to enhance ownership and expanded usage of YERELBILGI and work on standardization of the Local Service Delivery and Further Support for Emergency Preparedness & Recovery.

Despite these extensions and intensive implementation efforts, the FEC finds that significant part of the budget remained unspent due to exchange rate fluctuations. The main stakeholders, UNDP, the MoEUCC and MoI expressed positive views for another no-cost extension to finalize activities, especially regarding implementation of municipal standards, development of capacities of municipal employees and follow-up on legislative changes.

#### ***JC5.2.1. The extent of existence and utilization of management systems that facilitated efficient implementation of the LAR III***

**The steering structure and UNDP management team have been timely established and contributed to participatory and effective implementation.** The LAR III has established a Project Steering Committee as the main advisory and steering structure, to provide guidance and support the Project team to reach Project's objectives, ensuring coherence and coordination with other interventions (EU funded and other governance initiatives) in Türkiye.

The PSC included representatives of UNDP- LAR III team, MoI DGPA, MoEU DGLA, SBB, UMT, EUD, CFCU and EU Directorate of the Ministry of Foreign Affairs (Lead Institution on Fundamental Rights sector). The Project team organized PSC meetings regularly, benefiting from online opportunities since the 3rd SC. The LAR III team has ensured the preparation of all meeting documentation in Turkish and English. These meetings served to discuss the progress of the Project, verify the achievements, discuss challenges and propose countermeasures for improvements.

The LAR III envisaged operational-level management meetings four time per year; however, the LAR III could not stick to this frequency. The Project organized six management meetings during its timeframe (more than 40 months of implementation). The increased workload during the pandemic prevented the ministries and national stakeholders from attending such frequent meetings. These challenges and insufficiently regular management meetings prevented more effective coordination and information flow among the stakeholders, particularly from the LAR III and the EUD, regarding the actual progress and challenges of the Project. The Project benefits from the productive functioning of the two technical working groups, involving relevant stakeholders and selected municipalities to support the activities under ER1. The Support Group on Legislation (SGL) and the Consultative Group on Local Authorities (CGLA) gather on a needs basis and discuss the legislation and policy recommendations that the Project prepared.

#### **▪ *JC5.2.2. The extent to which the Project M&E systems provided management with a stream of data that allowed it to learn and adjust implementation accordingly***

**The Project LAR III has established a sound monitoring and reporting system.** This monitoring system served as the reference during reporting, and it was based on the LAR III Results Framework (RF), with tailor-made data collection protocols and instruments. The evaluation consultant found that the adopted indicators and the overall monitoring system have served to facilitate tracking of performance under all Project's outputs and activities and overall progress reporting, despite some weaknesses. The indicators presented in the RF have been satisfactory; still, the evaluation team found gaps within the existing indicators, as they have not been sufficiently "gender sensitive" and some Project's areas have not been adequately considered, while some indicators were clearly outside of the Project's scope,

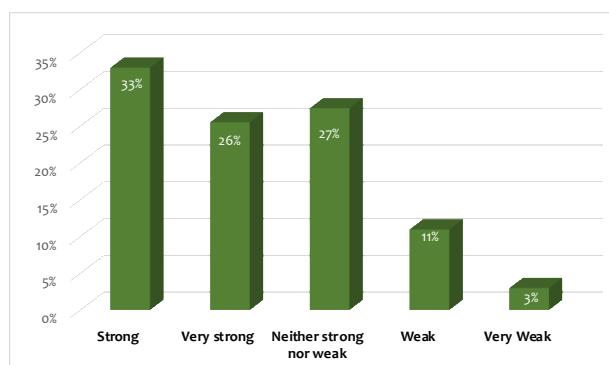
while some targets are set beyond the Project's timeframe. For example, indicators could not adequately measure LAR III's performance in the areas, such as capacity development and training, while indicators on citizens satisfaction about service delivery have not been adequate for this Project. The proposed means of verification and data sources provided were appropriate to validate progress and achievements under those feasible indicators. The LAR III has established a regular reporting practice, fully aligned with the results-oriented reporting principles with references to the LAR III indicators to measure the progress towards the achievement of targets.<sup>64</sup> Concerning reporting frequency, the team prepared regular annual reports, providing a substantive presentation of implemented activities, and presenting plans for the next year.

### ***JC5.3. The extent to which partners showed ownership and its contribution to the efficiency of the LAR III***

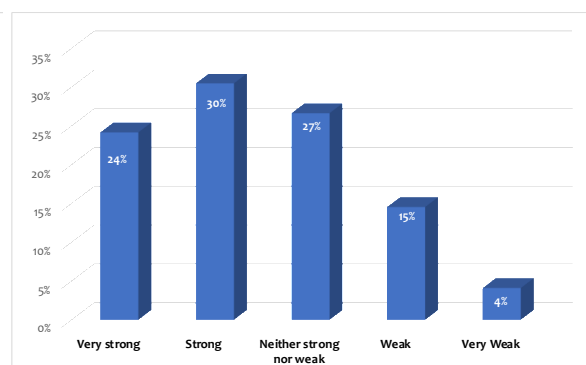
**The LAR III is demand-driven intervention with strong national ownership in defining priorities, implementing processes and delivering results.**

The FEC assessed various aspects of the ownership. First, the LAR III established a large basis of partners from the national and local levels. These partners defined the country's local administration reform concept, and the LAR III based its intervention logic on the national policy and strategic priorities. Second, the FEC finds a high degree of ownership of processes. This aspect is crucial for implementing capacity development and reform-support activities, as it is most often defined in behavioral terms. Practically, the national partners stated that LAR III responded to their needs, saying that they participated in needs-identification, formulation of responses and benefiting from capacity development/ technical support. The FEC finds that the LAR III facilitated the process and the GDLA/ MoEUCC, UOM and MMs assumed responsibility for the processes (e.g., defining capacity development activities, law drafting, policy analysis and policy drafting, etc).

**Figure 7: Opinions of ownership by the MoUECC**



**Figure 8 Ownership by the MMs management**



Source: Results of the on-line survey

Third, ownership is naturally related to resources. The FEC finds a variety of resource contributions from the national stakeholders. These resources included political ones that created operational space for the LAR III, to human and technological inputs. In addition, the FEC finds that the GDLA-MoEUCC and MMs made direct contributions to the Project's results- from participating in various capacity development activities, supporting reform processes to operationalizing YERELBILGI. This commitment contributed to a greater sense of ownership of the Project. This aspect is critical from the point of view of sustainability. Fourth, the FEC analyzed the ownership of results. The national partners link LAR III with the broader efforts to improve and advance local administration reform in Türkiye. Thus, the

<sup>64</sup> Based on LAR III annual reports

partners recognize LAR III support as "crucial for achieving the progress in some areas, such as defining performance standards, or providing inputs for policy and legal reform".

The FEC overall score on the Efficiency criterion: **MODERATLY SATISFACTORY**

## 5.5 Sustainability

**Key Question 6: Has the LAR III contributed to sustainable partnerships, policies and capacities of stakeholders for effective, inclusive, accountable and participatory local governance in Türkiye?**

**The FEC finds that the LAR III has created a basis for sustainability of achievements, addressing capacities gaps and supporting systemic improvements (e.g., local service standards, legal and policy support) for good local governance in Türkiye.**

As part of the overall public management system reform and decentralization, local administration reform remains a complex process, posing various challenges. The GoT and its ministries undertook steps in this process, guiding decentralization initiatives through legislative amendments. However, decentralization has been a challenging route to improving local services, as the ultimate purpose of local authorities. The decentralization framework remains insufficiently elaborated and together with other factors (elaborated in this report) influence service quality and reach. Still, some achievements under the LAR III indicate that progress is feasible: the progress could be achieved when the supply and demand sides are addressed simultaneously. The FEC finds that this was the approach that the LAR III followed, building and expanding its previous phases' benefits and focusing on increasing the systemic changes. Namely, the first two phases, entrusted with the MoI, addressed the core reform issues by strengthening the local administration system and improving the institutional capacities of local authorities (also considering individual capacities of relevant staff) for citizen-centred local governance. The LAR III continued working on critical policy issues and capacities for public services. The FEC finds that the LAR III strived to ensure sustainable changes, benefiting from the lessons from the previous phases. For example, the LAR III followed the holistic approach, starting with the needs assessments and fact-finding field studies as the initial step in designing activities. This demand-driven approach ensured that the results and processes are swiftly institutionalized. In parallel, continuous and conscious involvement of the project stakeholders and the final beneficiaries in these activities and processes stimulated ownership and enhanced effectiveness and sustainability.

However, a single intervention such as LAR III, despite its size and scope (serving the needs of local administrations at the national, regional and local levels), without broader nation-wide framework, synergies and cooperation with other activities at the local level, reduces the likelihood of sustainable changes. For example, the external factors, such as a lack of a training strategy for local authorities, the absence of quality standards and coordination mechanisms for training delivery, and the underdeveloped performance management system, affect capacity development activities. Furthermore, improving the delivery of local services is even more challenging, requiring significant legislative reform and changes in how local authorities organize, finance and regulate these services. The authorities from national and local levels need to realistically assess issues and difficulties to reform complex areas of local public service delivery; particularly important to ensure sustainability and continuity in the delivery of quality services. The existence of a comprehensive public administration reform strategy, for example, could bring larger, integrated and longer-term frameworks to improve multiple types of municipal services. These efforts should involve intermediary institutions like municipal associations, research institutes, and universities to thicken the reform policy environment and ensure that something is left behind if national reform efforts stall for political reasons. In a country as large as Türkiye, work at the local level concentrated in a small number of relatively large and politically significant metropolitan municipalities has been beneficial. The LAR III supported pilot interventions at the local level and produced sound policy proposals that could serve for local institutional change.



***JC6.1.1. The extent of financial and operational sustainability of the achieved results and opportunity that the benefits and outcomes continue after external donor funding ends***

The analysis shows that UNDP and LAR III team have been cooperating with the MoUE, Mol, SBB, UOM, and municipalities to define an exit strategy. The focus was on codifying experience with implementing laws and models and discussing further steps for institutionalizing training/ capacity development programs and local governance-related policy-making processes.

The FEC finds that the Project defined specific measures to ensure institutional sustainability. For example, the LAR III presented standards in certain service delivery areas and prepared recommendations for capacitating targeted departments and units. The authorities will likely adopt these standards as the performance references in these areas.

The LAR III has been effective in enhancing the capacities of the MoEUCC DGLA, supporting their ability to implement its assignments regarding local governments. By law, the MoEUCC has taken over the mandate from the Mol to provide training for accounting, budget management, operational duties, etc., for municipalities. The staff employed at the DGLA are increasing their knowledge and experience in these subjects. The MoEUCC training department has gone through a restructuring in 2019 and increased its capacity to plan and deliver training programs. In addition, the MoEUCC has established its online training portal, and the distance training/learning modules are accessible to the relevant units of the municipalities throughout Türkiye. These modules remained available; furthermore, the Ministry has generated video content for these programs. These efforts support the sustainability of the project outputs. The FEC finds that the MoEUCC is committed to continue delivering services available under the LAR III and ensuring the sustainability of its achievements.

**The Union of Municipalities of Türkiye (UMT) has a strong mandate for the capacity development of local administrations.** UMT is committed and has the institutional/financial capacity to continue the efforts in line with the objectives of LAR-III and with their strategic priorities. All municipalities in Türkiye are members of the UMT by law, and this national association works closely with them, acting as a bridge between the central and local administrations. The UMT perceived impartiality and access to municipalities could facilitate the continuation of the efforts toward more service-oriented local administrations, supplemented with developed service standards and applicable legislation.

The UMT has the required staff and financial resources to sustain the efforts of LAR-III in the future. For example, the UMT's "Municipality Academy" as a training unit could be instrumental in maintaining the capacity benefits (e.g., training on local service delivery for the municipality staff) and "experience sharing" efforts among the municipalities/ target groups. UMT also has the necessary capacity to build on LAR III results regarding legislative work and systemic reforms.

The Project team regularly shared the findings of the needs assessment studies/surveys and other outputs with the main partners. These results revealed critical priorities under the reform of local administration, contributing to policy changes and recommendation for legislative reform. For example, the Presidency of Strategy and Budget (SBB), responsible for preparing the five-year development plan for Türkiye, has a solid cooperation with the Project. The SBB is participating in the Steering Committee (SC) meetings, benefiting from the LAR III analytical work. In addition, the Presidential Policy Board on Local Administrations also closely followed-up on the progress and plans to benefit from the Project's policy-related work in line with their policy agenda. As a result, the FEC finds that this is a positive element supporting the utilization prospects of the achievements.

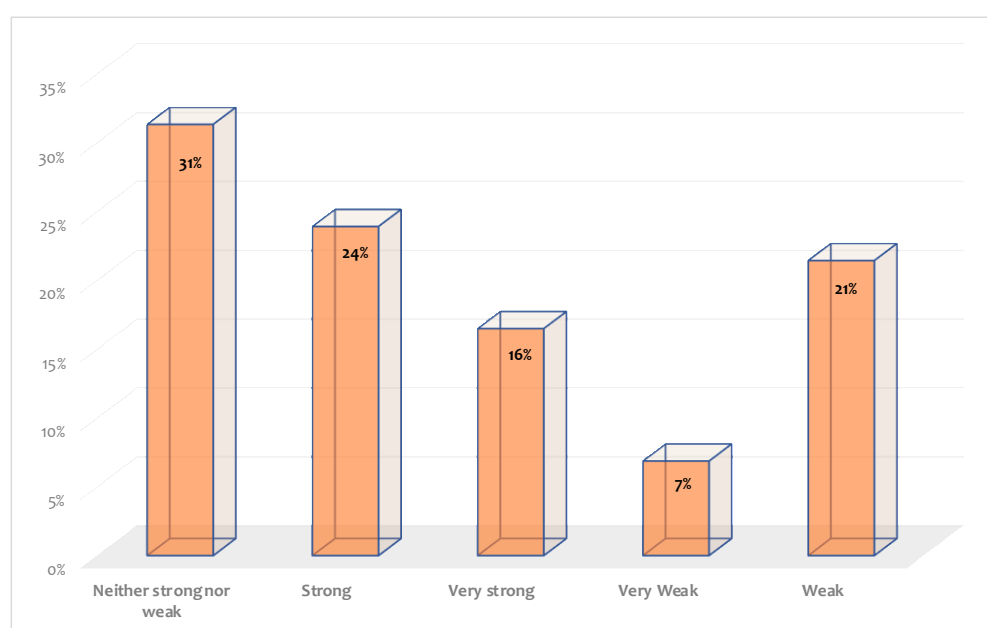
**The municipal information system "YERELBİLGİ" is well-established and operational, designed sustainably and functionally, based on the "business intelligence" principle.** Upon Presidential Decree, the Ministry of Interior transferred YERELBİLGİ (2019- LAR II phase) to the Directorate General of Local Authorities of the Ministry of Environment and Urbanization. However, this transfer caused technical failures due to its incompatibility with the Ministry of Environment and Urbanisation's technical infrastructure because of its software language and challenges for municipalities to access it. Therefore, the LAR III developed an integrated business intelligence software in close cooperation with

the national stakeholders, enabling the transfer of information and creating a sustainable and user-friendly solution.

The FEC finds that YERELBİLGİ will remain in use, showing high sustainability prospects. Furthermore, this flexible software ensures further analytical and integrated decision-making mechanisms (in data entry, data analysis and decision-making based on the referred analysis). Therefore, YERELBİLGİ is more cost-effective and user-friendly, serving to meet the data requirements of MoEUCC and as a support system for more informed decision-making and policy processes in the future. The FEC finds the MoEUCC commitment and capacities to ensure the maintenance of the system; furthermore, they reported they had provided financial and technical resources to continue using and expanding YERELBİLGİ. In addition, the LAR III delivered training to municipalities to use the system; furthermore, they have demonstrated the benefits and opportunities the system offers for their work.

**The LAR III results in strengthening participatory governance in Türkiye will likely remain in place.** The 11th National Development Plan highlights the importance of deploying participatory tools in local administrations to support further reforms aiming to include civil society and the private sector in local decision-making processes. The LAR III also recognized the need to reflect the concerns of the disadvantaged groups (including women, disabled, youth, etc.) in the legislative/policy development process. As a result, the Project has effectively engaged with the private sector representatives for the relevant activities. These efforts continued throughout the Project's implementation. For example, the FEC finds evidence of participation while finalizing the remaining legislative recommendations and developing sustainability/ exit strategies and plans.

**Figure 9: The views on availability of financial resources for sustainability of results**



Still, concerning financial resources for sustainability of results the survey participants expressed relatively negative views, a total of 28% recognized that financial commitments are very weak and weak, while 31% expressed neutral (neither strong nor weak) view.

#### **JC6.3.1. Opportunities for continuation and expansion of the results and activities in the area of LAR III intervention**

The risks to sustainability of the LAR III results remain. The slow progress under the local administration reform, and limited achievements in meeting the targets under the Charter of Local Self-Governments remain. Other risks included weak institutional capacity, limited resources, inadequate accountability mechanisms, and limited information availability.

The FEC finds that various factors could affect the local administration reform (and the LAR III results). These factors include weak institutional capacity, limited resources, inadequate accounting and accountability mechanisms, and limited information availability. Ensuring institutional capacities and effective inter-service cooperation concerning local governance could be a challenge. Local governments (including metropolitan municipalities) often suffer from weak institutional capacity. The desk analysis indicates unsystematic challenges in decision-making processes, and there is a shortage of officials with the necessary technical, managerial and financial skills. This is often due to the lack of meritocracy and to some extent financial resources, to attract and retain high calibre staff. In addition, salary levels for local government staff are not competitive (with the private sector). Institutional capacity also takes time to develop, and the time required for local administration reform was one of the factors influencing the system's performance. Building institutional capacity at the local level also requires consistent support from the centre, which has been limited and lacking.

Local governments in Türkiye have limited financial independence and revenue generation/ local taxing powers from which to finance the expenditure assignments/ services assigned to them. As a result, service levels fall far short of what is required. Local revenues are often limited to a few visible (and hence unpopular) taxes that are difficult and expensive to collect, inequitable in impact and economically distorting. Whilst larger metropolitan municipalities may be able to generate significant revenues from property taxes and levies on businesses, in rural areas, there may be little to tax. Increased local revenue mobilization often involves coercive extraction from the poor. As a result, many local governments depend heavily on transfers from the centre, often allocated inequitably and non-transparent. This dependence on the centre (and in some cases on donors) undermines the accountability of local governments to local voters and tax-payers. Availability of information and stronger participation culture contributes to accountability, enabling citizens to understand, in a sufficiently comprehensible form, how resources are being used and the purposes/ strategic lines. In this context, access to information and participation of non-governmental actors/ civil society in local policy and decision-making processes requires additional efforts to ensure sustainability. There is a need for dynamic civil society to engage effectively with local government on these issues, and further efforts are required to ensure these capacities.

As the central coordinating body on local governance matters, the GDLA requires more substantive capacities and systems to implement these tasks. The current situation marked by infrequent and irregular meetings of the coordination structures could affect high-level commitment and political level buy-in for the sectoral reforms.

#### **The survey results showed some of the main concerns for sustainability of the results**

\* Limited attention and lack of knowledge within municipalities, together with the weak commitment of senior management, could affect the sustainability of results. Also, the issue of limited capacities in municipalities remains a particular challenge.

\* Insufficiently developed human resource and performance management systems to analyse, identify capacity development needs and follow up with implementation.

\* The LAR III focus has been on bureaucrats, not those who will work with these products in the future. For example, young people have not been sufficiently involved in the Project's activities. According to some views, the preparation of studies or standards development did not adequately involve the younger generation of municipal employees. Furthermore, one of the survey participants who participated in the local government reform from the youth quota stated that local administrators do not show the necessary interest for improvements, not involve and activate the youth. They perceive youth participation as an essential political necessity but not an added value to local governance.

\* The local governments stated that the LAR III results could be affected by the challenges of the administrative incompatibility of local governments.

\* Local Administration Reform has been a lengthy process, initiated many years ago. However, there is limited progress in the implementation of these reforms. For example, local governments should be

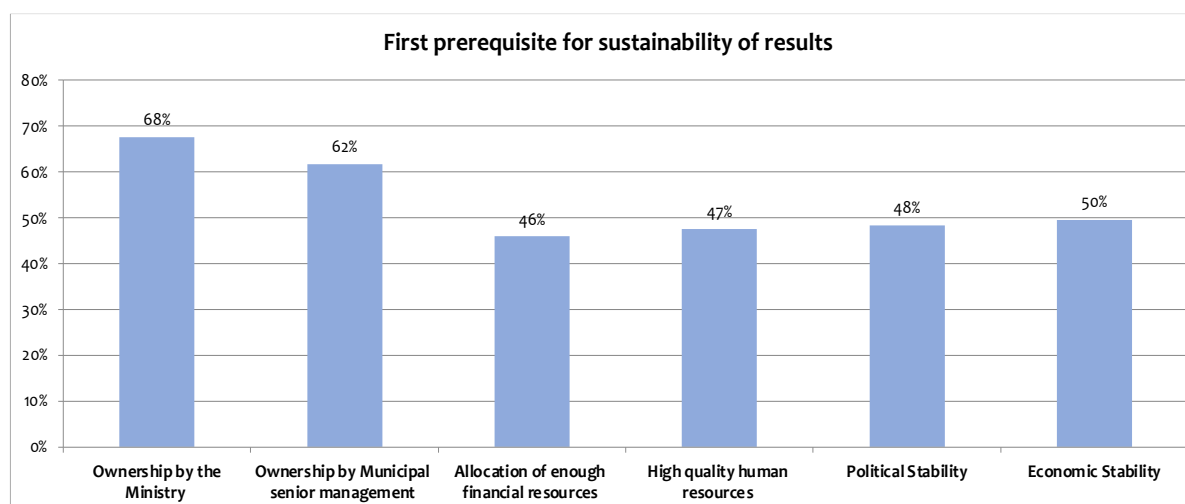
independent, self-governing bodies, but dependence on the national-level authority is increasing further.

The LAR III, under its outputs have addressed the capacity needs of direct beneficiaries from metropolitan municipalities/ local level to implement assigned functions and deliver quality services. Still, despite reported performance improvements, these capacity development activities responded to individual needs. Moreover, these capacity development activities are generally stand-alone initiatives, (in the absence of broader systemic and sector-wide reform), preventing the full integration of new knowledge and skills into organizational processes under the strategic framework. Thus, genuine development and sustainability of capacities would require that a realistic local administration reform agenda is in place and serve as the guiding framework.

***JC6.2.1. The extent to which the project decision making bodies and implementing partners undertaken decisions and course of actions to ensure the sustainability of the results***

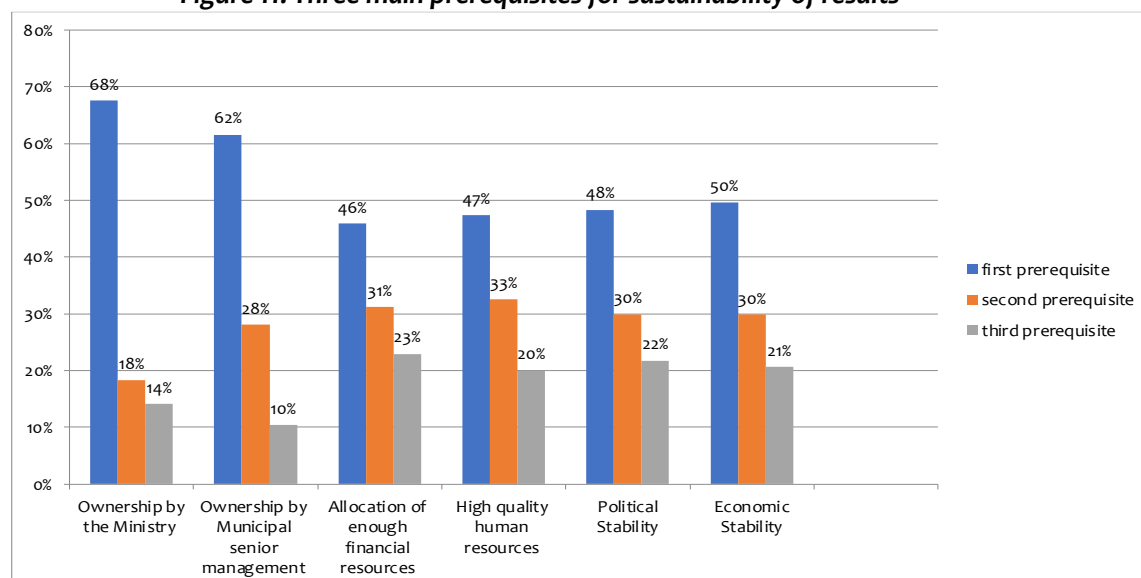
The FEC finds that LAR III and national partners (MoEUCC and metropolitan municipalities) have been working to ensure sustainability of the Project's results, through national participation, ownership and leadership on all critical activities.

**Figure 10: First prerequisite for sustainability of results.**



The majority of survey participants stated that ownership of the results by the MoEUCC (68%) and municipal senior management (62%), together with economic and political stability are the main prerequisites for sustainability of the LAR III results.

**Figure 11: Three main prerequisites for sustainability of results**



Interestingly, the survey participants did not consider that a high quality human resources as the precondition for sustainability.

The FEC overall score on the Sustainability criterion: **SATISFACTORY**

## 5.6 Cross-cutting

**Key Question 7: Has the LAR III project considered rights-based approach and gender equality, and followed the “no-one is left behind” principle during its design and implementation?**

The FEC finds that the LAR III considered rights-based approach and gender equality, especially during the implementation. Participation of women in the project workshops and other activities has generally been high. The FEC finds that online options have been favourable for this participation. However, a significant gender gap concerning managerial positions in municipalities continues to exist, affecting the possibilities of ensuring gender parity. In addition, the Project addressed gender mainstreaming through its support to policy making processes at the local level.

### **JC7.1.1. The extent to which the LAR III addressed gender equality and the empowerment of women including the design, implementation and monitoring activities**

The stakeholders perceived UNDP as steadily promoting gender equality in Türkiye, mainly through assistance to governance-related institutions and other partners. The evaluation finds that LAR III remained on this path. The Project was working to remove barriers for women to gain full access to civic, social and economic rights, addressing gender-blind public policies and services. For example, the legislative recommendation drafting process and local service delivery improvement process of municipalities adopt a gender-sensitive approach. Also, the Project proposed gender-specific service provision measures concerning the service standards. Namely, the LAR III ensured that gender aspects are incorporated into the five local service areas. Preparation of these standards considered gender-specific profiles and needs. In this way, the local authorities will enhance its institutional capacities for efficient, gender sensitive quality services.

Under Result 2, the local service satisfaction survey conducted with ten thousand households included disadvantaged groups such as women and youth. Furthermore, this survey's results served to prepare the training programs/ modules for the staff of women's centres in municipalities.

Also, during the development of a performance monitoring system in Metropolitan Municipalities and district municipalities, the LAR III proposed setting gender-sensitive performance indicators. However, it was highlighted the importance of data availability. This system would enable more egalitarian resource allocation on a gender basis.

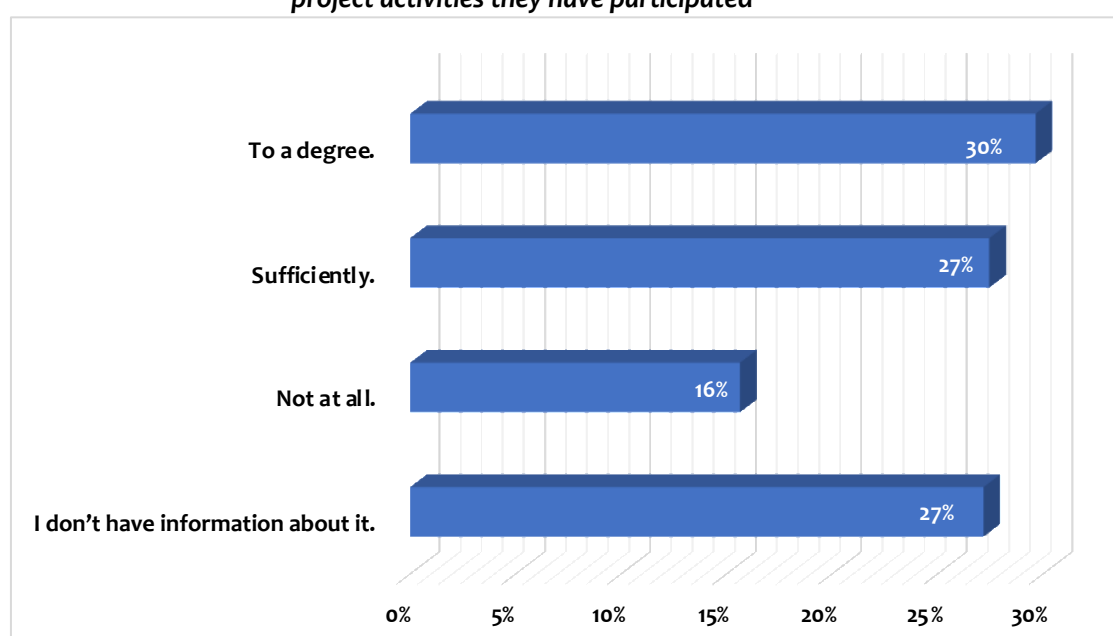
The Project addressed gender under the awareness-raising/ communication-related result area (Result 4). These activities included a needs assessment study with staff from 30 metropolitan municipalities. The focus has been on public awareness of urbanization, targeting disadvantaged groups. The Project's capacity development workshops on urban awareness targeted the staff of municipalities' women centres, child development centres and other relevant social service units. These urban awareness training programs have reached approximately 500 municipality staff.

The FEC finds that topics such as sustainable development goals, human/children/women/disabled rights, the population affected by internal migration, urbanization rights and their regulation within international treaties have been highly relevant concerning gender mainstreaming. In addition, the LAR III developed these training modules as distance learning, further expanding it with topics on gender equality and women's rights.

**The LAR III results matrix has not integrated gender considerations, and there are opportunities for improvements** The evaluation found that the LAR III results framework does not adequately integrate gender considerations. For example, the monitoring framework is void of gender-sensitive indicators and minimally draws on the use of sex-disaggregated data. In addition, the LAR III team did not design data collection methods to monitor women's engagement across activities systemically. Still, under the capacity development activities, the LAR III disaggregated the number of males/females participating in project training programs under the SO, R2 and R4. The LAR III strived to ensure gender balance in project activities: the Project team directly requested female staff participation, sending invitations to municipalities.

However, limited representations of female staff in some, especially managerial positions, resulted in poor participation and gender disbalance in these events. The number of women at the ministries and municipalities is significantly lower than men; therefore, the total number of male training participants has been generally higher. Still, the LAR III team has not included such an indicator and instead reported the participant numbers in a disaggregated manner in the progress reports. The Project has done this efficiently, and all reports include the numbers of men/women who benefit from the Project, presented in a disaggregated manner.

**Figure 12: Opinions of survey participants if gender empowerment aspects were sufficiently covered in project activities they have participated**





Of the survey participants, 57% expressed positive views concerning gender empowerment, referring to the specific Project activities in which they participated. However, 16 % of the survey participants stated that LAR III did not address gender mainstreaming and gender equality at all during implementation of the respective activities.

At the same time, the FEC finds that the opportunity existed to identify perceptions, understanding, and challenges to the achievement of gender equality under the broader local administration reform. This is particularly important as initiatives should go beyond gender participation and consider gender transformations and tackling the root causes of inequality at the local level, while making local governments more transparent, accountable, compliant with human rights and gender-sensitive, operating based on the good governance principles.

***JC7.2. The extent to which the Project contributed to “leave no one behind agenda” (including disabled, elderly, youth, refugees etc)?***

The LAR III is primarily governance intervention, based on the notion that citizens’ participation in local decision and policy making processes, for transparent and accountable local administration is a cornerstone of good governance and prerequisite for SDG achievement. The main reference has been SDG 16- to “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”, recognizing the strong link between effective local governance, quality services (for sustainable development) and stability. Generally, responsive, inclusive, participatory and representative decision-making and effective, accountable and transparent local administration directly support national objectives, including those relating to the SDGs. The report provided numerous examples of participatory mechanisms that have been established. For example, LAR III supported “establishing structures in line with the new model of metropolitan municipalities; providing support to the Union of Municipalities and the Citizens’ Assemblies in strengthening participatory decision making at local level. This participation has been ensured through the involvement of the grass-root CSOs and representatives of citizens.

In addition, the LAR III has prepared recommendations on legislative changes for effective local service delivery- the Project organised analytical reports also considering the needs of vulnerable and excluded groups. In addition, the LAR III has developed local service delivery standards in five service areas- the primary and secondary data showed that the priorities of vulnerable groups and women have been considered and reflected in these standards.

***JC7.3. The extent to which environment and climate change issues have been considered in the design and addressed during the implementation and monitoring***

The FEC finds that the LAR III has been a governance-related intervention, primarily focused on institutional and service delivery aspects of local administration, with limited focus on environment and climate change. Still, there are evidences that the LAR III considered environment and climate change in some of its activities. For example, the training sessions organized for the municipalities' staff include environment-related topics. The LAR III delivered support for environment-sensitive planning as a critical aspect of local administrations' functions. In addition, the Project provided capacity development support to establish functional oversight mechanisms to ensure the implementation of these (environmentally sensitive) plans.

The FEC overall score on the Cross-cutting criterion: SATISFACTORY

## 6 Conclusions

### 6.1.1 Relevance

**Conclusion 1. The LAR III has been relevant at the design stage and remained relevant during the entire period of its implementation.**

The LAR III and its activities supported local administration reform, strengthening the human and institutional capacities for citizen-centred, effective, inclusive and accountable local governance in Türkiye. The LAR III is aligned with and supports the achievement of results outlined in the primary strategic documents of the Government of Türkiye (GoT). In addition, the Project contributes to Türkiye's EU accession process.

The LAR III and its activities remained highly relevant and the intervention logic valid during the entire period of its implementation. There is a need for this support to continue considering public administration reform requirements and EU accession needs, focusing on the legal and policy framework and institutional development.

The LAR III considered and reflected gains from the previous phases, advancing the local administration reform. The Project's intervention logic has been well-established, based on a sound problem analysis; thus, LAR III has accurately identified components and established areas of intervention. The LAR III scope and priorities remained relevant throughout the implementation, despite the long interval between the design (2015) and contracting (2018). The responsiveness of the Project (and UNDP) to the country's changing environment and the participating institutions' capacities have also ensured a high degree of relevance.

### 6.1.2 Coherence:

**Conclusion 2: The LAR III represents critical and most important assistance in strengthening the implementation of the new local administration model and ensuring quality services to citizens.**

This intervention is generally coherent and cooperates with UNDP activities and other international and EU projects in this area. The main implementing actors (UNDP, MoEUCC, Mol and municipalities) ensure coordination and prevent duplication.

### 6.1.3 Effectiveness

**Conclusion 3. LAR III has been effective in delivering results, creating a solid basis to continue and expand activities in the area of local administration reform.**

The LAR III has effectively prepared recommendations on legislative changes for effective local service delivery, as fifteen analytical and recommendations reports have been completed. In addition, the Project prepared standards and principles on human resources management and contributed to implementing the legislation on local authorities. The Project organized more than seventy experience-sharing events and training programs for municipal representatives. The LAR III has effectively developed local service delivery standards in five service areas, and the Project started pilot activities in ten MMs to apply these standards. However, the MMs are facing challenges with staff turnover and insufficient capacities for delivery of services, lacking well-planned management of human resources and performance management systems. In addition, the MMs are facing challenges regarding financial management, mobilization and management of resources and introduction of programme budgeting. Also, there is a need to continue with introduction and implementation of performance standards.

The policy cycle model confirmed the positive results from LAR III on designing and testing policy tools while also preparing critical inputs for policies and laws to advance local administration reform in the country further. However, adopting these documents will depend on the willingness and commitment of national institutions to implement them and proceed with the reform of the overall local governance policy and legal frameworks. There is also need for preparing and adopting a new set of local governance-related laws, including revision of the MM law with a credible and realistic action plan for

implementation. In addition, there is a need to define a legal framework for sound financial management and distribution of revenues between the central and local levels.

The LAR III played an important role in recognizing the need to reform municipal enterprises; however, further efforts are required in this area.

The LAR III has enhanced the capacities of the GDLA-MoEUCC and participating municipalities by addressing priorities and improving their knowledge of various critical aspects of good local governance. However, there is a need to enhance GDLA's capacities in various areas related to its core services.

In addition, long-lasting challenges to ensure horizontal and vertical policy coordination and limited capabilities of the authorities have been some of the main factors that affect the progress in local administration reform. towards the outcome.

**Conclusion 4: The LAR III has been highly influential in supporting the development of a software system for monitoring of the progress against the implementation of reforms in local administration**

YERELBİLGİ aims to provide information on local administrations, special provincial administrations, their corporations, municipalities and municipal enterprises, district governorates, villages, and associations through a single database.

**Conclusion 5. Overall, the Project has contributed to national development priorities from the National Development Plan of Türkiye, EU accession agenda and other international commitments and the long-term institutional development of institutions involved in the local administration reform.**

The Project supported Türkiye's efforts to achieve SDG targets, as the LAR III offered a well-defined approach to strengthen local administration (in MMs and at the local level) and ensure progress under SDG 11 and SDG 16. Furthermore, the LAR III enabled national and local governments to strengthen their governance systems and enhance their capability to address complex reform issues systemically by using strategic thinking, a people-centred approach and collaborative tools such as Yerelbilgi.

#### **6.1.4 Efficiency**

**Conclusion 6. Despite initial delays and challenges, the LAR III team managed to ensure effective implementation and the achievement of results.**

UNDP, through LAR III, has been a flexible and reliable partner, accountable for the achievements of results. Despite delays caused by the external changes to the Presidential system, transfer of responsibilities to GDLA-MoEUCC and impact of the COVID-19, the Project manager, the highly competent Chief Technical Advisor and other team members, succeeded in re-establishing implementation processes, bringing the Project to full implementation speed.

These technical capacities, together with the strong partnership with the national stakeholders, have been critical factors contributing to the delivery of results.

**Conclusion 7: The approved no-cost extensions were well-justified, enabling LAR III to deliver all planned activities and produce results.**

The LAR III team adopted a well-planned approach and ensured that processes are nationally driven and owned. The LAR III requested two no-cost extensions that provided enough time to complete the activities. However, the exchange rate fluctuation and impact of COVID-19 with prevailing online opportunities resulted in budgetary savings. These budget savings could be additional resources for supporting municipalities.

LAR III also established effective monitoring and learning systems, following regular data collection and analysis.

**Conclusion 8: National ownership and leadership is crucial to effectiveness and efficiency and precondition for the sustainability of results**

The newly established GDLA of the MoEUCC and its employees have supported LAR III implementation, participating in all activities and decisions. The GDLA involvement contributed to a more significant commitment to the LAR III objectives and, broadly, emphasized the importance of the overall local administration reform.

The LAR III steering structure provided strategic guidance and coordinated development interventions in the area of local administration reform. This body has been an effective forum for greater involvement of high-level national partners to drive development efforts related to decentralization and local governance.

#### **6.1.5 Sustainability**

##### **Conclusion 9. LAR III has effectively responded to national capacity development needs in areas of intervention.**

The sense of national ownership over the achievements under LAR III is due to effective partnerships and the involvement of the new primary beneficiary- the GDLA -MoEUCC.

The LAR III has created a basis for sustainability of achievements, addressing capacities gaps and supporting systemic improvements (e.g., local service standards, legal and policy support) for good local governance in Türkiye. The Project team cooperated with the MoUE, Mol, SBB, UOM, and municipalities to define an exit strategy. The focus was on codifying experience with implementing laws and models and discussing further steps for institutionalizing training/ capacity development programs and local governance-related policy-making processes.

The Project defined specific measures to ensure institutional sustainability, steadily and successfully developing the capacities of municipalities to implement local administration reform priorities stemming from the new laws. In addition, the LAR III has been effective in enhancing the capacities of the MoEU DGLA, supporting their ability to implement its assignments regarding local governments.

The municipal information system "YERELBİLGİ" is well-established and operational, designed sustainably and functionally, based on the "business intelligence" principle. Therefore, the YERELBİLGİ will remain in use, showing high sustainability prospects.

##### **Conclusion 10. Ensuring sustainability of the LAR III results and the achievements related to the overall local administration reform and development of MMs capacities to implement assigned functions would require additional attention and further efforts by the authorities and development partners, including UNDP.**

The risks to the sustainability of the LAR III results remain, as several external factors may undermine the sustainability of results. The slow progress under the local administration reform and limited achievements in meeting the targets under the Charter of Local Self-Governments remain pressing problems for the country. There is a need to continue the development of institutional capacity, enhance mobilization of local resources, establish accountability mechanisms, and ensure information availability.

#### **6.1.6 Gender mainstreaming**

##### **Conclusion 11: Greater gender equality in the country is one of the main preconditions for transparent and accountable delivery of services and, the achievement of good local governance.**

The LAR III considered a rights-based approach and gender equality, especially during the implementation. As a result, participation of women in the project workshops and other activities has generally been high; furthermore, online options have been favourable for this participation. However, a significant gender gap concerning managerial positions in municipalities continues to exist, affecting the possibility of ensuring gender parity.

In addition, the Project addressed gender transformation through its support to policy-making processes at the local level, through gender-sensitive performance indicators and gender-sensitive standard ads in the critical service delivery areas.

However, the LAR III results matrix has not integrated gender considerations, and there are opportunities for improvements.

#### **6.1.7 Leave no-one behind**

**Conclusion 12: The Project considered and contributed to the "leave no one behind" agenda.** Particularly relevant has been SDG-16, as the Project recognized the vital link between sustainable development and stability, human rights and effective governance based on the rule of law.

The LAR III considered environment and climate change in some of its activities, as training sessions organized for the municipalities' staff include environment-related topics. The LAR III delivered support for environment-sensitive planning as a critical aspect of local administrations' functions. In addition, the Project provided capacity development support to establish functional oversight mechanisms to ensure the implementation of these (environmentally sensitive) plans.

## 7 Recommendations

The analysis of primary and secondary data served to define findings (and also concerns and challenges during LAR III implementation) serving for conclusions. Considering these inputs, recommendations have been defined, as a framework for further analysis and follow up actions.

The final evaluation consultant has formulated the following main recommendations:

<p><b>Recommendation 1:</b> (for:</p> <ul style="list-style-type: none"> <li>• UNDP</li> <li>• Partners</li> <li>• GDLA- MoEUCC</li> <li>• Mol</li> <li>• UoM</li> <li>• MMs</li> <li>• EU Delegation</li> </ul>	<p><b>Continue support to implementation of the legal and policy frameworks for local administration reform.</b></p> <p>The FEC recommends continuing support to the GDLA- MoEUCC, addressing policy making, and analytical capacities. UNDP through LAR III is well-positioned to continue building on the existing achievements and extend its technical support. Importantly, the GDLA/ MoEUCC are committed and working to implement its mandate, and additional technical support will be highly required. In addition, the GDLA should be strengthened to initiate planning and policy development concerning local administration reform.</p> <p>The FEC recommends UNDP (through the LAR III if extended or another initiative) to engage more actively in the policy making process related to local administration. The expertise and experience gained from LAR III could be beneficial for preparing and adopting a new set of local governance-related laws, including revision of the MM law with a credible and realistic action plan for implementation. The FEC recommends to support a legal framework for sound financial management and distribution of revenues between the central and local levels.</p> <p>The FEC recommends strengthening technical and operational capacities of the main institutions within the local governance system (including the responsible ministries of the GoT, the UoM, metropolitan municipalities, etc) to implement assigned functions. There is a need to balance between general and more needs-based training programs.</p>
<p><b>Recommendation 2:</b> (for:</p> <ul style="list-style-type: none"> <li>• UNDP</li> <li>• Partners</li> <li>• GDLA- MoEUCC</li> <li>• Mol</li> <li>• UoM</li> <li>• MMs</li> <li>• EU Delegation</li> </ul>	<p><b>GoT in partnership with UNDP and other development partners should consider longer-term support to local administration reform</b></p> <p>Achieving progress with the reform of local administration requires time and coordinated efforts of national and local level authorities, citizens (including those organized through civil society organizations) and other national and international development partners. Therefore, the FEC recommends that UNDP, EU and GoT consider long-term commitment (e.g., from five to seven years) for the new initiative that would support local administration reform and strengthening local governance. Also, the FEC recommends to strengthen policy coordination capacities in the respective areas.</p>
<p><b>Recommendation 3:</b></p> <ul style="list-style-type: none"> <li>• UNDP</li> <li>• GDLA- MoEUCC</li> <li>• UoM</li> <li>• MMs</li> </ul> <p>EU Delegation</p>	<p><b>The FEC recommends to continue work on YERELBILGI software and ensure that municipalities benefit from its features.</b></p> <p>The FEC recommends that LAR III supports national partners to refine and adjust YERELBILGI, addressing all issues and expanding its opportunities. These opportunities are especially valid for policy and decision making, planning of programs and activities and monitoring progress.</p>



	In addition, the FEC recommends organizing regular training programs for municipalities to benefit from YERELBILGI.
<b>Recommendation 4:</b> <ul style="list-style-type: none"> <li>• UNDP</li> <li>• GDLA- MoEUCC</li> <li>• UoM</li> <li>• MMs</li> <li>• EU Delegation</li> </ul>	<p><b>Facilitate citizens participation in local governance by enhancing the understanding, awareness and the need for their involvement.</b></p> <p>The FEC recommends exploring opportunities to expand activities to enhance understanding of the local governance, especially among citizens through public advocacy activities, public discussions and awareness events.</p> <p>The role of media and civil society organizations in this process is highly important.</p> <p>The FEC recommends using various opportunities for informing citizens on rights and processes for good, transparent and accountable local governance. Some of the new platforms such as Tik Tok, Instagram, twitter, twitch, etc could be adjusted to serve the purpose of informing and involving citizens, especially youth, in governance and local policy making activities</p>
<b>Recommendation 5:</b> (for: UNDP	<p><b>Strike a balance between qualitative and quantitative indicators to enable adequate measuring of progress under components, also capturing LAR III progress towards its planned results and broader reform agenda.</b></p> <p>The evaluation consultant recommends that LAR III provide a well-balanced combination of qualitative and quantitative indicators to capture changes and results attributable to the Project, using national indicators and targets to the extent possible. The FEC also recommends including gender-sensitive indicators with a focus on “gender transformative results”.</p>
<b>Recommendation 6:</b> <ul style="list-style-type: none"> <li>• UNDP</li> <li>• GoT (GDLA- MoEUCC)</li> <li>• UoM</li> <li>• Other development partners</li> </ul>	<p><b>There are important areas for local administration reform, that the GoT, UNDP and development partners should consider for the follow up interventions.</b></p> <p>Responding to the request from the ToR, the FEC recommends several areas for future planning and programming/ expanding activities in the local governance area.</p> <ul style="list-style-type: none"> <li>▪ There is a need to support municipal development and investments in essential public infrastructure. Given the high costs of rapid urbanization and deteriorating environmental and social standards, helping build sustainable urban areas and MMs remains a priority.</li> <li>▪ The FEC recommends considering climate change and implementing mitigation measures, also working on enhancing local disaster management abilities.</li> <li>▪ There is a need for <b>strengthening the internal organization of metropolitan municipalities and improving human resources management.</b> The priority is to work on a sound human resource management system aligned with the reform priorities. In addition, there is a need to support local authorities in introducing a performance management system based on HR policies and service delivery standards</li> <li>▪ There is a need for a clear definition of municipalities' tasks/ responsibilities ("expenditure assignments") as the first step in fiscal decentralization. The FEC recommends to the partners to work on issues such as consolidation of revenues, an objective system for establishing</li> </ul>

	<p>and allocating grants, and municipal property rights and assets. In addition, introducing programme (performance) budgeting will be a significant challenge for all municipalities in Türkiye and the UNDP in partnership with other development actors could provide support in this area.</p> <p>There is a need to enhance the coordination of municipal departments in budget preparation, setting objectives and prioritization. In addition, there is a need to enhance understanding of programme budgeting, and support is recommended for the employees working in the municipal finance units and the municipal budgeting departments.</p> <ul style="list-style-type: none"> <li>▪ The FEC recommends engaging more actively with public companies (including public utility enterprises and other direct public budget users). The areas of potential support could be strengthening capacities for professional, transparent and accountable management of public enterprises. In addition, the FEC recommends supporting the inclusion of private sector interests in good and participatory governance. Initial activities could include establishing and strengthening communication, cooperation and participation of the private sector in local decision-making, contributing to greater transparency.</li> </ul>
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## 8 Annexes

### *Annex 1: List of people interviewed<sup>65</sup>*

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<sup>65</sup> The evaluator did not include the names of people interviewed (except for UNDP team and EU Delegation representative) deliberately; this is the practice deriving from the personal data protection and has been recommended in all recent evaluation practices.

## Annex 2: Interview guides and on-line questionnaires

### Interview guide- UNDP Project Team

#### **RELEVANCE (INCLUDING COHERENCE, FLEXIBILITY AND RESPONSIVENESS)**

- Please describe your role and the circumstances under which you have engaged in the project, its design and/or implementation.
- Please describe the process of project design. What do you find very successful, and where were the challenging issues? How did the designing project team address these issues?
- What was the role of national partners during LAR III design? Do you think that the lessons from the previous phases were adequately considered?

#### ***Key Question 1: Has the LAR III project aligned its intervention with the stakeholders needs and country priorities to ensure an effective, inclusive, accountable and participatory local governance in Türkiye?***

- Has the LAR III addressed the needs of the MoI, MoEUCC and local authorities to implement their tasks for effective, inclusive, accountable and participatory local governance in Türkiye? Could you please provide some examples?
- To what extent was the design and strategy of LAR III relevant to national priorities (including 11th National Development Plan (NDP), Strategy of Ministry of Environment, Urbanization and Climate Change (MoEUCC), European Charter of Local Self-governments and EU norms and EU acquis)?
- Has the LAR III been designed to mainstream international standards and principles of democratic governance, including the European Charter of Local Self-governments and EU acquis?
- Do you think that support available through the LAR III remained relevant to the country? There has been a significant gap between the completion of the previous phases and the LAR III. Has this gap affected its relevance?
- What other key intervention areas could be integrated to a possible follow up LAR III Project, which would increase its relevance?
- If you have been involved in the LAR II design, do you think that LAR Phase I and Phase II lessons learned were considered during the current phase?
- Do you think that the LAR III results and area of interventions have been clearly defined? What changes have been made with extensions? Please explain.
- How appropriate and realistic have been the original outputs, outcomes, and established targets? How adequate have been the indicators to capture work of the LAR III?
- Have you been using these existing indicators to monitor and measure progress under outcomes and outputs?
- Was there a need to revise and update the indicators (including their benchmarks- targets and baselines) to better reflect external developments and progress achieved? Have these indicators been revised with extensions?
- Do you think that the indicators and targets have been gender-sensitive sufficiently?

#### ***Key Question 2: To what extent has the LAR III reflected UNDP priorities and ensured coherence with UNDP, national authorities and development partners' initiatives in the local governance sector?***

- To what extent did the LAR III Project complement the other UNDP interventions and initiatives of government and other development partners in the local governance sector?
- To what extent does the project create synergy/linkages with other projects and interventions in the country? Please provide some examples
- Was the Project flexible to the new circumstances imposed by the COVID-19 pandemic? In what sense and how? Did it affect delivery of activities?

## **EFFECTIVENESS**

**Key question 3: Has the LAR III contributed to the attainment of the development of outputs and outcomes initially expected/stipulated in the project document?**

- Have the local authorities enhanced their administrative and operational capacities for efficient provision of local services? Has the online managements system contributed to the efficiency of the local services?
- Have the metropolitan municipalities benefited from the support for implementation of new Metropolitan Municipality Model? Please provide some examples
- Are there examples that LAR III project contributed to public awareness on urbanization?
- What are the key factors contributing to Project success or underachievement?
- Would you highlight some good practices and success stories from the implementation? Are there some lessons learned, or transferable examples that you would recommend?
- To what extent and in what ways has ownership - or the lack of it - by the implementing partner impacted on the effectiveness of LAR III?

**Key question 4 Has the LAR III contributed to the broader development objectives as spelled out in the National Development Plan of Türkiye?**

- In your opinion, has the Project contributed to the implementation of Local Administration Reforms since 2014? Had the project contributed to progress in related areas, such as local economic development, EU accession, etc? Please, provide some examples
- In your opinion, are local authorities and MoEUCC better able to implement the new local administration model? Could these improvements be linked to the LAR III support?

## **EFFICIENCY**

**Key question 5: Has the implementation of the LAR III been efficient concerning adherence to the work plans (timely implementation), flexibility and responsiveness?**

- Has the LAR III been implemented in line with work plans, using available resources (financial, human, technical)? Are there any weaknesses in Project design, coordination, management, human resource skills, and resources?
- What was the progress of the project in financial terms, indicating amounts committed and disbursed (total amounts & as percentage of total) by UNDP?
- How well did the Project collect and use data to monitor results? How effectively was updated data used to manage the Project? How well did the Project team communicate with partners, stakeholders and Project beneficiaries on its progress?
- To what extent and in what ways has ownership - or the lack of it - by the implementing partner impacted on the efficiency of the LAR III?
- To what degree did the external developments influence the Project's efficiency?

## **SUSTAINABILITY**

**Key Question 6: Has the LAR III contributed to sustainable partnerships, policies and capacities of stakeholders for effective, inclusive, accountable and participatory local governance in Türkiye?**

- To what extent will the LAR III achievements be sustained? What are the possible systems, structures, staff that will ensure its sustainability? What are the challenges and opportunities?
- Are the legal frameworks, policies and governance structures and processes in place for sustaining Project benefits?
- To what extent have development partners committed to continuing support?
- To what extent will the Project be replicable or scaled up?

## **GENDER AND CROSS-CUTTING ISSUES**

**Key Question 7: Has the LAR III project considered rights-based approach and gender equality, and followed the “no-one is left behind” principle during its design and implementation?**

- To what extent has the LAR III addressed gender equality and the empowerment of women? been addressed in the design, implementation and monitoring of the Project?
- Please provide some examples of practices in promotion and mainstreaming of gender
- Has the LAR III contributed to “leave no one behind agenda” ensuring benefits for disabled, elderly, youth, refugees etc)?
- To what extent have environment and climate change issues been addressed in the design, implementation and monitoring of the Project? Please provide some examples?



## Interview guides- Mol, MoEUCC and local authorities

### **RELEVANCE (INCLUDING COHERENCE, FLEXIBILITY AND RESPONSIVENESS)**

Please describe your role and the circumstances under which you have engaged in the project design and/or implementation.

**Key Question 1: *Has the LAR III project aligned its intervention with the stakeholders needs and country priorities to ensure an effective, inclusive, accountable and participatory local governance in Türkiye?***

- Has the LAR III addressed the needs of the Mol, MoEUCC and local authorities to implement their tasks for effective, inclusive, accountable and participatory local governance in Türkiye? Could you please provide some examples?
- To what extent was the LAR III relevant to national priorities (including 11th National Development Plan (NDP), Strategy of Ministry of Environment, Urbanization and Climate Change (MoEUCC), European Charter of Local Self-governments and EU norms and EU acquis)?

**Key Question 2: *To what extent has the LAR III reflected UNDP priorities and ensured coherence with UNDP, national authorities and development partners' initiatives in the local governance sector?***

- Has the LAR III created synergies/linkages with other projects and interventions of the Mol/ MoEUCC/ local authorities? Could you please provide examples.
- Was the Project flexible and responsive to the need of the Mol/ MoEUCC/ local authorities especially by the new circumstances imposed by the COVID-19 pandemic?

### **EFFECTIVENESS**

**Key question 3: *Has the LAR III contributed to the attainment of the development of outputs and outcomes initially expected/stipulated in the project document?***

*For municipalities:*

- Have the local authorities enhanced their administrative and operational capacities for efficient provision of local services? Has the online managements system contributed to the efficiency of the local services?
- Have the metropolitan municipalities benefited from the support for implementation of new Metropolitan Municipality Model? Please provide some examples

*For Mol/ MoEUCC*

- Have the Mol/ MoEUCC benefited from the LAR III support?
- Are there examples that LAR III project contributed to public awareness on urbanization?
- What are the key factors contributing to Project success or underachievement?
- Would you highlight some good practices and success stories from the implementation? Are there some lessons learned, or transferable examples that you would recommend?
- Have you been participating in planning and implementation of the LAR III Activities? Would you consider yourself as a partner to this project?

**Key question 4 *Has the LAR III contributed to the broader development objectives as spelled out in the National Development Plan of Türkiye?***

- In your opinion, has the Project contributed to the implementation of Local Administration Reforms since 2014? Had the project contributed to progress in related areas, such as local economic development, EU accession, etc? Please, provide some examples
- In your opinion, are local authorities and MoEUCC better able to implement the new metropolitan municipality model? Could these improvements be linked to the LAR III support? If yes, could you provide some examples?

### **EFFICIENCY**

**Key question 5: Has the implementation of the LAR III been efficient concerning adherence to the work plans (timely implementation), flexibility and responsiveness?**

- How satisfied have you been with cooperation with UNDP and LAR III project? Have there been issues and delays in implementation of activities? What were the main challenges?
- How flexible has the UNDP LAR III Project been and responsive to your requests?

#### **SUSTAINABILITY**

**Key Question 6: Has the LAR III contributed to sustainable partnerships, policies and capacities of stakeholders for effective, inclusive, accountable and participatory local governance in Türkiye?**

- To what extent will the LAR III achievements be sustained? What are the possible systems, structures, staff that will ensure its sustainability? What are the challenges and opportunities?
- Are the legal frameworks, policies and governance structures and processes in place for sustaining Project benefits?
- To what extent have development partners committed to continuing support?
- To what extent will the Project be replicable or scaled up?

#### **GENDER AND CROSS-CUTTING ISSUES**

**Key Question 7: Has the LAR III project considered rights-based approach and gender equality, and followed the “no-one is left behind” principle during its design and implementation?**

- To what extent has the LAR III addressed gender equality and the empowerment of women in the activities that you participated?
- Does the MoI/ MoEUCC/ local government consider gender equality in its work, especially in delivering services? How do you consider needs of vulnerable groups? To what extent have the activities implemented under the LAR III Project reflected needs of women and vulnerable groups?

## **Focus Group Discussion - guide for partners/ beneficiaries**

### **I) - Focus Group discussion with the members of the Support Group for Legislative Proposals and Focus Group discussion with the members of the Local Government Advisory Group**

Thank you for taking participation in this FGD organized for the purpose of final evaluation of LAR III project. You were selected as a beneficiary/ partner of the project and we would like to discuss with you several issues which will help us to understand the effects of the project and to recommend possible improvements for future similar actions.

Your participation is voluntary and confidential and nothing you say will be linked to your identity. Information will be used only for the purpose of the evaluation.

Please, could you briefly present yourself and indicate in which project activities you have participated.

- How much you are familiar with the overall LAR III project?
- Have you participated and benefited from the LARIII support? How much this project was useful for you personally? What have you achieved through participation in this project?
- Have you improved your capacities through the support from LAR III?
- Would you like to participate in the future in similar projects/activities? Why?What is your opinion about the following topics: do you think this kind of projects/activities that contribute to local administration reform are needed in your country? Why? What are the main problems in the area of local administration that are addressed by this project?
- What would you recommend in regard to local administration reform, what needs to be done and what can be done through similar projects?

### **II) Focus Group discussion with the members of the Information Management Staff**

Thank you for taking participation in this FGD organized for the purpose of final evaluation of LAR III project. You were selected as a beneficiary/ partner of the project and we would like to discuss with you several issues which will help us to understand the effects of the project and to recommend possible improvements for future similar actions.

Your participation is voluntary and confidential and nothing you say will be linked to your identity. Information will be used only for the purpose of the evaluation.

Please, could you briefly present yourself and indicate in which project activities you have participated.

- Have you participated in the trainings on using Yerel bilgi- Information Management System? Has this training been useful to you? Do you think you can use the system effectively?
- What is your opinion about the Yerel bilgi as a tool to collect and report statistical data of municipalities? Has this system enabled to collect all the critical information for local governments?
- Do you think there are areas of Yerelbilgi that require improvements? What are in your view the main benefits from the Yerelbilgi?
- Is the functioning if the Yerelbilgi sustainable?

### **III) Focus Group discussion with the members of the Social Service Department Staff**

Thank you for taking participation in this FGD organized for the purpose of final evaluation of LAR III project. You were selected as a beneficiary/ partner of the project and we would like to discuss with you several

issues which will help us to understand the effects of the project and to recommend possible improvements for future similar actions.

Your participation is voluntary and confidential and nothing you say will be linked to your identity. Information will be used only for the purpose of the evaluation.

Please, could you briefly present yourself and indicate in which project activities you have participated.

- Have you participated in the trainings that LAR III organized? What was the purpose of this training and has this training responded to your needs?
- Do you think the trainings were useful in raising your knowledge about disadvantaged groups and their needs for support?
- Has the LAR III training contributed to your improved performance and if yes, in which aspects?
- What are your priorities for the future for improved delivery of services (for disadvantaged groups)?

### ONLINE questionnaire for the national stakeholders

1. Which of the following best describes the focus of your organization's work:

- Metropolitan municipality
- Provincial Municipality
- District Municipality
- Special Provincial Administration
- Other institution/department (please indicate which)

2. How familiar are you with LAR III initiative in Türkiye?

- Very familiar
- Familiar
- I know a few things
- Unfamiliar

If, option a/b/c are chosen...

3. What is the extent to which the LAR III has been addressing the capacity shortages for implementing the local administration model in Türkiye?

- A lot
- Sufficiently
- To a certain degree
- Not at all
- I don't have enough information about it

4. If you have answered d), can you please explain why do you think so?

5. Have you participated to any project activities?

Yes

No

6. (only to be answered if answer to Question 5 was yes) If you have participated to project activities, which ones have you participated? (You can pick more than one)

- Experience Sharing Meetings
- Advisory Board
- Legislative Board
- Program Budget Working Group
- Pilot Municipal practices (please specify which pilot.....)
- Service Delivery Standards Working Group
- Performance Management System
- Human Resources Management System
- Participatory Local Governance applications
- Municipal-led enterprises
- Other (please specify)

7.(only Metropolitan Municipalities, SPAs and District Metropolitan Municipalities should answer this question)

Did the project help you understand the effects of 2014 legislative changes on the new Metropolitan Model in Türkiye much better?

- a) Yes
- b) No

8. Do you think that you have improved your performance with support from LAR III?

- a) Significantly
- b) LAR III contributed to some improvements
- c) LAR III did not help at all
- d) I don't have enough information about it

9. If you think it was not the case, can you please explain why do you think so?

Only to be answered if A or B has been picked for Question 8.

10. On which topics have the project activities been most beneficial to you? (You can pick more than one)

- i. Situation analysis of local governments (processes, institutional priorities, legislative stock-taking)
- ii. Best practices from EU countries
- iii. Legislative improvements to Law on Metropolitan Municipalities
- iv. Financial management (Income management, municipal debt management, collection of account receivables)
- v. Setting service delivery standards
- vi. Human Resources Management System
- vii. Participatory local governance and participatory budgeting
- viii. Improvement of Municipal Performance Management System

11) Have there been any new initiatives you have implemented or applications you have adapted to your ongoing work processes thanks to your participation to LAR III activities?

If yes: Please explain what it is in detail.

Do you think it will be operationally and financially sustainable to continue this initiative?

If no: Please go to question 12.

12) If you have not implemented any new initiative thanks to your participation to LAR III, what is the primary reason?

- i. We did not know exactly how to adapt LAR III proposals to our work streams
- ii. Lack of ownership by senior management

- i. It is not a priority for our city
- ii. Legislative proposals have not been adopted and reflected into respective legislative pieces by the Ministry as of yet
- iii. Lack of human resource capacity
- iv. Lack of financial resources
- v. Logistical deficiencies
- vi. Delays and priority changes due to Covid-19 pandemic
- vii. Other (please state explicitly .....)

13. In which areas of local administration, do you think there is need for additional work? (You can pick up to 3)

- ix. Further operationalization of Metropolitan Municipality Legislation
- x. Financial management
- xi. Human Resource Management
- xii. Improving service delivery standards in further domains
- xiii. More piloting on participatory local governance and legislative proposals on participation
- xiv. Improvements to performance management system
- xv. Improvements to social service areas of municipalities
- xvi. Municipal activities towards women's empowerment
- xvii. Climate change and disaster management
- xviii. Changes to local election law; strengthening of municipal councils and representation of different political parties
- i. Financial management and distribution of revenues between central and local level
- ii. Roles and responsibilities between central and local level
- iii. Other (please explain .....)

14. There are some pre-requisites for project accomplishments to be sustainable. Could you indicate which of the three are the most important aspects for the sustainability of LAR III targets in ranking order? (meaning, give 1 to the most important aspect, give 2 to the second most important and 3 for the last most important aspect)

- a) Ownership by the Ministry
- b) Ownership by Municipal senior management
- c) Allocation of enough financial resources
- d) High quality human resources
- e) Political Stability
- f) Economic Stability
- g) Other (Please explain) .....

15) Where do you think these sustainability dimensions stand as we speak?

- a) Ownership by the Ministry : Very strong – Strong- Neither strong nor weak – Weak – Very weak
- b) Ownership by Municipal senior management: Very strong – Strong- Neither strong nor weak – Weak – Very weak
- c) Allocation of enough financial resources : Very strong – Strong- Neither strong nor weak – Weak – Very weak
- d) High quality human resources: Very strong – Strong- Neither strong nor weak – Weak – Very weak
- e) Political Stability: Very strong – Strong- Neither strong nor weak – Weak – Very weak
- f) Economic Stability: Very strong – Strong- Neither strong nor weak – Weak – Very weak



g) Other (Please explain) .....

- a. 16.Do you think gender empowerment aspects were sufficiently covered in project activities you have participated?Sufficiently
- b. Insufficiently
- c. Not at all
- d. I don't have enough information about it

If you think it was insufficient, can you please explain why do you think so?

17. How would you assess your cooperation and communication with LAR III Project team?

- a. Excellent
- b. Very good
- c. Fair
- d. Not Good

18. Please explain why do you think so?

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19. How effective would you say was the LAR III team in coordinating activities and including all relevant national and local authorities into project activities?

- a. A lot
- b. Sufficiently
- c. Insufficiently
- d. Not at all
- e. I don't have enough information about it

20. If you think it was insufficient, can you please explain why do you think so?

### Annex 3: LAR III Evaluation matrix

Relevant sub-question	Judgement criteria	Indicators	Data Sources and collection tools	Data analysis
Relevant evaluation criteria: <b>RELEVANCE</b>				
<b>Key Question 1: Has the LAR III project aligned its intervention with the stakeholders needs and country priorities to ensure an effective, inclusive, accountable and participatory local governance in Türkiye?</b>				
EQ1.1. To what extent was the LAR III design relevant in supporting Ministry of Interior (MoI), Ministry of Environment, Urbanization and Climate Change (MoEUCC) and Local Authorities implement effective, inclusive, accountable and participatory local governance in Türkiye, in line with international standards and principles of democratic governance?	JC1.1. The extent to which the LAR III has been designed to address the needs of the MoI, MoEUCC and local authorities to implement their tasks for effective, inclusive, accountable and participatory local governance in Türkiye,	Evidence (including opinions) that the LAR III has been designed based on the needs analysis of the MoI, MoEUCC and local authorities to implement their tasks for effective, inclusive, accountable and participatory local governance in Türkiye	1. Desk/literature review of relevant documents (including problem analysis conducted by the UNDP) 2. Key informants' interviews (semi-structured interviews/ focus groups) 3. Focus groups 4. On-line survey	In depth analysis of the national strategic and policy frameworks and development context in Türkiye  Analysis of the EU Accession process, with the reference to governance/ decentralization and local governance  Problem/risk analysis related to LAR III areas of intervention  Triangulate data collected from various sources and means (e.g., cross check interview data with desk review to validate or refute TOC).
EQ1.2 To what extent was the design and strategy of LAR III relevant to national priorities (including 11th National Development Plan (NDP), Strategy of Ministry of Environment, Urbanization and Climate Change (MoEUCC), European Charter of Local Self-governments and EU norms and EU acquis)?	JV1.2. The extent to which the LAR III has been aligned and contributed to the implementation of the National Development Plan of Türkiye 2014-2018 and 2019-2023, the MoEUCC strategy and other relevant national strategic documents	Evidence (including opinions and examples from the desk review) that the LAR III has been aligned and contributed to the implementation of the 11 NDP 2019-2023, the MoEUCC strategy and other relevant national strategic documents		
EQ1.3. What other key intervention areas could be integrated to a possible follow up LAR III Project, which would increase its relevance in relation to 11th NDP, Strategy of the MoEUCC, European Charter of Local Self-governments and EU acquis?	JC1.3.1. The extent to which the LAR III has created basis for additional areas to be integrated to a possible follow up LAR III Project, to increase its relevance in relation to 11th NDP, Strategy of the MoEUCC, European Charter of Local Self-governments and EU acquis	Evidence of existence for additional areas to be integrated to a possible follow up LAR III Project (considering the national context in Türkiye)		

Relevant sub-question	Judgement criteria	Indicators	Data Sources and collection tools	Data analysis
EQ1.4. To what extent was the theory of change applied in LAR III relevant to ensuring an effective, inclusive, accountable and participatory local governance in Türkiye?	<p>JC1.4.1. The extent to which the theory of change applied in LAR III has been relevant to ensuring an adequate approach for supporting an effective, inclusive, accountable and participatory local governance in Türkiye</p> <p>JC1.4.2. The extent to which lessons from the LAR I and II were considered for the LAR III design and implementation</p>	<p>The analysis of the theory of change applied in LAR III and evidence of its relevance vis-à-vis support to an effective, inclusive, accountable and participatory local governance in Türkiye</p> <p>Evidences that the LAR III intervention logic considered lessons from LAR I and II and continued in the priority areas</p>		
<b>Key Question 2: To what extent has the LAR III reflected UNDP priorities and ensured coherence with UNDP, national authorities and development partners' initiatives in the local governance sector?</b>				
EQ2.1. To what extent did the LAR III Project complement the other UNDP interventions and initiatives of government and other development partners?	JC2.1. The extent to which LAR III complemented other UNDP - interventions and initiatives of different development partners)	Opinions of the development partners, UNDP projects and initiatives, other agencies about synergies and cooperation with the LAR III	1. Desk/literature review of relevant documents (including third-party reports and national documents)	Analyse governance and public sector reform interventions of UNDP. Analysis of the reports and analysis of other development partners and LAR III reports and deliverables
EQ2.2. To what extent does the project create synergy/linkages with other projects and interventions in the country?	JC2.2. Evidences of synergies that the LAR III established with other interventions related to governance, local governance and decentralization	Examples of synergies between the LAR III and other development initiatives and examples of complementarities that the LAR III established (activity level)	2. Map a theory of change to identify the logic, indicators problem analysis and assumptions behind the LAR III	Interviews with the key informants
EQ2.3. To what extent was this Project designed as rights based and gender sensitive?	JC2.3. The extent that the Project reflected and mainstreamed rights based and gender sensitive approach	Evidence and the analysis that the LAR III mainstreamed rights based and gender sensitive approach	3. Key informants' interviews 4. On-line survey among the stakeholders	Results of implemented researches and surveys Triangulate data collected
Relevant evaluation criteria: <b>EFFECTIVENESS -</b>				
<b>Key question 3: Has the LAR III contributed to the attainment of the development of outputs and outcomes initially expected/stipulated in the project document?</b>				

Relevant sub-question	Judgement criteria	Indicators	Data Sources and collection tools	Data analysis
EQ3.1. To what extent did the project contribute to the attainment of the development of outputs and outcomes initially expected/stipulated in the project document?	<p>JC3.1.1. The extent to which administrative and operational capacities have been enhanced for efficient provision of local services</p> <p>JC3.1.2. The extent to which administrative and operational capacities of the local authorities have been strengthened for the implementation of new Metropolitan Municipality Model</p> <p>JC3.1.3. The degree to which institutional capacity of the local authorities have been enhanced regarding service delivery and adoption of the principles of democratic governance,</p> <p>JC3.1.4. The degree to which online managements systems contributed to the efficiency of the local services</p>	<p>Evidences and opinions that administrative and operational capacities have been enhanced for efficient provision of local services</p> <p>Opinions, examples and other evidences that administrative and operational capacities of the local authorities have been strengthened for the implementation of new Metropolitan Municipality Model</p> <p>Evidence (including opinions and examples) that institutional capacity of the local authorities have been enhanced for service delivery and adoption democratic governance principles</p> <p>The evidence (opinions and number of users) that showed enhanced use of online managements systems and improved efficiency of services</p>	<p>1.LAR III Project relevant data extraction- detailed analysis of: 1) planned activities and outputs and 2) achievement of results).</p> <p>2. Interviews with key informants - focus on validating or refuting lines of inquiry - collecting perceptions about legal documents, strategies, partnerships established and skills developed and actions implemented related to LAR III. Observations on the “why” and factors that influence or impede effectiveness</p> <p>3. Citizen Satisfaction survey that LAR III carried out (specific results as percentage of people satisfied with their metropolitan municipality services)</p> <p>3. Other findings to cover gaps or validate preliminary findings</p>	<p>Contribution analysis against the outcomes and outcome indicators</p> <p>Analysis of the LAR III achievements versus established targets</p> <p>Completion of a template of ‘factors’ with analysis of ‘strength of influence (the factors affect LAR III’s ability to achieve its objectives)’</p>
EQ3.2. What are the key factors contributing to Project success or underachievement?	<p>JC3.2.1. Existence of factors contributing to Project success or underachievement of LAR III</p> <p>JC3.2.2. The extent to which Covid-19 measures have a positive or negative effect on the achievement of Project results</p>	<p>Examples and analysis of factors contributing to Project success or underachievement</p> <p>Opinions and evidences that Covid-19 measures have a positive or negative effect on the achievement of Project results</p>		
EQ3.3. Have any good practices, success stories, lessons learned, or transferable examples been identified?	JC3.3. Existence of good practices, success stories, lessons learned, or transferable examples that have been identified during the LAR III implementation	Examples of good practices, success stories, lessons learned, or transferable examples that have been identified during the LAR III implementation		
EQ3.4. To what extent and in what ways has ownership - or the lack of it - by the implementing partner impacted on the effectiveness of LAR III?	JC3.4. The extent to which the LAR III partners shown ownership over the processes and results of the LAR III results	Opinions of the partners and other evidences of ownership over the processes and results of the LAR III results		

Relevant sub-question	Judgement criteria	Indicators	Data Sources and collection tools	Data analysis
<b>Key question 4</b> Has the LAR III contributed to the broader development objectives as spelled out in the National Development Plan of Türkiye?				
EQ4.1. To what extent has the Project contributed to the implementation of Local Administration Reforms since 2014 and the fulfilment of the objectives of 11th NDP, United Nations Development Cooperation Strategy (UNDCS) and CPD goals, as well as Sustainable Development Goals (SDGs, above stated EU acquis and EU normative frameworks)?	JC4.1. 1. The extent to which the project contributed to the Local Administration Reforms since 2014 and advancement and the progress of EU Accession agenda, priorities of National Development Plan of Türkiye, UNDCS and CPD goals as well as SDGs	Evidence, including opinions, examples and analysis that the project contributed to the Local Administration Reforms since 2014 and advancement and the progress of EU Accession agenda, priorities of National Development Plan of Türkiye, UNDCS and CPD goals and SDGs	1. LAR III Project relevant data extraction 2. Interviews with key informants - focus on validating or refuting lines of inquiry 3. On-line survey among the stakeholders and beneficiaries 4. Other findings to cover gaps or validate preliminary findings	Contribution analysis against the outcomes and outcome indicators  Analysis of the LAR III achievements versus established targets  Completion of a template of 'factors' with analysis of 'strength of influence (the factors affect LAR III's ability to achieve its objectives)'
EQ4.2. To what extent local authorities and MoEUCC are better able to implement the new local administration model and to what extent are any improvements in performance attributable to LAR III?	JC4.2.1. The extent to which local authorities and MoEUCC are better able to implement the new local administration model  JC4.2.2. The extent to which stakeholders reported improvements in performance and if this attributable to LAR III	Evidence (opinions and survey results) that local authorities and MoEUCC are better able to implement the new local administration model  Evidence that stakeholders improved performance with support from LAR III		
Relevant evaluation criteria: <b>EFFICIENCY</b>				
<b>Key question 5:</b> Has the implementation of the LAR III been efficient concerning adherence to the work plans (timely implementation), flexibility and responsiveness?				
EQ5.1. Has the LAR III been implemented in line with work plans, using available resources (financial, human, technical)?	JC5.1.1. The degree of timely implementation of the LAR III, in a logical sequence, and availability of inputs in a timely fashion	Evidences of timely implementation of activities (without delays)- analysis of planned vs implemented activities including utilization of inputs  Evidences and records on timely implementation or delays and changes in implementation of plans	1. Desk review of the LAR III documents and project management practices 2. Interviews with the LAR III Project Team 3. Interviews with national and other development partners 4. Analysis of the UNDP management practices	Analysis of the LAR III management practices  Meeting minutes with LAR III Team and other stakeholders  Desk review of the critical indicators  Triangulation of the collected primary and secondary data
EQ5.2. Has the LAR III established sound management practices?	JC5.2.1. The extent of existence and utilization of management systems that facilitated efficient implementation of the LAR III	Evidence that sound of management system was in place and facilitated efficient implementation of the LAR III		

Relevant sub-question	Judgement criteria	Indicators	Data Sources and collection tools	Data analysis
	JC5.2.2. The extent to which the Project M&E systems provided management with a stream of data that allowed it to learn and adjust implementation accordingly	Existence of results-oriented and quality monitoring and reporting systems and analysis of reports  Existence of a sound risk management practice and evidence that risks were adequately monitored and mitigated		
EQ5.3. What was the progress of the project in financial terms, indicating amounts committed and disbursed (total amounts & as percentage of total) by UNDP?	JC5.3.1. The extent to which LAR III achieved progress in financial terms, indicating amounts committed and disbursed (total amounts & as percentage of total) by UNDP	Evidence that project funds have been used timely and effectively for implementation of activities		
EQ5.4. To what extent and in what ways has ownership - or the lack of it - by the implementing partner impacted on the efficiency of the LAR III?	JC5.4. The extent to which partners showed ownership and its contribution to the efficiency of the LAR III	Opinions and examples that partners' ownership existed, contributing to efficiency		
Relevant evaluation criteria: <b><u>SUSTAINABILITY</u></b>				
<b>Key Question 6: Has the LAR III contributed to sustainable partnerships, polices and capacities of stakeholders for effective, inclusive, accountable and participatory local governance in Türkiye?</b>				
EQ6.1. To what extent will the LAR III achievements be sustained? What are the possible systems, structures, staff that will ensure its sustainability? What are the challenges and opportunities?	JC6.1.1. The extent of financial and operational sustainability of the achieved results  JC6.1.2. The extent to which the benefits and outcomes continue after external donor funding ends (including availability of financial and economic resources upon completion of the donor assistance)	Opinions of the stakeholders regarding sustainability of the achieved results and progress in the areas of the LAR III  Evidences that the LAR III project and partners have ensured financial and operational sustainability of the achieved results.	1. Desk review of the LAR III documents and project deliverables  2. Interviews with stakeholders and partners and survey results (if applicable)  3. Third-party analysis and analytical documents	Analysis of the LAR III reports and deliverables and also other reports of development partners  Analysis of meeting minutes and results of surveys  Context analysis including relevant (governance) indicators for Türkiye
EQ6.2. Are the legal frameworks, policies and governance structures and processes in place for sustaining Project benefits?	JC6.2. Existence of the legal frameworks, policies and governance structures and	Evidence that legal frameworks, policies and governance structures and processes are in place for sustaining project benefits		Triangulation of primary and secondary data

Relevant sub-question	Judgement criteria	Indicators	Data Sources and collection tools	Data analysis
	processes for sustaining project benefits			
EQ6.3. To what extent have development partners committed to providing continuing support? What is the risk that the level of stakeholder ownership will be insufficient to allow for the Project outcomes/benefits to be sustained?	JC6.3.1. The extent to which the project decision making bodies and implementing partners undertaken decisions and course of actions to ensure the sustainability of the effects of the project	Examples and opinions that the project decision making bodies and implementing partners undertaken decisions and course of actions to ensure the sustainability of the effects of the project		
EQ6.4. To what extent will the Project be replicable or scaled up?	JC6.4.1. Opportunities for continuation and expansion of the results and activities in the area of LAR III intervention	Evidences about the opportunities for continuation and expansion of the results and activities in the area of the LAR III intervention		
Relevant evaluation criteria: <b>CROSS-CUTTING</b>				
<b>Key Question 7: Has the LAR III project considered rights-based approach and gender equality, and followed the “no-one is left behind” principle during its design and implementation?</b>				
EQ7.1. To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the Project?	JC7.1.1. The extent to which the LAR III addressed gender equality and the empowerment of women including the design, implementation and monitoring activities	Examples of practices in promotion and mainstreaming of gender during formulation, monitoring and implementation of the LAR III project	1. Desk/literature review of relevant documents (including third-party reports and national documents) 2. Key informants’ interviews (semi-structured interviews/ focus groups) 3. On-line survey 4. Other sources and consultations as appropriate	Interviews with the key stakeholders (including UN, development organizations, etc) Analysis of the results of the surveys Review of national statistics and other available data Triangulation of the collected primary and secondary data
EQ7.2. To what extent has the Project contributed to “leave no one behind agenda” (including disabled, elderly, youth, refugees etc)?	JC7.2.1. The extent to which the Project contributed to “leave no one behind agenda” (including disabled, elderly, youth, refugees etc)?	Evidence (desk analysis and opinions) that the LAR III contributed to “leave no one behind agenda” (including disabled, elderly, youth, refugees etc)		
EQ7.3. To what extent have environment and climate change issues been addressed in the design,	JC7.3. The extent to which environment and climate change issues have been considered in the	Evidence and examples that environment and climate change issues have been considered in the		



Relevant sub-question	Judgement criteria	Indicators	Data Sources and collection tools	Data analysis
implementation and monitoring of the Project?	design and addressed during the implementation and monitoring	design and addressed during the implementation and monitoring		

## Annex 4: Evaluability Analysis Matrix

The final evaluation used the three-dimension framework for evaluability assessment<sup>66</sup>, to measure the extent to which this Project, its implementation framework and achieved results could be analyzed and assessed in a reliable and credible manner. The evaluability assessment has been in general positive,

Project Design (as described in a Theory of Change, Logical Framework or narrative)	
<b>Clarity</b>	<p>The LAR III's intervention logic and hierarchy of objectives have been well-defined, based on a problem analysis. Namely, the identified critical issues and challenges, such as the need to improve managerial decision-making system for more effective public sector outcomes and performance, the need for revisiting current local government practices to strengthen their competences and resources (in a difficult and rapidly changing context), the need to improve access and quality of services and the need for increasing citizens' participation and ownership to support the reform agenda. The LAR III has strived addressing these challenges: this is evidenced by, for example, the LAR III specific objective ("to develop and strengthen the administrative capacity and cooperation of Mol and local authorities in the task of ensuring the effective implementation of the new local administration model in line with principles of democratic governance") and its areas of interventions (for example, through the efforts to improve administrative and operational capacities for efficient provision of local services; improving administrative and operational capacities of the local authorities for the implementation of new Metropolitan Municipality Model and delivery of services and improving efficiency of the local services through online management systems, among others)</p> <p>The FEC finds that LAR III focus represent intended changes in development conditions in the country set at the high level, requiring joint work of many partners. Therefore, credible attribution of development changes to the LAR III may be challenging or even impossible to establish. Still, the ToR requested to identify if changes among the beneficiary institutions occurred and analyse if these changes could be attributed to LAR III. The FEC recognized that this could be difficult to identify: the proposed option is through the perception of the targeted beneficiaries of the LAR III assistance (at various levels).</p> <p>Practically, the Final Evaluation Consultant (FEC) has developed a tailor-made methodology, that covered the overall LAR III's results framework, its outputs and activities that contributed to its specific and overall objectives.</p> <p>The outputs are correlated to outcome and identified and the proposed steps-for the achievement of outputs- have defined.</p>
<b>Relevant</b>	<p>The FEC finds a considerable time has passed between the project's design (2015) and contracting (2018) and the actual implementation (2019), and possible effects on relevance could be expected. For example, the metropolitan municipality model emerged in 2012, and support was more appropriate in the first years of implementation, as in 2019 and 2020, municipalities already gained experience. Still, the initial desk review results suggest that the LAR III maintained its relevance in responding to the needs of the target groups and end beneficiaries. The main challenges, especially with local authorities' operational and service delivery capacities, accountability, resource utilization, and efficient organizational management, are present in the country. These findings from the</p>

<sup>66</sup> Rick Dr. Davis "Planning Evaluability Assessments, A Synthesis of the Literature with Recommendations, Report of a study commissioned by the Department for International Development (DFID)", Working Paper 40, October 2013- this document served as the basis for evaluability assessment.

	<p>initial desk review provided that the LAR III maintained its relevance and responded to the needs of the target groups and end beneficiaries.</p> <p>The LARIII aligns with the 11th National Development Plan (2019-2023), as the first development plan prepared under the Presidential Government System, which lays down the development vision of Türkiye with a long-term perspective. The Plan includes policy measures for local governments as well. Namely, 11th National Development Plan/Articles of Part 2.1 Stable and Strong Economy and Part 2.5.2 Good Governance are directly related to the activities of the LAR III project.</p> <p>In addition, the Project contributes to implementation of the National Strategy for Regional Development (NSRD). The NSRD is intended to serve as the backdrop for regional development, help ensure coordination on regional development and regional competitiveness, increase harmonisation between spatial development and socio-economic development policies, and establish a general framework for regional and local level plans and strategies.</p> <p>Concerning EU accession, the Project has been relevant for implementing the IPA II Indicative Strategy Paper for Türkiye (2014-2020), committed to improving the capacities of institutions, including local level. Specifically, the Project has addressed the need to enhance capacities of the public administration, including at the local level, to implement the principles of public administration in core areas (Strategic framework, Policy development and coordination, public service and human resources management, Accountability, Service delivery, Public Financial Management).</p> <p>The LAR III aligns with the New EU Strategy, that recognized administrative reform and citizens participation as the primary objectives for ensuring the full implementation of the EU Acquis.</p> <p>The importance of local governance has also been emphasized in EU Progress Reports, acknowledging the contribution of the EU and other initiatives. However, this report also noted the need for improvements in this area.</p> <p>The Project at hand is also in conformity with the priorities of the Accession Partnership and EU/Commission policies by supporting the ongoing work of Türkiye. Assessment of various progress reports of the European Commission along with the policy endeavours of Türkiye to address capacity gaps in the local governance and the outputs of the partnership of Türkiye jointly achieved with UNDP and the Delegation of the European Union to Türkiye (EUD) are the basis of the Project.</p> <p>The Project has strong links to the Sustainable Development Goals (SDG16 on 'participatory decision making and effective institutions) and the UNDP country programme for Türkiye.</p> <p>In addition to relevance to local governments and municipalities, the results to be achieved by the project are directly falling under the institutional mandate of the MoEUCC. The responsibilities of MoI's Directorate General for Provincial Administrations (DGPA) are more related to governorates and provincial administrations rather than the municipalities.</p>
<b>Plausible</b>	<p>The validity of the LAR III's intervention logic remained high throughout its implementation- a brief situation assessment indicates that, despite achieved results and progress, the challenges continue to affect the abilities and capacities of local governments, based on good governance principles and a human-centred understanding of services.</p> <p>Practically, the LAR III was embarked with an ambitious agenda in June 2018 to assist the Government of Türkiye to face such challenges by improving the capacities and regulatory frameworks of local governments. In this sense UNDP,</p>

	<p>as the implementing agency, attaches utmost importance to the LAR III project which is expected to serve for the benefit of the stakeholders and ultimately Turkish citizens, by strengthening capacities for efficient local governance and service delivery in line with democratic governance principles. The Project is well advancing with the achievement of results and it is likely that all planned targets will be met.</p> <p>The country is facing different factors and dynamics in the region that remain present and could affect achieved results (e.g., policy changes and turn-over of qualified staff; sustainable partnerships at different levels; financial aspects, COVID-19 pandemic)</p>
<b>Validity and reliability</b>	<p>The LAR III project team has established a comprehensive monitoring system, that involved data collection from different levels and cooperation with the partners and other stakeholders. All the received data have been collected and were available for the evaluation consultant.</p> <p>The overall quality of the intervention logic is adequate, as the planned outputs and outcomes are coherent and feasible to reach the project's objectives. Connections between the elements of the results framework- outputs, specific and overall objectives, are evident. Also, indicators are available at all levels of the hierarchy of objectives and are generally relevant to measure progress. However, some of these indicators are difficult to verify, as they require thorough data collection through surveys from large population groups. In the context of benchmarks, most indicators lack baselines, while the target values have unrealistic timelines. For example, some targets are set at a future date beyond the end of the LAR III, i.e., years 2025 and 2030; thus, it is challenging to measure and report on the current status. Therefore, the FEC finds that the appropriateness of some indicators for objective assessment and reporting of results is very limited. The lack of baselines is a concern because LAR III continues the previous phases that commenced over a decade ago; thus, the lack of baseline data is a serious issue.</p> <p>The updated LFM does not include any sex-disaggregated indicators. Nevertheless, the Technical Assistance Team (TAT) worked on developing sex-disaggregated indicators during the LFM revision within the Addendum process. As a result, the FEC finds well-established gender-disaggregated data in the reports, including the numbers of men/women who benefit from the project.</p> <p>Generally, the LFM shortcomings could limit the “formal assessment” of the project progress (e.g., the absence of targets prevents to formally verify the exact achievements; also, weak indicators prevent to capture all the critical aspects...). Therefore, the FEC will use the analysis of outputs/ results as proxies to analyse progress towards targets.</p>
<b>Testable</b>	<p>The FEC finds that the critical linkages have been established between activities and outputs; however, direct links and establishing contribution claims between outputs and progress under outcome was more challenging. The evaluation questions have been formulated to explore, discuss and identify these links.</p>
<b>Consistent</b>	<p>The consistency exists between the LAR III's Theory of Change and how it is described in the Project document and application across multiple documents (Design, M&amp;E plans, work plans, progress reports, etc.). Basically, all the documents have been focused with clear references to the original ToC and the project's intervention logic.</p>
<b>Complexity</b>	<p>The FEC finds that UNDP LAR III project and its focus to support local administration reform in line with EU acquis and best international practices has been a factor of complexity. Also, complementary area of intervention- inclusion</p>

	<p>of a citizen-focused participatory planning and implementation practices is a complex issue that require well-planned approach.</p> <p>The management structure- decision making and implementation mechanisms- have been complex and included involvement of various partners. For example, Mol/ MoEUCC have been partners involved in numerous capacity development activities and with the overall reform of local governance system. Therefore, ensuring well-articulated and harmonized implementation has been challenging, but the team has been successfully dealing with these issues.</p>
<b>Agreement</b>	The stakeholders' commitment at all levels (the Mol, MoEUCC, civil society organizations) remained high from the initiation of the Project.
Information availability	
<b>The complete set of LAR III documents available</b>	The LAR III provided full set of documentation, including submitted LAR III Project Document, Annual Progress Reports, Other Reports including commissioned studies and analysis under all results.
<b>Baseline measures exist</b>	<p>The part Validity and reliability revealed limited availability of baseline data for indicators. Disaggregated data are partially available for indicators.</p> <p>The FEC has access to various reports and deliverables (including conferences and workshops that the LAR III project organized) and this will enable to verify judgement criteria and indicators from the evaluation framework.</p>
<b>Data on a control group</b>	The LAR III did not include the control group to compare with the intervention group and the absence of the control group prevents for direct analysis of the performance changes among beneficiaries and target groups.
<b>Data has been collected for all the indicators</b>	<p>The Project has been providing details on activities and results in various areas of intervention. However, some indicators and their targets are set at a future date beyond the end of the LAR III, i.e., years 2025 and 2030; thus, it is challenging to measure and report on the current status.</p> <p>Still, the FEC has access to all critical products that LARIII delivered during its implementation.</p>
<b>Availability of critical data</b>	<p>The FEC has analysed project materials and finds that the intended and actual beneficiaries could be easily identified.</p> <p>The LAR III team provided details and information about involvement of partners and beneficiaries answering questions who were involved in what project activities and when.</p>
<b>Gender disaggregated data</b>	The LAR III provided disaggregated data for most of the indicators, especially those that were under direct Project's responsibility
<b>Previous reviews or evaluations</b>	The LAR III project did not include previous mid-term reviews or analysis.
Institutional context	
<b>Accessibility to and availability of stakeholders</b>	The FEC received contacts of all the stakeholders from the LAR III project. Besides, the FEC together with the LAR III Team analyzed the list of interlocutors for interviews- in addition to partners and beneficiaries, this list included other stakeholders that are relevant for the public administration reform and especially

	<p>decentralization and local governance, transparency and accountability-reference to the Annex 2 of this report.</p> <p>The extraordinary circumstances brought about by COVID-19 created a range of challenges for evaluative work as discussed in sections below. Still, the evaluation consultant is planning field visit and in-person meetings during May 2022. Still, the FEC will use on-line interviews to reach larger group of stakeholders that would not be interviewed during the field mission. The FEC will use tailor-made interview guides as a platform for primary data collection.</p>
<b>Resources available to do the evaluation</b>	<p>The FEC has established regular communication with the LAR III team, and with the main partners. This communication helped the evaluation to identify and access key informants. It will also serve to resolve any issue that could emerge during the evaluation.</p>
<b>Coordination requirements?</b>	<p>The evaluation will involve representatives of the LAR III team. The evaluation consultant will meet with the EU Delegation representatives.</p>

## Annex 5: Results/ Logical Framework- LAR III

	Results chain	Indicators	Baseline (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To ensure effective, inclusive, accountable and participatory local governance in Türkiye, 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.	The introduction of new metropolitan municipality model in Türkiye	Competent MMs with principles and standards set by the European Charter of Local Self-governments	- CoE (CLRAE) reports on Turkish Local Administration system and Türkiye's compliance with ECLSG - EC Reports on Türkiye's progress towards EU accession - Result-Oriented Monitoring (ROM) reports	National and local institutions are fully committed to the development and implementation of policies and institutional changes required to be in line with European Charter of Local Self-governments
Specific objective(s): Outcome(s)	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.	30 MMs implement the new model	Fully capacitated MMs to function in line with principles of democratic governance.	- CoE (CLRAE) reports on Turkish Local Administration system and Türkiye's compliance with ECLSG - EC Reports on Türkiye's progress towards EU accession - Monitoring by the Delegation	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/Outputs	<b>R.1.1.</b> Administrative and operational capacities for efficient provision of local services enhanced, <ul style="list-style-type: none"><li>Support Group on Legislation Drafting Process of MoI and MoEU (12 members) and Consultative Group of Local Authorities (10 members)</li></ul>	(a)# recommendation reports on legislative changes for effective local service delivery prepared.	(a)Article 68 of the Law No: 5393 Municipality Law regulating loan system (Y2016)  (b)There is limited and non-functional	(a)At least 10 recommendation reports prepared on legislative changes for effective local service delivery by the end of the project.	- Interim and Final Reports of the project - Technical Reports - Comparative analysis reports - Assessment of the implementation of the	Continued political commitment to make necessary adjustments in primary and secondary legislation to enhance the effectiveness and efficiency of the local service delivery;



	Results chain	Indicators	Baseline (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
	<ul style="list-style-type: none"> <li>Comparative Assessment Report; Recommendations Report on Strengthening the Debt System of Local Authorities Comparative Assessment Report</li> <li>Comparative Assessment Report; Recommendations Report on Increasing the Income of Local Authorities</li> <li>Comparative Assessment Report; Recommendations Report on the Amendment of Relevant Provisions of the Law No: 3572 on Business and Operating Licenses and Regulation for Business Licenses</li> <li>Service Standards Ensuring the MMs and its District Municipalities to Use 10% Of Their Budgets for the Infrastructure Works in Rural Areas (as defined in the Law No: 6360; Review and Recommendations Report</li> <li>Comparative Assessment Report on Increasing the Effectiveness of the Collection of Accounts Receivable</li> <li>Comparative Analysis Report on the Performance Management Tools, Report of the Interviews and Focus Group Meetings, Policy Paper and Guidelines on Use of Performance Management Tools and Distance Learning Modules,</li> </ul>	<p>(b)% of local authorities in implementing developed standards and principles on human resources management, # of staff benefited from on the job support/training on principles and standards,</p> <p>(c) # of municipalities whose level of awareness on the work and responsibilities of local authorities born by EU Acquis increased.</p> <p>(d) Level of implementation of the legislation on local authorities.</p>	<p>principle/standards in human resources management (Y2016)</p> <p>(c) There is limited awareness/knowledge on localizing EU Acquis and its impact on changing roles of local administrations (Y2016)</p> <p>(d) No baseline</p> <p>(e) There is no software system on monitoring the implementation of reforms (Y2016)</p> <p>(f) No baseline</p>	<p>(b) At least 20% of local authorities implemented standards and principles on human resources management by the year 2030</p> <p>(c) At least 15 municipalities' level of awareness increased on the work and responsibilities of local authorities born by EU Acquis on selected chapters by the end of the project.</p> <p>(d) At least 20% of the legislative measures targeted in strategic plan of Mol and MoEU</p>	<p>legislative packages adopted and put into force. Budget and Accounting Regulation</p> <p>- Findings of surveys measuring the awareness and knowledge about the EU Acquis by the local authorities</p> <p>- Training needs assessment report</p> <p>- Training module and materials</p> <p>- Assessment reports on the implementation of developed local service delivery</p> <p>- Proposals of local governance structures converted to service delivery practice</p> <p>- Performance assessment of the trained staff</p> <p>- Attendance Sheets</p> <p>- Updated websites of local authorities in line with transparency principles</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>Trained staff members remain in their posts during the entire duration of the Project</p>

	Results chain	Indicators	Baseline (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
	<p>Legislative Recommendations Report on Changes Related to the New Programme Budgeting System</p> <ul style="list-style-type: none"> <li>Comparative Assessment Report and Recommendations Report to Improve Legislative Framework Regulating the Municipality-Led Enterprises in Türkiye, Implementation Guideline</li> <li>Comparative Analysis Report, Recommendations Report on the Draft Legislation Regulating the Legal and Institutional Infrastructure of Water and Sewerage Administrations</li> <li>Technical visit reports</li> <li>Strategy and Regulation on Honours and Ceremonies</li> <li>Current Situation Analysis Report on Implementation of the EU acquis at the Local Level, Comparative Analysis Report, User-Friendly Manual</li> <li>Comparative Assessment Study on Functioning of the Local Authorities</li> <li>Standards and Principles for the Establishment of an Effective Human Resources Management System in Local Administrations, Recommendations Report to Improve Legislative Framework Regulating Human Resources</li> </ul>	<p>(e)Development of a software system for monitoring of the progress against the implementation of reforms in local administration by the end of the project</p> <p>(f)Realization of the modelling for efficient implementation of new Metropolitan Municipality Law in % of MMs.</p> <p>(g)# of joint platforms among the MMs.</p> <p>(h)% relevant staff of municipalities and staff of MoI/GDPA &amp; MoEU/GDLA benefited from customized General Management and Job Skills Training and distance learning modules prepared by the end of the project.</p>	<p>(g) No joint platform</p> <p>(h)No training organized by MoEU</p> <p>(i) No baseline</p> <p>(j) Law and regulation on city councils</p>	<p>achieved through the project by the year 2030.; At least 4 municipalities adapting the balanced scorecard and capital investment planning</p> <p>(e)A software system for monitoring of the progress against the implementation of reforms in local administration developed by the end of the project.</p> <p>(f)Realization of the modelling for efficient implementation of new Metropolitan Municipality Law in 30% of MMs by the year 2030.</p> <p>(g)At least 5 joint platforms established among</p>	<p>- Statistical data/records on the use of online management systems</p> <p>-Websites of MMs, social media links of MMs Lists of participants Records of Yerel Bilgi</p> <p>-Perception interviews with citizens</p> <p>-Turkish Standard Institution standard documents</p>	

	Results chain	Indicators	Baseline (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
	<p>Management in Local Administrations</p> <ul style="list-style-type: none"> <li>Recommendations report with further analysis of primary (i.e. Codes) and secondary legislation (Communiques, executive orders etc.) on municipality-led enterprises</li> </ul> <p><b>R.2.1.</b> Administrative and operational capacities of the local authorities for the implementation of new Metropolitan Municipality Model strengthened,</p> <ul style="list-style-type: none"> <li>Impact Assessment Report, Policy Recommendations Report, Benchmarks for Success</li> <li>System Design Report, Recommendation Report on Improvement to the General Activity Report of MoEU, Implementation Guideline on Preparation of General Activity Report, Two Training Modules for MoEU/GDLA and MoI/ GDPA Staff</li> <li>Needs Assessment Report; Report on Results of the Experience Sharing and Know-how Activities at Matched MMs; digital platform for experience sharing</li> <li>Training Needs Assessment Report; Distance Learning Modules Targeting Municipalities,</li> </ul>	<p>(i) Development and adoption of local service delivery standards which are accepted as national standards by Turkish Standards Institute</p> <p>(j) Development of legislative and policy measures for adoption of democratic governance principles</p> <p>(k) Adoption of a model for participatory local governance for % of MMs.</p> <p>(l) # of social service experts in municipalities benefitted from the</p>	<p>(k) No baseline</p> <p>(l) No baseline</p> <p>(m) No baseline</p> <p>(n) No baseline</p>	<p>the MMs by the year 2025; digital platform to be utilized by at least 100 municipalities upon launch of the system</p> <p>(h) 10% staff of municipalities and staff of MoI/GDPA &amp; MoEU/GDLA benefited from customized General Management and Job Skills Training and distance learning modules prepared by the end of the project.</p> <p>(i) Development and adoption of 5 local service delivery standards in 30% of the MMs by the year 2030;</p> <p>(j) A comprehensive recommendation report on legislative framework</p>		

	Results chain	Indicators	Baseline (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
	<p>Success and Human Stories Documentary Style Short Movie,</p> <ul style="list-style-type: none"> <li>• Comparative Assessment Report; Draft Action Plan, Prioritization Report</li> <li>• Report on the Results of the Interviews; Comparative Assessment Report on Neighbourhood Management, Policy Paper and Road Map on Improvement of Neighbourhood Management System</li> </ul> <p><b>R.2.2.</b> 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>• Current Situation Assessment Report; Local Service Delivery Standards, Implementation Guidelines, Local Service Standard Documents in 5 service areas to be developed in cooperation with Turkish Standards Institute</li> <li>• Current Situation Analysis Report, Guidelines on Participatory Mechanisms; Result Report on the Awareness Raising Events, Documentary Style Short Movie</li> <li>• Comparative Assessment Report; Technical Visit Report; Recommendations for Developing Secondary Legislation</li> </ul>	<p>trainings and concerned distance learning modules prepared.</p> <p>(m) % relevant staff of selected MMs benefited from all the trainings.</p> <p>(n) % of local services can be monitored and evaluated through on-line management systems</p>	<p>(o) No baseline</p> <p>(r) No baseline</p> <p>(s) No baseline</p> <p>(t) No baseline.</p>	<p>developed by the end of the project</p> <p>(k) A model for participatory local governance adopted by at least 60% of MMs by 2030.</p> <p>(l) At least 350 staff of social service experts in municipalities benefitted from the trainings and concerned distance learning modules by the end of the project.</p> <p>(m) At least 20% relevant staff of selected MMs benefited from all the trainings by the end of project</p>		

	Results chain	Indicators	Baseline (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
	<ul style="list-style-type: none"> <li>Comparative Assessment Report on the Roles and Functions of Municipal Council Members and the Related Electoral Systems in Three EU Member States, Policy Paper on Reforming the Local Government Electoral System and Strengthening of Municipal Councils</li> </ul> <p><b>R.2.3.</b> Public awareness on urbanization enhanced through institutional and individual capacity enhancement programmes</p> <ul style="list-style-type: none"> <li>Survey Report; Needs assessment report on public awareness on urbanization</li> <li>Distance Learning modules for social service staff of municipalities and social service centres.</li> </ul> <p><b>R.3.1.</b> Efficiency of the local services enhanced through online managements systems.</p> <ul style="list-style-type: none"> <li>Updated YERELBILGI System</li> <li>User-friendly Guideline</li> <li>Face-to-face Trainings &amp; Distance Learning Modules</li> </ul>	<p>(o) % of increase in the application of the on-line management systems</p> <p>(r) % increase in citizen satisfaction in municipal services due to enhanced efficiency</p> <p>(s) # of relevant staff of GDPA/Mol and GDLA/MoEU benefited from customized trainings on data management and business intelligence systems</p> <p>(t) # of municipalities whose level of awareness on major and most successful municipality-led enterprises operating in Europe increased</p>		<p>(n) At least 50% of local services monitored and evaluated through on-line management systems of MoEU by the year 2030.</p> <p>(o) 90% of the MMs and 50% of provincial and district municipalities use the updated YERELBILGI system to collect, analyse data on local service delivery by the year 2030.</p> <p>(r) 15% increase in citizen satisfaction due to enhanced efficiency in municipal services by the year 2030.</p>		

	Results chain	Indicators	Baseline (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
				<p>(s) At least 1500 relevant staff of GDPA/MoI and GDLA/MoEU benefited from customized trainings on data management and business intelligence systems by the end of the project.</p> <p>(t) Level of awareness of at least 3 pilot municipalities and other participating municipalities on major and most successful municipality-led enterprises operating in Europe increased</p>		

	Results chain	Indicators	Baseline (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Activities	Activities under 3 components (1-Effective Local Service Delivery, 2-Capacity Building for New Metropolitan Municipality Model and Inclusive Local Governance Processes, 3-Online Management Information Systems Installed and Updated) as detailed under Section 1.3 Description.		<p>Means:</p> <p>Project Team (PT)</p> <p>Short term experts (STEs)</p> <p>Training costs</p> <p>technical visit costs</p> <p>Project Office costs</p> <p>Visibility and publication costs</p> <p><b>Costs:</b></p> <p>Covering the human resources, costs for travels, local office and services - details are indicated in the Budget for the Action.</p>			Factors outside project management's control that may impact on the output-outcome linkage.



## ***Annex 6: List of analysed and consulted documents***

### **Project document and Grant agreement**

LARIII Project Document (Signed and approved)

Annex I Description of Action

Annex II General Conditions for PA Grant or Delegation Agreements

Annex III Budget for the Action

Annex IV Financial Identification

Annex V Request for Payment

Annex VI Communication and Visibility Plan

Annex VII Taxes and Customs Arrangements

Grant Agreement for Pillar Assessed Organization (PA Grant Agreement)

ANNEX I- Addendum No 1 (dated 28.05. 2020) \_Final.docx

Annex I-Note on Addendum 2.docx

Annex I Addendum No.2 (Revised Full DoA- 2021)

### **Annual Progress Reports (including deliverables under LAR III outputs)**

LAR III Inception Report (dated 15.02. 2019)

LAR III Annual Report for 2019

LAR III Annual Report for 2020

LAR III Annual Report for 2021

### **Annual Work Plans**

LAR III Annual Work Plan 2019

LAR III Addendum No.2 Proposed Revised Workplan

LAR III (Annex II) Proposed Revised Workplan

### **Steering committee meetings minutes**

Minutes of the 1st Project Steering Committee (05 March 2019)

Minutes of the 2nd Project Steering Committee (22 November 2019)

Minutes of the 3rd Project Steering Committee (12 August 2020)

Minutes of the 4th Project Steering Committee (3 February 2021)

### **Management meetings minutes**

Minutes of the 1st Management meeting (28 February 2019)

Minutes of the 2nd Management meeting (12 July 2019)

Minutes of the 3rd Management meeting (28 February 2020)

Minutes of the 4th Management meeting (03 February 2021)

Minutes of the 5th Management meeting (06 May 2021)

Minutes of the 6th Management meeting (14 February 2022)

### **Results Oriented Monitoring (ROM) reports**

ROM Report for the LAR III Project (08 November 2019)

ROM Report for the LAR III Project (15 June 2021)

UNDP Response to the ROM reports (2 documents)

### **Policies and laws**

10th Türkiye Development Plan

11th Türkiye Development Plan

Mol Strategic Plan

Public Administration Reform Strategy

Local Administration Reform Strategy and reports

Law 5216 on Metropolitan Municipalities

Law 5302 on Special Provincial Administration

Law 5355 on Unions of Local Governments

Law 5393 Municipality Law

Law 5779 Law on Apportionments from General Budget Tax Revenues to Special Provincial Administrations and Municipalities

### **Other documents**

UNDP Türkiye CPD 2016-2020

UNDP Türkiye CPD 2021-2025

Gender Mainstreaming in Practice- a toolkit

UNDCS 2016-2020

UNDP Gender Equality Strategy 2018-2021

UNDP Social and Environmental Standards

## ***Annex 7 Final Evaluation Consultant***

**Mr Tomislav Novovic**, is one of the leading evaluation experts, with more than 20 years of professional experience in the management of international development assistance, including evaluation of large-scale projects and programmes. Tomislav has carried out eight UNDAF evaluations in different countries, including UNDAF 2015-2019 final evaluation in Bosnia and Herzegovina and UNDAF 2016-2020 final evaluation in Montenegro.

Mr. NOVOVIC is highly skilled and competent in the area of good governance, local governance, justice sector reform and public administration and civil service. During long carrier he gained substantive experience in public policy planning, including designing monitoring systems and evaluating progress and achievements in the areas of regional development and public management system reform. He is highly competent in providing high-level advisory support to the national authorities. Particularly successful were his assignments on institutional capacity building the Ministry of Economy of the Government of Montenegro and local authorities to prepare and implement regional development strategy (2011-2014). He was also working on the institutional capacity development of the regional development agencies in Serbia (2011-2015) through the Regional Socio-Economic Development project (RSEDP-II) etc

Throughout his career, Tomislav has gained valuable experience in leading teams for complex evaluations. This experience included mid-term, ex-ante, ex-posts, and impact evaluations of more than forty projects, programs, and country programs. His experience included the implementation of a robust gender-sensitive approach. Tomislav is PhD student at the Metropolitan University and holds master's degrees in management and development economy.