



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

### **TURKEY**

#### **EU support to Civil Society**

##### **Action summary**

This Action aims to support civil society's active democratic participation in policy and decision making processes by: (i) promoting a culture of fundamental rights and dialogue; (ii) increasing cooperation between public civil society sectors, specifically at local level; and (iii) paving the way for legislation on volunteerism in Turkey which would complement professional civil society work.

<b>Action Identification</b>	
<b>Action Programme Title</b>	Annual Action Programme for Turkey (2020)
<b>Action Title</b>	EU support to Civil Society
<b>Action ID</b>	IPA 2020/042-385/3/Turkey/Civil Society
<b>Sector Information</b>	
<b>IPA II Sector</b>	Democracy and governance
<b>DAC Sector</b>	15150 - Democratic participation and civil society
<b>Budget</b>	
<b>Total cost</b>	EUR 6 000 000
<b>EU contribution</b>	EUR 6 000 000
<b>Budget line(s)</b>	22.020301
<b>Management and Implementation</b>	
<b>Method of implementation</b>	Indirect management
<i>Indirect management:</i> <b>National authority or other entrusted entity</b>	Indirect management with the United Nations Development Programme (UNDP)
<b>Implementation responsibilities</b>	Delegation of the European Union to Turkey
<b>Location</b>	
<b>Zone benefiting from the action</b>	Turkey
<b>Specific implementation area(s)</b>	Turkey
<b>Timeline</b>	
<b>Final date for concluding Financing Agreement(s) with IPA II beneficiary</b>	At the latest by 31 December 2021
<b>Final date for concluding contribution/delegation agreements, procurement and grant contracts</b>	3 years following the date of conclusion of the Financing Agreement, with the exception of cases listed under Article 114(2) of the Financial Regulation
<b>Indicative operational implementation period</b>	6 years following the conclusion of the Financing Agreement
<b>Final date for implementing the Financing Agreement (date by which this programme should be de-committed and closed)</b>	12 years following the conclusion of the Financing Agreement

<b>Policy objectives / Markers (DAC form)</b>			
<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	✓
Aid to environment	<input type="checkbox"/>	✓	<input type="checkbox"/>
Gender equality (including Women In Development)	<input type="checkbox"/>	✓	<input type="checkbox"/>
Trade Development	✓	<input type="checkbox"/>	<input type="checkbox"/>
Reproductive, Maternal, Newborn and child health	✓	<input type="checkbox"/>	<input type="checkbox"/>
<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
Biological diversity	✓	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	✓	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	✓	<input type="checkbox"/>	<input type="checkbox"/>
Climate change adaptation	✓	<input type="checkbox"/>	<input type="checkbox"/>
<b>Internal Markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
Digitalisation	✓	<input type="checkbox"/>	<input type="checkbox"/>
COVID Response	✓	<input type="checkbox"/>	<input type="checkbox"/>

# 1. RATIONALE

## PROBLEM AND STAKEHOLDER ANALYSIS

A vibrant and active civil society requires a supportive legal, political and social environment.

As stated in the 2019 Turkey Report *'An empowered and diverse civil society is a crucial component of any democratic system and should be recognised and treated as such by the state institutions. Turkish civil society organisations (CSOs) continued to make crucial contributions on key challenges facing the country, notably in the areas of education, female workforce participation, awareness-raising regarding ethnic and social tolerance, and support for refugees. There are a limited number of CSOs operating in the field of human rights.'* The report also stresses that the public space in which civil society organisations can operate is continuing to shrink due to increasing administrative obstacles.

The report also mentions a lack of progress in the last few years in overcoming structural problems, as well as an increase in legal and financial constraints affecting CSOs in Turkey as the reforms aimed at aligning national law with the EU *Acquis* ahead of accession slowed down.

According to the Presidency of Turkey's Annual Programme *'There is a need for a comprehensive legal and administrative regulation in civil society and volunteering. The uncertainty of the legal status of different organisations such as platforms, initiatives, social enterprises and networks can create various legal and administrative problems. On the other hand, the legal status of CSOs, institutional structures, activities, diversification of public-CSO cooperation models and the need to reassess the process of defining and acquiring public benefit status remain. In addition, it is necessary to regulate prominent fields, such as social entrepreneurship, social innovation and corporate social responsibility. Additionally enabling regulations for CSOs, especially in financial issues, need to be developed. Implementation of these regulations will also contribute to the elimination of fundamental structural deficiencies of CSOs, such as lack of funding, insufficiency in training opportunities, negative social habits, inadequate participation culture and weak relations among CSOs.'*

In addition, Turkey's 11th National Development Plan (for 2019-2023) has a sub-chapter<sup>1</sup> dedicated to civil society, setting out the following main objectives for the next 5 years: (i) develop awareness on civil society; (ii) improve organised civil society; (iii) ensure a transparent and accountable structure for CSOs; and (iv) promote effective participation in federal decision-making processes.

The plan also explicitly mentions adopting an inclusive framework regulation for volunteering.

Turkey underwent several legal reforms in 2004, 2008 and 2011 on the Civil Code, the Law on Associations and the Law on Foundations respectively. However, more progress is needed to create the right environment for a vibrant and active civil society in line with the European Convention on Human Rights (ECHR) and several EU strategies, policy frameworks and political agendas.

The framework regulations on public-CSO cooperation and overall legislative environment on civil society should be strengthened by enabling a participatory approach. Although there are formal arrangements for CSOs' participation, civil society organisations are still not sufficiently involved in law and policy-making processes. Systematic and inclusive mechanisms for consulting civil society should be further supported by increasing the capacity of public institutions and CSOs.

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1 [http://www.sbb.gov.tr/wp-content/uploads/2020/03/On\\_BirinciPLan\\_ingilizce\\_SonBaski.pdf](http://www.sbb.gov.tr/wp-content/uploads/2020/03/On_BirinciPLan_ingilizce_SonBaski.pdf)

## Volunteerism:

With the rise of civic awareness and active citizenship in Turkey - especially after 2000 - volunteerism became more common, but also highly debated<sup>2</sup>. A variety of actors have started to focus on different aspects of volunteerism in recent years, such as its role in society and how to encourage and develop it.

In February 2016, the Directorate for EU Affairs (DEUA) of the Ministry of Foreign Affairs launched a consultation with civil society on volunteerism. It included three national and four local workshops which gathered more than 1 000 CSO representatives in Istanbul and Ankara. Another meeting was organised with municipalities active in civil society policies as well a national consultation on options for ‘Strengthening Volunteerism and Public-CSO Cooperation in Turkey’. The consultation gathered many suggestions, mainly on volunteerism, public-private-CSO cooperation, capacity and fund-raising needs of CSOs, and creating an enabling environment.

Despite these developments, there is no specific reference to or definition of volunteerism/volunteers in the current legislation. There are also no rules or policies promoting volunteerism or a public institution directly responsible for it. This situation continues to impede the development of a volunteerism framework. ‘Volunteerism in Turkey: Discovering the Role and Contributions of Volunteerism’<sup>3</sup> published by the United Nations Volunteers (UNV) Programme in Turkey states that ‘there is no healthy and comprehensive formal or informal data on volunteering activities in Turkey and therefore it is not possible to analyse the most popular thematic areas of volunteer work.’

Key administrations in charge of relations with CSOs include:

- Directorate for EU Affairs that is the lead institution for the civil society sub-sector under IPA II,
- Ministry of Interior, Directorate General for Relations with Civil Society
- Directorate General of Foundations
- Ministry of Youth and Sports
- Ministry of Family, Labour and Social Services

The Union of Municipalities of Turkey (UMT) and the UNV National Volunteering Committee are also key stakeholders.

## **OUTLINE OF IPA II ASSISTANCE**

In line with the revised Indicative Strategy Paper (ISP) for Turkey (for 2014-2020), the main scope of this action is to increase civil society’s participation in democratic policy and decision-making processes and help develop an enabling environment.

The Action also aligns with the Sector Planning Document’s (SPD) civil society priorities:

- 1- Improving the legislative environment for active citizenship
- 2- Strengthening cooperation between CSOs and the public sector
- 3- Strengthening the capacities of and networking between organised active citizens / CSOs
- 4- Connecting people for mutual understanding between citizens in Turkey and the EU

The 2014, 2015 and 2016 IPA programmes were multiannual, mainly consisting of grant schemes for CSOs, but also including actions with key stakeholders such as the Ministry of Interior, Directorate General for Foundations and the Ministry of Family, Labour and Social Services.

The main objective was to help develop CSOs’ capacities with a bottom-up approach, including fostering cooperation between Turkish and EU CSOs. This Action, however, aims to support public-CSO cooperation at local level, as well as volunteerism in Turkey - an area of increasing interest.

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<sup>2</sup> Laden Yurttaşlar, Gönüllülük Ve Vatandaşlık Kavramı, p. 27: <http://www.tusev.org.tr/usrfiles/files/Gonulluluk.pdf>  
<sup>3</sup> Volunteerism in Turkey: Discovering the Role and Contributions of Volunteerism, UNV: <http://www.tusev.org.tr/usrfiles/files/Gonulluluk.pdf>

The 2020 IPA programme will target areas not previously prioritised, such as: (i) improving the legal framework for volunteerism and ensuring it fully complements professional civil society work; (ii) improving public-CSO cooperation at local level; and (iii) supporting civil society's participation in decision-making processes.

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

The Action addresses the objectives of the revised Indicative Strategy Paper for Turkey (for 2014-2020) under the Civil Society sub-sector, which are: *to promote a culture of respect of fundamental rights, including gender equality, freedom of expression and media, peaceful assembly and association; to support the development of civil society and an enabling environment allowing its more active participation in democratic policy and decision making processes; to enhance civil society dialogue and inter-cultural exchange between civil societies in Turkey and Europe.*

It will focus on strengthening civic engagement and volunteerism to improve democratic local governance in Turkey. Specifically, the Action will:

- Support the establishment of sustainable partnerships between local authorities and CSOs by building awareness on the mutual benefits of cooperation, encouraging sustainable dialogue, and building the capacity necessary for this interaction;
- Encourage CSOs to specialise/professionalise their activities and become more responsive to local needs;
- Develop proposals on legislative regulations on volunteering in Turkey, which complement professional civil society work;
- Integrate volunteerism in community-based organisations/grassroots and local administration structures in the area of civic engagement and social inclusion; and
- Promote social inclusion and accelerate disadvantaged groups' access to services.

**The European Commission's Enlargement Strategy** underlined that:

- *Turkey is a key partner for the EU and a candidate country. Dialogue and cooperation, including at highest level, in essential areas of joint interest have continued, including through effective cooperation on migration and strong EU support to refugees.*
- *The EU continues its strong support for local civil society organisations, human rights defenders, journalists and independent media outlets.*
- *Public administration reform is essential for improving governance at all levels. This includes the quality and accountability of the administration, professionalisation of the civil service and de-politicisation, sound public financial management, and ensuring quality services to citizens and businesses.*

**The 2019 Country Report** noted that:

- *An empowered and diverse civil society is a crucial component of any democratic system and should be recognised and treated as such by the state institutions. Turkish civil society organisations (CSOs) continued to make crucial contributions on key challenges facing the country, notably in the areas of education, female workforce participation, awareness-raising regarding ethnic and social tolerance, and support for refugees. There are a limited number of CSOs operating in the field of human rights.*
- *Inclusive mechanisms for consulting across society as widely as possible are not present. Systematic and inclusive mechanisms for consulting a wide spectrum of civil society, notably on new legislation and policies, need to be in place and used regularly.*

**The EC DG Enlargement's Guidelines for EU Support to Civil Society in Enlargement Countries, 2014-2020** include a set of objectives, results, and indicators which will allow progress to be measured at

country level, as well as across the enlargement region. The intervention logic and most of the indicators defined in this Action have been inspired by these Guidelines. The EU Guidelines will be an important tool during the Action's implementation and monitoring phases.

Turkey has participated in the European Solidarity Corps (ESC) programme since 2019. The programme helps young people participate in volunteering and solidarity activities across many sectors.

Additionally, the European Code of Conduct on Partnership<sup>4</sup>, fixed common set of standards to improve consultation, participation and dialogue with partners such as regional, local, urban and other public authorities, trade unions, employers, non-governmental organisations and bodies responsible for promoting social inclusion, gender equality and non-discrimination during the planning, implementation, monitoring and evaluation of EU structural and investment funds.

## LESSONS LEARNT AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

Support for civil society dates back to 2001 and includes nearly 30 programmes. Significant investment and efforts have been made to develop the capacities of CSOs and support civil society-public dialogue. The 2012 report '*Thematic Evaluation of EU's Support to civil society in the Western Balkans and Turkey (WBT)*' highlights several lessons learnt in the area of civil society development:

- EU assistance would be significantly more efficient and effective if outreach to smaller and grass-roots organisations is improved. This can be achieved by simplifying the procedures for smaller grants, enabling the use of local languages, decreasing the share of co-funding and allowing for simplified reporting procedures, while respecting the general rules and regulations of EU assistance.
- EU support should further strengthen CSOs' capacity to fully and effectively fulfil their role as 'watchdogs' on policy issues and advocacy in areas such as human rights and the fight against corruption.
- EU assistance has helped build the organisational, advocacy and fundraising skills of larger CSOs. While progress has been satisfactory, the next step is to ensure that all CSOs - including larger ones - are sustainable and have democratic values. This can be achieved by investing in their capacity-building in terms of transparency, CSO governance and accountability. In parallel, thematic (micro) grant schemes, which have already proven effective in reaching out to small and local CSOs, should be increased and efforts made to ensure that local grassroots CSOs can also access them.

The evaluation report also has lessons learnt on cooperation between the civil society sector and the public sector:

- The governments in all countries of the WBT region have progressed towards a better recognition of the role, value and contribution of civil society to the overall development of their countries. They are also increasingly aware of the need to include civil society in *decision making processes* in all areas of life, in order to positively affect the lives of marginalised and excluded groups in particular. Further investment in *building institutional and policy frameworks* for cooperation with civil society at different levels of government is valuable for enhancing the sustainability of efforts and the longer-term impact of assistance.

In Turkey, the EU has helped strengthen participatory mechanisms - namely Citizens Assemblies, Municipal Councils and local neighbourhood-level citizen-centred structures (municipalities and special provincial administrations) through the Local Administration Reform Phase II (LAR) project, implemented by UNDP.

The LAR project is now in its 3rd phase, which involves technical assistance for a new metropolitan-level governance model that allows all local actors, including the general public, to benefit from civic engagement. The project mainly aims to assess the impact of the recent legislation (mainly Law No 6360) and develop recommendations to improve the efficiency and quality of services provided by metropolitan municipalities

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<sup>4</sup> Commission Delegated Regulation (EU) No 240/2014 of 14.3.2014 <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014R0240&from=EN>

by adopting a participatory approach. Several LAR III activities may provide input for the present action, notably:

- the development and implementation of a participatory local governance model for 14 new metropolitan municipalities where NGO participation is encouraged, and
- a situation analysis on the evolving role of neighbourhood management along with a roadmap to improve it in the light of the new local administration system, mainly by introducing new metropolitan municipalities.

Another project to improve participatory strategic governance at local level is the Turkish-Swedish Partnership for Local Governance (TUSELOG) Programme with the Union of Municipalities.

The Ministry of Environment and Urbanisation is responsible for carrying out the EU-funded project 'Enhancing Adaptation Action in Turkey'. UNDP provides technical assistance for the Climate Change Adaptation Grant Programme (CCAGP). The CCAGP will provide grants for local and regional adaptation measures in Turkey in order to increase the resilience of communities, protect natural resources and ecosystems and improve the adaptation capacity of vulnerable economic sectors. The CCAGP should target a broad range of actors, including local governments, regional and provincial directorates, regional development agencies, non-governmental organisations, universities and research institutes, community-based organisations, chambers, unions and vulnerable communities/areas. Special attention will be paid to the needs of disadvantaged groups such as children, youth, the elderly, women and people with disabilities.

Thanks to the UNDP's Small Grants Programme, the United Nations Environment Programme (UNEP) and the World Bank, local and community-based Turkish NGOs have benefited from financial and in-kind contributions.

The number of volunteerism initiatives is also increasing. In 2013, the UNV Programme launched Turkey's first National Volunteering Committee (NVC) - a strategic advisory body that advocates for the recognition, strengthening and enhancement of volunteerism. At the beginning of 2017, 31 Volunteer Involving Organisations and public institutions were NVC members. The Committee works nationally, with around 30 000 volunteers of different ages and capabilities.

Some ministries, such as Ministry of Youth and Sports, the Ministry of Interior and the Ministry of Culture and Tourism, have also started to set up volunteerism infrastructure. There are also private sector initiatives that match the employees of companies with the needs of CSOs, and some universities require a certain number of volunteer hours in order to graduate. Such efforts are likely to increase volunteering in CSOs.

In addition, the DG for Relations with Civil Society carried out a project called '*Strengthening the Public Sector for Cooperation with Civil Society Organisations*' to boost key national and local institutions' capacity to communicate and collaborate with civil society. The project aimed to:

1. increase public officials' understanding of the concept and role of civil society, and to improve their communication skills;
2. strengthen institutional arrangements at central level for coordinating public-CSO cooperation; and
3. improve the skills and knowledge of local central government representatives and local CSOs in order to involve and support CSOs' participation in decision-making processes.

The project also strengthened dialogue and cooperation between the public sector and CSOs. Whereas at the start of the project public institutions were not motivated to share knowledge with CSOs, awareness-raising efforts have had a significant positive impact, improving cooperation in particular. Relations between the public sector and CSOs have become more fruitful, as the perception of civil society has changed. CSOs were previously perceived as institutions providing services, while they are now increasingly considered to be direct contributors. The project has also highlighted areas where further action is needed, such as sustainability of project results, social entrepreneurship, volunteerism and digitalisation.

## 2. INTERVENTION LOGIC

### LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE(S) / (IMPACT(S))	INDICATOR'S NAME	OBJECTIVELY VERIFIABLE INDICATORS			SOURCES & MEANS OF VERIFICATION	
		BASELINES (INCL. VALUE & REFERENCE YEAR)	MILESTONES (INCL. VALUE & REFERENCE YEAR)	TARGETS (INCL. VALUE & REFERENCE YEAR)		
<p><i>Long-term Overall objective:</i></p> <p>Civil society and public institutions at local level work in partnership through dialogue and cooperation – on the basis of willingness, trust and mutual acknowledgment, on common interests and policy making</p> <p><i>Intermediate Overall objective(s):</i> To create an enabling and sustainable environment for volunteerism in Turkey.</p>	<p>Percentage of laws/bylaws, strategies and policy reforms effectively consulted with CSOs (3.1.a)</p> <p>Number of volunteers in CSOs per type of CSO / sector</p>	<p>Not known</p> <p>1.043.110 (2016)</p>	<p>5%(2023)</p> <p>1.200.000 (2023)</p>	<p>10% (2024)</p> <p>1.300.000 (2024)</p>	<p>- Records of Ministry of Interior and UMT</p> <p>- Monitoring reports of CSOs</p> <p>- External evaluations</p> <p>- Monitoring report of Guidelines for EU support to civil society in enlargement countries, 2014-2020</p>	
SPECIFIC OBJECTIVE(S) / OUTCOME(S)	OBJECTIVELY VERIFIABLE INDICATORS (*)				SOURCES OF VERIFICATION	ASSUMPTIONS
<p>Establishing sustainable partnerships between CSOs and local authorities to increase awareness of civil society's engagement in policy making processes, through innovative enhanced community-based initiatives and the promotion of volunteerism in Turkey.</p> <p>Promoting volunteerism in Turkey at local and national level including an improved legal framework</p>	<p>Number of newly established structures and mechanisms for dialogue and cooperation between CSOs and public institutions at local level</p> <p>Citizens' perception of the importance and impact of CSOs activities</p> <p>Number and type of incentives for developing and promoting volunteerism.</p>	<p>0</p> <p>53% (2015)</p> <p>0</p>	<p>3 (2023)</p> <p>58</p> <p>% (2023)</p>	<p>6 (2024)</p> <p>60</p> <p>Establishing a comprehensive framework that strengthens volunteerism. (11th development plan)* (2026)</p>	<p>- Records of Ministry of Interior and UMT</p> <p>- Monitoring reports of CSOs</p> <p>- External evaluations</p> <p>- Monitoring report of Guidelines for EU support to civil society in enlargement countries, 2014-2020</p> <p>-Public surveys</p>	<p>Turkey is committed to fully respect democratic principles as per Copenhagen political criteria</p>
OUTPUTS	OBJECTIVELY VERIFIABLE INDICATORS (*)				SOURCES OF VERIFICATION	ASSUMPTIONS

<p><b>Output 1</b> A civic engagement strategy and a two-year action plan for CSO/local authorities' partnership developed</p> <p><b>Output 2</b> Assessment of needs on the local participatory mechanisms</p> <p><b>Output 3</b> Civil society organisations and local authorities increased their capacity to facilitate participation in the decision-making process</p> <p><b>Output 4</b> A legal framework, including laws/decrees and administrative provisions for volunteerism is drafted.</p>	-Number of civic engagement strategies in pilot cities	0	0 (2021)	6 (2024)	Project reports	<p>- Related public institutions have political determination to improve legislative environment and to cooperate with CSOs in decision-making processes and implementation</p> <p>- Both public authorities and CSOs are willing to engage in dialogue and cooperation.</p> <p>- Grant beneficiaries show willingness to develop effective and sustainable cooperation.</p> <p>- Media is open to promote all sorts of civil society work and dialogue.</p>
	-Number of new toolkits for supporting civil participation in the decision-making process	0	0 (2021)	1 (2024)		
	-Number of experience-sharing meetings and capacity building trainings	0	10 (2021)	20 (2024)		
	-Number of partnership projects supported	0	20 (2021)	50 (2024)		
	-Number of supported short term initiatives for participation in decision-making process	0	3 (2021)	6 (2024)		
	-Number of desk-based studies on volunteerism legislation	0	1 (2023)	1 (2024)		
	- Draft legal framework on volunteerism submitted to the Presidency, Grand National Assembly and other relevant parties	0	1 (2023)	1 (2024)		
	- Number of consultations with public institutions on the draft legal framework	0	5 (2023)	7 (2024)		
-Number of consultations with CSOs on the draft legal framework	0	8 (2023)	10 (2024)			

\*Establishing a comprehensive framework depends on the administrative power of the beneficiaries. Legal and administrative matters under the authority of the Turkish Grand National Assembly, the Turkish Presidency, and other line ministries or institutions are beyond the scope of this Action.

## DESCRIPTION OF ACTIVITIES

### **Strengthened Civic Engagement to improve Democratic Local Governance in Turkey**

The Action's Overall objective is that civil society and public institutions at local level work together on common interests through dialogue and cooperation. Their partnership should be based on willingness, trust and mutual acknowledgment.

The specific objectives are:

- to establish sustainable partnerships between CSOs and local authorities to increase civil society's participation in policy-making processes, through innovative community-based initiatives; and
- to promote volunteerism in Turkey at local and national level including by improving the legal framework.

The Action will be implemented by UNDP.

UNDP will collaborate with the Union of Municipalities, the Ministry of Interior - Directorate General for Relations with Civil Society (DGRCS) - and UN Volunteers in Turkey, along with a broad range of local, regional and national stakeholders.

By raising awareness on the mutual benefits of cooperation, by encouraging sustainable dialogue, and by building the necessary capacity for country-wide interaction, the Action will foster partnerships between CSOs and local authorities. CSOs will also be encouraged to specialise/professionalise their activities in order to become more responsive to the needs of local society. A structured study will be conducted to pave the way for improving the legislation on volunteerism. In addition, the institutional capacity of UMT and DGRCS will be strengthened to provide municipalities with guidance on local democratic participation.

Finally, following a study and consultations with CSOs and relevant public institutions, a national legislative framework on volunteerism will be drafted.

The Action has four mutually supportive components:

#### ***Component 1: Development of a civic engagement strategy and a two-year action plan for CSO/local authorities' partnership***

The current level of civil society's participation in policy making will be assessed in a selection of provinces/municipalities<sup>5</sup> (the selected municipalities will belong to six 'pilot' provinces), along with the need for local participatory mechanisms. The pilot provinces and municipalities will be selected on the basis of criteria determined in close consultation with DEUA, EUD, the Union of Municipalities and DGRCS. The criteria will include a balanced geographical, economic and demographic distribution. The final list of pilot municipalities will have to be endorsed by the EUD.

The selected municipalities will be added to the contract with UNDP, prior to its signature.

The assessment's results will determine the areas to be prioritised in each selected municipality, and thematic workshops gathering local authorities, CSOs, academia, private sector, universities and other local stakeholders, will be organised accordingly.

The results of the pilot actions and the findings of the technical visits will form the basis of a toolkit for the Council of Europe's Guidelines for Civil Participation in Political Decision Making in Turkey. The toolkit will also align with the UNDP's Tools on Civil Engagement, the 2014-2020 Guidelines for EU Support to Civil Society in Enlargement Countries, and other relevant international guidance.

A civic engagement strategy and a two-year action plan for CSO/local authorities' partnership will be developed on the priority areas in each selected municipality. In addition, a civic engagement task-force will be established, under the overall coordination of UMT, in each pilot province.

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<sup>5</sup> Municipalities are the intended beneficiaries of the Action. Reference to Provinces is for geographical selection purposes.

## ***Component 2: Developing the capacities of Local Authorities and CSOs through training programmes and a small grants programme***

The civic engagement strategy and the 2 year action plans in the pilot provinces will be supported through targeted training programmes and workshops. A small grants programme (financial support to third parties to support grassroots CSOs and local actors) will also be used to help improve institutional and individual civic engagement capacities, and to implement the relevant Sustainable Development Goals (SDGs) at national level.

To support local communities' priorities and increase cooperation between the public and CSOs, the action will make use of a small grants programme. The grants provided through this programme will address many groups, by encouraging local authorities, universities and CSOs to work together on public-CSO projects. These projects will focus on public-CSO cooperation in various fields, service delivery, policy making and monitoring, among other activities. The small grants and other programmes will help CSO centres already established by municipalities increase their capacities, and encourage and establish new centres.

Along with other priorities identified for local and selected municipalities, the small grants programme will focus on climate actions and environmental issues.

At least 60% of the budget will be allocated through financial support to third parties.

## ***Component 3: Developing proposals on legislative regulations concerning volunteerism in Turkey***

The purpose of this component is to develop the legal framework for volunteerism.

It will begin with a structured study on the existing legislation<sup>6</sup> in Turkey and other countries, which will also take account of the outcomes of the DEUA's recent consultations on volunteerism.

The study will involve a desk-based analysis of existing legislation, as well as meetings with relevant ministries and public institutions (such as the Ministry of Family, Labour and Social Services, the Ministry of Youth and Sports, the Higher Education Council, the Ministry of Finance, and the Social Security Institution) and consultation meetings with CSOs. These meetings will identify needs and help develop proposals to improve the legislation.

The existing legislation on volunteerism will be thoroughly assessed and potential areas for improvement identified. Proposals will be drafted in the light of these findings. Best practices in EU Member States will also be analysed and taken into account during this process.

The DGRCS, as the main coordinator, of this component, will encourage all relevant public institutions, CSOs, universities and other actors, to take part in the consultation and in working meetings, in order to ensure optimal participation.

The study will review the needs of local authorities and CSOs in the selected pilot cities. It will also review the tax rules underpinning donations by individuals and legal persons to CSOs with a view to increasing social and economic benefits – a key objective of the 11th national development plan. The study will also cover the legal framework for volunteers (e.g. worker status, allowance, etc.).

The study should be finalised within the first 12 months of the project, following which a draft legislative framework on volunteerism will be prepared.

The drafting process should set a benchmark for CSOs consultation in decision-making processes at local and national level and adoption of legislation. The Ministry of the Interior will be in charge of consulting all relevant stakeholders and decision-making bodies on the proposed draft.

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<sup>6</sup> This study will analyse the relevant legislation, including the Turkish Civil Code, the Code of Obligations, the Law on Associations and provisions of the Law on Foundations, the Labour Law and the Social Security Law.

#### ***Component 4: Capacity building activities***

This component will include capacity building activities for UMT, DGRCS and relevant stakeholders (such as line ministries, local authorities and provincial organisations of the DGRCS) to support their guidance role for local civic participation.

Existing capacity, services, tools and processes of UMT and DGRCS on civic engagement and local participation will be reviewed and an assessment report will be prepared. Relevant UMT websites will be updated to improve resources on local participation. Training, national conferences, study visits for analysing and possibly transferring best practices in EU countries and other capacity building activities will be conducted. These activities will provide public servants with the necessary skills to work with CSOs and should increase their awareness that the participation of CSOs in decision making processes is key to improving governance. These activities will also improve the guidance capacity of UMT and DGRCS for civic participation by the public sector and CSOs.

Special focus will be given to the Action's networking and awareness raising activities.

Finally, based on the findings of the needs assessment under Component 1, capacity will be improved through trainings on volunteerism targeted to local bodies, including local authorities and CSOs that carry out their work through volunteers.

#### **RISKS**

The main risk is that CSOs and local authorities are unwilling to collaborate. An effective strategy will be put in place to overcome this. It will include information activities for relevant stakeholders and opportunities to share success stories. These tools should increase the willingness of CSOs and other target groups to collaborate, and especially to include new actors in the civil society sub-sector.

Another risk pertains to public institutions' political determination to improve the legislative environment and willingness to cooperate with CSOs in decision-making processes and implementation. Including local authorities will be the biggest challenge in this respect.

CSOs could also lack the necessary capacity (human resources, etc.) to collaborate effectively with local authorities.

These challenges will be addressed by:

- providing potential beneficiaries with capacity-building activities and continuous dialogue;
- sustaining a continuous dialogue between all stakeholders;
- providing grants through this Action to help improve the CSOs' capacity to collaborate effectively with the local authorities.

#### **CONDITIONS FOR IMPLEMENTATION**

The Action requires the continued commitment of the Turkish authorities. This includes political support for the Action's objectives and expected results, and sufficient and stable staffing of the beneficiary institutions.

A precondition for the Action is the EUD's endorsement of the list of pilot provinces and municipalities.

### **3. IMPLEMENTATION ARRANGEMENTS**

#### **ROLES AND RESPONSIBILITIES**

The Action's beneficiaries are CSOs, especially those working at municipal level, the local/municipal authorities, the Union of Municipalities in Turkey (UMT) and the Ministry of Interior DGRCS.

The Steering Committee will be composed of representatives of the Presidency Strategy and Budget Office, EUD, DEUA, UMT, DGRCS, UNDP, the UNV National Volunteering Committee and other relevant public institutions and CSOs' representatives. Participation should be open, fair, transparent and countrywide.

## **METHOD(S) OF IMPLEMENTATION AND TYPE(S) OF FINANCING (SEE ANNEX IMPLEMENTATION – BUDGET)**

The Action's contracting authority will be the EU Delegation to Turkey. It will implement the Action under indirect management with an entrusted entity, namely with the United Nations Development Programme (UNDP) in the form of a Contribution Agreement via direct award.

## **4. PERFORMANCE MEASUREMENT**

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

#### **Internal & external Monitoring, with roles & responsibilities for data collection, analysis & reporting**

Monitoring is a key tool for managing the action. It should provide regular and systemic information on the action's progress towards the different targets at any given time (and over time). Monitoring activities should identify successes, problems and/or potential risks so that corrective measures can be taken promptly. They should mainly focus on the actions' inputs, activities and outputs, but should also look at how the outputs can effectively achieve the action's objectives.

##### **A. Internal monitoring**

Day-to-day technical and financial monitoring will continue throughout the Action. This continuous internal monitoring is the responsibility of both the implementing partner and the EU operational manager. Both types of internal monitoring will be inclusive and involve key stakeholders.

The different responsibilities for this dual internal monitoring are the following:

- i. Monitoring by the implementing partners should collect and analyse data in order to assess progress towards the planned results. This will feed into decisions on the action's management as well as reports on the use of resources.

For this, the implementing partner should put in place a permanent internal, technical and financial monitoring system for the action and prepare regular progress reports (at least twice a year) and final reports.

Each report should provide an accurate account of the Action's implementation, the difficulties encountered, changes jointly introduced, and the degree of achievement of results (outputs and direct outcomes) as measured by the relevant pre-agreed indicators (and related targets) included in the log frame matrix. The report's format should allow the planned measures versus implemented measures to be viewed alongside the budget details. Reporting on activities and inputs' use will not be included. The final report, including financial aspects, will cover the entire period of the action.

- ii. The EU operational manager's monitoring should complement that of the implementing partners, especially in key periods of the action's cycle. It should also ensure the sound follow-up of external monitoring recommendations and serve to inform EU management. This monitoring could take different forms (e.g. meetings with implementing partners, action steering committees, on-the-spot checks), to be decided according to the specific needs and resources at hand. Reporting will be done on the basis of checklists and synthesised in a monitoring note/report.

Both types of internal monitoring are meant to inform and provide support to external monitoring.

##### **B. External monitoring (ROM)**

The Commission may recruit an independent consultant to conduct an additional independent project monitoring review. (Or this may be done by the responsible agent contracted by the Commission for implementing such reviews.)

#### **6.2.3. Results reporting**

In addition to the ROM review, the Commission may recruit an independent consultant to prepare a report on the action's results. (Or this may be done by the responsible agent contracted by the Commission for implementing such reports). Their aim would be to identify and check the most relevant results of the action.

### 6.3. Evaluation, by agent (EU vs third party) and type of evaluations

Due to its nature, an evaluation on this action or its components may be carried out by independent consultants.

The evaluation/s will be carried out in line with DG NEAR's guidelines on linking planning/programming, monitoring and evaluation<sup>7</sup>. A Reference Group, comprising the Action's key stakeholders, will be set up for every evaluation to steer the evaluation process and ensure the required quality level of the evaluation outputs as well as the proper follow up of its recommendations.

It will be carried out for problem solving purposes.

During the action, the Commission may decide to undertake a final evaluation in addition to any mid-term evaluation.

The evaluation reports will be shared with the IPA II beneficiary and other key stakeholders. The implementing partner and the Commission should analyse the conclusions and recommendations and - where appropriate and in agreement with the IPA II beneficiary - jointly decide on the follow-up actions to be taken and any adjustments necessary, including - if indicated - the reorientation of the project.

The Action may also be subject to external monitoring, in line with the rules and procedures set out in the Commission's Financing Agreement.

## 5. SECTOR APPROACH ASSESSMENT

The EU accession process has been the catalyst for the development of civil society in Turkey. The needs and priorities of the sector have therefore been indicated mainly in the official documents on the accession process. In addition, several public institutions are involved in developing civil society. Yet, a coherent and widely accepted civil society sector policy or strategy or a single institution responsible for facilitating such a strategy does not exist in Turkey.

DEUA is the lead institution for the civil society sub sector due to its experience and long-lasting involvement with civil society. DEUA's main responsibilities are to direct, monitor and coordinate the work to prepare Turkey for EU membership and to coordinate the work after Turkey's accession.

All relevant parties have participated in the programming of the IPA II civil society sub sector. DEUA steered this process with the relevant civil society organisations and line Ministries.

DEUA will set up a comprehensive consultation mechanism to engage stakeholders on civil society matters.

The sector approach taken in the civil society sub sector is structured around four pillars, in line with the Guidelines for EU support to civil society in enlargement countries for 2014-2020.

- 1- an enabling environment for active citizenship
- 2- strengthening cooperation between CSOs and the public sector
- 3- civil society capacity building
- 4- civil society dialogue

## 6. CROSS-CUTTING ISSUES

### GENDER MAINSTREAMING

Gender balance will be sought in all of the Action's managing bodies and activities, and importance will be given to gender issues at every stage of the action. The activities will be designed to ensure equal participation of and opportunities for women and men. Promotion of gender equality and equal opportunities

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[https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/near\\_guidelines.zip](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/near_guidelines.zip)

will be considered when preparing guidelines for applicants to the small grants programme. All activities will be designed and implemented so as to provide disaggregated data by gender. The action will target those CSOs that work on gender equality and women empowerment issues at local/regional level in order to incorporate gender equality in the local political agenda.

### **EQUAL OPPORTUNITIES**

The principles of transparency, inclusiveness and non-discrimination will be applied across all activities and at every stage of the action's implementation. For instance, the guidelines for the small grants programme will favour those proposals that ensure equal opportunities for women and other underrepresented groups. All contractors will be required to provide data in all progress reports on the participation of men and women (both experts and trainees) in the action's activities. Geographical coverage will also be respected.

### **MINORITIES AND VULNERABLE GROUPS**

The activities supported under this Action will be implemented without any discrimination, in line with Article 14 of European Convention on Human Rights.

The Sustainable Development Goals (SDGs) and the 2030 Agenda guiding global action in this area insist on leaving no one behind and including all segments of society. People need to be aware of what is at stake and how the SDGs can help improve inclusive and sustainable development, as well as tackle challenges and threats. They must also understand why and how the SDGs should be localised for the benefit of their communities. Cities and regions are in a privileged position to transform the broad and abstract 2030 Agenda into concrete goals, to adapt these goals to their local context, and to help the public understand and be fully committed to them. Civil participation should be encouraged so that people take ownership of the Agenda. Local stakeholders such as CSOs, community-based organisations, the private sector, academia and individual citizens should therefore be committed to the SDGs and involved in their implementation and monitoring.

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

The Directorate for EU Affairs, as the lead institution for the civil society sub sector, has been steering the programming process with the relevant civil society organisations and line Ministries. Support to and therefore engagement with civil society is the main objective of this action.

CSOs will participate as active members in the action's various Steering Committees and in the Action Monitoring Committee.

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

The small grant programme will support local and regional adaptation measures in Turkey to improve the resilience of communities, protect natural resources and ecosystems and improve the capacity of vulnerable economic sectors to adapt to climate change. At least 30% of the small grant programme will be allocated to CSOs and municipalities working on environment and climate change.

## **7. SUSTAINABILITY**

Increasing the capacity of the UMT, DGRCS and various local actors will guarantee further engagement civil society as both institutions are key for providing a better legal environment for CSOs and developing good practices and models to increase participation in decision and policy making at local level. Another strong sustainability aspect of the action is that some events will provide 'model implementations' in terms of their content and methodology, which can be used by other public institutions and possibly financed under other projects.

## **8. COMMUNICATION AND VISIBILITY**

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

All necessary measures will be taken to publicise the fact that the action has received funding from the EU. Communication and visibility activities shall be implemented in accordance with the EU communication and visibility requirements in force. All stakeholders and implementing partners shall ensure the visibility of EU financial assistance provided through IPA II throughout all phases of the programme cycle.

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

Visibility and communication aspects shall be complementary to the activities implemented by DG NEAR and the EU Delegations in the field. The European Commission and the EU Delegations should be fully informed of the planning and implementation of the specific visibility and communication activities.

Visibility and communication activities should be organised during the Commission's and EU delegations' on-site activities, and they should be kept informed about their planning and implementation.