



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

TURKEY

Town Twinning between Turkey and the EU Phase – II (Twinning for a Green Future)

Action summary

The objective of the action is to establish effective and long-lasting relations between local authorities in Turkey and the EU to protect the environment and fight climate change, in line with the relevant EU *acquis*.

To achieve these goals, this action will finance joint pilot projects where Turkish and EU partners share their experience and identify workable solutions to address environmental and climate change issues at local level.

In addition, the action will also build the capacities of Turkish authorities in charge of local administration reform to ensure that the experience gathered and the lessons learned in such pilot projects are disseminated. This will mean that more partnerships between local authorities in Turkey and the EU can be established in the future.

Action Identification	
Action Programme Title	Annual Action Programme for Turkey (2020)
Action Title	Town Twinning Between Turkey and the EU-Phase II (Twinning for a Green Future)
Action ID	IPA 2020/042-385/5/Turkey/Town Twinning
Sector Information	
IPA II Sector	Democracy and Governance
DAC Sector	43030 – Urban development and management
Budget	
Total cost	EUR 4 000 000
EU contribution	EUR 4 000 000
Budget line(s)	22.020301
Management and Implementation	
Method of implementation	Indirect management
<i>Indirect management:</i> National authority or other entrusted entity	Central Finance and Contracts Unit (CFCU)
Implementation responsibilities	Union of Municipalities of Turkey (UMT) – Project & Financing Department Ministry of Foreign Affairs Directorate for EU Affairs (DEUA) – Department of Project Implementation Union of Provinces (UoP)
Location	
Zone benefiting from the action	Turkey
Specific implementation area(s)	Turkey
Timeline	
Final date for concluding Financing Agreement(s) with IPA II beneficiary	At the latest by 31 December 2021
Final date for concluding contribution/delegation agreements, procurement and grant contracts	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
Indicative operational implementation period	6 years following the conclusion of the Financing Agreement
Final date for implementing the Financing Agreement (date by which this	12 years following the conclusion of the Financing Agreement

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

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

Turkey has long been a partner of many European organisations. After World War II, Turkey developed its first European institutional ties with the Council of Europe (CoE) and was invited to join the organisation as a founding member in August 1949. The main idea behind the Council of Europe was to create a united Europe, which is home to almost half a billion people and in a process of continued integration. Since 1949, Turkey has been a strong promoter of European policies and strategies. Upon the creation of the European Union, Turkey strengthened its relations with EU Member States and became a candidate country in 1999. Accession negotiations with Turkey started in 2005. While many reforms were implemented at national level, local authorities engaged in a continuous reform process at the local level.

The technical aspects of European accession process can be achieved by ensuring substantial public administration reform in line with the *Principles of Public Administration* by integrating local administrations. The Principles define what good public governance entails in practice and outline the main requirements to be followed during the EU integration process. However, true integration process can only be achieved through the active participation of citizens and by bringing European societies closer to each other. Europe is a borderless community built on values of respect, tolerance, solidarity, non-discrimination and the rule of law. Therefore, in order to promote a common European identity, citizens and societies need to come closer to each other.

Town twinning has long been used successfully as an instrument to develop intercultural dialogue between communities in Europe. Over the last two decades, city twinning has become increasingly popular in Europe. Twinning is considered by many European municipalities as an instrument for solving local problems and ensuring sustainable development. Town-twinning actions foster active citizen participation, which is also emphasised by the Europe for Citizens programme, which provides financial support to community twinning.

One of the issues faced by accession countries is how to strengthen the local dimension of the accession process. Twinning enables exchanges between societies; local authorities' proximity to citizens makes them important stakeholders in this process. As an example, 'over 60% of decisions taken at the European level have a direct impact on municipalities, provinces, and regions¹'. Therefore, local authorities play a crucial role in implementing the EU *acquis* at local level.

There have been a number of projects supporting local authorities in twinning activities, particularly in Turkey. Some important examples are the Logo-East Programme financed by the Dutch Fund for Regional Partnership, The Turkish Swedish Municipal Partnerships Network Project (Tusenet) and the Turkish Swedish Partnership for Local Governance (Tuselog – financed by the Swedish Development Agency), implemented by the Union of Municipalities of Turkey. In addition, there have been a number of EU-financed initiatives to support reform of local authorities, such as the Technical Assistance for Building Capacity for EU Affairs in the Governorates Project (VABpro) and the Local Authorities Reform Project (LAR) phases I and II, implemented by the Directorate for EU Affairs and the Ministry of the Interior. The more recent LAR-III programme is working with local authorities to develop a new metropolitan-level governance model. The project aims to assess the impacts of the recent legislation (mainly Law No 6360) and to develop recommendations to improve the efficiency and quality of services provided by metropolitan municipalities.

Building on the experience gathered and lessons learned during the above projects, the **Town Twinning between Turkey and EU** ('Town Twinning – phase I' or 'TT-I') action was designed under IPA 2014. The action is implemented by the Ministry of Foreign Affairs Directorate for EU Affairs (DEUA) with the participation of the Union of Turkish Municipalities (UMT), the Union of Provinces (UoP) and the Ministry of Environment and Urbanisation (MoEU). TT-I proved very successful and was very well received both by Turkish and EU partners. Under the action, a call for twinning projects between EU and Turkish municipalities received more than 160 applications, with 23 grants eventually awarded. TT-I aimed to support local authorities and key institutions in all relevant areas of EU accession.

¹ According to the Council of European Municipalities and Regions (CEMR).

TT-II (Twinning for a Green Future) was designed to specifically support local administration in Turkey in the establishment of effective and long-lasting relations with their EU peers to promote environmental protection and fight climate change in Turkey. The initiative was in response to the interest and demand of local authorities.

In 2015, the 21st session of the Conference of Parties was held in the Paris, resulting in the drafting of the Paris Agreement. Local authorities also gathered in the Paris Town City Hall to ratify their own *Paris Town Hall Declaration – A decisive contribution to COP21*.

Turkey has signed the Paris Agreement but has not yet ratified it. Despite this, local authorities in Turkey are keen to work on climate-related issues and to develop their own urban climate action strategies. In December 2019, 24 Turkish municipalities – including three of the five biggest cities – presented their commitment to the Paris Agreement. In addition, some Turkish municipalities also designed their own local climate action plans. Some 22 municipalities in Turkey have already signed the Covenant of Mayors Pact, the world's largest movement for local climate and energy actions.

European Commission priorities for 2019-2024 state that 'becoming the world's first climate-neutral continent by 2050 is the greatest challenge and opportunity of our times. To achieve this, the European Commission presented the European Green Deal, the most ambitious package of measures that should enable European citizens and businesses to benefit from sustainable green transition.'

In this context, TT-II responds to the desire of Turkish local authorities to be active partners in the fight against climate change; as such, it is highly relevant to EU policies and priorities.

As for the stakeholders, one of the targets of TT-I was improving the capacities of key institutions (DEUA, UMT, UoP and MoEU) for town twinning with the EU. One of the outcomes of TT-I was the UMT's improved leadership capacity and ownership; as a result, the UMT has taken over responsibility for supporting and guiding town-twinning activities between the EU and Turkey.

TT-II will dovetail with TT-I and continue helping the UMT and the other key institutions in charge of local administration reform to increase their administrative capacity, specifically in the areas of environment and climate change.

- **The Union of Municipalities of Turkey (UMT)** is the national local government association representing all of Turkey's approximately 1 400 municipalities. It focuses mainly on lobbying, developing policy recommendations, capacity building and international representation. The UMT perceives town-twinning relationships as a tool for diversifying and developing the quality of urban services provided by municipalities. In an overarching sense, this contributes to the localisation of sustainable development and to better intercultural dialogue. In this context, the UMT assumes a facilitator role by providing a basis for municipalities to establish and develop sustainable and project-oriented town-twinning relationships. Similar to its counterparts (national local government associations) across the EU, the UMT works on the localisation of international agendas; climate has long been the key message in United Nations' policies. At the national level, the UMT is the national coordination point for the localisation of the National Zero Waste Policy. The UMT implements training, organises study visits and brings municipalities together for exhibitions on green and sustainable city planning. In its new strategic plan (2019–2024), the UMT is promoting the concept of smart cities and zero waste policy at local level. Implementation of TT-II will also support the UMT's activities on climate and will bring the EU dimension closer to the UMT's climate lobbying at the national level.
- **The Union of Provinces (UoP)** is an association of local administrations, comprised of 51 special provincial administrations (SPAs) in non-metropolitan cities and 30 investment monitoring and coordination departments (DIMCs) in metropolitan cities. The UoP's aims include: (i) supporting its members' activities contributing to the prospect of EU membership; (ii) providing guidance to members to help them benefit from the EU and other donors; and (iii) mediating between its members and international organisations & networks of local administrations. In this context, the UoP considers town-twinning relations between special provincial administrations and their counterparts in the EU as a tool that promotes internationalisation of rural areas in line with Turkey's EU perspective, particularly in environment- and climate change-oriented urban services. Therefore, the UoP's involvement in the implementation process is crucial to encourage special provincial administrations' participation in both capacity-building activities and the grant scheme. Furthermore, the UoP has been an active

implementing partner for previous projects carried out with the UMT such as TT-I, VABpro, LAR-II and LAR-III.

- **The Directorate General for Local Authorities (DGLA) of the Ministry of Environment and Urbanization (MoEU)** has oversight functions over local administrations. It is considered a key institution for TT-II implementation. The DGLA was transferred from the Ministry of Interior to the MoEU in 2019 as part of the transition to a presidential system. Under this transition, the DGLA has taken over responsibility for implementing government policy on local administration, including town-twinning relations. With a view to improve the impact of the project and maintain the institutional ownership and sustainability of the project results/outputs, DGLA is considered as a key stakeholder of the action. In addition, the MoEU is the national coordinator of the Conference of Parties of the UN on climate, and closely follows international developments in climate-related issues. The MoEU also monitors local authorities' implementation of climate and carbon-based regulations.
- **The Directorate for EU Affairs (DEUA)** was the main beneficiary of the TT-I and will assist the UMT in TT-II thanks to its experience dating back to 2010 in supporting the capacities of local authorities, its extensive knowledge of EU-Turkey civil society dialogue and its grant implementation capacity. The DEUA will also provide stakeholders with technical expertise on the EU accession process (including environment and climate-related negotiation chapters and *acquis*). In this context, the DEUA will support the key institutions in: (i) designing and implementing project activities smoothly; (ii) mobilising and coordinating the involvement of relevant stakeholders; (iii) reviewing the project outputs; and (iv) ensuring the sustainability of the relevant project outputs at both policy and operational levels.

OUTLINE OF IPA II ASSISTANCE

Town twinning provides local authorities with a platform for cooperation and connects its citizens. Local authorities across Europe use twinning as a networking tool and to further explore particular topics of interest. Therefore, with the concept of thematic networking, local authorities share resources and interests to find solutions to common challenges. Thematic networking of twinned towns was first introduced as part of the new Europe for Citizens programme. Thematic partnerships to twinning give them a more strategic and structured direction and promote stronger sustainability.

Climate-related experience sharing and local policy development is a need for the local authorities in Turkey. In the TT-II (Twinning for a Green Future) action, partnerships to be established under the programme will focus on climate change and environment.

The long-term overall objective of the project is to improve dialogue between Turkish and EU local authorities, while the intermediate overall objective is to make local authorities better able to design and implement environment- and climate-oriented actions.

The specific objective of the TT-II is to enable exchange and cooperation between Turkish local authorities and their EU counterparts on environment- and climate-oriented actions.

Therefore the core of the action will be to promote a number of joint pilot initiatives bringing together EU and Turkish partners (local authorities, as well as universities, CSOs, etc.) to share experiences and design workable solutions to climate and environmental issues at local level. Such projects could include training, experience-sharing activities, seminars, workshops and study visits. This would enable local authorities to identify their own local climate- and environment-related problems and develop solutions together with their counterparts from the EU.

RELEVANCE TO THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

In recent years, the EU has been trying to reach out directly to the public and involve them more closely in the construction of Europe. Twinning creates a direct channel of communication between citizens, CSOs, municipalities and the institutions. Since 1989, the European Parliament has supported the twinning of European towns and cities. Twinning was acknowledged as having a large citizenship dimension. Subsequently, twinning was formally merged into the 'Europe for Citizens' programme.

The IPA II indicative strategy paper for Turkey emphasises that Turkey should continuously develop its administrative capacity to ensure proper implementation of EU legislation. In this context, public administration reform should continue, focusing on re-organising the public sector and ensuring the development of a professional public administration, both at national and local level. In particular, under the Democracy and Governance sector, promotion of town twinning with EU counterparts is highlighted as one of the priority actions for IPA II financing.

TT-II will also make it easier to provide cross-cutting support to other sectors under the IPA II Strategy Paper, via the involvement of local authorities and a large number of other local stakeholders in twinning with EU counterparts on themes such as local governance and citizenship, equality of women and men in local life, local service provision, resource efficiency and environment, as well as on topics linked to economic, social and territorial cohesion.

The Multi-Country Strategy Paper (2014–2020) states the need for: (i) increased support to civil society organisations, including capacity building and encouraging the creation of an enabling environment for its development and greater involvement of stakeholders in reforms; and (ii) investing in the area of environment and climate action to promote protection of the environment. The TT-II grants will promote the involvement of CSOs and climate will be a cross-cutting issue.

The EU's 2019 Communication on EU enlargement policy states that 'The role of regional and local authorities in the EU alignment process and eventual application of EU rules needs to be taken into account'. TT-II will further develop the capacity of Turkish local authorities to implement EU policy. The 2019 enlargement policy paper also states for Turkey that 'more ambitious and better coordinated policies still need to be established and implemented' for the environment and climate change. TT-II has been designed in a way that responds to the *desiderata* cited above.

The Europe 2020 strategy puts forward three mutually reinforcing priorities: smart, sustainable and inclusive growth. By enabling the exchange of experience, TT-II creates the premises for *smart* growth. *Sustainable* growth is encouraged by promoting more resource-efficient and greener cities through its grant scheme. *Inclusive* growth is promoted by fostering CSO involvement and developing town-twinning relations where citizens become closer and communities become more inclusive.

As regards the Turkish authorities' strategies, Articles 156 and 157 of the 11th National Development Plan (2019-2023) state the importance of environmental issues and climate change for cities. Article 157 states that "*Turkey is among the countries which will be highly affected by the climate change and contributes to the efforts on combatting climate change while considering the country facts. In line with the position of Turkey as a developing country, a policy to support green growth and to limit emission increase trend is pursued and efforts to adapt to climate change remain important.*"

The 'Urbanisation' chapter of the Development Plan also identifies the importance of sustainable urbanisation (Articles 673–684). According to the related section of Article 675, the Plan will promote the protection of open and green public spaces in cities and better access to these places; the security of the public, including women, children, the elderly and people with disabilities in these spaces will also be promoted, all in a way that takes account of human relationships in a sensitive manner. Article 683 underlines the importance of smart cities, something that is closely linked to sustainable and greener cities, and states that local authorities will be encouraged to prepare smart city strategies and roadmaps.

Urban management is influenced to a considerable extent by other international development agendas such as the Paris Agenda, the Sustainable Development Goals, the New Urban Agenda and Sendai Framework. Such global policy documents require active participation by local authorities to achieve their objectives. Within this framework, TT-II will also address all related UN agendas, especially SDG 11 on sustainable cities and SDG 13 on climate action, and the Paris Climate Action, with particular focus on localisation and ownership.

A safer and more secured EU is a post-2020 policy priority that is to be reached through territorial cooperation on EU's external borders, with a view to responding to new challenges resulting from globalisation, technological transformations and increasing security threats. In this context, a more integrated programming approach that should involve Programme authorities of ETC programmes will be taken for the Democracy and Governance sector in period 2021-27.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

Currently, the implementation of two major projects targeting local authorities is ongoing, one of them being the Town Twinning Action between Turkey and the EU (TT-I) and the other Local Administration Reform – III (LAR-III). The preparation of TT-II also took into consideration the EU-financed Technical Assistance Project for Strengthening the Capacity of Departments of Investment, Monitoring and Coordination (YIKOBs²).

The overall objective of the LAR-III project is to ensure effective, inclusive, accountable and participatory local governance in Turkey by further supporting implementation of the local administration reform undertaken between 2003 and 2013. The project was developed in the light of gains from earlier phases, LAR-I (2005-2007) and LAR-II (2010-2011). The UMT has been a close partner of the LAR projects at all stages. LAR-III, just like the previous phases, supports the ongoing reform process and mainly deals with implementation of the new presidential system at local level. Therefore, the town-twinning action is expected to complement the activities of the LAR-III project. The fact that the UMT is an implementing partner of both projects will ensure that there is no overlap.

The above-mentioned EU-financed YIKOBs project aims to strengthen the linkages between the central and the local investment public institutions throughout the planning, implementation, coordination and monitoring of public investments in metropolitan cities. This is to be achieved by strengthening the institutional capacities of the Departments of Investment Monitoring and Coordination (DIMCs) in Turkey. The project has two major expected results: (i) increasing the planning and implementation capacities of DIMCs; and (ii) enhancing cooperation and coordination between relevant institutions. To achieve further collaboration between the projects, TT-II will also involve DIMCs in project implementation, through capacity-building activities and to the grant scheme via governorates as the potential applicants. DIMCs are also members of the UoP, which is a partner of TT-II.

The latest EU-financed project is the ‘Town Twinning Action between Turkey and the EU’. The overall objective of the project is to improve the administrative and implementation capacity of Turkey at local level in the EU accession process. The major and most outstanding link between previous financial assistance and TT-II is the UMT’s becoming the leading implementing organisation in this second phase. In addition, during the implementation of TT-I, local authorities demonstrated a strong interest in climate-based projects, smart city initiatives, carbon-decreasing actions and green city initiatives. There is an opportunity to capitalise on such interest.

The successful execution of the communication strategy has resulted in high awareness of EU financing and TT-I among local authorities in Turkey. The action’s budget was limited given the size of Turkey, which has 1 389 municipalities. This is also evidenced by the fact that only 23 local authorities could be awarded grants out of approximately 160 applications. TT-II will be an opportunity for the local authorities already motivated by the grant scheme and flexible non-financial support mechanism, which will provide mobility and networking support.

Another lesson learned from previous projects relates to city networks in Europe. All previous projects focused on bilateral twinning partnerships between local authorities. During the study visits and other activities, however, it was found out that being actively involved in city networks is also crucial for local authorities. Therefore, TT-II will disseminate information in Turkey about the major networks of local authorities in the EU and raise awareness among them about how to participate in these networks.

In TT-I, capacity-building activities for the relevant stakeholders was focused on:

- capacity-building training on town twinning and EU *acquis* chapters;
- thematic workshops on sustainable and smart cities;
- study visits to explore best practices;
- an internship programme enabling participants to acquire practical and theoretical knowledge on city-to-city cooperation schemes, and to familiarise the participants with relevant EU institutions and networks;
- participation in the 17th European Week of Regions and Cities;

² For more detail see the project website: <https://www.yikobprojeksi.org/>

- the International Town Twinning Conference;
- analysis of the impact of the EU *acquis* and its implementation at local level on “*Environment*”, “*Energy*” and “*Transport*”;
- the *Road Map* on effective town-twinning methodology.

As a result of these activities, the capacities of key institutions (UMT, UoP, MoEU and DEUA) that have a stake in town twinning activities in Turkey are improved, their networks with relevant institutions in the EU strengthened, awareness and capacity of local authorities in Turkey enhanced, and guidance on further strengthening the town twinning initiatives in Turkey, as well as ensuring their sustainability, is provided.

The target groups expressed a very high degree of satisfaction in the capacity-building activities provided. Building on the results achieved under TT I, TT-II will assist local authorities, particularly in climate and environment-related local efforts, while building communication bridges between local authorities and bringing communities closer to EU values.

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 2022	TARGETS 2024		
Long-term Overall objective: To enhance the dialogue between Turkish and EU local authorities Intermediate Overall objective(s): To strengthen the capacity of local authorities to carry out climate- and environment-based actions	Number of official town-twinning agreements between local authorities in Turkey and in EU countries.	617 (2017)	660	670	MoEU and UMT statistics	
	Number of new members from Turkish local authorities in EU climate- and environment-based local authority networks.	0	10	20	Statistics of the networks	
SPECIFIC OBJECTIVE(S) / OUTCOME(S)	OBJECTIVELY VERIFIABLE INDICATORS (*)				SOURCES OF VERIFICATION	ASSUMPTIONS
To enable exchange and cooperation between Turkish local authorities and EU counterparts on climate- and environment-based actions	Number of partnerships established for climate-based actions between local authorities in Turkey and in EU countries	0	25	35	MoEU and UMT statistics TA reports	The target groups of the programme participated actively Political will to participate in the programme
OUTPUTS	OBJECTIVELY VERIFIABLE INDICATORS (*)				SOURCES OF VERIFICATION	ASSUMPTIONS
Output 1: Capacity of Turkish local authorities to participate in EU-based networks is increased	Number of supported networking visits via the grant scheme and non-financial support	0	35	70	MoEU and UMT statistics Statistics of the TAT	The target groups of the programme participated actively Continuation of support by the Turkish Government and EU authorities to strengthen dialogue and cooperation between local authorities. UMT's current level communication with Council of Europe, Committee of Regions, the Council of European Municipalities and Regions and other EU-based networks will be sustained.
Output 2: Increased exchanges between EU and Turkish counterparts, also involving CSOs and citizens in climate- and environment-based topics	Number of EU-Turkey town-twinning projects on climate and the environment supported via the grant scheme % of grantees that have developed a planning document on climate- and environment-based topics	0 (2017) 0%	8 10%	33 20%		

Output 3: Improved capacity of key stakeholders (DEUA, UMT, UoP and MoEU) for multi-national climate- and environment-based policy and lobbying	Number of capacity-building trainings	0	15	20		
	Number of Roadmaps on climate financing drafted for local authorities	0	0	1		

DESCRIPTION OF ACTIVITIES

Town-twinning activities bring cities/communities closer to one another, contributing to multiple dimensions of their development in a participatory and inclusive manner. Local diplomacy and city-to-city cooperation (C2C) are major components of the internationalisation of local authorities and one of the driving forces behind Turkey's integration with the EU.

The specific objective of TT-II is to enable exchange and cooperation between Turkish local authorities and EU counterparts on climate and environment-based actions. This will further pave the way for strengthening the capacities of local authorities in Turkey and enhancing dialogue between Turkish and EU local authorities. In other words, climate and environment-based actions will constitute a tool for strengthening the capacities of local administrative authorities and, by means of twinning mechanisms, enable exchange of knowledge and experience with the EU counterparts.

TT-II will support the actions of the Turkish local authorities in cooperation with EU counterparts to analyse their climate and environment-related problems and develop common solutions, while also enhancing their capacities in line with the concept of 'Green Future', which is one of the common fundamental principles recognised by the EU, Member States and local authorities.

The activity has two complementary components:

Component 1: Networking and Capacity Building Activities

The first component of the action will be a service contract for Technical Assistance (the 'TA' component). This will support grant management, networking activities, the TT-II's visibility of the Action and strengthen the capacity of local authorities and key institutions (UMT, UoP, MoEU and DEUA) to carry out climate- and environment-based activities. The budget allocation for this component is EUR 1 500 000. At least 20% of the allocation will constitute the 'non-financial support' tool for mobility and networking activities benefiting eligible local authorities.

Part of the technical assistance component will be to encourage and disseminate climate and environment-related best practices that created impact at local level, initiated local engagement and transformed the service conditions of local authorities.

However, considering local authorities' limited capacities, they need a flexible and simplified methodology to enhance their relations with their EU counterparts and their networking skills. For this purpose, in addition to TT-II's grant component of the action, local authorities will be provided 'non-financial support' for **mobility** and **networking** within the scope of the TA component. This mobility and networking tool will also contribute to ensuring sustainable relations with key partners in the EU and Turkey. Applications for this tool will be exclusively open to local authorities, which will be specified as eligible applicants in the *Guidelines for Grant Applicants*. At least 20% of the service component's budget will be allocated to this tool, which will also fully cover **mobility and networking costs** such as accommodation, travel costs and auxiliary costs. In other words, the non-financial support will increase the allocated funds and the impact of the grant scheme under component 2.

Networking meetings with the representatives of EU-based networks - e.g. the Covenant of Mayors, Energy Cities, CEMR, United Cities and Local Governments (UCLG), EUROCITIES, the Assembly of European Regions (AER), Regions of Climate Action (R20), the Cities Climate Leadership Group (C40) - will be organised in Turkey to promote local authorities' participation in these networks.

Two one-week training programmes will be organised for the staff of key institutions. The training will introduce them to the climate and environment-related networks in EU countries so that they can acquire knowhow in active lobbying for financing at EU level.

Study visits will be organised. These will focus on climate and environment partnerships at local level and/or will seek opportunities to attend important climate and environment-related conferences such as the Conference of Parties, or summits of climate-lobbying organisations.

An international week of green cities in Turkey will be organised to initiate C2C cooperation and interaction between local authorities from Turkey and the EU.

The capacity of key institutions (UMT, UoP, MoEU and DEUA) to engage with international climate policy and lobbying will be improved, as will the guidance provided to local authorities. Local authorities and civil society organisations will receive training on topics such as climate and environment policies at EU level, the policies of European city networks, financing, fund raising, etc.

The financing of climate and environment-related actions is one of the key discussions on the global agenda. There is a limited capacity at local level to access climate-based financing tools and alternative financing models such as Public-Private Partnerships. To respond to this need, a **Climate Financing Road Map** will be prepared and published to give local authorities guidance on climate financing.

The technical assistance will provide assistance for the grant scheme, including promotion of the programme, implementation and monitoring and ensuring EU visibility. Special focus will be given to visibility and awareness-raising activities.

To ensure active participation and consultation of civil society organisations in the decision-making and policy-making processes, at least three consultation meetings will be held with CSOs.

Component 2: Grant scheme

The second and core component will be a grant scheme for small-scale town-twinning activities between Turkish and EU local authorities. This will improve the capacity of local authorities in Turkey to align with EU climate policy. The budget allocation for this component is EUR 2 500 000. The implementation of the grant scheme aims to achieve a number of positive results:

- new grants will boost the effectiveness of existing sister-city activities;
- good practices in EU countries will be transferred to Turkey;
- interactions between local authorities will be improved;
- innovative approaches to tackle climate change will be introduced and disseminated.

Town-twinning activities are important for creating ‘people2people, citizen diplomacy initiatives’ and for building a citizen diplomacy network. The grant scheme will support small-scale actions that are in line with the global climate policies and the EU’s climate and environment-based papers. This thematic approach will make it easier to find local authorities in EU countries that work on similar topics and thus provide an opportunity to achieve a concrete transfer of experience and results. In addition, Turkish participation in European networks will be strengthened by the active involvement of the UMT, as it is a member of CEMR, the Secretariat of Council of Europe Congress, the contact point for the Committee of Regions, and the Assembly of European Regions. The grant scheme will aim to reach the local authorities and help them to carry their relations with their EU counterparts one step further, by cooperating on concrete projects/practices, EU policies and standards.

Under the grant scheme the ‘lead applicants’ will be a local authority from Turkey (municipalities and special provincial administrations) or a local authority from an EU country. Participation of other local stakeholders (i.e. CSOs, universities, development agencies and chambers), in particular CSOs, will be actively promoted. The maximum grant amount will be EUR 100 000.

Selection criteria

A list of criteria will be used to select the grant beneficiaries (under component 2) and the local authorities that will receive non-financial support (under component 1). The list of criteria will be identified in close consultation with the EUD, UMT, UoP, MoEU and DEUA. The criteria will, to the extent possible, target a balanced and representative geographical distribution and pay strong attention to the type of local authorities involved. The EUD will endorse both the criteria for selection as well as the final list of the grantees. The same criteria will also apply to the selection of the local authorities to be granted non-financial support under component 1. The list of recipient authorities will also be endorsed by the EUD.

RISKS

The successful implementation of TT-II will depend on the interest and availability of local authorities both in Turkey and in EU countries to engage in town-twinning activities. By focusing on town-twinning initiatives addressing climate change and environmental issues, TT-II can tap into a common interest shared by both the EU and Turkish authorities, including at local level.

Another risk assessment should concern the low interest from the EU counterparts in engaging joint project actions with Turkish local authorities. This risk will be mitigated through strong dissemination of information on the grant scheme, using the UMT's existing communication channels via the Council of Europe, Committee of the Regions and the Council of European Municipalities and Regions. A publicity and visibility meeting for Turkish and EU local authorities will be organised in Turkey to boost the number of proposals.

Local and national elections in Turkey may constitute a low risk as the next local election is scheduled for 2024 and the national elections in 2023. However, local elections in EU countries might create moderate risks for the implementation of the project. Changes in political leadership during project implementation might result in lower political ownership. This risk will be mitigated through strong communication channels and by increasing the visibility and ownership of the activities (e.g. by inviting the ambassadors of participating EU countries to the project activities).

Risks:

- low interest among EU counterparts for engagement in joint projects with Turkish local authorities;
- high staff turnover in the beneficiary institutions, making it difficult to achieve sustainable results;
- local and national elections in the EU and in Turkey.

Assumptions:

- the TT-II's grant scheme is widely known among European local authorities, and active city networks disseminate the information about the grant opportunity;
- an overall conducive political environment is in place for both the internal Turkish and EU-Turkey activities planned;
- the Turkish stakeholders, both at central and local level, as well as the EU stakeholders, are willing to participate actively in the activities.

Mitigating measures

Risks	Probability	Impact	Mitigating measures
Low interest among EU counterparts for engagement in joint projects with Turkish local authorities	Low	Medium	Strong dissemination of the information on the grant scheme, using the UMT's existing communication channels via the Council of Europe, the Committee of the Regions and the Council of European Municipalities and Regions. A meeting will be organised for the Turkish and EU local authorities in Turkey to maximise the number of potential proposals.
Local and national elections in the EU and in Turkey, resulting in changes in the local agenda and weak political ownership	Medium	Medium	UMT will establish extra communication channels between the national associations of grant-receiving EU municipalities. Visibility and ownership of the activities will be increased (e.g. inviting the participating MS) in order to sustain relations at all levels.
High staff turnover in the beneficiary institutions making it difficult to achieve sustainable results	Medium	Medium	During the project implementation phase, the impact of staff turnover will be minimised through in-house training and capacity-building activities.

CONDITIONS FOR IMPLEMENTATION

The implementation of the action requires continued commitment by the Turkish authorities. This will include political support to achieve the action's objectives and expected results, as well as sufficient and stable staffing of the beneficiary institutions.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

The main beneficiary of TT-II is the UMT, with the DEUA and UoP as co-beneficiaries. The MoEU hosts the Directorate General for Local Authorities (DGLA) whose involvement in the project is crucial because of its responsibilities relating to the operation of municipalities, of administrative authorities attached to municipalities and of municipal unions assigned to it by law.

The UMT's Project and Financing Department will be responsible for the implementation. The UMT will coordinate the implementation of all project activities, ensuring the involvement of key institutions and relevant stakeholders. A technical assistance team will be established to: (i) build capacity within the UMT, DEUA, UoP, MoEU and local authorities; (ii) implement networking and promotional activities; and (iii) assist the UMT in the implementation of the grant scheme.

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

The method of implementation is indirect management with the beneficiary country, namely with Turkey.

The Central Finance and Contracts Unit in Turkey is the contracting authority. This means that it is responsible for contracting, implementation, information and visibility, monitoring and reporting of IPA II activities and their evaluation wherever relevant, in accordance with the principle of sound financial management. It is also responsible for ensuring the legality and regularity of expenditure incurred during the implementation of the programme

The Contracting Authority is expected to conclude one service contract for TA and to launch one grant scheme.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING AND EVALUATION

Internal & external monitoring, with roles & responsibilities for data collection, analysis & reporting.

Monitoring is a management tool at the disposal of the action. It is expected to give regular and systemic information on where the action is at any given time (and over time) relative to the different targets. Monitoring activities will aim to identify successes, problems and/or potential risks so that corrective measures are adopted in a timely fashion. Even though monitoring is expected to focus mainly on the actions' inputs, activities and outputs, it is also expected to look at how the outputs can effectively induce, and actually induce, the intended outcomes.

A. Internal monitoring

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and will primarily be the responsibility of the implementing partner and the EU operational manager. Both types of internal monitoring will be undertaken in an inclusive way, involving key stakeholders.

At grant scheme level, a monitoring team led by the UMT will be formed to monitor the grant contracts. At activity level, a *Steering Committee* will be established with the participation of the UMT, UoP, DEUA, MoEU, CFCU, EUD and the Presidency of the Strategy and Budget.

B. Evaluation

Given the importance/nature of the action, a mid-term, final or *ex post* evaluation will be carried out. The evaluation, which will cover either the action as a whole or its components, will be carried out by independent consultants, through a joint mission or by an implementing partner.

The evaluations will be carried out following DG NEAR guidelines on linking planning/programming, monitoring and evaluation. A reference group comprising the key stakeholders of this action will be set up for every evaluation to steer the evaluation process and ensure the quality of the evaluation outputs and proper follow-up of the evaluations' recommendations. They will be carried out for problem solving, accountability and learning purposes at various levels.

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

TT-II may also undergo external monitoring in line with the European Commission rules and procedures set in the Financing Agreement.

5. SECTOR APPROACH ASSESSMENT

At the United Nations, the Sustainable Development Goals (SDGs) have become the development agenda for the 2030. The 2030 Agenda for Development adopted by all UN Member States in 2015 provides a shared plan for peace and prosperity for people and the planet. It is recognised that ending poverty and other deprivations must go hand in hand with strategies that improve health and education, reduce inequality and spur economic growth, while tackling climate change and working to preserve our oceans and forests. There are 17 SDGs, among which SDG-13 (climate actions) directly addresses the fight against climate change at local and regional level.

The Paris Agreement is also at the core of TT-II. At the Conference of Parties 21 (COP 21) held in Paris on 12 December 2015, Parties to the United Nations Framework Convention on Climate Change (UNFCCC) reached an agreement to combat climate change and to accelerate and intensify action and investment needed for a sustainable low carbon future. The Paris Agreement builds upon the Convention and – for the first time – brings all nations into a common understanding to undertake ambitious efforts to combat climate change and adapt to its effects. Additionally, the Paris Agreement aims to increase the ability of countries to deal with the impacts of climate change, and to make finance flows consistent with a low-GHG-emissions and climate-resilient pathway. Reaching these ambitious goals will involve appropriate mobilisation and provision of financial resources, and putting in place a new technology framework and enhanced capacity building. Turkey signed the Paris Agreement in 2015³, although its ratification has not been finalised yet.

The EU's first set of climate and energy measures was agreed in 2008, when it set targets for 2020. These are:

- reducing greenhouse gas emissions by 20% (compared to 1990)
- increasing the share of renewable energy to 20%
- making a 20% improvement in energy efficiency.

To achieve these goals, the EU put in place the emissions trading system (ETS) which aims to cut GHG emissions, in particular from energy-intensive industries and power plants. In the buildings, transport and agriculture sectors, national emission targets have been set as part of the effort sharing regulation.

The EU developed, and later reformed in 2014, the 2020 targets for the 2030 climate and energy framework. It has since set more ambitious targets and increased its commitment for cutting its GHG emissions by at least 40% by 2030, compared to 1990. The framework contains policies and goals to make the EU's economy and energy system more competitive, secure and sustainable. It also reformed the ETS, adopted monitoring and reporting rules, and stated the need for national climate and energy plans and long-term strategies.

³ What is the Paris Agreement?

<https://unfccc.int/process-and-meetings/the-paris-agreement/what-is-the-paris-agreement>, accessed on 24.02.2020

The ‘European Green Deal’ is the new roadmap for Europe’s economy and society to become climate-neutral by 2050. It aims to turn climate and environmental challenges into opportunities across all policy areas by making the transition just and inclusive and by improving the prosperity and health of citizens and future generations⁴. To achieve this goal, the EU plans to announce a European Climate Pact bringing together citizens, industry, civil society and European, national, regional and local authorities and institutions. In 2020, the Commission presented a major programme to help decarbonise Europe’s economy: the Just Transition Mechanism, along with its first pillar, the Just Transition Fund.

Local authorities in the EU have an important role in the European climate agenda. That is why European municipalities and regions have welcomed the European Green Deal and Just Transition Fund. The huge success of the European Covenant of Mayors, with approximately 10 000 signatory cities to date, makes it a central force in the fight against climate change.

In Turkey, local authorities develop their own local strategic plans covering 5 years. These strategic plans contain references to local climate-based actions. At regional level, the development agencies are building environmental protection plans.

Turkey is aware that climate change is a multidimensional and complex challenge, which poses serious environmental and socioeconomic consequences and threatens national security, and it therefore recognises the importance of international cooperation to reduce GHG emissions and combat climate change. Turkey has in place its “2010-2023 National Climate Change Strategy” to contribute to global efforts to reduce the impacts of climate change, taking into account the country’s own specific circumstances and capacity⁵.

With this strategy, Turkey sets a goal of contributing to the global efforts against climate change within its own capabilities and in line with the basic principle of the UNFCCC ‘common but differentiated responsibilities and presents its national mitigation, adaptation, technology, finance and capacity building policies. The National Climate Change Strategy includes objectives on adaptation to climate change as well.

6. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

Gender balance will be sought on all of the action’s managing bodies and activities, and importance will be given to this issue during all stages of contracting and implementation. The UMT is the national promoter of the European Charter for Equality of Women and Men in Local Life, which is the CEMR’s charter. Therefore, the call for proposals will also mention gender mainstreaming in the projects, and will highlight the European Charter for Equality of Women and Men in Local Life as policy guidance.

EQUAL OPPORTUNITIES

Equal participation of women and men will be secured in the design of activities and in the access to the opportunities they offer. Promotion of gender equality and equal opportunities will be considered when preparing guidelines for applicants for the calls for proposals, and the selection criteria for grant schemes will favour projects that demonstrate a positive impact on equal opportunities. Appropriate guidance will be included in guidelines to applicants. During implementation of the TA component, the equal participation of men and women will be ensured and monitored. Whenever appropriate and possible, measures will be taken to encourage children’s and women’s participation in the activities.

MINORITIES AND VULNERABLE GROUPS

The activities supported under TT-II will be implemented without any discrimination, in line with Article 14 of the European Convention on Human Rights.

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

⁴ European Green Deal.

https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal_en, accessed on 24.02.2020

⁵ National Climate Change Strategy

[https://webdosya.csb.gov.tr/db/iklim/editordosya/iklim_degisikligi_stratejisi_EN\(2\).pdf](https://webdosya.csb.gov.tr/db/iklim/editordosya/iklim_degisikligi_stratejisi_EN(2).pdf), accessed on 24.02.2020

To increase the multiplier effects of the town-twinning activities, CSOs will be an important stakeholder. While local authorities will be the main beneficiary of the grant scheme component, it will be compulsory to include at least one non-state actor (CSOs, universities, development agencies, chambers, etc.) in each of the small-scale twinning actions financed under the grant scheme.

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

The UMT is an active member of the lobbying process in United Cities and Local Governments (UCLG) for the UN agendas. The Paris Climate Action has been one of the key themes promoted by the UMT. For such purpose, the UMT has prepared a specific booklet for all municipalities which simplifies the Paris Agreement and addresses the participation of local authorities. In the grant scheme, SDGs (especially SDG-13, which is the climate target) and the Paris Agenda will be referred to as related policy documents.

Climate action relevant budget allocation: EUR 4 000 000
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7. SUSTAINABILITY

In previous town-twinning projects, it was observed that giving local authorities the opportunity to implement specific activities with their counterparts and share experiences paved the way for more effective cooperation. Such cooperation is also much more likely to be sustained. TT-I has contributed to the expansion of existing town-twinning networks, both at the local level through cooperation with the UMT and UoP, and at EU level through cooperation with umbrella institutions such as CEMR. Moreover, in the TT-I grant scheme, partner institutions were mandated to sign a partnership protocol, which formalised cooperation in order to increase the likelihood of sustainability of the actions. All these measures will continue in TT-II. The long-term goal of the UMT is to implement further phases of twinning programmes in upcoming IPA programming periods, with separate themes such as smart cities and local economic development in each phase.

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.

To ensure project visibility, a communication plan will be developed in the inception phase of the technical assistance component.

In the first months of its implementation, an effective promotion of the action will be performed through local and national media, and effective use will be made of social media and regional info days. The UMT's and UoP's communication networks within municipalities and provinces throughout Turkey will also be mobilised for this purpose. Moreover, grant beneficiaries will be given guidance on how to increase their capacity to promote their actions to institutional stakeholders and citizens at local level. In this manner, maximum possible visibility of Turkey-EU cooperation in various local authorities will be targeted.