İç Güvenlik Sektörünün
Sivil Gözetiminin
Geliştirilmesi Projesi - 2. Aşama

Improvement of Civilian
Oversight of Internal
Security Sector Project - Phase 2

Project Evaluation Report – Phase-II

Technical Assistance for
Improvement of Civilian Oversight of Internal Security Sector-Phase II

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1. Executive Summary

ABBREVIATIONS AND ACRONYMS	
CTA	Chief Technical Advisor
DoA	Description of the Action
EC	European Commission
ECD	European Commission Delegation to Turkey
ECS	European Crime Survey
EU	The European Union
GD	General Directorate
GDPA	General Directorate of Provincial Administration
ICVS	International Crime Victimization Survey
ICOISS PHASE-II	Improvement of Civilian Oversight of Internal Security Sector
IPCC	Independent Police Complaints Commission
ISF	Internal Security Forces
ISTE	International Short Term Expert
JSTE	Junior Short Term Expert
LSTE	Local Short Term Expert
MoI	Ministry of Interior
PAO	Programme Authorising Officer
PCU	Project Coordination Unit
PMU	Project Management Unit
SPO	Senior Programme Officer
STE	Short Term Expert
TAT	Technical Assistance Team
TNP	Turkish National Police
ToR	Terms of Reference
UNDP	United Nations Development Programme

This independent final evaluation of the Project "Technical Assistance for Improvement of Civilian Oversight of Internal Security Sector" PHASE-II abbreviated as "ICOISS PHASE-II", was conducted between 13th of January and 24th of March 2015 by Mahir Güney (National Consultant and Team Leader), Aydan Ergül (Local Senior Expert) and Cem Hatunoğlu (Local Senior Expert).

"This evaluation is supported and guided by the European Commission and presented by Mahir Güney - Cem Hatunoğlu- Aydan Ergül. The report does not necessarily reflect the views and opinions of the European Commission''.

Key Purpose of the Evaluation

The purpose of the final evaluation is to provide the decision makers with sufficient information to:

   a) make an overall independent assessment about the past performance of the project/ programme, paying particularly attention to the efficiency and effectiveness of the project, and impact of the project actions against its objectives.
   b) identify key lessons and to propose practical recommendations for follow-up actions.

The evaluation team reviewed a number of documents, including the original planning documents, progress reports, case studies, training materials, etc. and carried out interviews with the main project counterparts, direct beneficiaries from the pilot provinces; Malatya, İstanbul- Üsküdar and İstanbul-Eyüp, MoI and project staff and participating to regional and national conferences. Overall, the availability and quality of information was good and sufficient to evaluate the project.

Evaluation Background and Issues

The evaluation team has found the undertaking of this evaluation an extremely interesting, rewarding and sometimes challenging assignment. During the process and especially during the analysis of the findings and recommendations, the team experienced some challenges explained below in detail.

The more difficult task for the team was weighing the different assessments of the project's success from the main stakeholders because these assessments reflected each party's own expectations and their own expertise. Therefore, the evaluation team wishes to conclude that it has seriously considered the comments of all the stakeholders and weighed these against the information gathered during the interviews and its own understanding of reviewing the documents. In some instances, the findings of the team may not coincide with one or more of the individual organization's assessments. However, as independent evaluators, we have done our best to take an objective and balanced standpoint.

Finally, we would like to convey our sincere thanks and appreciation to the project team and the UNDP office for all their work-logistical, administrative and substantive for the preparation of the evaluation mission and for its work.

Main Analytical Points

Civilian Oversight is a relatively new concept to Turkey and requires a radical shift in thinking for the stakeholder, people and government officials from the current approach of Civilian Oversight to the targeted approach. The concept should be well understood by the MPs, government officials; Governors, District Governors, Deputy Governors, Internal Security Forces, citizens' media as a first step. Therefore, a longer period of time is needed to not only adopt new concepts and tools but also change attitudes and behavior to integrate these concepts into daily life and work.

As mentioned in each Progress Report while realization of the overall objective involves a broader and long-term process that will depend on the successful implementation of a full range of reforms at the level of policy, legislation and administration, progress towards the specific objective is expected to be achieved through the implementation of ICOISS PHASE-II activities and the effective delivery of the Project's expected results.

"Technical Assistance for Improvement of Civilian Oversight of Internal Security Sector" project accelerated the awareness-raising and dissemination of the concepts in Turkey. Implementing the project, some positive initiatives and developments have been realized in Turkey towards improved civilian oversight, which would need to be carried forward to better align the Turkish system of internal security oversight with EU rules and standards.

Summative Assessment

Project implementation was originally planned to last 24 months starting from the date of 26 July 2012. However, due to the temporary delay encountered between the signing of the Contribution Agreement (between EUD and UNDP CO) and the actual mobilization of the project, the most pressing issue facing the technical assistance team was the timely mobilization of the key experts and the short term experts to ensure the delivery of project activities and outputs within the proposed time and for better quality was extended twice. In addition to that the conjuncture also had an impact on the delivery of the outputs, i.e. the turnovers within gendarmerie, the process started from 17 December 2013.

To ensure the activities of the project were properly planned, the project duration was rescheduled and extended to 36 months with addendum number 2. The "End Date" of the project was rescheduled to 25 March 2015.

Project Design and Relevance

The ICOISS PHASE-II project supports the internal security sector reform through the implementation of three main components:

- Component A - Legislative Framework
- Component B- Capacity Building
- Component C- Civil Society and Media

This project and concept is clearly in line with the priorities and strategies of the Government of Turkey and MoI, **establishing framework conditions for governors, district governors and Ministry of Interior staff to make the transition from narrowly conceived, bureaucratically and legalistically managed oversight of policing to a system of security sector governance based on human centered understanding of security and public safety and transparency in partnership with civil society in Turkey.**

Considering that the civilian oversight concepts are not well known for Turkey, there is a need to explain and to ensure that is understood clearly by the stakeholders and should be rolled out in general. Thus, ICOISS PHASE-II project is a good action to achieve this mission. It can be concluded that the project has been consistent with, and supportive of, the policy and programme framework within which the project is placed, in particular the EC's Country Strategy Paper and National Indicative Programme, and the Partner Government's development policy and sector policies.

Effectiveness

The preceding discussion of the direct results achieved by ICOISS PHASE-II has shown that it has operated effectively, i.e. it has done "the right thing". ICOISS PHASE-II has met more than planned of its quantitative targets, and achieved coverage of the targets set with a high success rate. The project was highly praised for these achievements by all stakeholders. The project was also successful in identifying and utilizing good international and national technical experts for the trainings and delivery of reports, despite having a limited selection of available resources in the Civilian Oversight sector. As it had been expressed at the Conrad conference by a senior official that the project positively contributed to development of the security sector reform.

ICOISS PHASE-II has been effective in achieving its goals and objectives. The expected results of the Project as defined in the Log Frame, project document and their assessments are as follows:

1. **Legislative framework** developed to enable the Ministry of Interior and the public administrators, i.e. governors and sub governors to exercise effective civilian oversight over law enforcement bodies. Review of internal security legislation in Turkey was finalized, comparative study and gap analysis between the legislation of Turkey and selected EU Member States was conducted. Various reports were produced within the component, building up a legislative infrastructure and framework conditions for the better implementation of "Civilian Oversight"

   An adequate legislative framework was developed by analyzing the existing Turkish legal system and by systematically comparing it with selected EU countries. A great number of reports were produced and distributed which explain in detail the current situation and what measures can be taken in order to improve the concept of Civilian Oversight.

2. **Capacity Building:** This component aims at increasing the institutional capacity of the Ministry of Interior and the public administrators (governors and sub governors) with the conceptual and institutional tools and resources to strengthen civilian oversight and to meet the EU standards for human rights protection. Best practices in selected EU member states were reviewed and by using the various reports generated, the institutional capacity of MoI and the governorates in pilot provinces were built. Various training sessions, workshops and conferences were held, and as a result, awareness-raising was achieved.

   Detailed outputs have been produced and distributed. These documents are well-prepared and have practical use in addressing matters concerning Civilian Oversight. In addition, best practices in selected EU member states were reviewed and by using the various reports generated, the institutional capacity of MoI and the governorates in pilot provinces were built. Various training sessions, workshops and conferences were held, and as a result, awareness-raising was achieved. To achieve the targeted goals and impact of the project with regard to the institutional capacity building and to provide sustainability, the necessary organizational changes to MoI and revisions on legal framework mentioned above, are necessary.

3. **Civil Society and Media:** This component is geared towards installing a set of mechanisms to have independent and more effective oversight on law enforcement bodies and strengthening the consultation with civil society. National knowledge pool on security sector was expanded via roundtables with the media and workshops. Service providers (ISFs) and citizens were brought together by establishing the Local Prevention and Security Boards. Local Security Plans were developed and implemented partially. Consequently, a "governance" model was developed and took place. Concepts of Civil Rights, Human Rights, Oversight in democratic control of ISFs, and participation in the IS decision-making process through NGOs and citizens were perceived to be possible at the pilot sites. This constitutes a step in achieving the overall objective of the project.

   A national network of civil administrators and members of civil society was constituted and mobilized, minimum 300 internal security staff trained on civilian oversight, minimum 300 deputy governors and district governors trained on crime prevention in partnership with civil society. A lot of participants were exposed to the notion of "Civilian Oversight" in workshops, conferences and media roundtables. In order for governors and district governors to exercise their duties with regards to internal security more effectively, temporary consultative bodies that uphold citizen participation were established in pilot provinces (Local Prevention and Security Boards). Sustainability of these LSCs depends on the establishment of legal infrastructure, allocation of budget and resources and ownership by the local government officials. It was observed by the Evaluation Team that the "Civilian Oversight" concept is clearer and better understood by most of the stakeholders and that the relation among the ISFs, government officials, public sectors, NGOs, media and citizens are improved. A "governance" model was developed and took place. Concepts of Civil Rights, Human Rights, Oversight in democratic control of ISFs, and participation in the IS decision-making process through NGOs and citizens were perceived to be possible at the pilot sites. NGOs and Universities became aware of their expected contribution and their responsibilities regarding the "Civilian Oversight" subject.

Efficiency

The evaluation team recognized a **high level of efficiency** in project implementation. In other words, ICOISS PHASE-II has done "the right thing". After some initial delays, the project became fully operational and implementation got on track according to the plan and budget.

- 96% of the allocated budget has been utilized in the project, which is a good performance indicator for project efficiency.
- Originally planned man-days were set as 1000, 850, 700 for Local, Junior and International short term experts respectively. After the revision, total man-days revised and 1.533, 1.555 and 675 days respectively, all the while staying within the total budget limits. Thus, the budget was used more effectively and efficiently and as a consequence, with more man-days, more reports and outputs could be produced.
- Overall, the financial management of the project seems to have been efficient and no evidence of major problems was presented to the evaluation team.

Impact

The ET has attempted to identify effects and emerging impacts of the different activities accomplished by the project qualitatively based on suggestions of the beneficiaries, the stakeholder government offices, staff of the implementing members of the consortium, and also own observations and understandings.

While the realization of the overall objective involves a broader and long-term process that will depend on the successful implementation of a full range of reforms at the level of policy, legislation and administration, progress towards the specific objective was achieved through the implementation of ICOISS PHASE-II activities and the effective delivery of the Project's expected results.

- ❑ First and foremost, the "Civilian Oversight" concept, the details of its mechanisms of operations and implementations were clarified and better understood among the stakeholders.
- ❑ A legislative framework for more effective civilian oversight of law enforcement bodies at local and central level has been established.
- ❑ Functioning cooperation and coordination between the related ministries, Parliament and Ministry of Interior has been established.
- ❑ Proposal for a new legislative framework made available.
- ❑ In the original project document, the ISFs were defined as the Turkish National Police, the Gendarmerie, the specialized law enforcement bodies (forest guards, customs and coast guards) and participation of each ISF was expected. All parties contributed and attended the planned activities.
- ❑ As planned, the project has been facilitated by the project management, by co-ordination arrangements and by the participation of relevant stakeholders. No interventions or constraints were observed during the implementation of the project.
- ❑ The effects of the project have contributed to development of awareness of human rights, citizen rights, and democratic control of internal security in the regulatory system and public administration practice of Turkey.
- ❑ NGOs, Universities and citizens became aware of their expected contribution and their responsibilities regarding the "Civilian Oversight" subject.
- ❑ The EU Commission announced the 2014 progress report on Turkey on 8 October 2014. The Commission's 2014 Progress Report on Turkey highlights a number of important steps taken by Turkey over the past 12 months. These steps include: the adoption of law implementing a democratization package and the Action Plan for the Prevention of Violations of the European Convention on Human Rights; however, overall, civilian

oversight of the army remained stable and there was no progress regarding civilian oversight of the intelligence service. Judicial scrutiny of intelligence was considerably narrowed and financial transparency of the sector was further limited. Reforms are needed to improve civilian scrutiny of the military, the police, the gendarmerie and the intelligence services.

❑ On 21 October 2014, Prime Minister Ahmet Davutoğlu has outlined the details of the domestic security reform package, which aims to establish a balance between freedom and security of the people while enhancing the civilian identity of the state. The Gendarmerie and Coast Guard Provincial Commanders appointments will be made by the Ministry of Interior. It is announced that the Ministry of Interior will be the authority over the Gendarmerie for all issues other than military, will take over responsibility for personnel assignment for the Gendarmerie and Coast Guard forces, gendarmerie agents would wear a special uniform that is more like civilian clothing. Mr. Davutoğlu has noted that civilian and democratic inspections of institutions will take place. In addition, he has expressed that the Ministry of Interior needs to be restructured. He mentioned the importance for the state to ensure democracy and the future of the state through the conduction of mentioned reforms in a transparent manner. The Prime Minister expressed that the reforms will be conducted in accordance with EU Harmonization Committee.

❑ On September 30, 2013, Government of Turkey has disclosed a "democratization package". According to the package, numerous constitutional changes and amendments will be made with regard to the individual, social and political rights. European Commission 2013 Progress Report, which is publicized on 16 October 2013, handled Turkey's "democratization package" announced on September 30, as well as acknowledging the progress achieved on important requirements as regards the judiciary and fundamental rights. In the report it is stated that 'progress was made in consolidating civilian oversight, in particular with the parliamentary investigation into past military coups and legislative amendments, confirming the profound shift in the balance of civil-military relations in favor of the civilian authorities. However, further reforms are needed, particularly as regards the military justice system and civilian oversight of the gendarmerie.

Sustainability

The actions comprising the project's three main components were delivered in a relatively short time span. However, the actual realization of corresponding reforms at the level of a nation the size of Turkey demands more time.

The project itself, mainly, is a document and reporting-based project, aiming to produce a legislative infrastructure and framework that supports establishing framework conditions for a system of security sector governance based on human centered understanding of security and public safety and transparency in partnership with civil society. The realization of the expected impacts and outcomes of the project and their sustainability highly depends on the law and legislation revisions to be made by the government. The success of effective civilian oversight is also dependent on more effective implementation of the current power and authority of the government officials on the provinces.

Local Security Commissions were formed and Local Security Plans were committed and agreed upon by all the participants, initially as a 3 year-plan. Sustainability of these LSCs depends on the establishment legal infrastructure, allocation of budget and resources and ownership by the local government officials. Otherwise, it can't be sustainable and implemented.

The allocated budget of the project was adequate for achieving the specific objectives of the project. In order to provide long-term sustainability to the project and to achieve the overall objective, government funding and resources are needed.

To achieve the targeted goals and impact of the project with regard to the institutional capacity building of MoI and to provide sustainability, the necessary organizational changes and revisions on legal framework are inevitable and ownership should be provided for the success of the planned and activities.

The effects of the project have contributed to development of awareness of human rights, citizen rights, and democratic control of internal security in the regulatory system and public administration practice of Turkey. NGOs, Universities and citizens became aware of their expected contribution and their responsibilities regarding the "Civilian Oversight" subject.

Main Conclusions

☑ ICOISS PHASE-II had a specific objective to contribute to the progress towards the overall objective by "establishing institutional and regulatory framework conditions for an effective oversight by the MoI of Internal Security Forces at the central and local level to make transition from narrowly conceived, bureaucratically and legalistically managed oversight of policing to a system of security sector governance based on human centered understanding of security and public safety and transparency in partnership with civil society". This objective has been achieved to a great extent.

☑ All stakeholders agree that the awareness about "Civilian Oversight" concept was raised by the project and the mechanisms, models for implementation became clearer.

☑ Through the creation of Local Security Commissions, civilian participation in pilot sites was achieved. The LSCs produces the Local Security Plans for their respective province and implemented partially. As a result, collaboration among government officials, ISFs, public sector, NGOs, universities, media and citizens was improved. A "governance" model took place.

☑ Review of internal security legislation in Turkey was conducted and the "Legislative Framework Review Report", the Gap Analysis Report entitled "Legal Appraisal Based on European Principles and Standards" were produced. By using these reports and other numerous smaller reports detailing legislation, a framework on "civilian oversight" concept was constructed. Overall, the project is adequately effective with regards to reports and outputs produced.

☑ Under the three components of the project, all expected and planned outputs and reports were produced and delivered properly, the project is adequately effective with regards to reports and outputs produced.

☑ In accordance with the project plan, numerous training sessions, workshops, seminars, conferences, study visits and roundtables were held. A national network of civil administrators and members of civil society was constituted and mobilized, over 800 personnel were trained and over 1500 people were exposed to the notion of "civilian oversight" in workshops and conferences.

☑ The planned budget of the project was proper for the implementation of the project. It was observed by the Evaluation Team that during the course of the project, the expenditures were adequate and the budget was spent efficiently. More than 96 % of the overall planned budget was utilized. On a man-day basis, on an average, more than twice the original planned man-days

were utilized, remaining within the overall budget in monetary terms. This was achieved by attaining lower unit rates which is an indication of the efficient management of the project.

☑ It was a common perception among the interviewed stakeholders in the pilot provinces that the focus of the project shifted slightly during the implementation, from the general concept of actual civilian oversight of the ISFs (such as establishing an effective independent complaint mechanism on ISFs by civilians), to the more specific "Local Security Plans".

☑ The Sustainability of the Local Security Commissions depends on the establishment of legal infrastructure, allocation of budget and resources and continued ownership by the local government officials.

☑ The realization of the expected impacts and outcomes of the project and their sustainability highly depends on the law and legislation revisions to be made by the government. The success of effective civilian oversight is also dependent on development of more effective information sharing and coordination mechanisms.

☑ A third phase of the project as a follow up will contribute to get more concrete results and the sustainability of the project greatly.

☑ Concepts of Civil Rights, Human Rights, Oversight in democratic control of ISFs, and participation in the IS decision-making process through NGOs and citizens were perceived to be possible at the pilot sites. This constitutes a step in achieving the overall objective of the project.

☑ The effects of the project have contributed to development of awareness of human rights, citizen rights and democratic control of internal security in the regulatory system and public administration practice of Turkey.

☑ NGOs, Universities and citizens became aware of their expected contribution and their responsibilities regarding the "Civilian Oversight" subject.

☑ The legislative proposal, as one of the core outputs of the project, is assumed to make contribution at policy level to the law.

☑ The participation of Gendarmerie and other specialized law enforcement bodies (forest guards, customs and coast guards) relatively was below the expectations.

☑ Some risks, depended on the dynamics of the country, which have not been able to foreseen in the beginning of the project, caused delay on timely implementation of some project activities and to ensure the effective and efficient delivery of project activities and outputs, timeline was rescheduled.

☑ Frequent rotation of the ISFs' staff in pilot provinces in the current public administration system had caused ineffective usage of project resources (i.e, time, cost and efforts) at a certain amount.

☑ Legislative framework drafted and NOT submitted to the Parliament's respective Committee (Y2012).

☑ A minimum of 3 parliamentary meetings and discussions on civilian oversight planned however, 2 parliamentary meetings were organized.

☑ Turnover of the key personnel both at the central and pilot provinces of the beneficiary had a negative impact and caused for loosing time during the project implementation.

2. Introduction

A description of the project/programme and the evaluation, providing the reader with sufficient methodological explanations to gauge the credibility of the conclusions and to acknowledge limitations or weaknesses, where relevant.

2.1   Evaluation objectives and scope

As per the Terms of Reference, at the end of project, ET, wants to evaluate the project with the following objectives:

❑ To know how the action has performed. Key questions: what was supposed to happen? / what actually happened? / what went well? / what did not go so well? / what are the key lessons (specific actionable recommendations)?

❑ To know how our intended target groups and beneficiaries perceive the action: to what extent is the project addressing their needs (participants, and community level beneficiaries).

❑ A check on our main assumptions: will our action indeed lead to the intended result (and why not).

❑ A check on how the action's impacts can be sustained beyond its duration – sustainability issues, and a feedback on how to increase the likelihood of post-project impacts.

❑ The evaluation is intended to provide staff and management of the Action with insights on the performance of the project and give recommendations for effective implementation of the Action. It is expected to help better address stakeholder expectations and sustain the action beyond its duration. The evaluation will also be used to facilitate improvements in the implementation of the next phase, for revision of its logframe and for drafting the final report of this phase.

2.2   Methodology

The following evaluation methods were applied:

a)   desk reviews of relevant documents,
b)   interviews with project team, partners, stakeholders and beneficiaries,
c)   participation to the national and regional conference,
d)   field visits to project sites, and e. consultation, briefing and debriefing sessions with project staff:

a)   **Desk review of relevant documents** – The initial phase of the evaluation task was spent studying and analyzing the following documents: Project document, midterm reports, Final Report, documents produced by the project, Kosovo Program Action Plan 2011-2015, project cooperation agreement, media coverage on project activities, project budget, international reports on freedom of speech and media, etc;

b)   **Interviews with project team, partners, stakeholders and beneficiaries** – After a careful scanning of the relevant documents, a round of interviews was conducted with the key informants: ICOISS staff, UNDP staff, steering committee members, EU delegation task manager, representatives of MoI, project stakeholders,

c)   **Participation to the national and regional conference**-participation was ensured to the regional conference which was held in İstanbul and national conference was held in Ankara. Both was good opportunity to observe the stakeholders feedback about the project and better understand the objective of the project in detail.

d) **Consultation, briefing and debriefing sessions with project staff** – project staff received regular updates on evaluation progress. In addition, consultation, briefing and debriefing sessions were held on a regular basis.

Evaluation questions

The evaluation was conducted around the following questions concerning the project specifically:

☑ Were the outputs achieved? What are the factors (positive and negative) that affected the accomplishment of the outputs? To what extent has ICOISS contributed to the achievement of the outputs?

☑ Were the activities to achieve the outputs effective and efficient? How well were the activities planned and implemented? Were key methodologies and approaches that facilitate the success of the initiative, particularly regarding participation and empowerment, gender balance, and delivery of necessary inputs appropriate?

☑ How appropriate were the inputs? Were the inputs sufficient to achieve the results? How cost effective they were?

☑ Ascertain whether the partnership strategy has been appropriate and effective. What were the partnerships formed, including UNDP and other donor organizations? What was the role of ICOISS? How did the partnerships contribute to the achievement of the outputs? What was the level of stakeholders' participation?

An assessment of the likelihood that the project's results will endure after the active involvement of UNDP has ended. To what extent the changes (and benefits) brought by the projects can be expected to last after projects completion. The evaluation should provide recommendations for potential follow-up interventions, i.e. how feasible the follow-up actions would be, what alternatives can be identified and/or what components can be added to it, what knowledge products could be developed.

In particular, the following aspects are to be addressed:

(a) Project Design and Relevance

Are activities supported by the ICOISS appropriate with respect to the project's objectives?

☑ Analyze if the project correctly identified the problems, the context at national levels, and the appropriateness of the tools and initiatives; Assess the Project design and the logical links between the objectives, purpose, results and activities, as well as the validity of the assumptions and how the assumptions have affected the Project's achievements.

(b) Efficiency:

Are resources converted in efficiently into activities?

- ☑ Assess how the inputs and resources have been converted into activities and the quality of results achieved. This will include assessment of the institutional, organizational and managerial arrangements put in place to reach the Project objectives. The assessment will include structures, internal implementation procedures, allocation of staff, reporting relations and tools;

- ☑ Means and Cost - Review the utilization of project funds and personnel quantitatively and qualitatively. This will lead to an assessment of the utilization of the resources. This exercise will help determine if the activities of the Project have been correctly prioritized in order to achieve the desired objectives/impact/results and whether or not there has been a correct balance/weighting of effort and resources.

(c) Effectiveness

To what extent has CSM achieved its objectives and expected results?

- ☑ Assess the contribution made by each specific result to the achievement of the Project purpose. This will include an assessment of the benefits accruing to the beneficiaries.

(d) Impact

What is (the prospect for) impact of the Project?

- ☑ Evaluate the impact of the Project in the respective national contexts, in terms of its contribution to the wider policy objectives and describing any long-lasting effect of the Project on the beneficiaries and on the wider context;

- ☑ Examine the appropriateness of the indicators and mechanisms that have been defined to measure benefit and impact.

(e) Sustainability

What are the prospects for sustainability of the Project?

- ☑ Assess the likelihood of the positive outcomes of the Project to continue. The evaluator will consider the following in assessing the sustainability of the Project's results and in making recommendations to enhance future sustainability:
  - ✓ Ownership of Project's components by the direct beneficiaries and other national institutions and their commitment after the funding ends;

  - ✓ The achievements of the Project in strengthening the capacities and role of national institutions and other target groups to fulfil their mandate.

(f) Coherence

Is the Project coherent with and complementary to other EU initiatives and donor interventions?

Considering other related activities undertaken by Government and/or other donors, at the same level or at a higher level:

- ✓ likeliness that results and impacts will mutually reinforce one another
- ✓ likeliness that results and impacts will duplicate or conflict with one another

Connection to higher level policies (coherence). Extent to which the project (its objectives, targeted beneficiaries, timing, etc .):

- ✓ is likely to contribute to / contradict other EU / Government policies
- ✓ is in line with evolving strategies of the EU and the Government

(g) Value added

What is the added value by the contributors?

Connection to the interventions of the Government and the EU. Extent to which the project (its objectives, targeted beneficiaries, timing, etc.)

- is complementary to the intervention of EU and the Government in the region/country/area
- is co-ordinated with the intervention of EU and the Government in the region/country/area
- is creating actual synergy (or duplication) with the intervention of EU and the Government

2.3 Project Synopsis

Project Name	Improvement of Civilian Oversight of Internal Security Sector Phase 2
Contract No	IPA 2012/287-383
Location	Turkey
Contract Amount	USD 4,372,313.04 EUR 3,519,712.00
Project Duration	32 months
Project Start Date	26 July 2012
Project End Date	25 March 2014
Status	Implementation Phase (End of 3rd Month)

Organization	Ministry of Interior	Delegation of the European Commission to Turkey	UNDP
Role **Contact Person** **Contact Information**	Beneficiary Mr. Rahmi Doğan (Senior Program Officer – SPO) GD of Provincial Administrations, 06644 Bakanlıklar, Ankara Tel:+90 312 418 9200 Fax:+90 312 418 2126 rahmi.dogan@icisleri.gov.tr	Contracting Authority Mr. Gerhard Salzer Sector Manager Justice, Security and Human Rights Uğur Mumcu Caddesi No. 88 - GOP 06700 Ankara - Turkey Tel: 90 312 459 87 00 Fax:+90 312 459 87 00Gerhard.Salzer@eeas. europa.eu	Implementing Agency Ms. Leyla Şen Programme Manager UN House, Birlik M. 2. C. No: 11, 06610 Çankaya, Ankara Tel:+90 312 454 11 19 Fax:+90 312 496 14 63 leyla.sen@undp.org

Overall Objective	To structurally embed expanded enjoyment of civil rights by Turkish citizens and democratic control of internal security in the regulatory system and public administration practice of Turkey.
Target Groups	Ministry of Interior, including provincial administrations, Parliament
Final Beneficiaries	Main Beneficiary is Ministry of Interior, final beneficiaries include Turkish National Police, Coast Guards and the Gendarmerie, the specific law enforcement bodies (forest guards, customs and coast guards) governors, district governors and related CSOs

Expected Results	Legislative framework developed to enable the Ministry of Interior and the public administrators (governors and sub-governors) to exercise effective civilian oversight over law enforcement bodies. Revision and development of the regulatory framework to enable the Ministry of Interior and local public administrators to exercise effective civilian oversight over law enforcement bodies. Ministry of Interior and the public administrators (governors and sub governors) have access to the conceptual and institutional tools and resources to oversee policing effectively. Increased capacity in the MoI to realize its responsibilities with respect to strengthened civilian oversight of law enforcement bodies at the central and local level by the establishment of institutional structures needed in order to meet the EU standards for human rights protection and for a strengthened civilian oversight. Civil society and the media have the conceptual and institutional tools to engage with policing oversight. Local Security Commissions including civil society and media in place and Parliamentary oversight strengthened.

2.4   What is planned?

The Improvement of Civilian Oversight of Internal Security Sector Project- Phase II has been implemented by the Ministry of Interior with the technical assistance of the United Nations Development Program (UNDP) and funded by the European Commission (EC) from July 2012 to March 2015.

The current project (ICOISS-II) is in line with the first phase and intends to build on the progress made in all three components namely, Legislative Framework, Capacity Building, Civil Society and Media.

The components of the project ICOISS-II are related to civilian oversight in the sense of democratic oversight by officials elected by the people or their representatives, and finally, in the sense of involving civil society, i.e. NGOs, citizens and the media. Due to the wide scope of the project involving the legal, capacity-building and civil society and media components, several linkages can be found with a number of programs and projects/operations funded by the EU and/or other international donors, and whose implementation has either been completed or is ongoing.

2.4.1 Objective and Goals

❑   **The overall objective of the Project is** to support expanded enjoyment of civil rights by Turkish citizens and democratic control of internal security forces by the regulatory system and public administration of Turkey.

❑   **The specific objective of the Project is** to contribute to the progress towards the overall objective spelled out above, the project aims at establishment of institutional and regulatory framework conditions for an effective oversight by the MoI of Internal Security Forces at the central and local level. The Project aims at making transition from narrowly conceived, bureaucratically and legalistically managed oversight of policing to a system of security sector

governance based on human centered understanding of security and public safety and transparency in partnership with the civil society.

The project is in conformity with the priorities of the Accession Partnership and EU/Commission policies by supporting the ongoing work of the Government of Turkey in:

☑ Take steps towards bringing about greater accountability and transparency in the conduct of security affairs.

☑ Continue the training of law enforcement agencies on human right issues   and investigation techniques.

☑ Continue to strengthen all law enforcement institutions and align their status and functioning with European standards, through developing inter-agency cooperation. Adopt a code of ethics and establish an independent and effective complaints system to ensure greater accountability covering all law enforcement bodies.

☑ The project, by building capacity of the Ministry of Interior and provincial administrators for effective oversight of the security sector will allow the country to further integrate the legislative and other reform processes into its administrative structure through capacity building for reform at central, provincial and sub provincial levels.

☑ By strengthening the capacity of the Ministry of Interior at the central level and provincial administrations and by establishment of institutional and regulatory framework conditions for an effective oversight by the MoI of Internal Security Forces at the central and local level, the project will allow the country to further align practices to these norms. Noteworthy, the private sector of security will be included in the study in order to ensure that HR are protected by all policing forces, be they public or private.

The second phase of the Project is built on the foundations of the first phase:

☑ Sets more ambitious goals such as strengthening the capacity of the MoI at the central level, inclusion of the gendarmerie in civilian oversight, pursue of the legal works with supporting preparation of new legislation on the internal security sector and regulating the private security sector which were not addressed during the first phase.

☑ Prolongs the successes of the first phase by seeking consolidation of Local Security Plan (LSP) pilot models under new legislation. Scaling up of the number of pilot cities increases capacity of the MoI at the local level. Furthermore, the second phase offers an operational implementation strategy for the "best mechanism for civilian oversight for MoI at central level" which was discussed in the first phase and proposes Independent Oversight Mechanisms in addition to the mechanisms introduced in the first phase.

☑ Aims to extend the outcomes of the first phase by reaching out more staff within the domain of internal security including the intermediate hierarchy of the police and gendarmerie as well as the coast guards.

The Project is composed of 3 components:

❑ Component A - Legislative Framework: This component is geared towards revising and developing a legislative framework, which will enable MoI and the public administrators (governors and sub governors) to exercise effective civilian oversight over law enforcement bodies, public and private.

❑ Component B – Capacity Building: This component aims at increasing the institutional capacity of the Ministry of Interior and the public administrators (governors and sub

governors) with the conceptual and institutional tools and resources to strengthen civilian oversight and to meet the EU standards for human rights protection.

❏ Component C – Civil Society and Media: This component is geared towards installing a set of mechanisms to have independent and more effective oversight on law enforcement bodies and strengthening the consultation with civil society.

The expected results of the Project are as follows:

☑ Revision and development of the regulatory framework to enable the Ministry of Interior and local public administrators to exercise effective civilian oversight over law enforcement bodies

☑ Increased capacity in the MoI to realize its responsibilities with respect to strengthened civilian oversight of law enforcement bodies at the central and local level by the establishment of institutional structures needed in order to meet the EU standards for human rights protection and for a strengthened civilian oversight

☑ Local Security Commissions including civil society and media in place and Parliamentary oversight strengthened

2.4.2 Changes Made to the Original Work Plan

Since the beginning of the project, the first changes to the original Description of Action were made with the Inception Report, which had been submitted on 30 October 2012. Taking into consideration the feedbacks received from MoI and EUD on the emerging needs and requirements the second changes were made with the Addendum II which was effective from 07 November 2014. The Addendum II proposed introduction of new project activities and/or modification of the project activities in order to improve the effectiveness of the project's intervention modality and to enhance the impact of the project over the long term at no-additional-cost.

The following types of modifications were made with the Addendum II:

☑ Changes in the scope of the activities

☑ Changes in the implementation schedule

☑ Changes in budget

☑ 2 months-cost extension request

Both of the aforementioned modifications are cumulatively presented below on the component basis along with their explanations and financial implications.

Component A – Legislative Framework

Component A is geared towards "developing a legislative framework to enable the Ministry of Interior and the public administrators, i.e. governors and sub-governors to exercise civilian oversight over law enforcement bodies".

The following tables under the sub-components compares the original planning to the revised version:

Sub-Component A.4: Review and analysis of the regulatory system of the private security industry in Turkey so that human rights are fully guaranteed not only in the public but also the private sector

The following table compares the original planning to the revised version:

Original	Revised
A.4 Review and analysis of the regulatory system of the private security industry in Turkey so that human rights are fully guaranteed not only in the public but also the private sector (Output: a gap analysis of the private security sector legislation in selected EU countries and Turkey).	A.4 Review and analysis of the regulatory system of the private security industry in Turkey so that human rights are fully guaranteed not only in the public but also the private sector (Output: a gap analysis of the private security sector legislation and mechanisms in selected EU countries and Turkey).

Sub-Component A.8: Assist the MoI to develop draft proposals that support legislation ensuring an effective civilian oversight by the Ministry of Interior at central and local levels

The following table compares the original planning to the revised version:

Original	Revised
A.8 Develop legislative proposals to ensure an effective civilian oversight of ISS by the Ministry of Interior at central and local levels (Output: Internal Security Legislation Package)	A8 "Assist the MoI to develop draft proposals that support legislation ensuring an effective civilian oversight by the Ministry of Interior at central and local levels (Output: Internal Security Draft Legislation Package).

Sub-Component A.9: Submit the jointly developed draft legislative proposals to the Ministry of Interior

The following table compares the original planning to the revised version:

Original	Revised
A.9 Submit the developed legislative proposals to the Ministry of Interior	A.9 Submit the jointly developed draft legislative proposals to the Ministry of Interior.

Component B – Capacity Building

Component B aims at "equipping the Ministry of Interior and the public administrators (governors and sub-governors) with the conceptual and institutional tools and resources to oversee policing effectively". Component B is composed of 3 sub-components.

Sub-Component B.1: Institutional capacity-building

The following table compares the original planning to the revised version:

Original	Revised
B.1.10 Based on A.1, Analyze the challenges of democratic internal security architecture: 1/The national accountability and steering mechanisms for internal security forces by comparing Turkey with selected EU countries; 2/The border security system in Turkey with regards to the dimensions that affect internal security (Outputs: Technical level meeting about democratic internal security architecture and report on "challenges of democratic internal security architecture and policy recommendations")	Merged with A.1

Sub-Component B.2: Strengthening of Human Resources

The following table compares the original planning to the revised version:

Original	Revised
B.2.2 Provide training to minimum 500 staff of the private security sector with a view to enhanced civilian oversight based on the outputs of the review under Component A (output: training curriculum, training reports).	B.2.2 Provide seminars to about 250 CIO and top executives of selected private security sector companies with a view to enhanced civilian oversight based on the outputs of the review under Component A5 (output: seminar tool kit, seminar reports)

Component C - Civil Society and Media

Component C will provide "assistance to civil society and media to have the conceptual and institutional tools to engage with policing oversight".

Sub-Component C.1: Review and analysis of best practices of parliamentary oversight

The following table compares the original planning to the revised version:

Original	Revised
C.1 Review and analysis of best practices of parliamentary oversight of ISFs in selected EU Member States including 1 study visit (output: Analysis of best practices of parliamentary oversight).	C.1 Baseline study including identification of obstacles to Parliamentary oversight in Turkey followed by a review and analysis of best practices of parliamentary oversight of ISFs in selected EU Member States including 1 study visit (output: Analysis of best practices of parliamentary oversight)

Sub-Component C.3: Facilitate setting up of local security commissions at 8 pilots

The following table compares the original planning to the revised version:

Original	Revised
C.3 Facilitate setting up of local security commissions at 8 pilots and arranged a minimum of 20 meetings of Local Security Commissions involving civil society representatives and joint conclusions reached (output: Reports of the meetings with local security commissions).	C.3 Facilitate setting up of local security commissions at 8 pilots sites in 5 provinces and arranged a minimum of 20 meetings of Local Security Commissions involving civil society representatives and joint conclusions reached (output: Reports of the meetings with local security commissions).

Sub-Component C.6: Organize minimum 16 awareness raising events for the civil society in each pilot site.

The following table compares the original planning to the revised version:

Original	Revised
C.6 Organize minimum 16 awareness raising events for the civil society in each pilot site and create an information network among pilots (output: Establishment of a coordination and information sharing network)	C.6/A Organize minimum 53 awareness raising events for the civil society for all 8 pilot sites and create an information network among pilots (Output: Establishment of a coordination and information sharing network).
	C.6/B Research and analysis of public perceptions of problems and satisfaction towards the service provided by ISFs through systematic local surveys in each pilot site to observe public perceptions (Output: Local surveys in each pilot site and report on the findings)

2.5   Resources and Budget Planned

A detailed review of the resource has been conducted by UNDP and MoI in parallel with the review and assessment of the work plan foreseen in the DoA at the end of the Inception Period. As a result, an indicative allocation of technical expertise has been done for the activities under the components of the project. Resource allocation schedule was prepared and updated throughout the project duration in order to meet the changing needs of the project development.

The following table compares the original planning to the revised version:

Short-term Consultants	ORIGINAL BUDGET (man-days)		REVISED BUDGET (man-days)	
	Unit	# of units	Unit	# of units
Local Consultants (short term)	*per day*	1000	*per day*	1100
Junior Consultants (short term)	*per day*	850	*per day*	690
International short-term experts	*per day*	700	*per day*	750

The original budget of the project has been subject to four (4) modifications through the Inception Report submitted on 30.10.2012, Budget Modification submitted on 01 August 2013, Addendum I signed on 26.02.2014, and the Addendum II submitted on 07 November 2014, which have been done in accordance with provisions of the Article 9.2 of the General Conditions. The difference between the original Budget and the final revised budget is shown in below chart:

BUDGET ITEM	Budget (€)	Revised Budget (€)
Budget Item 1- Human Resources	1.641.600,00	1.848.755,00
Budget Item 2 – Travel	69.800,00	149.600,00
Budget Item 3 – Equipment & Supplies	48.650,00	30.776,00
Budget Item 4 – Local office	60.800,00	79.750,00
Budget Item 5 – Other Costs, services	1.329.000,00	1.180.569,00
Budget Item 6 – Efficient and Effective Media Coverage	39.600,00 €	-
Direct Eligible Costs	3.189.450,00 €	3.289.450,00

2.6   Assumptions and Risks Anticipated

In view of its broad scope, the Project can be impacted by a large number of adverse events. The area of internal security is highly sensitive in any state. It is therefore has seen important for the Ministry of Interior to steer changes in security sector oversight with utmost caution and sensitivity to local realities. However, it should be noted that the reform of the internal security sector is less risky for the government and was not described as "high risk" in the Project Fiche contrary to the phase one of ICOISS PHASE-II (project fiche dating 2007). Based on the changes triggered by the government and the strong policy signals sent for example with the annulment of the EMASYA protocol, and also based on the progress made in phase one, the public administration, state bureaucracy, of the senior police and senior gendarmerie know more about civilian oversight of policing. Actors are less apprehensive about its consequences in terms of operational capacity.

On the other hand, four major risks were identified together with the risk mitigation tactics. These are:

- First, regarding component A "Legislative framework in place to enable the Ministry of Interior and local public administrators to exercise effective civilian oversight over law enforcement bodies", a risk was potential misunderstanding of legislative initiative by key stakeholders of law

. The project planned to overcame this by engaging law enforcement agencies in knowledge sharing and training components of the project, with the assumptions of a continued political commitment at the level of the Minister and leadership of the Undersecretary of the MoI of program activities.

- Second, as regards component B "Increased capacity in the MoI to realize its responsibilities with respect to strengthened civilian oversight of law enforcement bodies at the central and local level by the establishment of institutional structures needed in order to meet the EU standards for HR protection and for a strengthened civilian oversight" a risk existed of not finding the right balance of empowerment at local and at central level. The project planned to overcome risks by carefully disseminating the sector based approach to building appropriate accountability and management standards in the security field. This was achieved based on the assumptions that relevant Ministries and other related public administrations were cooperative, local and central public administrators were engaged in project by the MoI and provincial directorates of security were encouraged by MoI top management to participate in project activities.

- Finally, in component C "Local Security Commissions including civil society and media in place and Parliamentary oversight strengthened" the risk of limitation in cross-institutional work was mitigated on the basis of cooperation of the Parliament with the Ministry of Interior and on the basis of setting up mechanisms for cooperation of civil society with the Ministry of Interior at the local level.

The assumptions at the level of project purpose:

- Continued commitment of the GoT to the EU accession process and to the political reform agenda

The assumptions at the level of expected results:

- Continued political commitment at the level of the Minister and leadership of the Undersecretary of the MoI of program activities (Result A)

- Relevant Ministries and other related public administrations will be cooperative, local and central public administrators will be engaged in project by the MoI and provincial directorates of security will be encouraged by MoI top management to participate in project activities

- Ministry of Interior will assign required number of staff and resources for the project (Result B)

- Cooperation of the Parliament with the Ministry of Interior(Result C)

The risks and the mitigation tactics at the level of project purpose:

- To get the cooperation of other relevant stakeholders, turnover of committed MoI staff; difficulties in managing coordination among the Gendarmerie, the GD of Security and the MoI's responsible units. (The project will seek to overcome these risks by continued mainstreaming of the fundamental rights agenda within the MoI and continuous dialogue within the lead GDs of this Ministry led by the Program Steering Committee).

The risks and the mitigation tactics at the level of expected results:

- Potential misunderstanding of legislative initiative by key stakeholders of law enforcement (The project overcome this by engaging law enforcement agencies in knowledge sharing and training components of the project (Result A)

- Critical balance of empowerment at local and at central level (The project will overcome risks by carefully disseminating the sectorial approach to building appropriate accountability and management standards in the security field (Result B)

Those risks and assumptions listed above stayed the same during the project as it was in inception period.

In addition to above mentioned risks and assumptions, the following risks, counted in the Addendum II, which were not foreseen in advance had a time impact which caused to no-cost extension:

1) Local elections were held in Turkey on 30 March 2014. In addition to the local elections, presidential elections also held in Turkey on 10 August 2014 in order to elect the 12th President of Turkey. The preparations for the elections and its impact on the public authorities postponed the realization of several activities in the project. As the local authorities and the General Directorate of Provincial Administrations of Ministry of Interior has actively worked for the elections, some necessary interviews as well as organizations had to be postponed for several months.

2) Despite constant communication with General Command of Gendarmerie, setting up meetings with relevant units was not always possible due to the appointment process in gendarmerie. Most of the senior officers on duty have been relocated. For about 6 months international and local experts have tried to get appointments from the gendarmerie for the preparation of reports of the activities such as B.1.2, B.1.4, B.1.5 and B.1.7.

3) Undertaking a national opinion poll about trust and confidence in ISFs commissioned by the MoI is a first in Turkey. It required the appropriate amount of communication between the project, the main beneficiary and ISFs in order to seamlessly implement this activity. Additional time would allow analysis and communication of the findings.

4) On 10 July 2014 the new law on metropolitan municipalities was enacted. The purpose of the law covering metropolitan municipalities and the municipalities located within the boundaries of a metropolitan area is to establish the legal status of metropolitan municipality administration. As some cities gained the status of a metropolitan city, the districts have become neighborhoods. The changes in the administrative system affected the implementation of some of the activities. As local authorities need to adjust to the new system some delays occurred in the execution of some activities.

5) A set of new activities is introduced in order to increase the impact of the awareness raising events, i.e. local focused surveys on key local issues in each pilot so as to raise awareness level of local people and give opportunity to discuss the findings of the research. This activity required more time for the conduct of surveys and the analysis of the outcomes.

6) The number of the pilot districts had been increased to 9 as one district volunteered to become a part of the project. This additional pilot would increase awareness about civilian oversight. The implementation of the local boards in the new pilot required consultation, thus more time.

7) Civilian oversight is a new field in Turkey. It was challenging to find experts who specialized in this area. Thus, the careful selection of local experts in a new field in Turkey both at central and local level required time and delayed the start of some activities.

2.7 Management and Coordination Mechanisms

The management structure of the Project is composed of Project Coordination Unit (PCU), Steering Committee, Ad hoc consultative committees (AHCC), Monthly Management Meetings (MMM), and Reporting by Technical Assistance Team.

2.7.1 Project Coordination Unit.

MoI has set up a Project Coordination Unit (PCU), adequately staffed and having all necessary premises and logistical support (office space, furniture, equipment, and access to telephone, fax, internet, etc.). The project was coordinated by a Program Director appointed by the MoI. The Program Director was the General Director of Provincial Administration. The Program Director has also tasked relevant staff from the General Directorate of Public Administration to backstop the work of the UNDP Technical Assistance Team and appoints a Project Coordinator that would liaise with UNDP Technical Assistance Team for day to day activities. Technical Assistance Team closely worked with PCU. For day-to-day interactions CTA and PCU Director were the main contact points.

2.7.2 Steering Committee

The Project was steered by a committee composed of the Ministry of Interior, General Directorate of Turkish National Police, General Command of Gendarmerie, General Command of Coast Guard, Ministry of EU Affairs, Ministry of Customs and Trade, European Union Delegation to Turkey, (sometimes EUSG and Ministry of Development), and UNDP. The steering committee meetings, which were planned to be held every 3 months, were called by the SPO. The TAT carried out the secretarial functions of the Committee. The steering committees of the project, under the chairmanship of Deputy Undersecretary of MoI with high level participation from the aforementioned organization, was held nine times during the project duration and:
- ❑ reviewed progress,
- ❑ provided macro-level inputs for successful realization of the project, and
- ❑ acted as platform for promoting inter-agency cooperation and collaboration.

2.7.3 Ad hoc Consultative Meetings

No such meeting was held during the project duration.

2.7.4 Monthly Management Meetings

Monthly management meetings were held seven times during the project duration usually with the participation of the Ministry of Interior, EUD and UNDP for exchange of information. The meeting was called, arranged and chaired by the Senior Program Officer, and held usually at the project office.

2.8   Monitoring, Review and Evaluation Arrangements

The revised "Activity and Resource Schedule" provides the indicators of achievement for each activity of the project, which is used as tools for the monitoring and evaluation of the project performance.

The following are the indicators of achievements:

The following are the indicators of achievement at the level of project purpose:
☑ Program Steering Committee in place and is headed by the Deputy-Undersecretary of the MoI to monitor transition.
☑ A legislative framework for more effective civilian oversight of law enforcement bodies at local and central level has been established.
☑ Functioning cooperation and coordination between the related ministries, Parliament and Ministry of Interior has been established.
☑ Institutions ensuring Human Rights in civilian oversight are in place and performing effectively

☑   The following are the indicators of achievement at the level of expected results:
☑ Submission of at least two legislative proposals on the conduct of security affairs in the light of transparency and accountability to the Ministry of Interior. (Result A)
☑ At least one legislative proposal of the above forwarded to the Parliament.(Result A)
☑ Directives disseminated to public administrators clarifying the implementation of new legislation and their functions. (Result A)
☑ A review for the necessary institutional structures proposed to the Ministry of Interior including draft organigrams for enhanced civilian oversight in line with the EU best practices and needs analysis completed for staffing. (Result A)
☑ Minimum 300 internal security staff trained on civilian oversight. (Result B)
☑ Minimum 300 deputy governors and district governors trained on crime prevention in partnership with civil society. (Result B)
☑ Provide seminars to about 40 CEO and top executives of selected private security sector companies with a view to enhanced civilian oversight Pool of 50 trainers on establishing local security plans. (Result B)
☑ Proposal for a institutional set up for the local security commissions for increased civilian oversight submitted to the MoI. (Result B)
☑ 8 Surveys conducted in each pilot province on public perception towards the services provided by the ISF. (Result B)
☑ Policy recommendation for the establishment of a joint academy for ISF submitted to MoI. (Result B)
☑ Increased awareness of Members of Parliament on civilian oversight through a minimum of 3 parliamentary meetings and discussions on civilian oversight held with the participation of 30 Members of Parliament. (Result C)
☑ Assessment report on parliamentary oversight prepared in light of the best practices in EU Member States and submitted to the relevant commissions of the TGNA. (Result C)
☑ Local security commissions established in 8 pilot sites in 5 provinces. (Result C)
☑ A minimum of 20 meetings of Local Security Commissions involving civil society representatives and joint conclusions reached. (Result C)
☑ Discussion forums organized with the participation of media, civil society, ISF and public administrators. (Result C)

3. Assessment - Answered Questions/Findings

Project implementation was originally planned to last 24 months starting from 24th of July 2012. However, two Addendum to the Project were proposed introduction of new project activities and/or modification of the current project activities in order to improve the effectiveness of the project's intervention modality and to enhance the impact of the project over the long term at no additional-cost was signed by EUD on 28 November 2014. In addition, an extension of 2 months has been confirmed for the implementation of the project until 25 March 2015. This time extension is implemented with no additional funds requested and is necessary for the effective and economical conduct of the project. The MoI and UNDP are in full agreement on the time frame for the extension.

To ensure the activities of the project were planned properly, the project duration was rescheduled and extended to 36 months with addendum number 2. The "End Date" of the project was rescheduled to 25 th of March 2015.

3.1   Problems and Needs (Relevance)

Based on the interviews and study of the project documents, the Evaluation Team has made the following assessment of the projects' concept and design:

❑ In general, the project strategy is appropriately designed to contribute to the overall objectives of to support expanded enjoyment of civil rights by Turkish citizens and democratic control of internal security forces by the regulatory system and public administration of Turkey.
❑ The project and concept is clearly in line with the priorities and strategies of the Government of Turkey and MoI, **establishing framework conditions for governors, district governors and Ministry of Interior staff to make transition from narrowly conceived, bureaucratically and legalistically managed oversight of policing to a system of security sector governance based on human centered understanding of security and public safety and transparency in partnership with civil society in Turkey.**
❑ The project is in conformity with the priorities of the Accession Partnership and EU/Commission policies by supporting the ongoing work of the Government of Turkey in:
  ☑ Take steps towards bringing about greater accountability and transparency in the conduct of security affairs.
  ☑ Continue the training of law enforcement agencies on human right issues and investigation techniques.
  ☑ Continue to strengthen all law enforcement institutions and align their status and functioning with European standards, through developing inter-agency cooperation. Adopt a code of ethics and establish an independent and effective complaints system to ensure greater accountability covering all law enforcement bodies.

In the Progress Report for 2010, the following assessment has been made with respect to civilian oversight of security forces:

"In February, the government annulled the secret protocol on Security, Public Order and Assistance Units (commonly called EMASYA), which allowed military operations to be carried out

without the consent of civilian authorities. Implementation of the annulment decision remains to be completed.

In February, parliament adopted a law establishing an Under-secretariat for Public Order and Security under the Ministry of the Interior to develop policies on counter-terrorism and to serve as secretariat for the Counter-Terrorism Coordination Board. The law also established an Intelligence Assessment Centre to strengthen intelligence-sharing between security institutions. Implementation of the regulation on the powers of the police and the gendarmerie in urban and rural areas has continued. Residential areas in 31 towns with a combined population of about one million civilians were transferred from the Gendarmerie to the police, which is under civilian control. However, there has been no progress on civilian control over the gendarmerie's law enforcement activities.

No progress has been made concerning parliamentary oversight of the defense budget or on audit of the properties of the armed forces by the Court of Auditors. The Law on the Court of Auditors was adopted by the Planning and Budget Committee in May and is awaiting approval by the plenary.

Overall, progress has been made on civilian oversight of security forces. The jurisdiction of military courts was limited, the decisions of the Supreme Military Council were opened to judicial review and arrangements were made for high-ranking officers to be tried by civilian courts. However, senior members of the armed forces have made a number of statements going beyond their remit, in particular on judicial issues. No progress was made on parliamentary oversight over extra-budgetary military funds."

In the MIPD 2011-2013 for Turkey, a well-functioning and effective civil service and modernization of the public administration is one of the sector objectives under the Justice, Home Affairs and Fundamental Rights' sector. This project in particular aims to address the following MIPD indicator:

❑ Effective implementation of the legislation regarding the reform and restructuring of the central public administration and transferring authority to the local and provincial administrations; reduced bureaucracy, strengthened policy making systems and sustainable development of a professional, accountable, transparent and merit-based civil service; parliamentary and civilian oversight mechanism over security sector secured; oversight, control and participatory mechanisms supported including strengthened external and internal audit functions and establishing an independent data protection system.

So, the above paragraphs show the Turkish Government and EC are highly interested with subject of the project and desire progress and improvement.

The expected results of the Project are as follows:

▪ Legislative framework to be developed to enable the Ministry of Interior and the public administrators (governors and sub governors) to exercise effective civilian oversight over law enforcement bodies.

- Ministry of Interior and the public administrators (governors and sub-governors) to have access to the conceptual and institutional and resources tools to oversee policing effectively.
- Civil society and the media to have the conceptual and institutional tools to engage with policing oversight.

To achieve the expected results outlined above, the structure of the project is established on three main components or support areas, under which the project activities are grouped. These components are as follows:

❑ Component A - Legislative Framework: This component is geared towards developing a legislative framework, which will enable MoI and the public administrators (governors and sub governors) to exercise civilian oversight over law enforcement bodies.

❑ Component B- Capacity Building: This component aims at equipping the Ministry of Interior and the public administrators (governors and sub-governors) with the conceptual and institutional tools and resources to oversee policing effectively. This component has three sub-components, which are: institutional capacity building, strengthening of human resources, and improving procedures and performance of civilian oversight in selected pilot administrations.

❑ Component C- Civil Society and Media: The activities to be undertaken within the scope of this component will help civil society and the media gain the conceptual and institutional tools to engage with policing oversight.

The three outcomes of the project were designed to address the above three components' expected results.

❑ The ET agrees with the overall approach of ICOISS PHASE-II is to address and expand the civilian oversight concept in Turkey. With the civilian oversight awareness created during this project at the pilot sites, it was a logical decision to introduce as a first step and, disseminate the implemented methodology and concept to the other provinces gradually.

❑ As stated in the justification part of the original project document, the Regular Report on Progress 2005 states that "Turkey should integrate better the reform process into the work of all public authorities." This statement reflects a need identified for Turkey to more effectively translate the legislative reforms in the human rights and political criteria areas of 2004 into the day to day work of its public administration and implementation of projects and programs to reflect the reform process in the real lives of citizens. Additionally, the Government of Turkey has initiated smaller scale initiatives with the EC, United Nations and the bilateral partners to lay the groundwork for a transition from a narrowly conceived, bureaucratically and legalistically managed oversight of policing to a system of security sector governance based on a human centered understanding of security and public safety with partnership with civil society.

❑ Considering the civilian oversight concept is new for Turkey, there is a need to explain and to ensure that it is understood clearly by the stakeholders and should be generalized. Thus, ICOISS PHASE-II project is a good start to achieve this mission. It can be concluded that the project has been consistent with, and supportive of, the policy and programme framework within which the project is placed, in particular the EC's Country Strategy Paper and National Indicative Programme, and the Partner Government's development policy and sector policies.

❑ Taking into consideration relation between MoI and UNDP referencing implemented projects in collaboration with, "lessons learnt from past experience", and of "sustainability issues" are embedded to the ICOISS PHASE-II project. The MoI's institutional commitment is manifested in its cooperation with the UNDP in doing the preparatory work necessary for the conduct of the project at hand and with other bilateral partners in related areas. In this connection, the UNDP has an exclusive partnership with the MoI through which it provides previous project experiences, training and capacity building assistance to the MoI.

❑ Regarding the project's coherence with current/ongoing initiatives; The Progress Reports for Turkey (2005-2008) which provide regular assessments of security governance and recommendations for improved civilian oversight and the revised Accession Partnership with Turkey (2008) laying down key short-term priorities in the security field constitute an important aspect of the policy framework in which the project will operate. Some of the projects that are of relevance (and related assessments) are provided below:

In relation to the legal/human rights component of civilian oversight:

- "Human Rights Training of the Inspector Board of the Ministry of Interior" (Project managed by UNDP with the technical expertise of the Danish Institute of HR) aims to strengthen the capacity of the Board of Inspectors to incorporate human rights concerns in otherwise legalistic inspections of provincial administration including the functions of policing.
- The UNDP-funded "A Sector Approach for Implementation of Fundamental Rights Legislation" Project has supported an independent assessment of the capacity, coherence and consequences of the MoI's oversight of policing.

In relation to the capacity building component of civilian oversight-

- "An Independent Police Complaints Commission & Complaints System for the Turkish National Police and Gendarmerie".
- The proposal "Capacity Building for Reform of Security Sector Oversight" complements specifically the IPCC initiative of the government and the EC by building capacity within the MoI in order for the Ministry to be able to effectively respond to IPC decisions and to deal with majority of complaints and human rights issues.
- "Strengthening the Accountability, Efficiency and Effectiveness of the Turkish National Police" has been designed to develop and implement a plan for the reorganization of the Turkish national police.
- "Enhancement of the Professionalism of the Turkish Gendarmerie in its Law Enforcement Activities" Project has been designed to develop a plan for the reorganization of the law enforcement service of the Gendarmerie, modern training and personnel management in line with current EU practices in the area of professional policing and enhanced criminal investigative capacity.

In relation to civil society and the media-

- The Project for "Inclusive Civic Engagement in Legislation Making in Turkey" will contribute to the creation of an enabling environment for increased awareness of civil society's

engagement in legislation making by lowering the barriers of entry to participatory and inclusive decision and policymaking processes.

Considering the implemented and/or ongoing similar projects and objectives of the MoI with ICOISS PHASE-II project in line with the process of Turkey's accession to the EU, it is expected to provide additional impetus to the project's implementation provided that the Turkish Government, public authorities and citizens demonstrate continued willingness and resolve towards undertaking internal security sector reform based on strengthened civilian oversight are coherent with the targeted policy.

❑ Regarding the quality of the need analysis and the project's intervention logic and logical framework matrix, appropriateness of the verifiable indicators of achievement; ET found that Logframe Matrix designed and developed properly in accordance with the needs of the civilian oversight subject in Turkey. The project's outcomes were designed logically and have therefore resulted in realistic expectations about what the project should achieve. However, the following topics are not clearly addressed in the original project document and Log frame Matrix:

☑ Lack of planned activities based on the implementation in daily life. Many documents and reports are planned and produced however; implementation part in the real life was limited.

☑ Roles and responsibilities, outputs, outcomes of pilot sites, were not clear at the beginning of the project. Nevertheless, it is restructured during the implementation of the project thus, establishing Security Commissions, producing "Local Security Plans" and partial implementations created more satisfaction for the stakeholders. As a result, model practice took place.

☑ The output indictors for each target outcome were generally formulated in a more realistic way although some were too ambitious. Finally, most of the output indicators were successfully achieved. However, some of them were not achieved such as, participation of Gendarmerie at central level and training of Governors (20 governors) of the target outcomes. The reason for this is because of sensitivity of the project and the current political climate in Turkey.

❑ ET is aware that all relevant parties; MoI, UNDP and EUD are flexible enough to adapt and facilitate rapid responses to changes in circumstances such as;
☑ Making addendum twice which requires contractual revisions,
☑ Restructuring of the activities within the scope of the project which don't require contractual revisions such as, Establishment of Local Security Commissions, producing "Local Security Plans" and partial implementations.

❑ Regarding the identification of key stakeholders and targets and of institutional capacity issues, the stakeholder participation in the design and in the management/implementation of the project, the level of local ownership, absorption and implementation capacity, in accordance with the original project documents beneficiaries and stakeholders are listed as follows:

☑ The main beneficiary is Ministry of Interior, final beneficiaries include the Turkish National Police and the Gendarmerie, the specialized law enforcement bodies (forest guards, customs and coast guards), governors, district governors, and related NGOs. This list seems

feasible however, Private Security Forces are not included in the internal security forces so, there is no analysis and produced report regarding the current situation and issues related with this group.

☑ One of the major issues during the implementation of the project is the participation of the Gendarmerie which is very limited. Participation of the Gendarmerie is obtained in Eyüp during the development of Local Security Plans and very limited in the Erzurum pilot site.

☑ Regarding local ownership, absorption and implementation capacity can be concluded that it was ensured at the project pilot sites during the development of Local Security Plans and partial implementation of the plans with the participation of the police, NGOs, public sector institutions and citizens.

☑ One of the most common issues mentioned by all the interviewees is: the meaning of "civil", "civilian oversight" and the name of the project. The meaning of these words and concepts were understood better at the latter stage of the project by the stakeholders.

❑ In accordance with the implementation strategy Component A- "Developing legislative framework to enable the Ministry of Interior (MoI) and its provincial administrators (governors and sub-governors) to exercise effective civilian oversight over law enforcement bodies", is managed and developed through the MoI General Directorate of Provincial Administrations considering the area of security is highly sensitive. The Ministry of Interior is to steer changes in security sector oversight with utmost caution and sensitivity to local realities. As part of the strategy, outputs and results produced through Component A. are not shared with the pilot sites and other stakeholders. As a consequence of this strategy, distrust and concern was caused among the stakeholders and at pilot sites about the project objectives and a belief that there were hidden objectives of the project. This perception was observed during the interviews.

Upon the signature of the Contribution Agreement (CA) between the (EUD) and the United Nations Development Programme (UNDP), the latter organization has been entrusted with the task of delivering the technical assistance, required to implement the Project. The management structure of the Project is composed of Steering Committee (SC), Project Management Board (PMB), Project Management Unit (PMU), and Technical Assistance Team (TAT). The Project Management Board is composed of the Senior Program Officer and the UNDP Democratic Governance Programme Manager. Board Meetings are conducted monthly.

❑ Regarding the combination of inputs (both national and international) the ET considers that in general the combination was appropriate. Given that civilian oversight mainstreaming is new to Turkey and establishment of the Legislative Framework and expanding the concepts, the ET is of the opinion that international advisory inputs provided by the short term experts were necessary, timely and of quality. Realizing that it is very difficult to get good and experienced international consultants more care needs to be taken in selecting short-term consultants to ensure that they have the expertise expected from the clients. The selection of suitable local experts and quality monitoring of their work has also been a difficulty. However, the ET observed that the contracted international and local experts were contributed well and produce expected outputs in general. ET is of the opinion that the available resources were adequate for the implementation of the project.

❑ Regarding the anticipated risks and assumptions, they were appropriate for the nature of the project and current political nature of the internal security sector. Nevertheless, the following risks couldn't be totally mitigated;

☑ the lack of a clear understanding of the concept, objectives and implications of policing oversight, which may create suspicion and discomfort towards security sector reform- the objectives of the project are still not clear and/or belief among some of the stakeholders that some hidden objectives exist.

☑ inadequate engagement of some of the beneficiaries and stakeholders of the project resulting from this lack of clear understanding; participation of the Gendarmerie which was very limited

However, ET concludes that TAT has done its best in order to mitigate the anticipated risks. On the other hand, the above mentioned issues are beyond the control of the TAT and inherent of the security sector.

3.2 Achievement of Purpose (Effectiveness)

The effectiveness criterion, concerns how far the project's results were attained and the project's specific objective(s) achieved, or are expected to be achieved.

The preceding discussion of the direct results achieved by ICOISS PHASE-II has shown that it has operated effectively, i.e. it has done "the right thing". ICOISS PHASE-II has met most of its quantitative targets, and achieved coverage of the targets set with a high success rate. The project was highly praised for these achievements by all stakeholders. The project was also successful in identifying and utilizing good international and national technical experts for the trainings and delivery of reports, despite having a limited selection of available resources in the Civilian Oversight sector.

The ET has attempted to assess effectiveness of ICOISS PHASE-II in terms of the results it expected and extents of their achievements. As discussed in the following subsections, in general, the project was effective in terms of accomplishing the planned activities. Quantitative details of the activities planned and accomplished by the project are provided in the log frame. In addition to reports of the project/the implementing members, and observations and understandings of the ET, all of the achievements reported by the implementing project staff were confirmed and also defended by the stakeholder government offices.

3.2.1 Activities and Results per Output

As outlined in chapter 2.2, for the attainment of the specific objective of the project ("establishment of institutional and regulatory framework conditions for an effective oversight by the MoI of Internal Security Forces at the central and local level. The Project aims at making transition from narrowly conceived, bureaucratically and legalistically managed oversight of policing to a system of security sector governance based on human centered understanding of security and public safety and transparency in partnership with the civil society") products were foreseen in three components. The efficiency of the activities carried out in order to produce the outputs is analyzed below:

Output: Component A - Legislative Framework				
Activities		**Outputs Delivered**	**Effectiveness**	
			Rating	**Justification**
A.1	A.1 Benchmarking and review of the existing legislative framework	"Gap analysis report + recommendations	HIGH	Delivered. Gap analysis report has been extended with reports for Germany, Portugal, Denmark and Italy
A.2	Review and comparison of the laws, organization and functioning of governorate and district governorate	Gap analysis report on institutional capacity of governorates and district governorates + recommendations	HIGH	Delivered. Gap analysis and review report including policy recommendations have been submitted. Findings were disseminated at the conference on Governorships and Local Governance, which was held on 5 November 2013 with participation of 60 participants.
A.3	Review for the necessary institutional structures	Gap analysis report on institutional capacity of the Ministry of Interior + recommendations	HIGH	• Delivered. Gap analysis report on institutional capacity of the Ministry of Interior was prepared by international and local experts. • An expert workshop was organized on 10 December 2014 to develop draft organigrams.
A.4	Review and analysis of the regulatory system of the private security industry in Turkey	A gap analysis of the private security sector legislation and mechanisms in selected EU countries and Turkey	HIGH	Delivered. A gap analysis of the private security sector legislation and mechanisms in selected EU countries and Turkey was prepared by an international expert.
A.6	Benchmarking and review of the concept of judicial policing and preventive policing of the Internal Security Sector	Comparative analysis of selected EU countries and Turkey	HIGH	• Delivered. Seminar on Preventive and Judicial Duties of Internal Security Forces was held on 18 November 2013 (30 participants); ppt presentations • Submitted reports are as follows: ▪ A Comparative Evaluation of Judicial and Preventive Policing of The Internal Security Sector In Turkey and Germany

				- Law Enforcement Units In Turkey - Different structures and control mechanisms within the three police branches: repressive, preventive and secret - The Relationship between Police and State Prosecution Service and Possibilities for Legal Protection during Preliminary Investigations in Germany

A.7	Benchmarking and review of the video surveillance regulatory framework and mechanisms in selected EU countries and Turkey	Gap analysis of the video surveillance regulatory framework and mechanisms in selected EU countries and Turkey	HIGH	• Delivered. A MOBESE meeting was organized on 11 June 2013 with participation of legal experts and ISF representatives. (46 participants)
				• Submitted reports are as follows:
				  - Legal Framework Of Video Surveillance In Germany
				  - Gap analysis of the video surveillance regulatory framework and mechanisms in selected 4 EU countries (Germany, Spain, Italy and the United Kingdom) and Turkey
				  - Gap analysis of the video surveillance regulatory framework and mechanisms in Italy, Germany and Turkey
				  - Recommendation: Data Protection and CCTV's in Turkey

A.8	Develop legislative framework proposals to ensure an effective civilian oversight by the Ministry of Interior	Internal Security Draft Legislation Package	HIGH	Delivered (Framework law of ISFs) after 8 official meetings were held with representatives of ISFs and MoI: 1). 14 May 2013 (34 participants) 2). 15-16 July 2013 (13 participants) 3). 7 October 2013 (16 participants)

				4). 8 January 2014 (16 participants) 5). 21 March 2014 (15 participants) 6). 16 may 2014 (20 participants) 7). 1 October 2014 (7 parts.) 8). 12 December 2014 (19 participants)
A.10	Analyze the ECHR rulings regarding Turkey	Submit the jointly developed draft legislative proposals to the Ministry of Interior	MEDIUM	NB: no law drafting activity was included in the list of outputs in the DoA.
		An analysis on the effects in Turkey of HR Court of the Council of Europe rulings against Turkey	HIGH	Delivered. An analysis on the effects in Turkey of HR Court of the Council of Europe rulings against Turkey was submitted in March 2015.
A.11	Develop a regulatory framework for establishing Local Security Plans nationwide	1. Regulation for establishing local security plans and commissions 2. Proposal for the Institutional Set up of Local Security Commissions	HIGH	• Delivered. Conference on Governorships and Local Governance was held on 5 November 2013. (60 participants) • ppt presentations • LLPSC (Law on Prevention and Security Commissions) Meeting was held among legal experts on 10 October 2013 • Report on regulatory framework for establishing LSPBs. • Pre-draft law for establishing local security plans and boards was submitted to the MoI.
		In 5 Provinces of Turkey, 8 local security plans established and implemented	HIGH	• Local security commissions established in 9 pilot sites in 5 provinces: ▪ İstanbul: Eyüp, Kadıköy, Fatih, Üsküdar ▪ Malatya: Hekimhan, Yeşilyurt ▪ Trabzon: Vakfıkebir ▪ Gaziantep: Şahinbey ▪ İzmir: Çeşme ▪ Total number of meetings organized in districts and Provinces are as follows: ▪ Provincial: 4 LPSB

		- Operational secretariat meetings: 104
		- Districts: 51 LPSBs
		District LPSB meetings:
		•Şahinbey: 8
		•Vakfıkebir: 6
		•Yeşilyurt: 7
		•Hekimhan: 5
		•Çeşme: 5
		•Eyüp: 5
		•Fatih: 5
		•Kadıköy: 5
		•Üsküdar: 5

Output: Component B - Capacity Building			
Activities		Outputs Delivered	Effectiveness
			Rating	Justification
Sub-Component B.1: Institutional capacity-building			
B.1.1	Research and analysis of public perceptions of problems and satisfaction	Public perception and satisfaction survey report	HIGH	Field work is completed. The report on the findings submitted in March 2015.
B.1.2	Identify needs with respect to being "citizen focused"	Needs assessment report	HIGH	• Local and international experts made interviews with the representatives of ISFs. • A preliminary report on Turkish Internal Security Forces and Citizen Focused Policing was prepared. • Delivered. With further interviews and research, local and international expert provided a report on Needs assessment / citizen focused policing.
B.1.3	Prepare a report on the selection and training of top ISFs chiefs	Report on the selection and training of top ISFs in Turkey and selected EU countries	HIGH	• Delivered. Local expert submitted a report on 'Selection and Training of Top ISFs Chiefs in Turkey' in August 2014. • International expert submitted a report on Selection and training of top ISFS chiefs in Turkey • Selection and Training of Top ISFs Chiefs in two

				• European Union Countries (France & UK) • A Comparative report on The Selection and Training of Top ISFs in Turkey and Selected EU Countries was delivered.
B.1.4	Prepare a feasibility study and a policy recommendation paper for the establishment of a joint academy	A practice note on the establishment of a "joint academy" for ISF chiefs	HIGH	• Delivered. The international expert has submitted the final report. Expert workshop held on 9 December 2014. • A Practice Note on the Establishment of a "Joint Academy" For ISF Chiefs was delivered. • Report on The Italian Inter-force College of Advanced Studies for Senior Executive Law Enforcement Officers was delivered.

B.1.5	Analyze the capacities of strategic units in charge of ISFs	Analysis of Strategic Planning by MoIs in Selected EU Countries	HIGH	• Delivered. The local expert has conducted interviews at the Ministry of Finance, Ministry of Development and the Court of Accounts. The draft report on Turkey was finalized with the data from the interviews. A comparative report that analyzes the capacities of strategic units in charge of ISFs in Turkey and selected EU countries that have good practices and mechanisms was produced.
				• Submitted reports are as follows:
				  ▪ Internal Security Forces And Public Safety Strategy In Turkey
				  ▪ Capacity Assessment Report + Recommendations
				  ▪ The Architecture And Mechanisms For The Strategic Direction Of Policing In The United Kingdom
				  ▪ Internal Security Forces And Public Safety Strategy In France

B.1.6	Prepare a proposal on the "best mechanism for ISFs oversight by the MoI	Proposal on the best mechanism for ISFs oversight	HIGH	• An expert workshop held on 10 December 2014 in order to develop proposals. • Delivered. A study and proposals for a "Best Mechanism for ISF's Oversight by the Ministry of Interior" was delivered by an international expert.
B.1.7	Prepare a guidance note on "efficient prevention tactics"	Guidance Note on Efficient Prevention Tactics	HIGH	• Delivered. Related reports are as follows: ▪ A Needs Analysis on the development of Prevention activities by ISFs in Turkey V5 ▪ Prevention strategies and tactics in UK Policing ▪ What is prevention in Organizational Terms in Turkey ▪ Guidance Note on Efficient Prevention Tactics
B.1.9	Conduct a needs analysis for staffing of new structures	Report of the Needs Analysis	HIGH	Delivered. International expert submitted a report on 'Staffing the New Structures'
Sub-Component B.2: Strengthening of human resources				
B.2.1	B.2.1 Provide training to minimum 150 ISF staff	Training curriculum, training reports (Local administrators and governors will participate in the training programmes, to minimum 150 ISF staff)	HIGH	Delivered. The senior local expert submitted the training report on July 2014. 156 ISF reps. trained during the two daylong event on 17-18 April 2014 in Ankara.
B.2.2	Provide seminars to about 40 CEO and top executives of selected private security sector companies	Seminar tool kit, seminar reports, fact finding report on private security in Turkey (to about 40 CEO and top executives)	HIGH	Delivered. A total of 56 top executives were given seminars on 29 April 2014 and 9 June 2014. Training kit, program, ppt presentations and training report were all delivered.
B.2.3	Provide training of trainers programs to minimum 50 selected staff on 1/ establishing local security plans, 2/managing consultation meetings with the public, 3/prevention techniques	Training curriculum, training reports(to minimum 50 selected staff)	HIGH	• Delivered. The senior local expert submitted the training report on July 2014. • ToT I 03 - 04 July 2013 in İstanbul 80 participants • ToT II 20 - 21 January 2014 in İstanbul, 22-23 January 2014 in Ankara, total of 53 participants • ToT III 24-25 February 2014 in İstanbul, 26-27 February

				2014 Ankara, total of 65 participants • Training reports • Program • Ppt presentations/training modules • **198** people consisting of ISF repr. and civil adm. were trained
B.2.4	Provide training to minimum 300 deputy governors and district governors, police and gendarmerie officials and civil society organizations	Training calendar and program, training reports(to minimum 300 deputy governors and district governors, police and gendarmerie officials and civil society organizations)	HIGH	• Delivered. 5 trainings were given in the pilots of the project: • 15 April 2014 – İzmir, 128 • 30 April 2014 - Gaziantep, 94 • 13 May 2014 - İstanbul, 23 • 12 June 2014 - Malatya, 59 • 14 October 2014 - Trabzon, 86 • **390** participants were trained in total • programs • ppt presentations • training reports
B.2.5	Organize a seminar on adapting EU good practices to Turkey for introducing "best mechanisms" of civilian oversight	Seminar report on best mechanisms of civilian oversight	HIGH	Delivered. The seminar was organized on the 25 February 2015 in Ankara with **56** participants from ISFs and representatives of the MoI.
B.2.6	Organize a seminar on adapting EU good practices to Turkey for the establishment of a joint academy	Seminar report on the establishment of a joint academy	HIGH	Delivered. The seminar was organized on the 25 February 2015 in Ankara with **56** participants from ISFs and representatives of the MoI.
B.2.7	Organize minimum two regional conferences and seminars for ISF to present and discuss the major outputs of the project	Seminar and conference reports (minimum 2 regional)	HIGH	• Delivered. 2 Regional conferences organized with 180 participants in total. • Program • Ppt presentations • Regional Conference report
B.2.8	Conduct five study tours, one for each major focus of the project	Study tour reports (5 international study tours to EU member states)	HIGH	• Delivered. 5 study tours were organized to Portugal, United Kingdom, Denmark, Spain and Italy. 22-27 May 2013, Portugal (20 members) • 21-26 September 2013, Italy (11 participants)

	23-30 November 2013, Spain (12 participants)
	1-6 June 2014, Denmark (8 participants)
	15-19 September 2014, UK (7 participants)
	A total of 58 participants attended study tours including Undersecretary, deputy undersecretary, MoI officials, governors, district governors, TNP and Gendarmerie officials
	Study tour reports (5)
	Programs

Output: Component C - Civil Society and Media				
Activities		**Outputs Delivered**	**Effectiveness**	
			Rating	**Justification**
C.1	C.1 Review and analysis of best practices of parliamentary oversight of ISFs	Analysis of best practices of parliamentary oversight	HIGH	• Delivered. The existing report on parliamentary oversight of ISFs was updated and enhanced by a legislative expert from the Turkish Grand National Assembly.
C.2/A	A minimum of 3 parliamentary meetings and discussions on civilian oversight	Report of the parliamentary discussions on civilian oversight (A minimum of 3)	MEDIUM	• 2 parliamentary meetings were organized on 5-6 April 2013. (17 participants+32 participants) • Report on Parliamentary Oversight in Belgium • Report on Parliamentary Oversight in France • Analysis Report of Seminar for MPs, 6 April 2013 • Analysis Report of The Seminar for Legal Experts, 5 April 2013 • Last March meeting cancelled by MoI due to unavailability of members of Parliament.
C.2/B	Assessing needs of administrative staff of the parliament and Members of Parliament	Needs assessment report + recommendations, training curriculum, training reports	HIGH	Delivered. One week training was held in Sapanca on 13-17 October 2014 with participation of 18 experts from the Turkish Grand National Assembly, Court of Accounts and

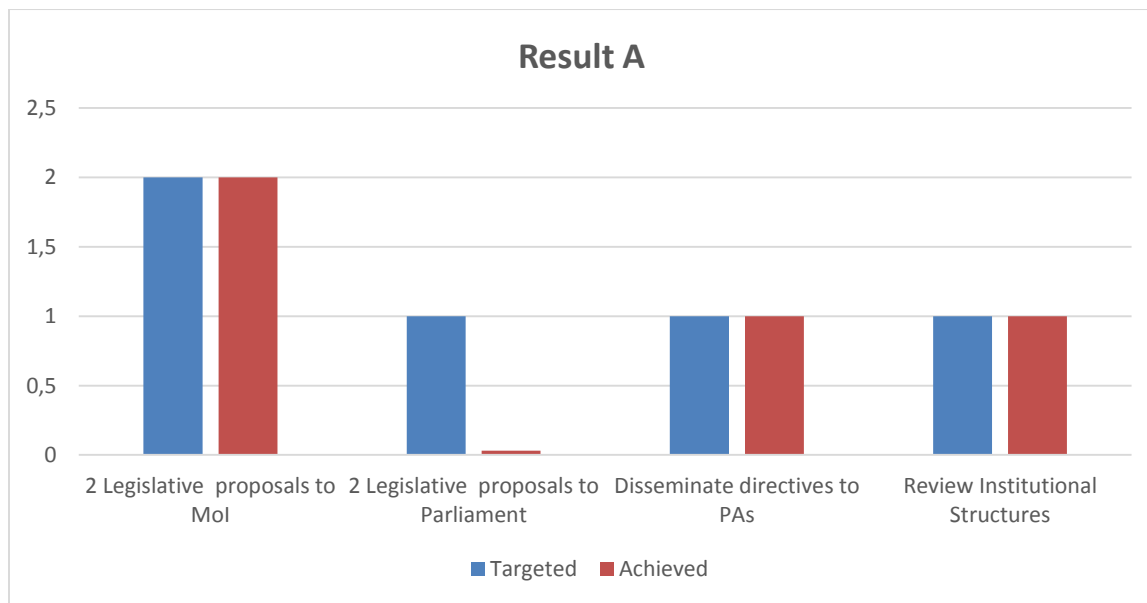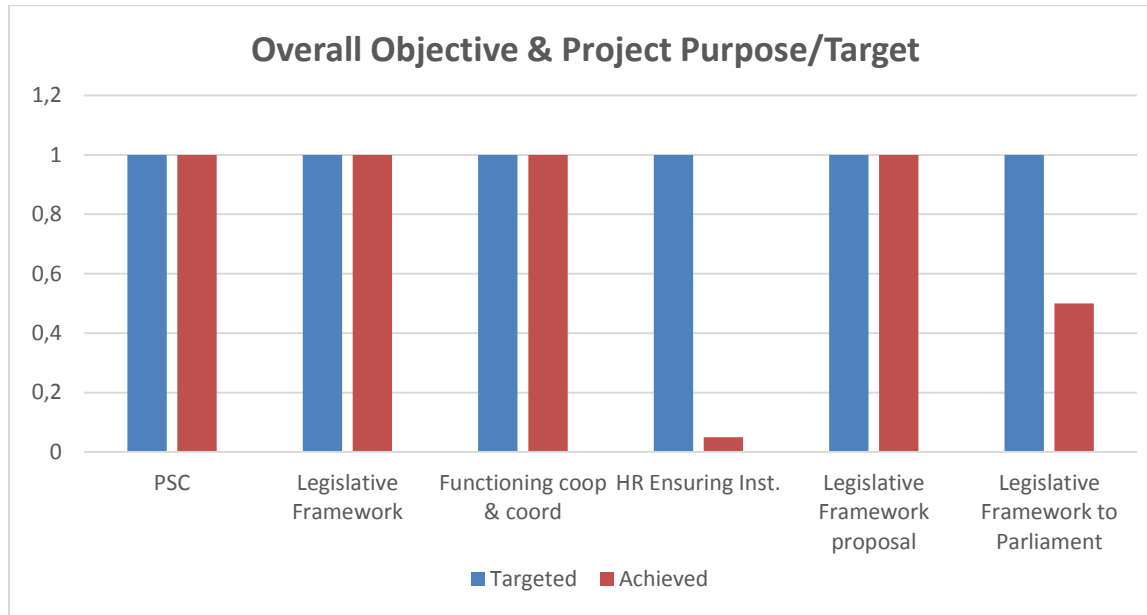|				Undersecreteriat of Defense Industries.
C.3	Facilitate setting up of local security commissions at 8 pilots and arranged a minimum of 20 meetings of Local Security Commissions	Reports of the meetings with local security commissions (at 8 pilots sites in 5 provinces and arranged a minimum of 20 meetings)	HIGH	Delivered (and expanded beyond DoA requirements: from 8 to 9 districts). All 9 districts are implementing the action plans. Provincial level Boards are in action in 4 provinces to monitor the implementation at district levels and arranged more than 50 meetings.
C.4	Conduct an internationally standardized opinion poll on level of satisfaction and confidence	A national opinion poll on crime victimization and citizen satisfaction and confidence in ISFs and a report on the findings	HIGH	Delivered. The National opinion poll analysis report was submitted in March 2015.
C.5	Organize 1 national discussion forum and 5 provincial roundtables	Report of the forum and roundtables (1 national discussion forum and 5 provincial roundtables with the media and civil society organizations)	HIGH	Delivered. 5 provincial roundtables organized in pilots with participation of media and NGOs: - 15 April 2014 – İzmir, 128 - 30 April 2014 - Gaziantep, 94 - 13 May 2014 - İstanbul, 146 - 12 June 2014 - Malatya, 145 - 14 October 2014 - Trabzon, 149 Total number of participants: 662 - National Conference was organized on 11 March 2015
C.6/A	Organize minimum 16 awareness raising events	Establishment of a coordination and information sharing network (minimum 53 awareness raising events for the civil society for all 8 pilot sites)	HIGH	Delivered. 53 awareness raising events organized in 8 pilots of the project.
C.6/B	Research and analysis of public perceptions of problems and satisfaction towards the service provided by ISFs	Local surveys in each pilot site and report on the findings	HIGH	Local surveys are being held, 1st of series of seminars on dissemination of the findings was held on 4 March 2015 in Trabzon.
C.7	Ensure visibility of the project and understanding in the public of the	Progress of the project to be communicated to the media on a	HIGH	• Press clippings • Project short videos • Press releases

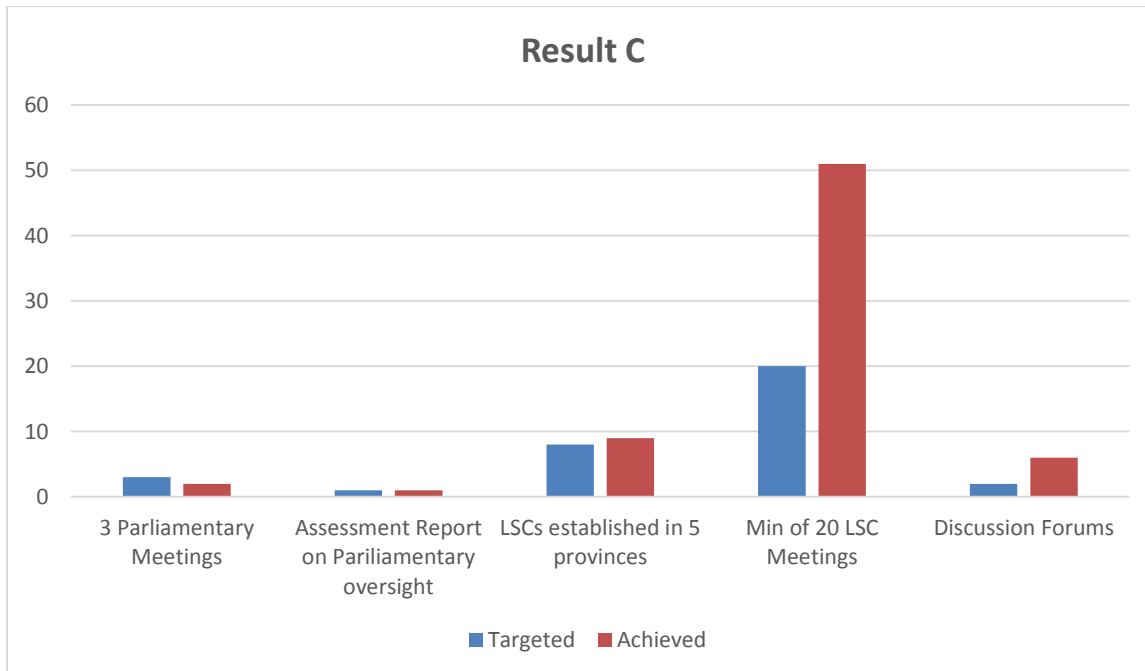|	meaning of internal security civilian oversight	quarterly basis / communication documents for the general public		• Brochures printed • Visibility materials (bags, folders, pen, notebook, usb etc.) • Publications • Billboards
C.8	Establish and feed a website. Increase awareness of the public and of pilot Local Prevention Commissions members, facilitate experience sharing among the pilot provinces in line with C.6	Establish and feed the project website with the outputs of the projects and summaries of progress across all components	HIGH	Established and running. Web-page information notes, press releases, news stories, and announcements are uploaded to the web page in order to ensure the visibility of the Project.
	Project Launch and Closure Events	High-profile Project Launch Event	HIGH	• The project launch event was organized on 24 March 2013 in Ankara with participation of Minister of Interior. • Project closure event on March 25.

3.2.2 Assessment of the Achievement Indicators

The lists of indicators defined in the project document (and as modified by the inception report) and their assessments are as follows;

Indicator No.	Achievement Indicators (**Overall objective & Project Purpose/Target**)	Targeted	Achieved	Achievement Percentage (%)
1.	The number of the complaints and applications to the Human Rights Boards at the provincial level for the improper actions of the security forces decrease by 10% by 5 years from the end of the project	1	To be observed in 5 years	Not scored
2.	Program Steering Committee in place and is headed by the Deputy-Undersecretary of the MoI to monitor transition.	1	1	100
3.	A legislative framework for more effective civilian oversight of law enforcement bodies at local and central level has been established.	1	1	100
4.	Functioning cooperation and coordination between the related ministries, Parliament and Ministry of Interior has been established.	1	1	100
5.	Institutions ensuring Human Rights in civilian oversight are in place and performing effectively.	1	No activity related to Human Rights boards	0

6.	Proposal for a new legislative framework available (2014)	1	1	100
7.	Legislative framework drafted and submitted to the Parliament's respective Committee (Y2012).	1	Drafted, not submitted	50
8.	Simple performance assessment matrix of the institutions in their oversight of the internal security developed and submitted (Y2013)	1	1	100

Result B

Categories: Min 300 IS Staff Trained, Min 300 Dpty/Dist. Gov. Trained, Seminars to 40 CEO, Enhanced pool of 50 Trainers, Proposal for Institutional set up, 8 Surveys, Policy Reccomendation for Joint Academy

Legend: Targeted, Achieved

Result C

Categories: 3 Parliamentary Meetings, Assessment Report on Pariliamentary oversight, LSCs established in 5 provinces, Min of 20 LSC Meetings, Discussion Forums

Legend: Targeted, Achieved

The analysis of Effectiveness of the project therefore focuses on such issues as:

❑ **Benefits received:** It can be concluded that the planned benefits, regarding Components A., B. and C have been delivered and received, as perceived by all key stakeholders as it is depicted at Chapter 2.7.1 .

Firstly, the current situation in Turkey regarding the Civilian Oversight of ISFs was analyzed comprehensively. In addition to the analysis of the existing Turkish legal system, a systematic legal comparison mobilized experts from five countries (Turkey, France, U.K., Italy and Spain). As a result, many reports were produced as a preparatory measure and infrastructure for possible law and legislation revisions and for the development of directives.

Existing structure and the practices of MoI regarding the Civilian Oversight subject were analyzed, meetings, workshops, conferences, seminars were conducted in order to discuss the most appropriate mechanisms to strengthen the capacity of MoI at the central level and recommendations were conveyed by the national and international experts. "Local Security Commissions" were established in order to promote planning and inter-agency coordination in the pilot provinces regarding the exercise of civilian oversight in the best way.

Special training sessions were designed and delivered. More than 800 personnel were trained under the Activities B.2.1., B.2.3, B.3.4, and B.2.5. Four conferences have been conducted under the Activities A.2, A.11 and B.27 with the participation of more than 300 people.

Three seminars have been conducted under the Activities A.6, B.22 and C.6/B with over 100 participants. Five study tours were realized with 58 personnel. Over 250 people participated in different meetings under the Activities A.7, A.8 and C.2/A, i.e. MOBESE, Parliamentarian. 662 people participated in 5 roundtable under Activity C.2/A. 53 awareness raising events organized in 8 pilots of the project under the Activity C.6/B. And four Provincial LPSB meetings, 104 Operational Secretariat Meetings and 51 District LPSB meetings were held in the project duration.

On top of that, it has been considered that the outputs of the project expanded beyond DoA requirements in may activities. Establishment of a "Light Operational Coordination" mechanism through a coordination team in the 4th quarter of the project, and identification of an extra one province (Vakfıkebir/Trabzon) and a district in Malatya (Hekimhan) are counted as examples of good practices. The evaluation team concluded that the reports, outputs and outcomes produced were appropriate and efficient with regards to the planned outputs.

❑ **Participation:** As defined in the Project Document, the main beneficiary of the project is the Ministry of Interior, final beneficiaries include the Turkish National Police and the Gendarmerie, the specialized law enforcement bodies (forest guards, customs and coast guards), governors, district governors, and related NGOs. During the implementation of the project, all of the beneficiaries participated. But it is considered that the Gendarmerie contributions to the project at the HQ level could be more effective if the lines of communication and reporting system had been run more efficiently. Other than that, the general participation of the stakeholders of the project was satisfactory.

❑ **Behavioral Pattern Changes:** One of the main objectives of the project was to promote the awareness of the concept of "Civilian Oversight" among the beneficiaries. In this regard, it can be considered that the project was effective in conveying the concept through media roundtables, provincial and national level conferences, workshops, trainings, seminars and other social activities. In addition to that, with the establishment of Local Security Commissions and the development of the Local Security Plans and partial implementation of these plans, the relation among internal security forces, public institutions, government officials, NGOs, media and the citizens was improved. Thus, the "governance" concept and implementation were better understood by the stakeholders. But yet the relation with the media at Local Security Commissions level needs further development.

❑ **Assumptions and risks:** although there are some risks which have not foreseen in the beginning (chapter 2.4), in general the assumptions and risk assessment of the project were mostly adequate and foreseen accurately.

❑ **Balance of responsibility:** the balance of responsibilities between the various stakeholders was appropriate for most activities. However, it is considered that regarding the Component A, more responsibility and involvement could have been benefited from the Gendarmerie through its inclusion into the planning and reporting processes.

❑ **Unintended results:** it can be assumed that the project has no negative unintended results but participation of the people from elected offices such as mukhtars and municipalities in the Local Security Committees brings up the priority matters of citizens to the agenda of the committees, and as a result of discussions in the committees, increases the quality of public services provided to citizens.

3.2.3 Overall Effectiveness Conclusions

ICOISS PHASE-II II has been effective in achieving its goals and objectives. The expected results of the Project as defined in the Log Frame, project document and their assessments are as follows:

1. Legislative framework and actual mechanisms developed to enable the Ministry of Interior and the public administrators, i.e. governors and sub governors to exercise effective civilian oversight over law enforcement bodies.
   - ☑ An adequate legislative framework was improved by analyzing the existing Turkish legal system and by systematically comparing it with selected EU countries (i.e. France, UK, Germany, Portugal, Denmark, Italy and Spain). International experts reviewed and updated the existing legislative framework over law enforcement bodies of France, UK and Spain. The gap analysis report and recommendations is submitted. Legislative framework in place to enable the Ministry of Interior and local public administrators to exercise effective civilian oversight over law enforcement bodies.
2. Ministry of Interior and the public administrators, i.e. governors and sub-governors have access to the conceptual and institutional and resources tools to oversee policing effectively.
   - ☑ Detailed outputs been produced and distributed. These documents are of high-quality and have practical use in addressing matters concerning Civilian Oversight. MoI's capacity has been increased to realize its responsibilities with respect to strengthened civilian oversight of law enforcement bodies at the central and local level by the establishment of institutional structures needed in order to meet the EU standards for HR protection and for a strengthened civilian oversight.

3. Civil society and the media have the conceptual and institutional tools to engage with policing oversight.
   - ☑ Local Security Commissions including civil society and media in place and Parliamentary oversight strengthened. A national network of civil administrators and members of civil society was constructed and mobilized, over 800 personnel were trained and over 1500 people were exposed to the notion of "Civilian Oversight" in workshops, conferences and media roundtables, seminars study tours, meetings, awareness raising events in the project duration. In order for governors and district governors to exercise their duties with regards to internal security more effectively, temporary consultative bodies that uphold citizen participation were established in pilot provinces (Local Security Commissions). It was observed by the Evaluation Team that the "Civilian Oversight" concept is clearer and better understood by most of the stakeholders and that the relation among the ISFs, government officials, public sectors, NGOs, media and citizens have been improved. The official website can be reached at http://www.civilianoversight.org.tr/

3.3 Sound Management and Value for Money (Efficiency)

The efficiency criterion concerns how well the various activities transformed the available resources into the intended results (sometimes referred to as outputs), in terms of quantity, quality and timeliness.

Project scheduled the project became fully operational and implementation got on track according to the plan and budget. Project implementation was originally planned to last 24 months starting from 24th of July 2012. To ensure the activities of the project were planned properly, the project duration was rescheduled and extended to 36 months with addendum number 2. The "End Date" of the project was rescheduled to 25th of May 2015. Taking into consideration the feedbacks received from MoI and EUD on the emerging needs and requirements the second changes were made with the Addendum II which was effective from 07 November 2014.

The evaluation team recognized a high level of efficiency in project implementation. In other words, ICOISS PHASE-II has done "the right thing". Given the circumstances prevailed in the course of its implementation the overall assessment of the ET was that the project was efficient. In the ET's view, **resources are well managed** and converted cost-effectively into results. This position was fully shared by the stakeholder government offices and members of the target community. The following are some of the justifications for this:
   - ❑ The project was efficient because it had identified and worked on priority needs of the target subject that were also fully in line with strategies and priorities of the government.
   - ❑ In spite of the challenges, almost all of the project activities were accomplished timely and made ready for use/provided service.
   - ❑ In almost all cases, management of the project (in terms of planning, implementation, coordination, monitoring, reporting, etc.) was perceived to be efficient.
   - ❑ The ET had observed that the inputs used by the project and the corresponding results were up to satisfactory standard, and contributed to efficiency of the project.
   - ❑ Given the fact that most of the activities accomplished by the project were principally related to legislative framework, it is difficult to quantitatively assess cost efficiency of the project. However,

as to perception of the ET and comments of the beneficiary and the stakeholder government offices, the project was cost effective.

❑ In order to ensure more efficient utilization of the available budget, TAT applied UNDP procurement standards and managed budget properly.

❑ Even though it has to be confirmed by the final budget utilization report of the project together with its explanations, as available in the following table, it seems that the project had accomplished the planned activities by a cost which is below the planned.

❑ The ICOISS PHASE-II project has produced an impressive amount of outputs and deliverables. They are generally of good quality; processes are generally well documented and reported to the beneficiary and other relevant parties.

3.3.1 Efficiency Regarding the Quality of the Day-to-day Management

Technical Assistance Team (TAT) is responsible for the coordination, organization and delivery of the planned outputs and activities of the project. TAT is composed of the Chief Technical Advisor, Key Expert-2 Independent Oversight and Consultation with Civil Society, Key Expert-3 Institutional and HR Expert, Key Expert-4 Legal Expert   and the support staff including the Project Administrator, Project Associate and two Project Assistants. Efficiency was also achieved by selecting good quality national and international experts to develop reports and produce outputs, in a timely manner and within the bounds of the planned budget. Since the expected performance was not obtained from the KE-2, KE-3 and KE-4 their contracts were cancelled. Expected outputs were segmented smaller pieces and restructured. Thus, expected outputs obtained through short term experts.

UNDP TAT and MoI were in a close cooperation during the implementation of the project. Thus, relations and coordination with local authorities, institutions, beneficiaries and other stakeholders were provided though joint collaboration. Overall, TAT was effective in providing coordination among the stakeholders.

The project leadership has managed the project well and efficiently in terms of closely following the project design and its outcome targets, management of personnel and information. Monitoring of the progress in project was carried out by PMB and risks were managed adequately.

The project has timely produced its regular Quarterly Progress Reports which provided detailed information on the more technical and operational aspects of project implementation and produced Reports (outputs) regarding the three components of the project. For each PSC, special presentations have been compiled in order to update the members on progress and issues that needed to be addressed.

It can be concluded that the project management structure was relatively well established and efficient because the SPO and CTA in charge of the management of the project and contributed well.

3.3.2 Efficiency Regarding the Budget Utilization

A detailed review of the resource has been conducted by UNDP and MoI in parallel with the review and assessment of the work plan foreseen in the DoA at the end of the Inception Period. As a result, an indicative allocation of technical expertise has been done for the activities under the components of the project. Resource allocation schedule was prepared and updated throughout the project duration in order to meet the changing needs of the project development.

The following table compares the original planning to the revised version:

Short-term Consultants	ORIGINAL BUDGET (man-days)		REVISED BUDGET (man-days)	
	Unit	# of units	Unit	# of units
Local Consultants (short term)	per day	1000	per day	1533
Junior Consultants (short term)	per day	850	per day	1555
International short-term experts	per day	700	per day	675

The original budget of the project has been subject to four (4) modifications through the Inception Report submitted on 30.10.2012, Budget Modification submitted on 01 August 2013, Addendum I signed on 26.02.2014, and the Addendum II submitted on 07 November 2014, which have been done in accordance with provisions of the Article 9.2 of the General Conditions. The difference between the original Budget and the final revised budget is shown in below chart:

Detailed Budget (Euro)	Revised Budget (All Years, €)	Total Expenses (as of 25 March 2015, project completion date)	Difference	Realization
Expenses	Costs	Costs	Difference	Realization
Subtotal Human Resources	1.848.755 €	1,783,287 €	65,468 €	96%
Subtotal Travel	149.600 €	152,513 €	-2,913 €	102%
Subtotal Equipment and Supplies	30.776 €	27.732 €	3,044 €	90%
Subtotal Local Office	79.750 €	72,185 €	7,565 €	91%
Subtotal Other Costs, Services	1.180.569 €	1,125,287 €	55,282 €	95%
Admin Cost	230.262 €	221,270 €	8,991 €	96%
Total direct eligible costs of the Action	**3.519.712 €**	**3,382,274 €**	**137,437 €**	**96%**

The effectiveness of the budget usage is depicted in below chart:

Budgeted vs. Actual Expenses
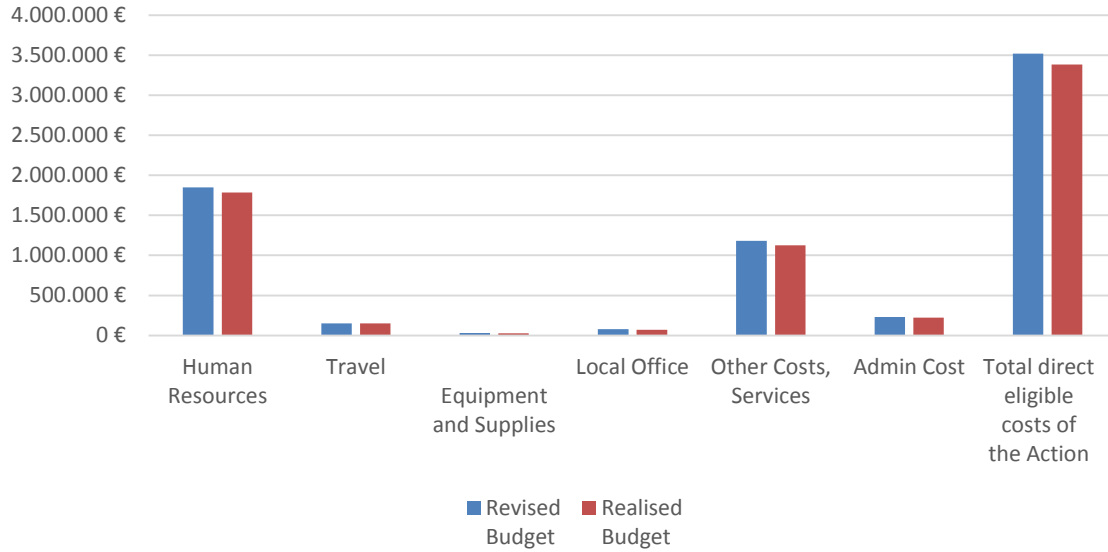
Budgeted vs. Actualized Totals
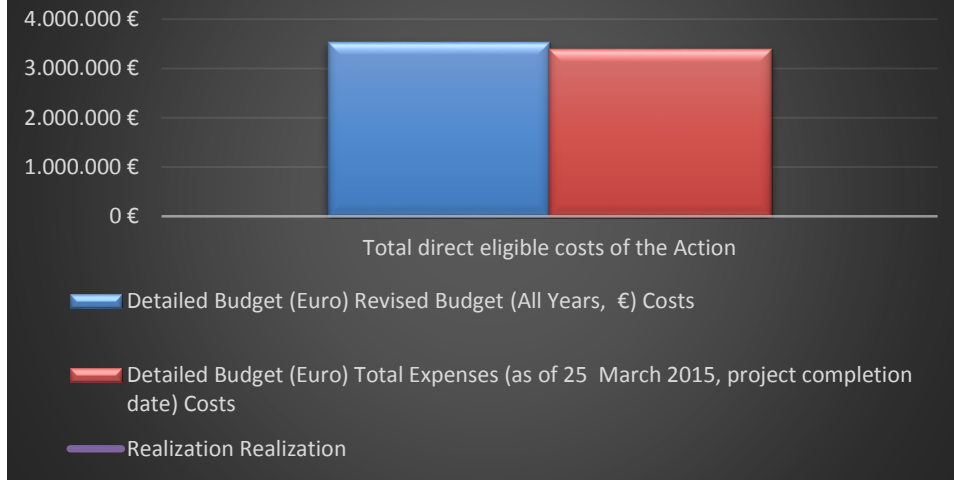
Detailed Budget (Euro)	Total Expenses (as of 25 March 2015, project completion date)	Realization
Expenses	**Costs**	**%**
Subtotal Human Resources	1,783,287 €	96%
Subtotal Travel	152,513 €	102%
Subtotal Equipment and Supplies	27.732 €	90%
Subtotal Local Office	72,185 €	91%
Subtotal Other Costs, Services	1,125,287 €	95%
Admin Cost	221,270 €	96%
Total direct eligible costs of the Action	**3,382,274 €**	**96%**

Detailed Budget (Euro) Total Expenses (as of 25 March 2015, project completion date) Costs
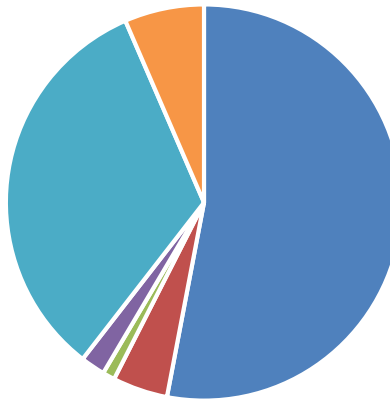
■ Human Resources ■ Travel ■ Equipment & Supplies
■ Local Office ■ Other Costs, Services ■ Admin Cost
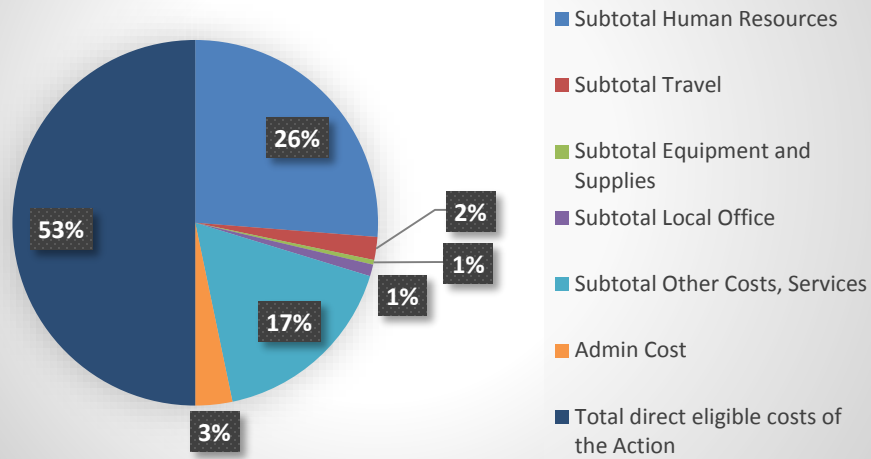
Detailed Budget (Euro) Total Expenses (as of 25 March 2015, project completion date) Costs

- Subtotal Human Resources
- Subtotal Travel
- Subtotal Equipment and Supplies
- Subtotal Local Office
- Subtotal Other Costs, Services
- Admin Cost
- Total direct eligible costs of the Action

3.3.3 Efficiency Regarding the Manpower Resource Utilization

	ORIGINAL BUDGET	REVISED BUDGET (ALL YEARS) ADDENDUM 2	REALIZED IN TERMS OF CONTRACTUAL DAYS	REALIZED %
STE	# of units (days)	# of units (days)	Used days	%
International short-term experts	700	675	590	87.4
Local Consultants (short term)	1000	1533	1470	95.9
Junior Consultants (short term)	850	1555	1297	83.4

Resource Usage

Resource Utilization Percentage
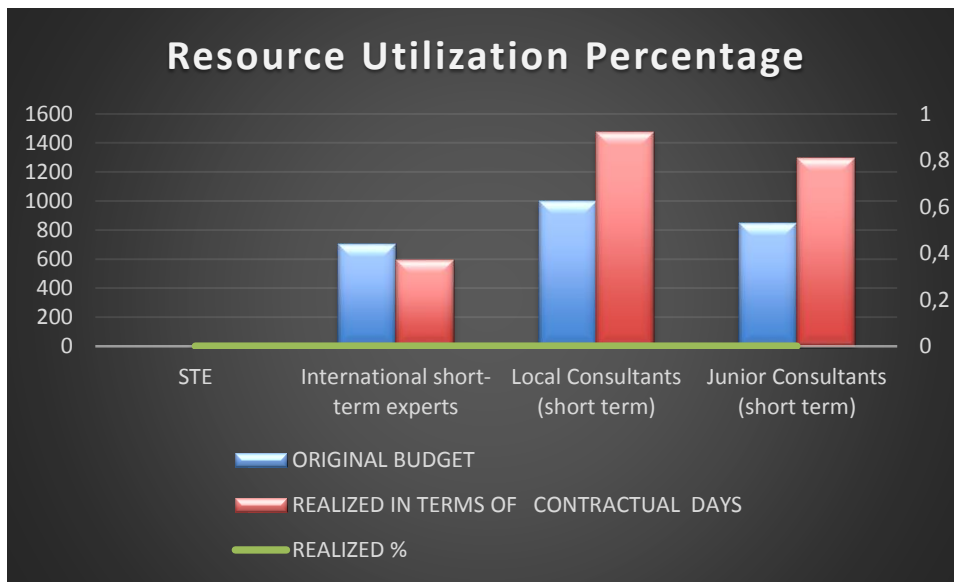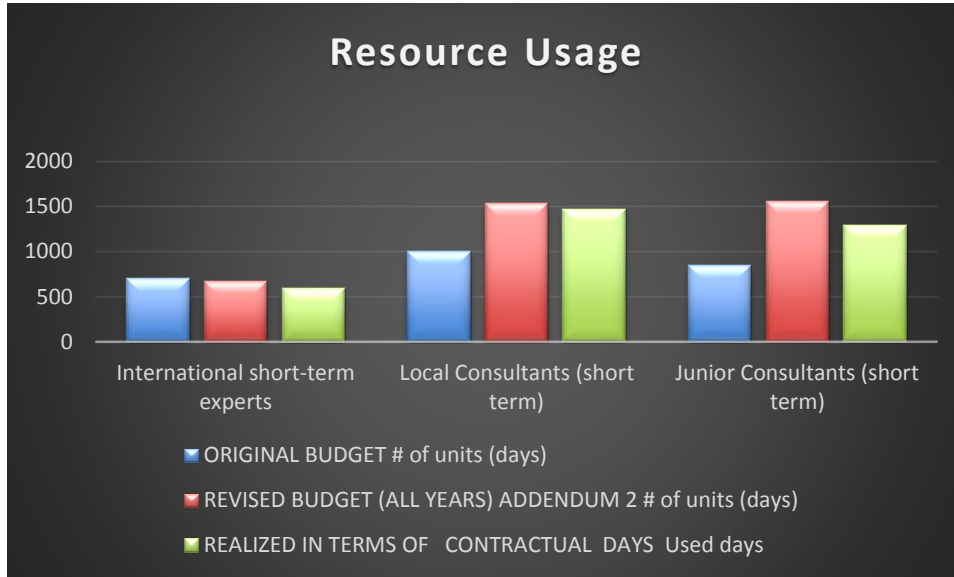
3.3.4 Overall Efficiency Conclusions

As it can be seen in the above graphs and tables;

- 96% of the allocated budget has been utilized in the project, which is a good performance indicator for project efficiency.
- Originally planned man-days were set as 1000, 850, 700 for Local, Junior and International short term experts respectively. After the revision, total man-days revised and 1.533, 1.555 and 675 days respectively, all the while staying within the total budget limits. Thus, the budget was used more effectively and efficiently and as a consequence, with more man-days, more reports and outputs could be produced.
- Overall, the financial management of the project seems to have been efficient and no evidence of major problems was presented to the evaluation team.

3.4 Achievement of Wider Effects (Impact)

The term impact denotes the relationship between the project's specific and overall objectives.

- ❑ **The overall objective of the Project** is to support expanded enjoyment of civil rights by Turkish citizens and democratic control of internal security forces by the regulatory system and public administration of Turkey.
- ❑ **The specific objective of the Project is** to contribute to the progress towards the overall objective spelled out above, the project aims at establishment of institutional and regulatory framework conditions for an effective oversight by the MoI of Internal Security Forces at the central and local level. The Project aims at making transition from narrowly conceived, bureaucratically and legalistically managed oversight of policing to a system of security sector governance based on human centered understanding of security and public safety and transparency in partnership with the civil society.

While the realization of the overall objective involves a broader and long-term process that will depend on the successful implementation of a full range of reforms at the level of policy, legislation and administration, progress towards the specific objective was achieved through the implementation of ICOISS PHASE-II activities and the effective delivery of the Project's expected results.

The ET has attempted to identify effects and emerging impacts of the different activities accomplished by the project qualitatively based on suggestions of the beneficiaries, the stakeholder government offices, staff of the implementing members of the consortium, and also own observations and understandings.

These effects/impacts are provided below. However, it is important to notice that related documents for legislative frame will be approved by the Parliament and implemented accordingly. Thus, the real impact can be observed. The other point is that it is difficult to relate the effects/impacts only to this specific project. This is a case because some of activities of the present project are continuations of activities of preceding similar projects of the government.

At Impact level the final evaluation has made an analysis of the following aspects;

- With regards to the effects of the project;
    - First and foremost, the "Civilian Oversight" concept, the details of its mechanisms of operations and implementations were clarified and better understood among the stakeholders.
    - A legislative framework for more effective civilian oversight of law enforcement bodies at local and central level has been established.
    - Functioning cooperation and coordination between the related ministries, Parliament and Ministry of Interior has been established.
    - Proposal for a new legislative framework made available.
    - In the original project document, the ISFs were defined as the Turkish National Police, the Gendarmerie, the specialized law enforcement bodies (forest guards, customs and coast guards) and participation of each ISF was expected. However, all parties contributed and attended the planned activities;
    - As planned, the project has been facilitated by the project management, by co-ordination arrangements and by the participation of relevant stakeholders. No interventions or constraints were observed during the implementation of the project.
    - The effects of the project have contributed to development of awareness of human rights, citizen rights, and democratic control of internal security in the regulatory system and public administration practice of Turkey.
    - NGOs, Universities and citizens became aware of their expected contribution and their responsibilities regarding the "Civilian Oversight" subject.
    - The EU Commission announced the 2014 progress report on Turkey on 8 October 2014. The Commission's 2014 Progress Report on Turkey highlights a number of important steps taken by Turkey over the past 12 months. These steps include: the adoption of law implementing a democratization package and the Action Plan for the Prevention of Violations of the European. Convention on Human Rights; however, overall, civilian oversight of the army remained stable and there was no progress regarding civilian oversight of the intelligence service. Judicial scrutiny of intelligence was considerably narrowed and financial transparency of the sector was further limited. Reforms are needed to improve civilian scrutiny of the military, the police, the gendarmerie and the intelligence services.
    - On 21 October 2014, Prime Minister Ahmet Davutoğlu has outlined the details of the domestic security reform package, which aims to establish a balance between freedom and security of the people while enhancing the civilian identity of the state. The Gendarmerie and Coast Guard Provincial Commanders appointments will be made by the Ministry of Interior. It is announced that the Ministry of Interior will be the authority over the Gendarmerie for all issues other than military, will take over responsibility for personnel assignment for the Gendarmerie and Coast Guard forces, gendarmerie agents would wear a special uniform that is more like civilian clothing. Mr. Davutoğlu has noted that civilian and democratic inspections of institutions will take place. In addition, he has expressed that the Ministry of Interior needs to be restructured. He mentioned the importance for the state to ensure democracy and the future of the state through the conduction of mentioned reforms in a transparent manner. The Prime Minister expressed that the reforms will be conducted in accordance with EU Harmonization Committee.
    - On September 30, 2013, Government of Turkey has disclosed a "democratization package". According to the package, numerous constitutional changes and amendments will be made with regard to the individual, social and political rights. European

Commission 2013 Progress Report, which is publicized on 16 October 2013, handled Turkey's "democratization package" announced on September 30, as well as acknowledging the progress achieved on important requirements as regards the judiciary and fundamental rights. In the report it is stated that 'progress was made in consolidating civilian oversight, in particular with the parliamentary investigation into past military coups and legislative amendments, confirming the profound shift in the balance of civil-military relations in favor of the civilian authorities. However, further reforms are needed, particularly as regards the military justice system and civilian oversight of the gendarmerie.

3.5   Likely Continuation of Achieved Results (Sustainability)

The sustainability criterion relates to whether the positive outcomes of the project and the flow of benefits are likely to continue after external funding ends or non-funding support interventions (such as: policy dialogue, coordination).

The actions comprising the project's three main components were delivered in a relatively short time span. However, the actual realization of corresponding reforms at the level of a nation the size of Turkey demands more time.

The participatory and inclusive approach, exchange of experience through study visits, extensive public debates and trainings were considered as the main pillars for ensuring sustainability. The participatory and inclusive approach is meant to involve all stakeholders into the project. Rather than a top down approach, the project aims at developing a bottom up approach.

Regarding the assessment of the prospects for the sustainability of benefits, the following points were observed:

- The ownership of objectives and achievements among the stakeholders was high, however, the Gendarmerie and the specialized law enforcement bodies (forest guards, customs and coast guards), whose participation in the project were relatively limited. MoI and the governors and sub-governors of the pilot sites, other stakeholders such as NGOs, universities, public sector, media etc. all contributed well in order to achieve the objectives.

- Local Security Commissions were formed and Local Security Plans were committed and agreed upon by all the participants, initially as a 3 year-plan. Sustainability of these LSCs depends on the establishment legal infrastructure, allocation of budget and resources and ownership by the local government officials. Otherwise, it can't be sustainable and implemented.

- The project itself, mainly, is a document and reporting-based project, aiming to produce a legislative infrastructure and framework that supports establishing framework conditions for a system of security sector governance based on human centered understanding of security and public safety and transparency in partnership with civil society. The realization of the expected impacts and outcomes of the project and their sustainability highly depends on the law and legislation revisions to be made by the government. The success of effective civilian oversight is also dependent on more

effective implementation of the current power and authority of the government officials on the provinces.

- The project has produced various concrete outputs and tools with regard to oversight of Internal Security units and protection of human rights, which can be used practically in the operational level. The dissemination of these tools to relevant officials on a national level and the effective usage of these tools will contribute to the sustainability of the project greatly.

- In the studies regarding the institutional capacity building at the central level; it was a major observation that leaving aside the legal obstacles, MoI is not equipped with institutional capacity which would permit to monitor the policies and behaviors of the internal security forces. A set of departments working for an undersecretary specialized in policing issues, is regarded beneficial so that budgeting, strategic planning, inspection as well as research and education can be defied and monitored in the MoI. To achieve the targeted goals and impact of the project with regard to the institutional capacity building and to provide sustainability, the necessary organizational changes and revisions on legal framework mentioned above, are inevitable.

- The allocated budget of the project was adequate for achieving the specific objectives of the project. In order to provide long-term sustainability to the project and to achieve the overall objective, government funding and resources are needed.

3.6   Mutual Reinforcement (Coherence)

The project is in conformity with the priorities of the Accession Partnership and EU/Commission policies by supporting the ongoing work of the Government of Turkey in:
- ❑ Take steps towards bringing about greater accountability and transparency in the conduct of security affairs.
- ❑ Continue the training of law enforcement agencies on human right issues and investigation techniques.
- ❑ Continue to strengthen all law enforcement institutions and align their status and functioning with European standards, through developing inter-agency cooperation. Adopt a code of ethics and establish an independent and effective complaints system to ensure greater accountability covering all law enforcement bodies.

In the Regular Report on Progress Report for 2010, the following assessment has been made with respect to civilian oversight of security forces: "In February, the government annulled the secret protocol on Security, Public Order and Assistance Units (commonly called EMASYA), which allowed military operations to be carried out without the consent of civilian authorities. Implementation of the annulment decision remains to be completed.

In February 2010, Parliament adopted a law establishing an Under-secretariat for Public Order and Security under the Ministry of the Interior to develop policies on counter-terrorism and to serve as secretariat for the Counter-Terrorism Coordination Board. The law also established an Intelligence Assessment Centre to strengthen intelligence-sharing between security institutions.

Implementation of the regulation on the powers of the police and the gendarmerie in urban and rural areas has continued. Residential areas in 31 towns with a combined population of about one million civilians were transferred from the Gendarmerie to the police, which is under civilian control. However, there has been no progress on civilian control over the gendarmerie's law enforcement activities.

The project is in conformity with the priorities of the Accession Partnership and EU/Commission policies by supporting the ongoing work of the Government of Turkey in: it has been developed with support of the findings in the various Progress Reports of the European Commission on the situation of civilian oversight in Turkey.

According to the Council of Europe Recommendation 10567 of 2 June 2005, there are different types of mechanisms that should exist for ISFs accountability. Firstly, there should be internal accountability (also referred to as hierarchical oversight) and control mechanisms such as inspections and disciplinary procedures for dealing with allegations of misconduct and evidence that officers are brought before ordinary criminal courts for breaking the law.

In addition, the Government of Turkey has initiated other focused initiatives with the EU Delegation, United Nations and bilateral partners to lay the groundwork for a transition from a narrowly conceived, bureaucratically and legalistically managed oversight of policing to a system of security sector governance based on a human centered understanding of security and public safety with partnership with civil society. The twinning project "An Independent Police Complaint Commission for Turkey" run by the MoI and the project "Turkish Political Criteria Programme Phase 2" of the Police Inspectorate with the Danish Ministry of Foreign Affairs are examples of such an approach.

The twinning project "An Independent Police Complaint Commission for Turkey" run by the MoI and the project "Turkish Political Criteria Programme Phase 2" of the Police Inspectorate with the Danish Ministry of Foreign Affairs are examples of focused initiatives with the EU Delegation, United Nations and bilateral partners to lay the groundwork for a transition from a narrowly conceived, bureaucratically and legalistically managed oversight of policing to a system of security sector governance based on a human centered understanding of security and public safety with partnership with civil society.

3.7   EC Value-added

Previously, the Government of Turkey has initiated smaller scale initiatives with the EC, United Nations and bilateral partners to lay the groundwork for a transition from a narrowly conceived, bureaucratically and legalistically managed oversight of policing to a system of security sector governance based on a human centred understanding of security and public safety with partnership with civil society.

The ICOISS PHASE-II Project benefited from the enabling policy environment created by the ongoing work of the Turkish Government towards aligning democratic control of the security sector with practice in EU member states with a view to ensure full exercise of supervisory functions by civilian authorities, bringing greater accountability and transparency in the conduct of security affairs and promoting human rights on the basis of its zero-tolerance policy to torture and ill-treatment. Additionally, the process of Turkey's accession to the EU is providing additional impetus to the project's implementation provided that the Turkish Government, public authorities and citizens demonstrate continued willingness and resolve towards undertaking internal security sector reform based on strengthened civilian oversight.

By tackling the problem at three levels, the MoI through its provincial administration system contributed to Turkey's ability to further integrate the legislative and other reform processes into its administrative structure and align its practice to international and particularly EC norms for democratic governance. Legislative systems and best practices of the selected EU member states were reviewed and used as a basis for building up a more EC-compliant framework for Turkey.

The first phase of ICOISS project itself is funded by EC as well with an amount EUR 2.502.259, 00 .In the second phase of ICOISS project itself is funded by EC with an amount EUR 3.519.702, 00. The total cost of the "Action" is 6.021.971 EUR all financed by the European Commission and contribution of the Turkish Government.

4. Visibility

The Budget of the Action includes a sizable amount of funds for actions related to the visibility of the Project and its outcomes. All visibility actions will be carried out in accordance with the General Conditions (i.e. ANNEX II of the project document - General Conditions applicable to European Community contribution agreements with international organizations, Article 6).

The European Commission requires that unless the Commission agrees or requests otherwise, the Beneficiary must take all necessary steps to publicize the fact that the European Union has financed or co-financed the Project. In line with this, the ET has learned that signboards bearing names and logos of EU were placed at all of the major intervention sites. Besides, the logos and names of these organizations were footnoted in cover or internal pages of documents of the Project, and also in the documentary film and the photo album produced by the project. The project also reports that the funding agencies were acknowledged during meetings, trainings, workshops and other pertinent forums. Further, the project had worked on acknowledging and popularizing the people-to-people resource transfer through leaflets and wearing and distributing caps and T-shirts bearing logos of the donor and members of the consortium. The ET had also observed properly implemented visibility procedures during the seminars, regional and national conferences.

The Evaluation Team observed that adequate visibility measures have been taken through the activities and actions listed below;
- ❑ High profile project launch and closure events, national and provincial conferences were organized to ensure utmost visibility of the Project and to create a platform for information exchange between countries, particularly developing countries that are in the process of reforming their internal security.
- ❑ Website: the project support staff worked on the design and development of the Project's website to be made available in both Turkish and English. The Project website is developed and made available on the following domain addresses:
    http://www.sivilgozetim.org.tr
- ❑ Project Communication Report: the Project's Communication Strategy was prepared in order to enable timely development of the necessary communication tools for utmost transparency, public exposure and citizen outreach, as regards the Project's objectives, activities and outputs of the Project including the visibility strategies for the project.
- ❑ A Project logo was designed and together with the EU logo and the statement that "This Project is financed by the European Commission.", were printed on the produced outputs and the reports.

5. Overall Assessment

The Evaluation Team has concluded that the ICOISS PHASE-II project has achieved most of its goals and objectives targeted in the project document. The expected results of the Project as defined in the Log Frame, project document and their overall assessments are as follows:

1. **Component A-** Legislative framework developed to enable the Ministry of Interior and the public administrators, i.e. governors and sub governors to exercise effective civilian oversight over law enforcement bodies. Review of internal security legislation in Turkey was finalized, comparative study and gap analysis between the legislation of Turkey and selected EU Member States was conducted. Various reports were produced within the component, building up a legislative infrastructure and framework conditions for the better implementation of "Civilian Oversight"

   An adequate legislative framework was developed by analyzing the existing Turkish legal system and by systematically comparing it with selected EU countries. Some of the major following outputs were produced during the implementation of the project:
   - ☑ For benchmarking and review of the concept of judicial policing and preventive policing of the Internal Security Sector, comparative analysis of selected EU countries and Turkey was conducted. Gap analysis report has been extended with reports for Germany, Portugal, Denmark and Italy;
   - ☑ A gap analysis of the private security sector legislation and mechanisms in selected EU countries and Turkey was prepared ;
   - ☑ An analysis on the effects in Turkey of HR Court of the Council of Europe rulings against Turkey was conducted;
   - ☑ For Benchmarking and review of the video surveillance regulatory framework and mechanisms in selected EU countries and Turkey, gap analysis of the video surveillance regulatory framework and mechanisms in selected EU countries and Turkey was conducted.
   - ☑ Regarding the development of legislative framework proposals to ensure an effective civilian oversight by the Ministry of Interior, Internal Security Draft Legislation Package was developed.
   - ☑ A draft legislative proposals to the Ministry of Interior was submitted as a result of analyzing the ECHR rulings in Turkey.
   - ☑ A regulatory framework for establishing Local Security Plans nationwide was developed.
   - ☑ In 5 Provinces of Turkey, 8 local security plans established and implemented.

   A great number of reports were produced and distributed which explain in detail the current situation and what measures can be taken in order to improve the concept and building up a legislative infrastructure and framework conditions for the better implementation of Civilian Oversight. The realization of the expected impacts and outcomes of the project and their sustainability highly depends on the law and legislation revisions to be made by the government. The success of effective civilian oversight is also dependent on more effective implementation of the current power and authority of the government officials in the provinces.

2. **Component B – Capacity Building:** This component aims at increasing the institutional capacity of the Ministry of Interior and the public administrators (governors and sub governors) with the conceptual

and institutional tools and resources to strengthen civilian oversight and to meet the EU standards for human rights protection. Best practices in selected EU member states were reviewed and by using the various reports generated, the institutional capacity of MoI and the governorates in pilot provinces were built. Various training sessions, workshops and conferences were held, and as a result, awareness-raising was achieved.

Component B has two sub- Components namely;

Sub-Component B.1: Institutional capacity-building and

Sub-Component B.2: Strengthening of human resources

Detailed outputs have been produced and distributed. These documents are well-prepared and have practical use in addressing matters concerning Civilian Oversight. In addition, best practices in selected EU member states were reviewed and by using the various reports generated, the institutional capacity of MoI and the governorates in pilot provinces were built. Various training sessions, workshops and conferences were held, and as a result, awareness-raising was achieved. To achieve the targeted goals and impact of the project with regard to the institutional capacity building and to provide sustainability, the necessary organizational changes to MoI and revisions on legal framework mentioned above, are inevitable. Some of the major following outputs were produced during the implementation of the project:

- ☑ In order to understand the public perception and satisfaction a survey was conducted survey analysis report was produced.
- ☑ Needs assessment report was produced to identify needs with respect to being "citizen focused.
- ☑ Report on the selection and training of top ISFs in Turkey and selected EU countries was produced.
- ☑ A feasibility study was conducted for the establishment of a joint academy including policy recommendation.
- ☑ A comparative report that analyzes the capacities of strategic units in charge of ISFs in Turkey and selected EU countries that have good practices and mechanisms was produced.
- ☑ A study and proposals for a "Best Mechanism for ISF's Oversight by the Ministry of Interior" was delivered.
- ☑ A Guidance Note on Efficient Prevention Tactics was prepared.
- ☑ A needs analysis for staffing of new structures was conducted and "Staffing the New Structures' report was prepared.
- ☑ Various training were delivered for the capacity building purposes for different target groups including deputy governors and district governors, police and gendarmerie officials and civil society organization, Local administrators and relevant MoI personnel.
- ☑ The existing report on parliamentary oversight of ISFs was updated and enhanced by a legislative expert from the Turkish Grand National Assembly.
- ☑ Report of the parliamentary discussions on civilian oversight was developed.
- ☑ Needs assessment report was produced assessing needs of administrative staff of the parliament and Members of Parliament.
- ☑ Setting up of local security commissions at 8 pilots and arranged a minimum of 20 meetings of Local Security Commissions were facilitated.

Component C – Civil Society and Media: This component is geared towards installing a set of mechanisms to have independent and more effective oversight on law enforcement bodies and

strengthening the consultation with civil society. National knowledge pool on security sector was expanded via roundtables with the media and workshops. Service providers (ISFs) and citizens were brought together by establishing the Local Security Commissions. Local Security Plans were developed and implemented partially. Consequently, a "governance" model was developed and took place. Concepts of Civil Rights, Human Rights, Oversight in democratic control of ISFs, and participation in the IS decision-making process through NGOs and citizens were perceived to be possible at the pilot sites. This constitutes a step in achieving the overall objective of the project.

A national network of civil administrators and members of civil society was constituted and mobilized, Minimum 300 internal security staff trained on civilian oversight, Minimum 300 deputy governors and district governors trained on crime prevention in partnership with civil society. A lot of participants were exposed to the notion of "Civilian Oversight" in workshops, conferences and media roundtables. In order for governors and district governors to exercise their duties with regards to internal security more effectively, temporary consultative bodies that uphold citizen participation were established in pilot provinces (Local Security Commissions). Sustainability of these LSCs depends on the establishment of legal infrastructure, allocation of budget and resources and ownership by the local government officials. It was observed by the Evaluation Team that the "Civilian Oversight" concept is clearer and better understood by most of the stakeholders and that the relation among the ISFs, government officials, public sectors, NGOs, media and citizens are improved. A "governance" model was developed and took place. Concepts of Civil Rights, Human Rights, Oversight in democratic control of ISFs, and participation in the IS decision-making process through NGOs and citizens were perceived to be possible at the pilot sites. NGOs and Universities became aware of their expected contribution and their responsibilities regarding the "Civilian Oversight" subject. Some of the major following outputs were produced during the implementation of the project:

- ☑ The existing report on parliamentary oversight of ISFs was updated and enhanced by a legislative expert from the Turkish Grand National Assembly.
- ☑ 2 parliamentary meetings were organized
- ☑ Needs assessment report + recommendations, regarding the needs of administrative staff of the parliament and Members of Parliament
- ☑ All 9 districts are implementing the action plans. Provincial level Boards are in action in 4 provinces to monitor the implementation at district levels.
- ☑ The National opinion poll analysis report was submitted
- ☑ 5 provincial roundtables organized in pilots with participation of media and NGOs
- ☑ 53 awareness raising events organized in 8 pilots of the project
- ☑ Local surveys in each pilot site and report on the findings regarding the Research and analysis of public perceptions of problems and satisfaction towards the service provided by ISFs

96% of the allocated budget has been utilized in the project, which is a good performance indicator for project efficiency.

As an overall assessment, it can be concluded that the objectives of the ICOISS PAHSE-II project are met to a great extent in an effective, efficient and timely manner, in terms of; production of legislative outputs, capacity building tools, handbooks and reports, establishment of local advisory security commissions (LSCs), development of local security plans and partial implementations.

6. Conclusions and Recommendations

6.1   Conclusions

Objectives	• ICOISS PHASE-II had a specific objective to contribute to the progress towards the overall objective by "establishing institutional and regulatory framework conditions for an effective oversight by the MoI of Internal Security Forces at the central and local level to make transition from narrowly conceived, bureaucratically and legalistically managed oversight of policing to a system of security sector governance based on human centered understanding of security and public safety and transparency in partnership with civil society". This objective has been achieved to a great extent. • All stakeholders agree that the awareness about "Civilian Oversight" concept was raised by the project and the mechanisms, models for implementation became clearer. • Through the creation of Local Security Commissions, civilian participation in pilot sites was achieved. The LSCs produces the Local Security Plans for their respective province and implemented partially. As a result, collaboration among government officials, ISFs, public sector, NGOs, universities, media and citizens was improved. A "governance" model took place. • Review of internal security legislation in Turkey was conducted and the "Legislative Framework Review Report", the Gap Analysis Report entitled "Legal Appraisal Based on European Principles and Standards" were produced. By using these reports and other numerous smaller reports detailing legislation, a framework on "civilian oversight" concept was constructed.
Outputs	• Under the three components of the project, all expected and planned outputs and reports were produced and delivered properly, the project is adequately effective with regards to reports and outputs produced. • In accordance with the project plan, numerous training sessions, workshops, seminars, conferences, study visits and roundtables were held. A national network of civil administrators and members of civil society was constituted and mobilized, over 800 personnel were trained and over 1500 people were exposed to the notion of "civilian oversight" in workshops and conferences.
Budget	• The planned budget of the project was proper for the implementation of the project. It was observed by the Evaluation Team that during the course of the project, the expenditures were adequate and the budget was spent efficiently. More than 96 % of the overall planned budget was utilized. On a man-day basis, on an average, more than twice the original planned man-days were utilized,

	remaining within the overall budget in monetary terms. This was achieved by attaining lower unit rates which is an indication of the efficient management of the project.
Impact	• Concepts of Civil Rights, Human Rights, Oversight in democratic control of ISFs, and participation in the IS decision-making process through NGOs and citizens were perceived to be possible at the pilot sites. This constitutes a step in achieving the overall objective of the project. • The effects of the project have contributed to development of awareness of human rights, citizen rights, and democratic control of internal security in the regulatory system and public administration practice of Turkey. • NGOs, Universities and citizens became aware of their expected contribution and their responsibilities regarding the "Civilian Oversight" subject. • The legislative proposal, as one of the core outputs of the project, is assumed to make contribution at policy level to the law
Sustainability	• The Sustainability of the Local Security Commissions depends on the establishment of legal infrastructure, allocation of budget and resources and continued ownership by the local government officials. • The realization of the expected impacts and outcomes of the project and their sustainability highly depends on the law and legislation revisions to be made by the government. The success of effective civilian oversight is also dependent on development of effective information sharing and coordination mechanisms. • A third phase of the project as a follow up will contribute to get concrete results and the sustainability and of the project greatly.
Weaknesses	• The participation of Gendarmerie and other specialized law enforcement bodies (forest guards, customs and coast guards) relatively was below the expectations. • Some risks, depended on the dynamics of the country, which have not been able to foreseen in the beginning of the project, caused delay on timely implementation of some project activities and to ensure the effective and efficient delivery of project activities and outputs, timeline was rescheduled. • No budget line was allocated for the expenditures of the pilot sites except PC, printers, hotel reservation etc. • Frequent rotation of the ISFs' staff in pilot provinces in the current public administration system had caused ineffective usage of project resources (i.e, time, cost and efforts) at a certain amount. • Legislative framework drafted and NOT submitted to the Parliament's respective Committee (Y2012). • Although it is planned in the Log Frame Legislative framework drafted and submitted to the Parliament's respective Committee (Y2012),no activity is performed related to Human Rights boards • A minimum of 3 parliamentary meetings and discussions on civilian oversight planned however, 2 parliamentary meetings were organized. • Turnover of the key personnel both at the central and pilot provinces of the beneficiary had a negative impact and caused for loosing time during the project implementation

6.2   Recommendations and Lessons Learned

The recommendations of the Evaluation Team are as follows;

- Defining the functions and power of Local Security Commissions; to that end, drawing up the Terms of Reference (ToR);
- Drafting and putting into force a regulation or similar legislation for the sustainability of the project on account of the fact that public officials take matters on the basis of legislation, not on project basis;
- Sharing information; to that end, sharing the project DoA document, expert reports, project schedule and results achieved with all beneficiary organizations in a timely manner;
- Including all stakeholders in the distribution list for project reports in order to enable all stakeholders to keep abreast of project objectives, outputs and activities;
- Including the institutional opinion of beneficiary organizations to project reports for the ownership of project outcomes, ;
- Update of the website, publishing all project reports and outputs and designing the site to be user-friendly;
- Focusing on visibility actions and concentration on activities to improve the visibility of the project including particularly the website in order to enhance project awareness and enthusiasm for participation since the project is yet invisible to the society,;
- Providing training on how to handle media cooperation at local level (in provinces and districts), then use the media actively to enhance project awareness at local level;
- Providing training to civil administrators right at the beginning on matters such as how to read the project document, what actions are involved, and what project outputs should be targeted at their own responsibility level, so that project objectives can be achieved and civil administrators can contribute to the outcomes;
- Taking actions for women at higher priority on the agenda.

The Observations of the Evaluation Team are as follows:

- Augmentation of the districts through personnel secondments from the province level in order to enhance effectiveness and achieve tangible results since the staff size and financial resources are inadequate at public offices of district level such as police, gendarmerie and district governor's office;
- People from elected offices such as mukhtars and municipalities have brought up the priority matters of citizens to the agenda of the committees, and as a result of discussions in the committees, they have left committee meetings knowing where and what to focus on, and all such developments have proved to have significant corollary effects of enhancing public services provided to citizens;
- The success of the project ultimately depends on the initiatives of the personnel personally in contact with citizens no matter how accurate the decisions and specified activities are;
- Re-consideration of the wording "civilian oversight" to eliminate the misconceptions by citizens on the expression since it has come to our knowledge that the title of the project is perceived negatively by some citizens (interpreted to mean "being some sort of an informant");
- To respond to the needs of all beneficiary organizations specifically at local level Preparation of a different plan for international technical visits;
- Ensuring that matters brought to Local Security Commissions or matters decided by such commissions be placed on the agenda of municipal councils could increase municipal contributions and participation in the project;
- Noting that the implementation of project activities by civil society organizations have far less impact on the citizens than they are implemented by the state agencies, works are needed to boost citizens' faith in the organizing of civil society;
- It has been observed that practices and habits at the local level to identify and alleviate risks are not strong.
- Establishment of the practice of objectively assessing the achieved results at the end against the baselines captured at the beginning of the project at Local Security Commissions Level could help to measure the efficiency and effectiveness of the commissions;
- Ensuring that the concept of security should not be limited to physical security, open up the horizons of the members of Local Security Commissions, and provide awareness training on what subjects may be dealt with under the heading of "security";
- Communicating the dates of Steering Committee meetings and necessary documents well in advance might allow stakeholders to be prepared for the meetings;

Lessons learned are as follows;

- Better information sharing, explaining all the plans and activities of the project among stakeholders contributes to the improved cooperation and coordination among the stakeholders.
- Allocation of a dedicated budget line specifically for the activities of the pilot sites.
- The importance of the inclusion of stakeholders into the planning phase contributes to ownership of the project and its activities.
- Provision of a legislative framework is essential for the sustainability of the project outcomes.
- Inclusion of all stakeholders to the reporting process enables them to make effective contribution to the project activities.
- Participation of the people from elected offices such as mukhtars and municipalities in the Local Security Committees brings up the priority matters of citizens to the agenda of the committees, and as a result of discussions in the committees, increases the quality of public services provided to citizens.

7. ANNEXES
7.1 List of Interview

Interviewed Personnel List

SERIAL	NAME	POSITION	INTERVIEW DATE	VENUE
1.	Süleyman Kamçı	Malatya Valisi	23/02/2015	Malatya Valiliği
2.	Ömer Dağdeviren	Malatya Vali Yardımcısı	23/02/2015	Malatya Yatırım İzleme ve Koordinasyon Binası
YEŞİLYURT LOCAL SECURITY COMMITTEE				
3.	Nesim BABAHANOĞLU	Yeşilyurt Kaymakamı	24/02/2015	Ramada Otel/Malatya
4.	Hacı Uğur POLAT	Yeşilyurt Belediye Başkanı	24/02/2015	Ramada Otel/Malatya
5.	Zafer TUNCEROĞLU	İlçe Emniyet Müdürü	24/02/2015	Ramada Otel/Malatya
6.	Mustafa ŞAHİN	İlçe Jandarma Komutanı	24/02/2015	Ramada Otel/Malatya
7.	Mustafa ARABACI	Toplum Destekli Polislik (3. Sınıf Emniyet Müdürü)	24/02/2015	Ramada Otel/Malatya
8.	Mehmet ÇINAR	İlçe Müftüsü	24/02/2015	Ramada Otel/Malatya
9.	Cemal KALAY	İlçe Milli Eğitim Müdür V.	24/02/2015	Ramada Otel/Malatya
10.	Oktay TAŞ	Aile ve Sosyal Politikalar İl Müdürü	24/02/2015	Ramada Otel/Malatya
11.	Mehtap GÖLDAĞ	Sosyal Hiz. Merkez Müdürü	24/02/2015	Ramada Otel/Malatya
12.	Elvan TÜRKOL	İlçe Sağlık Müdürlüğü Temsilcisi	24/02/2015	Ramada Otel/Malatya
13.	İsmet ÇOBAN	Yazı İşleri Müdürü	24/02/2015	Ramada Otel/Malatya

14.	Nihal GÖKÇE	Şef-Raportör	24/02/2015	Ramada Otel/Malatya
15.	Refika UÇAR	Girişimci Kadınlar Derneği Başkanı	24/02/2015	Ramada Otel/Malatya
16.	Abuzer TAYLAN	Muhtarlar Derneği Başkanı - Gedik Mahallesi	24/02/2015	Ramada Otel/Malatya
17.	Kadir İNAN	Yakınca Mahallesi	24/02/2015	Ramada Otel/Malatya
18.	Kazım Karabekir CANAL	Hamidiye Mahalle Muhtarı	24/02/2015	Ramada Otel/Malatya
19.	Uğur ÇİÇEK	Polis Memuru (Malatya İl Emniyet Müd.)	24/02/2015	Ramada Otel/Malatya
20.	Resul YÜCEL	Polis Memuru (Malatya İl Emniyet Müd.)	24/02/2015	Ramada Otel/Malatya
HEKİMHAN LOCAL SECURITY COMMITTEE				
21.	Mesut ÇOBAN	Kaymakam	24/02/2015	Ramada Otel/Malatya
22.	Durmuş KOÇYİĞİT	İlçe İnsan Hakları Kurulu Temsilcisi	24/02/2015	Ramada Otel/Malatya
23.	Solmaz ÜNVER	Raportör	24/02/2015	Ramada Otel/Malatya
24.	Ahmet Zahid DEMİHAN	Cumhuriyet Savcısı	24/02/2015	Ramada Otel/Malatya
25.	Mustafa ÜNSAL	Jandarma Komutanı	24/02/2015	Ramada Otel/Malatya
26.	Hacı KUTLU	İlçe Emniyet Müdür Vekili	24/02/2015	Ramada Otel/Malatya
27.	Muhterem BEKTAŞ	Asayiş Büro Amirliği –Polis Memuru	24/02/2015	Ramada Otel/Malatya
28.	Ayhan TUZLALI	Önleyici Hizmetler Büro Amirliği-Polis Memuru	24/02/2015	Ramada Otel/Malatya
29.	Aliseydi MİLLİOĞULLARI	Belediye Başkanı	24/02/2015	Ramada Otel/Malatya

30.	Şükrü KAYA	Zabıta Memuru	24/02/2015	Ramada Otel/Malatya
31.	Mahmut KARACA	Milli Eğitim Şube Müdürü	24/02/2015	Ramada Otel/Malatya
32.	Hüseyin ŞİŞMAN	Sağlık Grup Başkanı	24/02/2015	Ramada Otel/Malatya
33.	Necmi UYSAL	Müftü	24/02/2015	Ramada Otel/Malatya
34.	Hacı PARMAKSIZ	Ziraat Odası Başkanı	24/02/2015	Ramada Otel/Malatya
35.	Melda AKGÜL	Kırsal Kalkınmada Öncü kadınlar	24/02/2015	Ramada Otel/Malatya
36.	Süleyman KOÇ	Derneği Başkanı	24/02/2015	Ramada Otel/Malatya
37.	Demir BULGURCU	Taşıyıcılar Kooperatifi Başkanı	24/02/2015	Ramada Otel/Malatya
38.	Fahri BULUT	Şoförler ve Otomobilciler Esnaf Odası Başkanı	24/02/2015	Ramada Otel/Malatya
39.	Mustafa TUNÇ	Fatih Mahalle Muhtarı	24/02/2015	Ramada Otel/Malatya
40.	Celal KANDEMİR	Ballıkaya Mahalle Muhtarı	24/02/2015	Ramada Otel/Malatya
		GENDARMARIE		
41.	Ahmet Özkurt (Kur. Alb)	J. Genel K.lığı	04/03/2015	Holiday Inn Otel/Ankara
42.	Hasan Ali Gider (Kur. Bnb)	AB Ş. Md.	04/03/2015	Holiday Inn Otel/Ankara
43.	Ayşe Şimşek	AB Proje İşl. Md. Yrdc	04/03/2015	Holiday Inn Otel/Ankara
44.	Eltaf Işıkcı	Project Administrator	20/01/2015	Ankara
45.	Sebastian Roche	Chief Technical Advisor	28/01/2015	İstanbul
46.	Sevcan Akıncı	Project Field Coordinator	28/01/2015	Ankara
47.	Serra Titiz	Project Field Coordinator	28/01/2015	İstanbul

48.	Levent Kurtoğlu	SPO- MoI	19/02/2015	Ankara
49.	Ufuk Ayhan	Emniyet Koordinatörü	20/02/2015	Ankara
50.	Leyla Şen	UNDP	27/02/2015	Ankara
51.	Matilda Dimoskava	UNDP	27/02/2015	Ankara
52.	Gerhard Salzer	EC Delegation	26/02/2015	Ankara
53.	Murat Yıldırım,	Eyüp Jandarma Başçavuş,	04/03/2015	İstanbul
54.	Şevket El Mütevelli,	Eyüp Belediye Protokol Müdürü	04/03/2015	İstanbul
55.	Levent Türkmen,	Eyüp Emniyet Asayiş Amiri,	04/03/2015	İstanbul
56.	Aziz Mercan,	Vali Yardımcısı	04/03/2015	İstanbul
57.	Ali Ünkesen,	Üsküdar Zabıta Müdürü	05/03/2015	İstanbul
58.	Mehmet Yaylı,	Yavuzder Başkanı	05/03/2015	İstanbul
59.	Hayriye Yüce,	Kaymakamlık Sosyal Yardımlaşma Vakfı	05/03/2015	İstanbul
60.	Mustafa Güler	Üsküdar Kaymakamı	05/03/2015	İstanbul
61.	Muhammet Ali Teryaki, ,	Üsküdar Belediyesi Çocuk Merkezi	05/03/2015	İstanbul
62.	Yaşar Kaba,	Üsküdar Flash Haber Gazetesi	05/03/2015	İstanbul

7.2 ToR

Terms of Reference (ToR)

Consultancy Services for the Preparation of a Project Assessment Report

Project Title:	Technical Assistance for the Improvement of Civilian Oversight of Internal Security Sector Project Phase II (ICOISS II)
Location:	Home-based & Ankara & Pilot Provinces
Application Deadline:	14 November 2014
Portfolio:	Inclusive Democratic Governance
Type of Contract:	Individual Contract (IC) or Reimbursable Loan Agreement (RLA)
Reporting Language:	English (Turkish Executive Summary is also required)
Contract Starting Date:	24 November 2014
Expected total working days for the assignment:	**Assignment Team Leader** :28 days **Local Senior 1:** 20 days **Local Senior 2**: 20 days
Duration of the Contract:	24 November 2014-24 January 2015[1]
Reference Code:	**Assignment Team Leader**: REF: ICOISS/ATL **Local Senior Experts (x 2)**: REF: ICOISS/LSE

1   Background and Context

UNDP Turkey will support the Ministry of Interior of Turkey for "Improvement of Civilian Oversight of Internal Security" through an EU funded technical assistance project. The overall objective of the project is to structurally embed expanded enjoyment of civil rights by Turkish citizens and democratic control of internal security in the regulatory system and public administration practice of Turkey.

The project is composed of 3 components:

Component A - Legislative Framework: This component aims at enabling the Ministry of Interior and the public administrators (governors and sub governors) to exercise civilian oversight over law enforcement bodies.

Component B - Capacity Building: This component aims at increasing the capacity at the MoI to realize its mission as regards the administrative management of security forces at the central and local level and establishment of institutional structures needed in order to meet the EU standards for HR protection and for a strengthened civilian oversight.

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[1] There might be additional 2 months amendment to the contract in accordance with the project duration.

Component C - Civil Society and Media: This component aims at contributing to strengthen independent oversight on law enforcement bodies and increase citizens' participation in oversight

2   Objective and Scope

Project Based Assessment (the Assignment), which has been foreseen in the project's Description of Action, will be carried out in the scope of the project. This assessment will be on the substance and immediate concrete results of the Project (technical evaluation) by an independent team of experts and will, by no means, include any form of expenditure verification (or Audit) etc. The Project Based Assessment has different purposes than the audit which is laid out in the general conditions (Article 16.2) and Financial and Administrative Framework Agreement (FAFA).

It aims at evaluating the overall performance of the project in various terms including relevance, effectiveness, efficiency impact and sustainability, coherence and added value and is expected to provide the decision makers with sufficient information to:

Make an overall independent assessment about the past performance of the project, paying particularly attention to the efficiency and effectiveness of the project, and impact of the project actions against its objectives,

Identify key lessons learned and to propose practical recommendations for follow-up actions.

3   Specific Activities

An Assignment Team Leader and two Local Senior Experts will be mobilized within the scope of the assignment. The ATL, and the LSEs will be jointly responsible for the fulfillment of the above-mentioned activities under three stages:

Activity	Working Days / Duty Station		
	ATL	**LSE 1**	**LSE 2**
Stage 1: Developing a detailed evaluation methodology that has to specify but not limited to; - Kick-off meeting with the project staff and the main beneficiary Ministry of Interior General Directorate of Provincial Administrations - Evaluation questions, criteria and indicators - Detailed presentation of data sources - Objectives and methodology of the survey including sample methodology, sample frame, description of sampling procedure, questionnaires, and in-depth interviews discussion topics. - Submittal of a detailed work plan with an indicative list of institutions to be interviewed, surveys to be undertaken, dates of visit, itinerary, etc. This plan has to be applied in a way that is flexible enough to accommodate for any last-minute difficulties in the field. More information on this phase is in Annex II.	5 w/d (Duty Station: Ankara)	5 w/d (Duty Station: Ankara)	5 w/d (each) (Duty Station: Ankara)
	10 w/d	5 w/d	5 w/d

Activity	Working Days / Duty Station		
	ATL	**LSE 1**	**LSE 2**
Stage 2: Data collection and analysis which should include; - Primary data (interviews with beneficiary and the key local stakeholders (i.e. Provincial Administrations/ Ministry of Interior, Delegation of European Union, governorates of pilot provinces) - Survey of beneficiaries/final beneficiaries to assess expected results - In depth interviews with beneficiaries to assess benefits for their organizations - Analyzing project documents and project's progress reports	(Duty Station: Ankara/ Pilot Provinces of the project)	(Duty Station: Ankara/ Pilot Provinces of the project) [2]	(Duty Station: Ankara/ Pilot Provinces of the project)
Stage 3: Preparation of the Draft Assessment Report; The Senior Experts will make sure that: • The assessments are objective and balanced, affirmations accurate and verifiable, and recommendations realistic. • When drafting the report, he/she will acknowledge clearly where changes in the desired direction are known to be already taking place, in order to avoid misleading readers and causing unnecessary irritation or offence. Expected (indicative) layout and structure of the report is presented in Annex II.	5 working days (Duty Station: Ankara)	5 working days (Duty Station: Ankara)	5 working days (Duty Station: Ankara)
Stage 4: Finalization of the Assessment Report; upon receipt of feedback from the TAT and the project partners on the draft version and presentation of the Assessment Report to the project partners (i.e. UNDP, GDPA, EUD).	8 working days (Duty Station: Ankara)	5 working days (Duty Station: Ankara)	5 working days / (Duty Station: Ankara)
Total	**ATL**	**LSE 1**	**LSE 2**
	28 w/d	20 w/d	20 w/d

4   Deliverables with required timeframes

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[2] Pilot provinces of the project are;
- İstanbul; Eyüp &-Fatih & Kadıköy &Üsküdar,
- İzmir; Çeşme,
- Gaziantep; Şahinbey,
- Malatya; Yeşilyurt & Hekimhan,
- Trabzon; Vakfıkebir

The consultants are expected to prepare and submit the following deliverables collaboratively within the scope of the assignment:

	Deliverable	Description	Due date
1	Joint Inception Report	Methodology and time plan for the assessment	**01.12.2014**
2	Joint Draft Assessment Report	Draft findings and recommendations of the assessment	**15.12.2014**
3	Joint Final Assessment Report	Findings and recommendations of the assessment	**01.01.2015**
** Reports will be provided jointly by all Experts.			

* The payment conditions indicated herein represents the maximum amount to be paid for the particular deliverable and will be based on the actual number of working days invested for the development of each deliverable. Number of days to be invested might be changed within each other but the total number of days cannot change.

Reporting Line

The consultant will be responsible to Inclusive Democratic Governance Program Manager through Chief Technical Advisor and Project Administrator of the Improvement of Civilian Oversight of Internal Security Sector Project Phase II for the completion of the tasks and duties.

Title Rights

The title rights, copyrights and all other rights whatsoever nature in any material produced under the provisions of this TORs will be vested exclusively in UNDP.

5   Place of Work, Timing and Duration

Contract Start Date: **24.11.2014**
Contract Completion Date: **24.01.2015**

For all experts the assignment will be carried out in Ankara and the selected pilot provinces. Travel expenses outside of Ankara will be borne by UNDP.

6   Services and Facilities to be provided by UNDP

The Project Management Team and the TAT will provide assessment related project documents and background information for the Experts.

7   Terms and Payment

The Experts will be hired under an Individual Contract (IC) and/or Reimbursable Loan Agreement (RLA) and be paid in TL/USD on the basis of the number of days invested for each deliverable, as approved by UNDP. The amount paid shall be gross and inclusive of all associated costs such as social security, pension and income tax. Assignment-related travel and accommodation costs outside Ankara will be borne by UNDP upon submission of documentation. Intra city travel will also be borne by UNDP.

Tax obligation

The subscriber is solely responsible for all taxation or other assessments on any income derived from UNDP. UNDP will not make any withholding from payments for the purposes of income tax. UNDP is exempt from any liabilities regarding taxation and will not reimburse any such taxation to the subscriber.

Payments to the senior experts will be made upon submission and approval of below scheduled deliverables;

	Deliverable	Due date	Payment Conditions		
			ATL	**ISE**	**LSE**
1	Inception Report	**01.12.2014**	15 w/d	10 w/d	10 w/d
2	Draft Assessment Report	**15.12.2014**	5 w/d	5 w/d	5 w/d
3	Final Assessment Report	**01.01.2015**	8 w/d	5 w/d	5 w/d
Total			28 w/d	20 w/d	20 w/d

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

8   Required Qualifications

The incumbents should possess the following qualifications and experience.

8.1. Assignment Team Leader (ATL)

	Requirements
Education	• University degree • Higher degrees will be an asset
Experience	• Minimum 20 (twenty) years of professional experience • Working experience with Turkish government / institutions • 8 years of previous proven experience in overall assessment of projects, programs and/or initiatives • Knowledge of project cycle management and administration as evidenced by scope of professional experience will be an asset
Language	• Fluency in Turkish and English

8.2. Local Senior Experts (x2)

	Requirements
Education	• University degree • Higher degrees will be an asset
Experience	• Minimum 10 (ten) years of professional experience • Working experience with Turkish government / institutions • 4 years of previous proven experience in overall assessment of projects, programs and/or initiatives • Knowledge of project cycle management and administration as evidenced by scope of professional experience will be an asset
Language	• Fluency in Turkish and English

Annex I: Key documents for the evaluation

1. EU Visibility Guideline
2. Original Project Document (i.e. Description of Action), Inception Report and Addendum to the Project Document
3. Project Outputs / Reports
4. Relevant Monthly Progress Reports, Quarterly Progress Reports
5. Minutes of the Monthly Management Meetings, Scientific Committee Meetings and Steering Committee Meetings

Annex II: Expected and Indicative layout and structure of Evaluation Report

1. Executive Summary

A tightly-drafted, to-the-point and free-standing Executive Summary is an essential component. It should be short, no more than five pages. It should focus mainly on the key purpose or issues of the evaluation, outline the main analytical points, and clearly indicate the main conclusions, lessons learned and specific recommendations. Cross-references should be made to the corresponding page or paragraph numbers in the main text that follows.

2. Introduction

A description of the project and the evaluation, providing the reader with sufficient methodological explanations to gauge the credibility of the conclusions and to acknowledge limitations or weaknesses, where relevant.

3. Answered questions/ Findings

A chapter presenting the evaluation questions and conclusive answers, together with evidence and reasoning.

The organization of the report should be made around the responses to the assessment questions which are systematically covering the relevance, effectiveness, efficiency, impact and sustainability, plus coherence and added value.[3] In such an approach, the criteria will be translated into specific questions. These questions are intended to give a more precise and accessible form to the evaluation criteria and to articulate the key issues of concern to stakeholders, thus optimizing the focus and utility of the evaluation.

3.1 Problems and needs (Relevance)
The extent to which the objectives of the project are consistent with beneficiaries' requirements, country needs, global priorities and partners' and EU's policies.

The analysis of relevance will focus on the following questions in relation to the design of the project:
- the extent to which the project has been consistent with, and supportive of, the policy and programme framework within which the project is placed
- the quality of the analyses of lessons learned from past experience, and of sustainability issues;
- the project's coherence with current/ongoing initiatives;

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[3] OECD, 2001, Development Assistance Committee, Principles for Evaluation of Development Assistance

- the quality of the problem analysis and the project's intervention logic and logical framework matrix, appropriateness of the objectively verifiable indicators of achievement;
- the extent to which stated objectives correctly address the identified problems and needs, clarity and internal consistency of the stated objectives;
- the extent to which the nature of the problems originally identified have changed
- the extent to which objectives have been updated in order to adapt to changes in the context;
- the degree of flexibility and adaptability to facilitate rapid responses to changes in circumstances;
- the quality of the identification of key stakeholders and target groups and of institutional capacity issues;
- the stakeholder participation in the design and in the management/implementation of the project, the level of local ownership, absorption and implementation capacity;
- the quality of the analysis of strategic options, of the justification of the recommended implementation strategy, and of management and coordination arrangements;
- the realism in the choice and quantity of inputs (financial, human and administrative resources)
- the analysis of assumptions and risks;
- the appropriateness of the recommended monitoring and evaluation arrangements ;

3.2 Achievement of purpose (Effectiveness)

The effectiveness criterion concerns how far the project's results were attained, and the project's specific objective(s) achieved, or are expected to be achieved.

The analysis of Effectiveness will therefore focus on such issues as:
- whether the planned benefits have been delivered and received, as perceived by all key stakeholders;
- whether intended beneficiaries participated in the intervention
- if the assumptions and risk assessments at results level turned out to be inadequate or invalid, or unforeseen external factors intervened, how flexibly management has adapted to ensure that the results would still achieve the purpose; and how well has it been supported in this by key stakeholders,
- whether the balance of responsibilities between the various stakeholders was appropriate, which accompanying measures have been taken by the partner authorities;
- how unintended results have affected the benefits received positively or negatively and could have been foreseen and managed.;
- whether any shortcomings were due to a failure to take account of cross-cutting or over-arching issues such as gender, environment and poverty during implementation;

3.3 Sound management and value for money (Efficiency)

The efficiency criterion concerns how well the various activities transformed the available resources into the intended results (sometimes referred to as outputs), in terms of quantity, quality and timeliness. Comparison should be made against what was planned.

The assessment of Efficiency will therefore focus on such issues as:
- the quality of day-to-day management, for example in:
  a. operational work planning and implementation (input delivery, activity management and delivery of outputs),and management of the budget (including cost control and whether an inadequate budget was a factor);
  b. management of personnel, information, property, etc,
  c. whether management of risk has been adequate, i.e. whether flexibility has been demonstrated in response to changes in circumstances;
  d. relations/coordination with the beneficiary, contracting authority and the donor,
  e. the quality of information management and reporting, and the extent to which key stakeholders have been kept adequately informed of project activities (including beneficiaries/target groups);
  f. respect for deadlines;

- Extent to which the costs of the project have been justified by the benefits whether or not expressed in monetary terms in comparison with similar projects or known alternative approaches, taking account of contextual differences and eliminating market distortions.
- Quality of monitoring: its existence (or not), accuracy and flexibility, and the use made of it; adequacy of baseline information;

3.4 Achievement of wider effects (Impact)
The term impact denotes the relationship between the project's specific and overall objectives.

At Impact level the final or ex-post evaluation will make an analysis of the following aspects:
- Extent to which the objectives of the project have been achieved as intended in particular the project planned overall objective.
- whether the effects of the project:
  a) have been facilitated/constrained by external factors
  b) have produced any unintended or unexpected impacts, and if so how have these affected the overall impact.
  c) have been facilitated/constrained by project/programme management, by co-ordination arrangements, by the participation of relevant stakeholders
  d) have contributed to economic and social development
  e) have contributed to poverty reduction
  f) have made a difference in terms of cross-cutting issues like gender equality, environment, good governance, conflict prevention etc.

3.5 Likely continuation of achieved results (Sustainability)
The sustainability criterion relates to whether the positive outputs of the project and the flow of benefits are likely to continue after external funding ends or non funding support interventions. The assessment shall take into account the findings and recommendations of the sustainability strategy developed within the scope of the Project.

The final evaluation will make an assessment of the prospects for the sustainability of benefits on basis of the following issues:

- the ownership of objectives and achievements, e.g. how far all stakeholders were consulted on the objectives from the outset, and whether they agreed with them and continue to remain in agreement;
- policy support and the responsibility of the beneficiary institutions,
- institutional capacity,
- financial sustainability

3.6 Mutual reinforcement (coherence)
Considering other related activities undertaken by Government and/or other donors, at the same level or at a higher level:
- likeliness that results and impacts will mutually reinforce one another
- likeliness that results and impacts will duplicate or conflict with one another

Connection to higher level policies (coherence). Extent to which the project (its objectives, targeted beneficiaries, timing, etc .):
- is likely to contribute to / contradict other EU / Government policies
- is in line with evolving strategies of the EU and the Government

3.7 Value added
Connection to the interventions of the Government and the EU. Extent to which the project (its objectives, targeted beneficiaries, timing, etc .)
- is complementary to the intervention of EU and the Government in the region/country/area
- is co-ordinated with the intervention of EU and the Government in the region/country/area
- is creating actual synergy (or duplication) with the intervention of EU and the Government

4. Visibility

The Senior Experts will make an assessment of the project's strategy and actions in the field of visibility, information and communication.

5. Overall assessment

A chapter synthesizing all answers to evaluation questions into an overall assessment of the project. The detailed structure of the overall assessment should be refined during the evaluation process. The relevant chapter has to articulate all the findings, conclusions and lessons in a way that reflects their importance and facilitates the reading.

6. Conclusions and Recommendations

This chapter introduces the conclusions relative to each question. The conclusions should be organised in clusters in the chapter in order to provide an overview of the assessed subject. The recommendations within the scope of this section are intended to improve or reform the project/ programme in the framework of the cycle under way, or to prepare the design of a new intervention for the next cycle.

7. Annexes

The report should include the following annexes:

- The Terms of Reference of the assignment
- The name(s) of the evaluator(s) and their companies (CVs should be shown, but summarized and limited to one page per person)
- Detailed evaluation method including: options taken, difficulties encountered and limitations. Detail of tools and analyses.
- Logical Framework matrices (original and improved/updated)
- List of persons/organisations consulted
- Literature and documentation referenced
- Other technical annexes (e.g. statistical analyses, tables of contents and figures)