

United Nations Development Program

Country: Turkey

Project Document

Project Title: Institutionalization and Broader Use of the E-Consulate System for Increased Efficiency in the Service Delivery of the Ministry of Foreign Affairs, Phase II

Expected UNDCS Outcome(s)¹

UNDCS Outcome 2.1.: By 2020, central and local administrations and other actors more effectively protect and promote human rights, and adopt transparent, accountable, and pluralistic and gender sensitive governance systems, with the full participation of civil society, including the most vulnerable

CP Outputs(s)²:

CP Output 2.1.4.: Strengthened local, regional and national governance mechanisms for participatory, accountable and transparent services

Expected Output(s):

Output 1: Institutional capacity of MFA enhanced for full-fledged application of the e-Consulate system

Output 2: Accessibility of e-Consulate system enhanced through its improved user-friendliness

Brief Description

Ministry of Foreign Affairs in its cooperation with UNDP has developed and applied the e-Consulate system for increased efficiency in its service delivery. This project is the continuum of Phase I, and is extended to increase the efficiency and cost-effectiveness of the established system with a focus on enhanced citizen-satisfaction from the services of the Ministry all over the world. The expected outputs of this Project are as follows: (a) Institutional capacity of MFA enhanced for full-fledged application of the e-Consulate system (b) Accessibility of e-Consulate system enhanced through its improved user-friendliness

Resources required	USD 5.800.000
DPC	USD 163.350
GMS (3%)	USD 168.932
Total allocated resources:	
Government Cost Sharing	USD 5,800,000

Program Period:2016-2020
Start Date: 01 January 2016
End Date: 31 December 2020
Management Arrangement: NIM

¹ United Nations Development Cooperation Strategy (2016-2020) is subject to approval. If there is any need after the approval of the UNDCS, necessary revisions will be made in the project document.

² UNDP Country Programme Document (2016-2020)

Agreed by Ministry of Foreign Affairs, General Directorate for Multilateral Affairs:

Kerem DİVANLIOĞLU
Elçi
Çok Taraflı Ekonomik İşler
Genel Müdürlüğü

Agreed by Ministry of Foreign Affairs, Department of Information Technologies:

Hakan KOC
Elçi
Bilgi Teknolojileri Dairesi Başkanlığı

Agreed by UNDP Turkey:

Kamal Malhotra
19.10.2015

Kamal Malhotra
Resident Representative



I. SITUATION ANALYSIS

I.A. Background

Turkey is one of the leading countries in the region that achieves broader application of the ICT system in service delivery. In its national policy documents e-governance is identified as one of the key priorities for national and sectoral development and an important pillar for evolved public administration system to increase effectiveness and efficiency, enhance transparency and accountability as well as a tool for strengthening international competitiveness of Turkey.

The Ministry of Foreign Affairs (MFA), following the identification of the ICT development as a key area in its Strategic Plan for better services and good governance, developed and applied the e-consulate system. The MFA provides an important example of use of ICT in the consulate services with an aim of increased efficiency and cost effectiveness, and ultimately increased citizen satisfaction.

UNDP and the Ministry of Foreign Affairs cooperation in the field of e-consulate have started in 1989 with a view to improve the services of MFA through increased use of ICT and achieve the model of a paperless e-consulate service. In the scope this cooperation, a software system has been developed for the use of all MFA civil servants in Turkey and the missions abroad. The process, starting from late 80s, has included development of the software, creation of an efficient backstopping mechanism, training of the staff to respond the requirements of the system and conduct of a visibility work for increased awareness of the citizens.

Within the scope of the Project for Institutionalization and Broader Use of the E-Consulate System for Increased Efficiency in the Service Delivery of the Ministry of Foreign Affairs Phase I, which was implemented between 2010-2015, the e-Consulate system has built an infrastructural network covering different service lines such as military, land registry, citizenship, e-passport, e-visa, notary, vetted signature, driving license, e-government passport and smart search. By this network, the MFA was integrated through Internet with the Ministry of Interior, Ministry of Defense, Union of Public Notaries, Social Security Institution, Turkish National Police and Ministry of Justice. Moreover, the system was recognized as a good practice by different international organizations including International Civil Aviation Organization (ICAO), Organization for Economic Cooperation and Development (OECD), Organization for Security and Cooperation in Europe (OSCE) and different UN Agencies such as UN Economic and Social Commission for Western Asia (UNESWA). The system was also reviewed and adopted by many countries in different regions.

The Project at hand is the second phase of the refereed Project and built on its accumulated experience and results as well as the past UNDP and Ministry of Foreign Affairs joint initiatives in this area. The Project will focus on e-Consulate system's institutionalization and full-fledged application, to be achieved through enhanced institutional and individual capacities and increased awareness and ownership of the citizens and respective stakeholders (through outreach strategy). It is also expected that the extended project will enable the MFA to benefit from the wide expertise and broad international experience that UNDP can offer in this area. Furthermore, experiences and expertise gained within the Project will be shared further with other relevant government agencies. Finally, UNDP will also actively take part in the dissemination of the success of the Project for scaling it up, both within the country and abroad. To this end, specific attention will be made to share and transfer the accumulated knowledge and experience to other countries.

The Project will also consider gender dimension for enhanced accessible and user-friendly e-consulate system. In specific terms, it is planned to make the system more gender sensitive reflecting the needs of women.

The second phase of the Project will result with the following outputs toward the overall objective for institutionalization and full-fledged application of the e-consulate system:

- Institutional capacity of MFA enhanced for full-fledged application of the e-Consulate system

- Accessibility of e-Consulate system enhanced through its improved user-friendliness

Output I: Institutional capacity of MFA enhanced for full-fledged application of the e-Consulate system

The software developed for the e-Consulate system has been implemented during Phase I of the Project, since 2010; improvements have been made in relation to its security and data management and in accordance to the evolving requirements. The established system however requires further fine-tuning to meet the increasing demand for the services it provides and Phase II Project will address to the evolving needs through the following activities.

Activity 1.1. Develop business intelligence (BI) and machine learning features

The e-Consulate system will be improved through development and inclusion of business intelligence (BI) and machine learning features. Business intelligence will be developed as a smart and self-service reporting service which will enable the users to design their own multi-dimensional reports and as such enhance the results based management with structured information, both statistical and substantial. Similarly, data science and other machine learning models will be developed to create a service infrastructure that is more responsive to the profile of the users and their expectations.

Activity 1.2. Conduct periodic system improvement

The software system requires periodic improvement in light of increasing number of beneficiaries and users as well as the rapidly developing cyber challenges that the system is facing. The system improvement will cover not only change in the software but also continuous updated information and technical support to the staff working in the consulate of the Turkish Republic all over the world.

Output II: Accessibility of e-Consulate system enhanced through its improved user-friendliness

The e-Consulate system is serving broad range of users. There is an expectation to have a more user-friendly software.

Activity 2.1 Develop tablet version for improved user friendliness

A touch enabled tablet version of the Konsolosluk.NET will be developed for the mission personnel to better serve the citizens and to be time efficient. By inclusion of this feature, the mission staff can serve the citizens while waiting for the processing of the procedures.

Activity 2.2 Conduct mapping activity and develop other means for increased user friendliness

User-friendliness will not be limited to this feature. In the course of the Project Phase II, other features that will support and improve the user friendliness of the system will be mapped and introduced to the software, when deemed necessary. Following the mapping study, possible means for improvement of the user-friendliness of the system will be identified. These means may include but not limited to the following:

II. MANAGEMENT ARRANGEMENTS

The Project will be nationally implemented under the leadership of the Department of Information Technologies of the Ministry of Foreign Affairs with UNDP Turkey providing technical assistance and implementation support services.

The following project diagram represents the key governance structure of the Project:



Project Steering Committee: The PSC will be established as the overall authority for the Project and responsible for its initiation, direction, review and eventual closure. It will be composed of the representatives of Ministry of Foreign Affairs, UNDP and MoD.

Within the confines of the Project, the PSC is the highest authority. The PSC plays critical role in project monitoring and evaluations by quality assuring these processes and products, and using evaluations for performance improvement, accountability and learning. It ensures that required resources are committed and arbitrates on any conflicts within the project or negotiates a solution to any problems with external bodies. Based on the approved Annual Work Plan, the PSC can also consider and approve the quarterly plans (if applicable) and also approve any essential deviations from the original plans.

In order to ensure ultimate accountability for the project results, PSC decisions will be made in accordance to standards that shall ensure management for development results, best value money, fairness, integrity, transparency and effective international competition.

The PSC represents at managerial level the interests of the following roles and the respective organizations:

An Executive: individual representing the project ownership to chair the group.

- *A Representative of the MFA will fill this role.*

Beneficiary: individual or group of individuals representing the interests of those who will ultimately benefit from the project. The Senior Beneficiary's primary function within the PSC is to ensure the realization of project results from the perspective of project beneficiaries.

- *Department of Information Technologies of MFA will fill the Beneficiary role on this project.*

Supplier: individual or group representing the interests of the parties concerned which provide funding for specific cost sharing projects and/or technical expertise to the project. The Supplier's primary function within the PSC is to provide guidance regarding the technical feasibility of the project.

- *The Supplier on this project will be UNDP.*

The Project Assurance role supports the PSC by carrying out objective and independent project oversight and monitoring functions.

- *The UNDP Democratic Governance Portfolio Manager will hold the Project Assurance role.*

Project Manager: The Project Manager (PM) has the authority to run the project on a day-to-day basis on behalf of the Implementing Partner within the constraints laid down by the Board. The Project Manager's prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost.

- *Project management role will be undertaken by a National Project Coordinator. The NPC will be a staff of MFA to be assigned for the Project.*

Project Support: The Project Support role provides project administration, management and technical support to the Project Manager as required by the needs of the individual project or Project Manager.

Project support role will be undertaken by Project Associate, UNDP Portfolio Administrator and Program Service Center

Technical Assistance Team: The Project Technical Assistance team will be comprised of hardware, software and system developers. They will be recruited in accordance with the UNDP rules and regulations.

The monthly net gross remunerations of the positions, namely Software Developer, Hardware Developer and System Developer are subject to annual increase adjustment at least every two years in accordance with the increase revision of the UNDP Salary scale for Service Contract holders as well as the annual onetime performance bonuses of up to 3% that they may be entitled to.

Expertise: Depending on the requirements, both short term international and national consultants will be recruited.

Audit: The project will undergo annual audit by a certified auditor according to UNDP rules and regulations.

UNDP will provide its relevant knowledge and expertise in facilitating the capacity building and technical know-how activities. UNDP will be the responsible for coordinating the activities with the relevant stakeholders.

The Project activities will be implemented in line with UNDP financial rules and regulations and report to the national designated agency on quarterly expenditures through the Combined Delivery Report.

III. MONITORING FRAMEWORK AND EVALUATION

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- An Issue Log shall be activated in Atlas and updated by the Project Team to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Team to the Project Steering Committee through Project Assurance, using the standard report format available in the Executive Snapshot.
- A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- **Annual Progress Report.** An Annual Progress Report shall be prepared by the Project Team and shared with the Project Steering Committee. Annual Progress Report shall be developed during the fourth quarter of the year or soon after, assessing the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this Report will reflect the final assessments. This report is discussed by the Project Steering Committee and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

IV. LEGAL CONTEXT

This document together with CPAP signed with Government and UNDP through the legal framework of Revised Standard Agreement signed on 21 October 1965 constitute the instrument envisaged in Supplemental Provisions to the Project Document, attached hereto.

Consistent with Article III of Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the executing agency.

The executing agency shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the executing agency's security, health and safety and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

Results and Resources Framework

Intended Outcome as stated in the Country Program Results and Resource Framework:				
<p>Expected UNDCS (2016-2020) Outcome(s) UNDCS Outcome 2.1.: By 2020, central and local administrations and other actors more effectively protect and promote human rights, and adopt transparent, accountable, pluralistic and gender sensitive governance systems, with the full participation of civil society, including the most vulnerable</p> <p>CP Outputs(s): CP Output 2.1.4.: Strengthened local, regional and national governance mechanisms for participatory, accountable and transparent services</p> <p>Intended Outcome as stated in UNDP Strategic Plan 2014-2017 and Integrated Results to Resources Framework (IRRF): Outcome 2: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance</p>				
Project title and ID (ATLAS Award ID): Institutionalization and Broader Use of the E-Consulate System for Increased Efficiency in the Service Delivery of the Ministry of Foreign Affairs, Phase II				
INTENDED OUTPUTS	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	ASSUMPTIONS	INPUTS
<p>Output 1: Institutional capacity of the MFA enhanced for the full-fledged application of the e-Consulate system</p> <p>Indicator: Improved e-governance systems for more effective service delivery</p> <p>Baseline: E-consulate system reaching more than 6 million users</p>	<ol style="list-style-type: none"> Develop business intelligence (BI) and machine learning features Conduct periodic system improvement in the course of the project 	<p>MFA UNDP</p>	<p>Continued commitment of the senior management of the MFA to the project and introduced system</p> <p>Enhanced results based management improve service delivery and user satisfaction</p>	<p>Technical Assistance Team</p> <p>Local Consultants</p> <p>Travel and Accommodation</p> <p>Organizational Expenses</p>

<p>Output II: Accessibility of the established system enhanced through improved user-friendliness</p> <p>Indicator: Number of the individuals benefiting from the e-consulate system increased 20% by 2020</p> <p>Number of the services provided through the e-consulate system increased 30% by 2020</p> <p>Baseline: Number of the individuals benefiting from the e-consulate system is 6 million in 2015</p> <p>Number of the services provided through the e-consulate system is 2 million in 2015</p>	<p>1.Speed and quality of service delivery is increased resulting from introduced user friendly applications</p> <p>2. User satisfaction increased</p>	<p><i>MFA</i> <i>UNDP</i></p>	<p>Adaptability of the users for the newly introduced systems</p> <p>Increased demand to the system due to its accessibility, user-friendliness and cost and time efficiency</p>	<p>Technical Assistance Team</p> <p>Local Consultants</p> <p>Travel and Accommodation</p> <p>Organizational Expenses</p>
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Annual Work Plan

Year: 2016

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	Funding Source	Budget Description	Amount (USD)
		Q1	Q2	Q3	Q4				
Output I - Institutional capacity of the MFA enhanced for the full-fledged application of the e-Consulate system	1. Develop business intelligence (BI) and machine learning features	X	X	X	X	MFA UNDP	MFA	Technical Assistance Team	\$ 500,000
	2. Conduct periodic system improvement in the course of the project	X	X	X	X	MFA UNDP	MFA	Local Consultants Travel Miscellaneous expenses	\$ 300,000 \$ 30,000 \$ 7,000
Output II – Accessibility of the established system enhanced through	1. Develop tablet version for improved user friendliness			X		MFA UNDP	MFA	Technical Assistance Team	\$ 236,311

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount (USD)
Output I - Institutional capacity of the MFA enhanced for the full-fledged application of the e-Consulate system	1. Develop business intelligence (BI) and machine learning features	X	X	X	X	MFA UNDP	Technical Assistance Team	\$ 576.000	
	2. Conduct periodic system improvement in the course of the project	X	X	X	X	MFA UNDP	Local Consultants	\$ 200.000	
Output II – Accessibility of the established system enhanced through improved user-friendliness	1. Develop tablet version for improved user friendliness	X	X	X	X	MFA UNDP	Technical Assistance Team	\$ 217.000	
	2. Conduct mapping activity and develop other means for increased user friendliness	X	X	X	X	MFA UNDP	Local Consultants	\$ 80.000	

Year: 2018

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount (USD)
Output I - Institutional capacity of the MFA enhanced for the full-fledged application of the e-Consulate system	1. Develop business intelligence (BI) and machine learning features	X	X	X	X	MFA UNDP	MFA	Technical Assistance Team	\$ 576.000
	2. Conduct periodic system improvement in the course of the project					MFA UNDP	MFA	Local Consultants	\$ 100.000
								Miscellaneous expenses	\$ 10.000
								Travel	\$ 10.000
Output II - Accessibility of the established system enhanced through improved user-friendliness	1. Develop tablet version for improved user friendliness			X		MFA UNDP	MFA	Technical Assistance Team	\$ 270.000
	2. Conduct mapping activity and develop other means for increased user friendliness				X			Local Consultants	\$ 80.000

Year: 2019

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	Funding Source	Budget Description	Amount (USD)
		Q1	Q2	Q3	Q4				
Output I- Institutional capacity of the MFA enhanced for the full-fledged application of the e-Consulate system	1. Develop business intelligence (BI) and machine learning features	X	X	X	X	MFA UNDP	MFA	Technical Assistance Team	\$ 576.000
	2. Conduct periodic system improvement in the course of the project	X	X	X	X			Local Consultants	\$ 150.000
	1. Develop tablet version for improved user friendliness		X			MFA UNDP		Travel	\$ 10.000
Output II – Accessibility of the established system enhanced through			X	X	X	MFA UNDP	MFA	Miscellaneous expenses	\$ 10.000
		X					Technical Assistance Team	\$ 170.000	

Year: 2020

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount (USD)
Output I- Institutional capacity of the MFA enhanced for the full-fledged application of the e-Consulate system	1. Develop business intelligence (BI) and machine learning features	X	X	X	X	MFA UNDP	MFA	Technical Assistance Team	\$ 576,000
	2. Conduct periodic system improvement in the course of the project	X	X	X	X			Miscellaneous Expenses	\$ 10,000
Output II – Accessibility of the established system enhanced through improved user-friendliness	1. Develop tablet version for improved user friendliness	X	X	X	X	MFA UNDP	MFA	Technical Assistance Team	\$ 264,949,96

**ANNEX I:
PAYMENT SCHEDULE BY MINISTRY OF FOREIGN AFFAIRS**

Special Clauses. In case of government cost-sharing through the project which is not within the CPAP, the following clauses should be included:

Payment Schedule by MFA:

1st Installment (January 2016): USD 2,900,000
2nd Installment (January 2018) : USD 2,900,000

To the following Bank Account of UNDP:

Bank Name: Bank of America
Address: 1401 Elm St., Dallas TX 75202
Account Number: 3752207404
Account Title: UNDP Representative in Turkey (USD) Account
ACH Routing Number: 111000012 [to be used only by US-based banks using ACH payment type]
Wire Routing Number: 026009593
SWIFT Code: BOFAUS3N

The value of the payment, if made in a currency other than United States dollars, shall be determined by applying the United Nations operational rate of exchange in effect on the date of payment. Should there be a change in the United Nations operational rate of exchange prior to the full utilization by the UNDP of the payment, the value of the balance of funds still held at that time will be adjusted accordingly. If, in such a case, a loss in the value of the balance of funds is recorded, UNDP shall inform the Government with a view to determining whether any further financing could be provided by the Government. Should such further financing not be available, the assistance to be provided to the project may be reduced, suspended or terminated by UNDP.

The above schedule of payments takes into account the requirement that the payments shall be made in advance of the implementation of planned activities. It may be amended to be consistent with the progress of project delivery.

UNDP shall receive and administer the payment in accordance with the regulations, rules and directives of UNDP.

All financial accounts and statements shall be expressed in United States dollars.

If unforeseen increases in expenditures or commitments are expected or realized (whether owing to inflationary factors, fluctuation in exchange rates or unforeseen contingencies), UNDP shall submit to the government on a timely basis a supplementary estimate showing the further financing that will be necessary. The Government shall use its best endeavors to obtain the additional funds required.

If the payments referred above are not received in accordance with the payment schedule, or if the additional financing required in accordance with paragraph []above is not forthcoming from the Government or other sources, the assistance to be provided to the project under this Agreement may be reduced, suspended or terminated by UNDP.

Any interest income attributable to the contribution shall be credited to UNDP Account and shall be utilized in accordance with established UNDP procedures.

In accordance with the decisions and directives of UNDP's Executive Board:

The contribution shall be charged:

- (a) [3%]cost recovery for the provision of general management support (GMS) by UNDP headquarters and country offices

Ownership of equipment, supplies and other properties financed from the contribution shall vest in UNDP. Matters relating to the transfer of ownership by UNDP shall be determined in accordance with the relevant policies and procedures of UNDP.

The contribution shall be subject exclusively to the internal and external auditing procedures provided for in the financial regulations, rules and directives of UNDP.”

**ANNEX II:
OFFLINE RISK LOG**

Project Title: Additional Component for the Institutionalization and Broader Use of the E-Consulate System for Increased Efficiency in the Service Delivery of the Ministry of Foreign Affairs	Award ID: TBC	Date:
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#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted , updated by	Last Update	Status
1	Staff turnover in the missions may hamper the pace of responsiveness	During the implementation	Implementation	Below standard implementations P= 3	Identify the source of low ownership and trust and develop response strategies accordingly	MFA UNDP			
2	Turnover at the central level may cause some delays in the implementation of the project	During the implementation	Environmental Implementation	Transition period to understand the project P=3	Comprehensive handover notes prepared and close back up arrangements in place	MFA UNDP			