



# **ASSESSMENT OF DEVELOPMENT RESULTS: Turkey**

Evaluation of UNDP contribution to development results in Turkey

**DRAFT REPORT**

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## **ABBREVIATIONS / ACRONYMS**

|           |  |
|-----------|--|
| ADR       | Assessment of Development Results                        |
| CO        | UNDP Country Office Turkey                               |
| CoE       | Council of Europe  |
| CPAP      | Country Programme Action Plan                            |
| DG        | Democratic Governance                                    |
| EC        | European Commission                                      |
| EO        | Evaluation Office  |
| EU        | European Union   |
| ENV       | Environment and Sustainable Development                  |
| FAO       | Food and Agriculture Organization                        |
| GDP       | Gross Domestic Product                                   |
| GEF       | Global Environment Facility                              |
| GNI       | Gross National Income                                    |
| ICT       | Information and Communication Technologies               |
| IDP       | Internally Displaced Persons                             |
| IFAD      | International Fund for Agricultural Development          |
| ILO       | International Labour Organization                        |
| IOM       | International Organization for Migration                 |
| MARA      | Ministry of Agriculture and Rural Affairs                |
| MDGs      | Millennium Development Goals                             |
| MIC       | Middle-income country                                    |
| NHDR      | National Human Development Report                        |
| OECD      | Organisation for Economic Cooperation and Development    |
| ODA       | Official Development Assistance                          |
| OPEC-OFID | Organization of the Petroleum Exporting Countries        |
| FID       | Fund for International Development                       |
| PR        | Poverty Reduction  |
| RBEC      | Regional Bureau for Europe and CIS                       |
| RC        | Resident Coordinator System                              |
| ROAR      | Results-oriented Annual Reports                          |
| SPO       | State Planning Organization                              |
| TIKA      | Turkish International Cooperation and Development Agency |
| ToR       | Terms of Reference                                       |
| Türkstat  | Turkish Statistical Institute                            |
| UN        | United Nations   |
| UNCDF     | United Nations Capital Development Fund                  |
| UNCT      | United Nations Country Team                              |
| UNDAF     | United Nations Development Assistance Framework          |
| UNDP      | United Nations Development Programme                     |
| UNFCCC    | United Nations Framework Convention on Climate Change    |
| UNFPA     | United Nations Population Fund                           |
| UNHCR     | United Nations High Commissioner for Refugees            |
| UNIC      | United Nations Information Centres                       |
| UNICEF    | United Nations Children's Fund                           |
| UNIDO     | United Nations Industrial Development Organization       |
| UNODC     | United Nations Office of Drugs and Crime                 |
| WB        | World Bank   |

WFP            United Nations World Food Programme  
WHO           World Health Organization

The present report comprises an executive summary, six chapters, and eight annexes.

The executive summary presents the ADR's key findings, conclusions and recommendations.

**Chapter 1** introduces the ADR by noting objectives, methodology and limitations.

**Chapter 2** sets the national context, outlines the main developments since the last ADR, and presents current development challenges.

**Chapter 3** introduces the UN and UNDP in Turkey.

**Chapter 4** assesses the UNDP's contribution to development results in Turkey in the Focus Areas of democratic governance, poverty reduction, environment and sustainable development, and for a series of cross-cutting issues and horizontal factors including Observations on Country Programme design and management.

**Chapter 5** reflects on the UNDP's strategic positioning in Turkey, and

**Chapter 6** completes the ADR by presenting conclusions, recommendations and transferrable lessons

# Executive Summary

This executive summary briefly sets out the Assessment of Development Results' (ADR) objectives and method, presents the findings, and notes the main conclusions and recommendations.

## Objectives

In line with the Terms of Reference, the main focus was on assessing: (1) UNDP's strategic position in Turkey; (2) UNDP's performance in contributing to development results in Turkey; (3) whilst assessing past performance, the ADR is forward looking, thus supporting the ongoing preparation of the next programming cycle in Turkey.

## Method

A set of evaluation questions guided the assessment of the UNDP's contribution to development results in the different Focus Areas by looking at the following evaluation criteria: Responsiveness, Relevance and programme design, Effectiveness, Sustainability and Efficiency; and by exploring the UNDP Added Value, Approaches, UNDP Additional Roles and Functions, Social Equity and Partnerships.

Whilst the assessment focused on the level of the Focus Areas, a selection of 29 projects and related non project activities were reviewed to facilitate an in-depth understanding of the UNDP's portfolio in Turkey. The assessment made ample use of programme and project-related documentation. However, direct interviews with stakeholders across Turkey provided the most valuable insights for the ADR. Some 150 interviews were conducted throughout July and August 2009, involving 71 institutions.

## Findings

The following points outline the main findings for the Focus Areas Democratic Governance, Poverty Reduction, Environment and Sustainable Development, and for a series of horizontal and cross-cutting issues.

- **Democratic Governance:** The UNDP has made a strong contribution to local government reform by assisting the Turkish government in adopting a more participative approach to local decision making. UNDP support for strengthening the participation of women in politics is considered to have contributed to the, albeit modest, increase of women parliamentarians in the last general elections. Moreover, thanks to strong UNDP advocacy, youth issues now figure more visibly on the political agenda. In the emerging justice cluster there are first indications that UNDP support is contributing to justice reform. In relation to internally displaced persons, UNDP support has contributed to Turkey's development results via focused capacity development and policy work. Overall, the Focus Area of democratic governance is characterised by a strong focus on vulnerable groups and successful advocacy work.
- **Poverty Reduction:** The UNDP has contributed to the development of pro-poor policy by providing support for enhanced social assistance coordination and policy. The UNDP has also made a direct contribution to reducing poverty via its regional development initiatives targeting the country's least developed regions. Substantial

training for the regions' private sector has been complemented with the establishment of market entries, thus enhancing sustainability. Successful experimentation on the ground has helped shape government policy. The UNDP's private sector work has been instrumental in introducing and consolidating the concept of Corporate Social Responsibility in Turkey. Overall, the UNDP's interventions in this area strongly centred on vulnerable groups, and most interventions have concentrated on Turkey's least developed regions. Interventions have also been characterised by successful private sector engagement.

- **Environment and Sustainable Development:** The UNDP has made a substantial contribution to the Country Programme Outcome 'The conservation and sustainable use of natural resources is strengthened', however, limited progress with project implementation has constrained the UNDP's contribution with regard to the second Country Programme Outcome 'Access to sustainable energy services is increased'. UNDP support has been instrumental in shaping Turkey's climate change policy and international negotiation towards post 2012, which resulted in the preparation of the National Climate Change Strategy and integration of sustainable development principles into sectoral policies. Moreover, via a series of pilot projects, the UNDP has significantly increased awareness on biodiversity, climate change and water issues. The UNDP's strong engagement of the private sector is considered a particular added value of the UNDP's support in this Focus Area. Moreover, interventions have been successfully supported by the UNDP's advocacy work.
- **Horizontal and cross cutting issues:** During the period under review, the UNDP has made a strong contribution to **social equity** under its three main Focus Areas. This was either achieved by directly focusing on vulnerable groups (e.g. Focus Area democratic governance) or implementation in Turkey's least developed regions (e.g. Focus Area poverty reduction), or by raising awareness on sectoral policy implications for poverty (e.g. Focus Area environment and sustainable development). With regard to gender, the UNDP's efforts have been instrumental in promoting the concept of gender mainstreaming in Turkey, whilst specific projects focusing on gender equality have contributed to increasing women participation in politics. On South-South cooperation, evaluation findings confirm the potential for exchanges with other upper-middle-income economies facing similar challenges in the environmental and poverty reduction Focus Areas, as well as with regard to gender. Finally, the UNDP's systematic advocacy work has facilitated visibility and dissemination of project outcomes.

## Conclusions

Findings led to the following conclusions:

**Conclusion 1: During the period under review, UNDP support has continued to meet its Turkish partners' development needs.**

In delivering the country programme, the UNDP has been highly responsive to accommodate emerging needs, both at the sectoral level (e.g. in the area of justice) as well as within ongoing interventions (pragmatic approach to adapting project activities to needs identified during implementation).

**Conclusion 2: UNDP assistance has effectively contributed to development results in Turkey, however in some cases, it has been constrained by a lack of thematic**

**concentration as a result of UNDP being too responsive and comparatively small scale UNDP support which is very much focused on pilot and preparatory assistance projects and complementary initiatives**

Development results have mainly been achieved by assisting the Turkish partners in establishing a more conducive environment for achieving national development targets and the MDGs. Particularly important contributions have been made with regard to raising awareness on development needs (e.g. youth), enhancing capacities for policy formulation and implementation (e.g. local government, sustainable development, climate change etc.), and directly contributing to poverty reduction via the development of human resources (e.g. the regional development initiatives). Although, effectiveness has, in some cases, been constrained by a lack of thematic concentration within the Focus Areas, and this is particularly valid with regard to the Focus Areas of democratic governance and the environment and sustainable development which includes an ambitious list of priorities.

As in other MICs, UNDP support is to some degree characterised by small to medium scale support (modest project budgets / short implementation periods). This has been explained with the intention to first test, pilot initiatives before intervening on a larger scale (some are preparatory assistance projects and complementary initiatives) as well as UNDP focus on capacity development. The ADR evaluation team found that this approach risk putting a burden on limited partner resources (participation in project activities). It does, however, test Government commitment and can encourage to greater national ownership in the longer term. The ADR also notes that between 2006 to 2008, the number of small scale projects has decreased.

The UNDP has made a strong contribution to social equity under its three Focus Areas. This was either achieved by directly focusing on vulnerable groups or implementation in Turkey's least developed regions, or by raising awareness on sectoral policy implications for poverty. With regard to gender, the UNDP's efforts have been instrumental in promoting the concept of gender mainstreaming in Turkey, whilst specific projects focusing on women have contributed to increasing women participation in politics. On South-South cooperation, there is potential for exchanges with other upper-middle-income economies facing similar challenges in the environmental and poverty reduction Focus Areas, as well as with regard to gender.

**Conclusion 3: UNDP outcomes' have in general a high degree of sustainability, with exceptions.**

In the context of its project interventions, with some exceptions, UNDP has, generally, emphasised sustainability at an early stage of project implementation. Sustainability was supported by establishing concrete instruments that project partners were enabled to use beyond the completion of UNDP assistance, or by ensuring that human resources development was delivered with a view to direct application in the market. Moreover, strong advocacy work ensured the required visibility to motivate political support and contributed to country-wide dissemination.

However, the ADR evaluation team has also come across cases of more limited sustainability. The main causes include efficiency issues (e.g. delayed project activities due to lengthy and complex corporate procurement procedures), and lack of critical mass, limiting the scope of project activities and failing to generate strong national engagement.

UNDP has successfully addressed its budget constraints (limited UNDP core resources), by brokering and establishing strong and effective development partnerships with the

Turkish government, multilateral and bilateral partners, and the private sector. These four groups now account for over 90% of the UNDP's programme budget in Turkey. The increasing Turkish government and private sector contributions also demonstrate the successful inclusion of all relevant actors to contribute to Turkey's development results.

The UNDP's contribution to development results has been supported by information sharing and coordination efforts, both at the sectoral level (e.g. thematic working group on gender issues, youth etc), and with regard to specific groups of partners (e.g. briefing meetings with the bilateral partners). However, despite recommendations under the 2004 ADR, some of the coordination work was only initiated in 2008 and 2009, and there remains further scope for supporting national led sectoral coordination should this be called for by national partners.

**Conclusion 4: Despite the strong 2004 ADR recommendations, the overall UNDP monitoring and evaluation practice remains weak; this hinders UNDP to do justice to its generally effective contribution to development results.**

Whilst the office has developed best practices for monitoring and evaluation (e.g. for the regional development initiatives), generally, corporate UNDP monitoring and evaluation practice are less comprehensive than those adopted by other multilateral organisations (e.g. the World Bank or the EC). This is largely explained by the lack of adequate funding for project monitoring and evaluation, e.g. the CO does not have a specialised monitoring and evaluation specialist. Weak monitoring and evaluation fails to do justice to the UNDP's generally effective contribution to development results in Turkey, i.e. the many success stories can not be substantiated with evidence from monitoring and evaluation, and this threatens to constrain the UNDP's partnerships with organisations with stronger monitoring and evaluation requirements.

## Recommendations

Strategic recommendations address two levels; the programming and the operational level (note that the report also includes numerous project-related and other punctual recommendations).

### Programming level

**Recommendation 1: Ensure a strong Programmatic thematic focus. Yet strong thematic focus does not prevent UNDP from developing innovative partnerships which are in line with its policy on MICs.**

Considering the very strong presence of both multilateral and bilateral partners in the Focus Area of environment and sustainable development, the UNDP's effectiveness in contributing to development results is likely to benefit from a stronger programmatic approach (e.g. with a focus on climate change and engaging the private sector to contribute to the conservation of biodiversity, the sustainable use of water resources and energy efficiency). Also, within the Focus Area of democratic governance, the development of the justice sector would require a continued careful preparation and coordination with the UNDP's partners in order to avoid duplication with the activities of other multilateral partners.

**Recommendation 2: UNDP CO should ensure balance between policy advice at the central level and project implementation work on the ground, the stronger integration of social equity considerations in project selection, and attention to ‘critical mass’ of individual interventions.**

Within the Focus Areas, there should be a balance between policy advice at central level and project-level work on the ground. For example, the Focus Area of Poverty reduction has benefited from a strong element of cross-fertilisation between policy work and project level implementation on the ground. It is important to maintain the overall balance between policy work and project-level implementation. Considering the increasing volume of EC funding for project-level work (e.g. the establishment and development of regional development agencies and business centres), the UNDP can add value by intensifying cooperation with its Turkish partners at the central level to develop capacities for formulating and coordinating poverty reduction policy. Moreover, when selecting specific interventions, and following the example of the UNDP CO practice established with regard to gender mainstreaming, a similar practice for the consideration of social equity is likely to strengthen programming in line with the UNDP’s mission statement, and help avoiding the inclusion of projects of less immediate relevance for the three Focus Areas. For example, considering the CO’s particularly successful engagement of the private sector to contribute to development results in the Focus Areas of poverty reduction and environment and sustainable development, there might be further potential for strengthening the private sector’s contribution by focusing private sector activity more strongly on Turkey’s least developed regions. Following recommendations from high level consultations and evaluation, an office was established in Istanbul to better leverage the support and facilitate the engagement of Turkish and international private sector.

The recent stronger focus on Turkey’s less developed regions should be pursued, this shift could be supported by establishing a stronger presence in one of the emerging business capitals in Turkey’s Eastern regions (whilst maintaining a presence in Istanbul for liaison purposes).

**Recommendation 3: Tangible outcomes, especially in politically sensitive areas such as justice and internal affairs, require resource-intensive and long-term interventions (budget and time lines), therefore UNDP CO should continue to make financial and human resources investments in these fields.**

In this context, it is noteworthy that the emerging thematic area of justice is sustained with limited expertise at the CO level. Following standard approach and UNDP’s organisational set up the CO is advised to consolidate this thematic area by continuing using more in house senior-level expertise made available mostly by the Regional Centre in Bratislava and UNDP headquarters.

## **Operational level**

**Recommendation 4: UNDP CO should further develop partnerships and continue strengthen coordination mechanisms.**

As already recommended by the 2004 ADR, UNDP CO programming in the three Focus Areas would benefit from more in-depth annual consultation with the SPO and other relevant governmental, NGO, academia and private sector partners. The existing annual review meetings at senior level could become a more substantive platform for providing

feedback on planned future interventions (pipeline) and effectiveness of ongoing or completed interventions. Moreover, considering the presence of other multilateral partners in the thematic area of justice, the UNDP CO is advised to continue strengthen partner consultations with a view to ensuring synergies and avoiding overlaps (e.g. establishment of a thematic working group). Finally, during the ADR consultations, the bilateral partners have expressed a strong interest in receiving more systematic information on the UNDP's interventions in Turkey. It is therefore recommended to organise more regular briefings with the bilateral partners in particular with the ones that have a specific development cooperation or sectoral interest in cooperation with Turkey, and that are therefore more likely to engage in longstanding cooperation with the Turkish partners.

**Recommendation 5: Ensure systematic monitoring and consider a more systematic follow-up on agreed ADR recommendations.**

The effectiveness of the UNDP's contributions to development results is likely to benefit strongly from more systematic monitoring, thus enabling new interventions to build on a sound understanding of past experience, and facilitating evaluation and assessment of development impact. The UNDP CO will require additional resources (e.g. RBEC advice) to support the establishment of high quality monitoring mechanisms across its Focus Areas, including the design of indicators that can be monitored, verification mechanisms and training on monitoring practice.

As noted throughout this report, there has been limited systematic follow-up on agreed ADR recommendations (e.g. ADR 2004 recommendations validated by the subsequent country programme). To enhance the ADR's effectiveness in contributing to UNDP accountability, it is recommended to integrate follow-up within the CO' annual reporting.

# 1 Introduction

The introduction presents the objectives and scope of the Assessment of Development Results (1.1), briefly outlines the methodology (1.2), and notes a series of limitations to the present evaluation (1.3).

## 1.1 Objectives and Scope

The Evaluation Office (EO) of the United Nations Development Programme (UNDP) periodically conducts country evaluations known as Assessment of Development Results (ADR) to capture and demonstrate evaluative evidence of the UNDP's contributions to development results at the country level. Turkey counts among the first countries subject to a second ADR (the first ADR was issued in 2004).

### **Box 1: What is an Assessment of Development Results?**

*An ADR is an independent programme-level evaluation of UNDP attainment of its intended and achieved results, as well as its contributions to the development results of the countries where it works. It is carried out by the UNDP Evaluation Office and addresses three sets of questions:*

- i. Is UNDP “doing the right things, “with a focus on relevance to the partners’ development goals, partnership and strategic positioning in the future?*
- ii. Is UNDP “doing things right, “with a focus on the effectiveness of its activities, efficiency of execution, and efficacy given internal and external contextual factors? Are there better ways of achieving the results?*
- iii. Are the results sustainable? Do they ensure sustainability with a focus on national and/or partner ownership, an enabling policy environment, capacity development, gender equality and other key drivers UNDP considers in assessing development effectiveness?*

*The ADR is not limited to assessing the current programme, but rather captures key results and effects over a five to seven year time period. It is, however, a forward-looking exercise and assesses whether the past results represent a sufficient foundation for future progress or if UNDP should take corrective measures.*

*The ADR focuses on outcomes, i.e., the changes in specific development conditions, but it does not assess a country or subregion’s overall achievements, nor is it the sum of evaluations of discrete projects and programme activities. It therefore does not go into detail of all the programmes or projects in a UNDP programme but is selective depending on the scope and design of the review.*

In line with the Terms of Reference (ToR), the main focus is on assessing:

- UNDP’s strategic position in Turkey
- UNDP’s performance in contributing (what and how) to development results in Turkey looking at three Focus Areas, namely Democratic Governance (DG), Poverty Reduction (PR) and Environment and Sustainable Development (ENV), as well as in relation to a series of horizontal and cross cutting issues (e.g. gender, South-South cooperation etc.). Key evaluation questions thus focus on the effectiveness and sustainability of the UNDP’s assistance to its Turkish partners.

Moreover, whilst assessing past performance, the ADR is forward looking. Pragmatic recommendations aim to facilitate an enhanced UNDP contribution to Turkey’s development results in the future. The ADR thus supports the ongoing preparation of the next programming cycle in Turkey.

## 1.2 Methodology

Drawing from the ToR, a set of evaluation questions (see annex 4 for details on the evaluation matrix) guided the assessment of the UNDP's contribution to development results in the different Areas and cross cutting issues by looking at the following evaluation criteria: Responsiveness, Relevance and programme design, Effectiveness, Sustainability and Efficiency; and by exploring the UNDP Added Value, Approaches, UNDP Additional Roles and Functions, Social Equity and Partnerships.

|   |
|---|
| <b>Box 2: Evaluation Questions?</b>   |
| <b>Responsiveness</b>   |
| Did the UNDP anticipate and respond to significant changes in the national development context (e.g. European Union accession process, increasing interest in regional development, strengthening support for the development of political and cultural rights in Turkey's Southeast)? What were the missed opportunities in programming (emerging Turkish government policy priorities, where the UNDP could contribute)?  |
| <b>Relevance and programme design</b>   |
| Is the UNDP intervention relevant to Turkey's national priorities (National Development Plan)? Is it integrated in national sectoral plans / programmes? Is the UNDP intervention 'justified' by critical mass (sufficient resources, time scale)? Who has initiated the intervention (national ownership)?   |
| <b>Effectiveness</b>  |
| Did the UNDP accomplish its intended objectives and planned results? What are the strengths and weaknesses of the programme? What are the unexpected results it yielded?  |
| <b>Sustainability</b>   |
| Is the UNDP's contribution sustainable? Are the development results achieved through UNDP contribution sustainable?   |
| <b>Efficiency</b>   |
| Is the cost of UNDP interventions comparable to other bilateral / multilateral support? Are UNDP interventions delivered according to time schedule?  |
| <b>Added value</b>  |
| What is the added value of UNDP expertise when compared with expertise offered by other bilateral / multilateral partners? What difference does it make for the Turkish partner institutions to cooperate with UNDP instead of any other partner (other international donors / technical assistance via consultancies)?   |
| <b>Approaches</b>   |
| Capacity development: Does the UNDP intervention integrate a capacity development approach (in line with the UNDP's 2008-2011 Strategic Plan)? Private sector engagement: Does the UNDP intervention integrate private sector engagement? Gender mainstreaming: Does the UNDP intervention integrate gender mainstreaming? South-South cooperation: Does the UNDP intervention integrate elements of South-South cooperation? Advocacy: Does the UNDP intervention integrate elements of advocacy / is the intervention integrated in wider UNDP advocacy work. |
| <b>UNDP Additional Roles and Functions</b>  |
| Is the intervention facilitated by UN Agency coordination (coordination between different UN agencies in the preparation or implementation of the assignment)? Is the intervention facilitated by UN regional coordination (coordination between the Regional Bureau in Bratislava and the CO in the preparation or implementation of the assignment)?  |
| <b>Social Equity</b>  |
| Did UNDP interventions contribute to reduce vulnerabilities in the country (regarding vulnerable groups, gender equality and regional disparities)? Did they in any way influence the existing inequities (exclusion / inclusion) in the society? Was the selection of geographical areas of intervention guided by need?   |
| <b>Partnerships</b>   |
| How has the UNDP leveraged partnerships within the government, as well as with national civil society and private sector?   |

Whilst the assessment focused on the level of the Focus Areas, a selection of 29 projects (accounting for some \$120 million and covering the entire period under review), and related non project activities were reviewed to facilitate an in-depth understanding of the UNDP's portfolio in Turkey. The project level review mainly focused on gathering concrete evidence on effectiveness and sustainability, and findings from the project level review are presented throughout Chapters 4 (The UNDP's contribution to national development results) and 5 (UNDP Strategic positioning).

| Box 3: Field Visits            |                          |
|--------------------------------|--------------------------|
| Areas                          | Location                 |
| Democratic Governance          | Istanbul, Van, Eskişehir |
| Poverty Reduction              | Şanlıurfa, Erzurum       |
| Environment                    | Adana, Eastern Anatolia  |
| Project Implementation Support | Sivas                    |
| Gender                         | Batman, Adana            |
| Strategy issues                | Ankara                   |

The evaluation was also guided by a review of the recommendations made by the previous ADR conducted in 2004. The present ADR has reviewed to which extent the 2004 ADR recommendations have been implemented, and where the 2004 ADR recommendations remain valid, this is noted in the assessment.

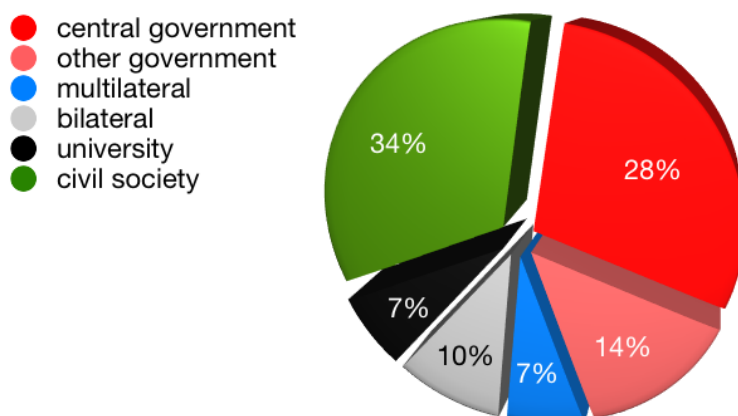
The assessment made ample use of programme and project-related documentation, including programming documents (e.g. the United Nations Development Assistance Framework (UNDAF), the Country Programme Documents (CPD) and Action Plan (CPAP), evaluations (when available) reviews (e.g. the UNDAF mid-term review), regular Country Office (CO) reports (e.g. the Results-oriented Annual Reports (ROAR)) and project reports. Documents and statistical data were triangulated with direct interviews with stakeholders across Turkey which provided the most valuable insights for the ADR. Some 150 interviews were conducted throughout July and August 2009, involving 71 institutions.<sup>1</sup>

Establishing a causal relation between the UNDP's interventions and contribution to development results in Turkey was a real methodological challenge. The team was faced with difficulties to identify the contribution of UNDP support to development results due to: firstly the nature of UNDP's cooperation (UNDP is not a donor nor a provider of development assistance but rather a partner and broker of development partnerships) and secondly the relatively modest financial contribution of UNDP support in relation to the country's development goals<sup>2</sup>.

<sup>1</sup> This includes 30 Turkish government institutions, 29 civil society organisations, seven bilateral partners, and five multilateral partners.

<sup>2</sup> The total programme budget amounts to \$133 million for the period 2004-2009, all figures from UNDP executive snapshot as of 17/08/2009. This compares with Turkish government public investment of about \$700 billion for the years 2004 to 2008, according to State Planning Organisation, 2009 Annual Programme, 2008, page 24.

Figure 1 - ADR Stakeholder Consultations



Source: Evaluation team records

In this context, the UNDP CO' significant support in facilitating interviews, making their own time available for interviews, and providing feedback on initial findings greatly supported the ADR evaluation team's efforts. Finally, the ADR evaluation team also benefited from guidance, discussions, comments and quality assurance from the UNDP evaluation office.

### 1.3 Limitations

In conducting the ADR, the evaluation team was confronted with a series of obstacles, including:

- limited availability of monitoring data and evaluations at programme and project levels (please see point 4.4.5 for further elaboration). Final project reports make limited use of valid monitoring indicators;
- poor quality of project-level documentation (e.g. final project reports are often rather descriptive with limited reflection on effectiveness and sustainability<sup>3</sup>);
- efficiency constraints caused by the timing of the ADR. As field missions were conducted during a period of summer and religious holidays in Turkey some key individuals were unavailable or untraceable. The limited availability of key stakeholders constrained the data collection and interviewing process. While attempting to remedy any gaps through triangulation, the Team accepted that in some rare cases information may be incomplete.

Limitations were addressed by organising more extensive stakeholder consultations to allow for the systematic triangulation of evaluation findings, and by reviewing project-level documentation in greater depth than initially envisaged (e.g. review of project progress and final reports as well as reports on specific project outputs).

<sup>3</sup> This comment is valid for the large majority of UNDP project documents. References for specific reports are provided in the Annexes.

## 2 National Context

This section provides an introduction to the main developments in Turkey since the last ADR (2.1), notes the related national responses and current development challenges (2.2) and introduces the role of external assistance (2.3). Please note that further contextual detail is provided in the introductions to the three Focus Areas under Chapter 4 below.

### 2.1 Developments 2004-2009

Overall developments in Turkey during 2004 to 2009 have been characterised by the country's important reform efforts in view of European Union (EU) accession, recurrent periods of political tensions and strong economic growth. With a view to the subsequent assessment of the UNDP's contribution to development results in the Focus Areas of Democratic Governance, Poverty Reduction and Environment and Sustainable Development, the following sections highlight key political developments (including on gender issues) (2.1.1), economic developments (2.1.2), and environmental developments (2.1.3).

#### 2.1.1 Political Developments

Whilst there had been limited progress on EU accession between 1999 and 2004 (the EU Helsinki Council recognized Turkey as a candidate country in December 1999), the accession negotiations were launched in late 2004. Since then, negotiations have been initiated on eight 'chapters',<sup>4</sup> though progress has been constrained over Turkey's Cyprus policy.<sup>5</sup> For Turkey, particular attention is paid to political accession conditions, namely democracy, rule of law, human rights, and the protection of minorities. Concerning the Focus Area of democratic governance, there have been significant developments since the last ADR, with extensive policy, institutional and legal reform. However, implementation of reforms, generally, remains too recent to allow for a measurement of achievements (e.g. laws require implementing regulations before becoming operational or need to pass review at the Constitutional Court etc.).<sup>6</sup> This is particularly valid with regard to legal reform on local government and public administration reform (e.g. the 2008 law on municipalities, was challenged at the Constitutional Court and the framework law on public administration reform and legislative framework for the Ombudsman remains to be adopted).

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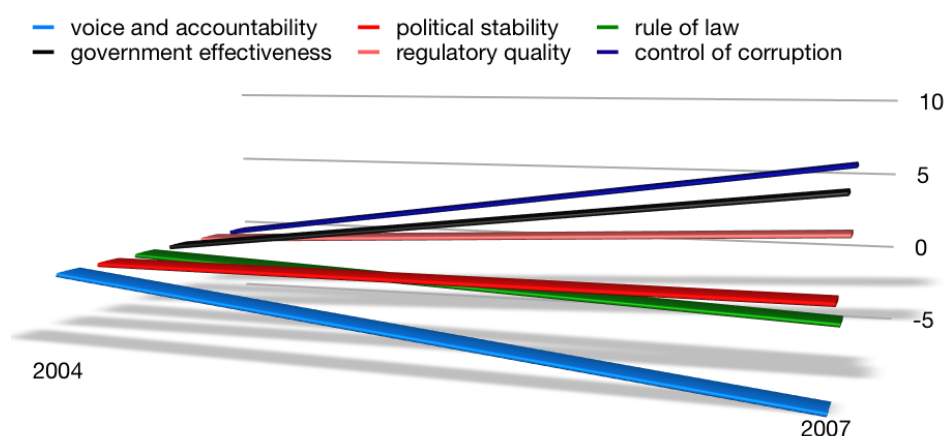
<sup>4</sup> Accession negotiations are organized around 32 chapters. Negotiations have been opened on the following chapters: Science and Research (June 2006), Enterprise and Industry (March 2007), Financial Control (June 2007), Statistics (June 2007), Trans-European Networks (December 2007), Consumer and Health Protection (December 2007), Intellectual Property (June 2008), Company Law (June 2008).

<sup>5</sup> In December 2006, the Council decided not to open negotiations on eight important chapters, namely: Free Movement of Goods, Right of Establishment and Freedom to Provide Services, Financial Services, Agriculture and Rural Development, Fisheries, Transport Policy, Customs Union and External Relations.

<sup>6</sup> E.g. key laws include the law on public financial administration and control (number 5018 / enacted in 2005), the law on metropolitan municipalities (number 5216 / enacted in 2004), the law on special provincial administrations (number 5302 / enacted in 2005), the law on municipalities (number 5393 / enacted in 2005), the law on unions of local administrations (number 5355 / enacted in 2005), the law on the right to information (number 4982 / enacted in 2004) etc.

The lack of implementation experience, combined with weak monitoring mechanisms, explain the modest progress on Turkey's governance indicators.<sup>7</sup> In the period 2004 to 2008, Turkey's ranking has deteriorated for the indicators 'voice and accountability' (by about 5 points), 'political stability' (0.1 point), 'rule of law' (by about 2 points); whilst the ranking has improved for 'government effectiveness' (by about 5 points), 'regulatory quality' (about 2 points) and 'control of corruption' (by 6 points). Turkey ranks well below the EU member states and some of the other candidate countries on 'voice and accountability' and 'political stability' whilst it is closer to the EU averages for the remaining governance indicators.

Figure 2 - Governance indicators 2004 - 2008 (% change)



Source: World Bank database 'Governance matters 2009'

The period under review has experienced political tensions. Besides the tensions related to the July 2007 general elections and the March 2009 local elections, there have been tensions over the 2005 reform of the penal code (for example; Article 301 related to Turkish identity), Turkey's secular status (e.g. wearing of head scarves in universities, the 2008 closure case against Turkey's governing party), civil-military relations (e.g. the ongoing Ergenekon case on the alleged conspiracy of former officers to overturn the government, and discussions over the outstanding reforms of the Turkish Armed Forces Internal Service Law and the Law on the National Security Council), and the situation of the judiciary (e.g. impartiality, outstanding establishment of regional courts of appeal, general effectiveness and independence of the system).<sup>8</sup>

Concerning gender, despite the government's efforts to improve the constitutional / legal framework to ensure gender equality (e.g. changes in the labour law to promote women employment), in practice there have only been modest improvements, e.g. in the 2007 general elections, the percentage of women parliamentarians has increased to 9.1% (from

<sup>7</sup> See the World Bank database 'Governance matters 2009' <http://info.worldbank.org/governance/wgi/index.asp>, accessed on 1 September 2009

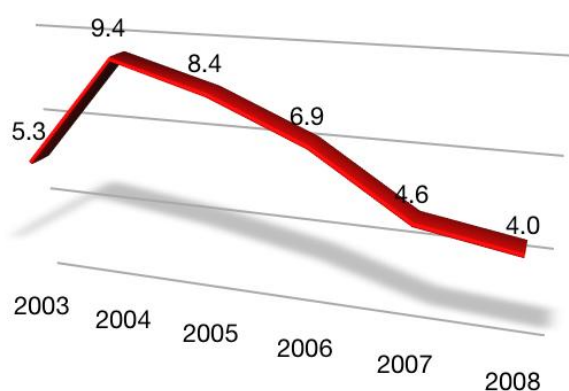
<sup>8</sup> Data for May 2008 show a total number of vacant posts for judges and prosecutors of 4,166. See European Commission, Commission Staff Working Document, Turkey 2008 Progress Report, page 9

4.4% in 2004). Moreover, women literacy and access to health services have improved. However, the overall situation of women in Turkey compares unfavourably with other upper-middle-income economies, including in areas such as access to education, health services, employment and participation in politics. Looking at the Gender Empowerment Measure, Turkey ranks on position 101 out of a total of 108 countries for which data is available, well below other upper-middle-income economies.<sup>9</sup> Gender inequalities are particularly serious in Turkey's least developed regions, e.g. women labour market participation stands at under 4% in South-Eastern Anatolia, as compared with the national average of 20%.<sup>10</sup> Turkey's General Directorate on the Status of Women confirms limited progress with the concept of gender mainstreaming.<sup>11</sup>

### 2.1.2 Economic Developments

Turkey has experienced significant economic growth during the period under review, with average annual Gross Domestic Product (GDP) growth of nearly 7% between 2004 and 2008 (see figure 2 below).<sup>12</sup> During this time, GDP per capita has increased by some 94% from \$5.779 in 2004 to \$11.228 in 2008 (see figures below).<sup>13</sup>

Figure 3 - GDP growth 2003-2008 (percentage change)



Source: State Planning Organisation, Annual Programme 2009

<sup>9</sup> The United Nation's Gender Empowerment Measure 'evaluates progress in advancing women's standing in political and economic forums. It examines the extent to which women and men are able to actively participate in economic and political life and take part in decision-making.' See [http://hdr.undp.org/en/statistics/indices/gdi\\_gem/](http://hdr.undp.org/en/statistics/indices/gdi_gem/) accessed on 6 October 2009. The ten lowest scoring countries include: Qatar (99), Sri Lanka (rank 100), Turkey (101) Tonga (102), Iran (103), Morocco (104), Algeria (105), Saudi Arabia (106), Egypt (107), Yemen (108) See <http://data.un.org/DocumentData.aspx?id=118> accessed on 6 October 2009

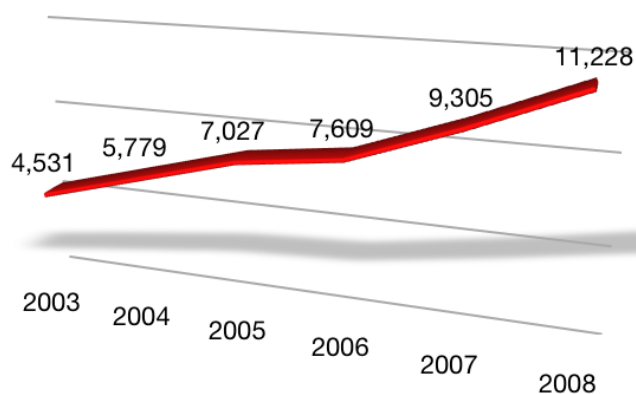
<sup>10</sup> Gender Focal Point, UNDP (2008) "Gender in UNDP" page 2

<sup>11</sup> General Directorate on the Status of Women, National Action Plan Gender Equality, 2008-2013 page 13

<sup>12</sup> In current US\$, See State Planning Organisation, 2009 Annual Programme, 2009, page 6

<sup>13</sup> In current US\$, See State Planning Organisation, 2009 Annual Programme, 2009, page 6

Figure 4 - GDP per capita 2003-2008 (in current US\$)

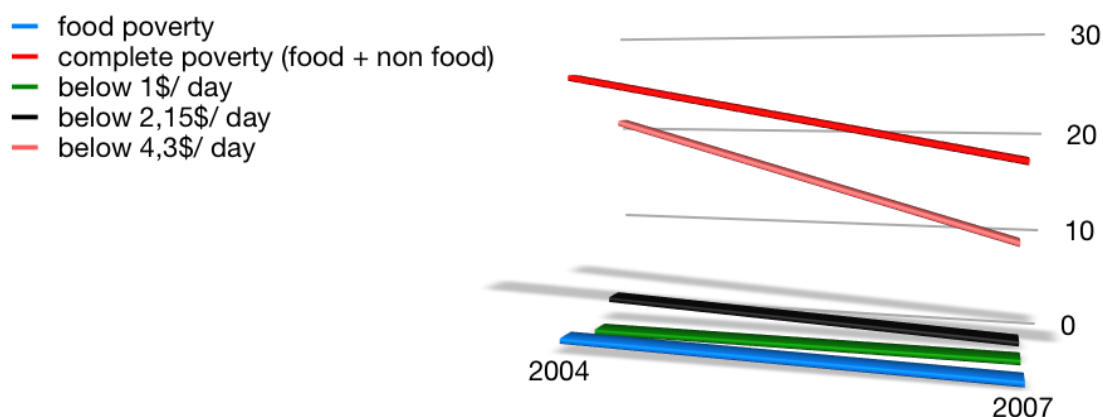


Source: State Planning Organisation, Annual Programme 2009

Data shows that within the current group of 46 upper-middle-income economies, Turkey ranks on tenth position (Gross National Income (GNI) per capita of \$9,340, as compared to \$11,880 for Poland, the highest ranking upper-middle-income economy, and well above the EU member states Romania and Bulgaria (GNI per capita of respectively \$7930 and \$5490)).<sup>14</sup>

During 2004 to 2008, there has also been progress with regard to the Millennium Development Goals (MDGs) poverty indicators: food poverty has decreased by 60% to 0.54% of the population; complete poverty (food and non-food) has decreased by nearly 30% to 18.56% of the population; the percentage of the population living with under \$1 per day is recorded at zero (0.2 in 2004), under \$2,15 at 0.63% (decrease of 75%) and under \$4,3 at 9.53% (decrease of 54%).<sup>15</sup>

Figure 5 - Millennium Development Goal indicators 2004-2008 (% of the total population)



Source: Türkstat poverty indicators 2007

<sup>14</sup> GNI in current US\$, World Bank data and statistics website, see <http://siteresources.worldbank.org/DATASTATISTICS/Resources/GNIPC.pdf> for GNI figures, accessed on 11 September 2009

<sup>15</sup> Türkstat poverty indicators 2007

However, there are strong regional disparities with GDP in the Eastern and Southern Anatolia and Black Sea regions some 60% below national figures.<sup>16</sup> The government recognises the need for stronger regional convergence in the current 9th Development Plan (2007-2013), and significant national and multilateral resources are allocated to regional development.<sup>17</sup> Finally, Turkey can now be considered an emerging donor country with development assistance increased by nearly 120% between 2004 and 2008 (amounting to \$602 million in 2007, i.e. 0.09% of GNI,<sup>18</sup> and further increased to \$742 million in 2008).

### 2.1.3 Environmental Developments

Since the last ADR, Turkey has made significant progress with adopting policies and environmental legislation in line with EU accession as well as international requirements.<sup>19</sup> Environmental and energy indicators show some progress since the last ADR,<sup>20</sup> e.g. municipal waste generation has remained largely stable between 2004 and 2007 (waste generation has only increased by about 2%), and the significant investments in environmental infrastructure have helped increase secondary waste water treatment by about 19%. However, overall developments are rather critical, e.g. electricity consumption has increased by 32%, the amount of electricity provided by renewable energies has decreased by 38%, greenhouse gas emissions have increased by nearly 26% etc. Critical developments are mainly explained by the pressure of economic growth on the environment. Moreover, much of the environmental legislation introduced in line with the accession requirements still remains to be effectively implemented (weak implementation capacities, coordination challenges (or gaps) between environmental actors).

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<sup>16</sup> Türkstat

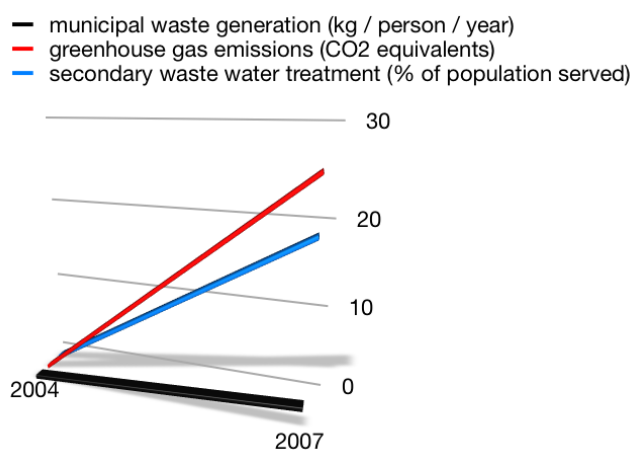
<sup>17</sup> E.g. European Commission regional development funding has increased from €73 million in 2004 to €183 million in 2009.

<sup>18</sup> [http://www.tika.gov.tr/EN/Icerik\\_Detay.ASP?Icerik=790](http://www.tika.gov.tr/EN/Icerik_Detay.ASP?Icerik=790)

<sup>19</sup> Note in particular the ratification of the United Nations Framework Convention on Climate Change in 2004, the Environmental Approximation Strategy adopted in 2006, the Law on Environment as revised in 2006, and in the area of energy, the Energy Efficiency Law of 2007. In February 2009, the Kyoto Protocol was ratified.

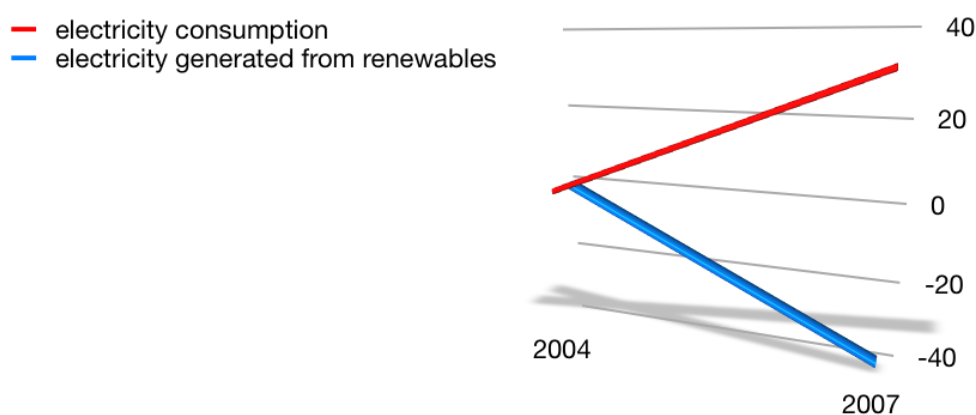
<sup>20</sup> All environmental indicators from EUROSTAT. For the environment, see <http://epp.eurostat.ec.europa.eu/portal/page/portal/environment/introduction>; for energy, see <http://epp.eurostat.ec.europa.eu/portal/page/portal/energy/introduction>

Figure 6 - Environmental indicators (percentage change)



Source: Eurostat database, September 2009

Figure 7 - Energy indicators (percentage change)



Source: Eurostat database, September 2009

## 2.2 National response and current development challenges

Turkey's response to national development challenges is mainly set forth in its regular development plans. The current National Development Plan covers the period 2007 to 2013.<sup>21</sup> In the background of its wider vision 'Turkey, a country of information society, growing in stability, sharing more equitably, globally competitive and fully completed her coherence with the European Union', the plan includes five strategic objectives, namely:<sup>22</sup>

- Increasing Competitiveness
- Increasing Employment

<sup>21</sup> State Planning Organization, Ninth Development Plan 2007-2013, as approved by the Turkish Grand National Assembly on 28 June 2006 (Law 877).

<sup>22</sup> State Planning Organization, Ninth Development Plan 2007-2013, 2006, pages 11-12.

- Strengthening Human Development and Social Solidarity
- Ensuring Regional Development
- Increasing Quality and Effectiveness in Public Services

The State Planning Organization (SPO, a Prime Ministry Undersecretariat) ensures overall coordination and implementation of the Development Plan via annual programmes.<sup>23</sup>

The following sections briefly outline the national response to the main challenges in the areas of democratic governance (including gender issues) (2.2.1), poverty reduction (2.2.2), and the environment and sustainable development (2.2.3). Finally, a series of new challenges are noted (2.2.4)

### 2.2.1 National Response to democratic governance challenges

Whilst the National Development Plan mainly focuses on economic development issues, there is a horizontal focus on improving governance in the context of delivering economic development policy. Moreover, the National Development Plan includes a specific governance-related policy objective, namely ‘Increasing Quality and Effectiveness in Public Services’. To improve the effectiveness and quality of public sector services, the National Development Plan proposes to review the organisation of public service providers and build institutional and individual capacities. Moreover, there is a specific focus on the local level: ‘Delegation of powers and duties from the central government to the local administrations will be realized in accordance with the principles laid down by the European Charter of Local Autonomy’, with delegation to be accompanied by strengthening local capacities, and transferring financial resources.<sup>24</sup>

The National Development Plan also includes a specific focus on the ‘effective provision of justice and security systems’.<sup>25</sup> In relation to this, a judicial reform strategy was issued in 2008, focusing on enhancing the judiciary system (e.g. efficiency and effectiveness, access to justice, professional standards etc). The SPO’s Annual Programme for 2009 recognises the outstanding challenges: ‘Nevertheless, the inability to fair trial rule as a full, to adequately follow new developments in forming legal rules, to attainability of desired standards in legal education, to eliminate problems with quality and quantity of human resources in the judicial system, to meet the physical and technical infrastructure requirements sufficiently, and slow and ineffective operations of the trial process prevent in great extent effective and equity provision of judicial services’.<sup>26</sup>

The National Development Plan does not include a specific chapter on gender or a specific gender-related development axis, however, equal opportunities are emphasised throughout the Plan, in particular in relation to employment, (vocational) education and health issues, ensuring a specific focus on the participation of women or girls in relevant

<sup>23</sup> See for example the current 2009 Annual Programme as adopted in 2008 (Decree 2008/14200)

<sup>24</sup> State Planning Organization, Ninth Development Plan 2007-2013, as approved by the Turkish Grand National Assembly on 28 June 2006 (Law 877). page 109

<sup>25</sup> State Planning Organization, Ninth Development Plan 2007-2013, as approved by the Turkish Grand National Assembly on 28 June 2006 (Law 877). page 108

<sup>26</sup> State Planning Organization, 2009 Annual Programme, page 188

programmes. The most recent annual implementation plan includes a gender specific priority, namely, ‘Participation of women in the economic and social life shall be ensured and social awareness shall be raised with regard to prevent violence against women’.<sup>27</sup> The main focus is on implementing the National Action Plan of Gender Equality of the Republic of Turkey Prime Ministry General Directorate on the Status of Women.

### 2.2.2 National Response to poverty challenges

In the wider context of its growth agenda, the National Development Plan includes a specific focus on poverty reduction. Set in the context of strengthening human development and solidarity, the National Development Plan aims to eradicate poverty via a more inclusive economic growth policy with poverty reduction to be addressed horizontally under the government’s employment, education and health policies. A wide range of poverty reduction instruments is noted, including more efficient social services, income-generating projects, (vocational) education (with an emphasis on women and rural areas), government-NGO partnerships etc.<sup>28</sup> Whilst not explicitly mentioned in the National Development Plan, most of the MDGs are reflected throughout the Plan.<sup>29</sup> The Plan also includes a specific focus on eliminating the subsisting strong regional disparities, with a dedicated development axis focusing on regional development.

### 2.2.3 National Response to environmental and sustainable development challenges

The National Development Plan addresses challenges with regard to the areas of the environment and energy in the framework of its wider competitiveness objectives. With regard to energy, the National Development plan, emphasises the importance of ensuring continuous and secure supply in line with economic growth requirements, whilst at the same time noting the intention to minimise pressure on the environment and improving energy efficiency.<sup>30</sup> This is mainly to be achieved via privatisation, diversification of energy sources (including renewable), infrastructure investments and more efficient regulation. Concerning the environment, the concept of sustainable development is noted as a key principle guiding the use of natural resources. Moreover, the Plan includes a strong focus on aligning environmental standards with international (United Nations Convention on Climate Change) and EU accession requirements, and there is an emphasis on more effective implementation of environmental laws and regulations. Environmental objectives are mainly to be achieved via stronger coordination (e.g. at local level), improved information systems, strengthened research, improvements of environmental infrastructure (focus on water and waste), the introduction of environmentally friendly technology in industry, and private sector participation.

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<sup>27</sup> State Planning Organization, 2009 Annual Programme, page 164

<sup>28</sup> State Planning Organization, Ninth Development Plan 2007-2013, as approved by the Turkish Grand National Assembly on 28 June 2006 (Law 877), page 102

<sup>29</sup> State Planning Organization, Ninth Development Plan 2007-2013, as approved by the Turkish Grand National Assembly on 28 June 2006 (Law 877), page 102

<sup>30</sup> ‘The link between the MDGs and Turkish national policies will be more visible in next development plans and programs in which the MDGs will be referred strongly.’ See Turkey’s first Millennium Development Goals Report, 2005, page 11

#### 2.2.4 New challenges

In addition to the outstanding challenges noted above, new challenges are mainly presented by the global economic crisis. The crisis has affected Turkey, with a drop in economic growth and rising unemployment. Indeed, the Turkish Statistical Institute's data for the last quarter of 2008 notes negative GDP growth (in 1998 prices) for the first time since the start of the crisis, with industry particularly affected.<sup>31</sup> Further political challenges can be expected in relation to the government's recent democratization initiative, launched in August 2009, and aiming to end terrorism in South-Eastern Turkey and achieve social inclusion, including the "democratization opening" initiative.

### 2.3 External Assistance in Turkey & Turkey as a bilateral donor

According to the Organisation for Economic Cooperation and Development (OECD), Official Development Assistance (ODA) for Turkey has experienced a continuous increase from some \$286 million in 2004 to \$795 million in 2007.<sup>32</sup>

In 2007, the largest share of ODA is provided by multilateral agencies (68%), with most of the remaining assistance provided by the Development Assistance Committee countries (30%). The single largest donor is the EC.

As a recipient, ODA priority areas are largely centred around Turkey's EU accession process. EU accession priorities as formulated between the Turkish government and the EC also dominate the agenda of bilateral ODA in Turkey (most of the bilateral assistance is provided by EU member states). EU accession priorities are set out in the Accession Partnership, and focus on the adoption of the *acquis communautaire*, as organised in 32 thematic areas.<sup>33</sup>

Turkey is also a donor itself: its role as a provider of ODA is growing in importance with the latest figures showing ODA of \$602 million (2007); \$780 million (2008).

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<sup>31</sup> Turkish Statistical Institute, Economic Indicators 2009, February 2009, page 1

<sup>32</sup> OECD Query Wizard for International Development Statistics, [www.oecd.org/dac/stats/qwids](http://www.oecd.org/dac/stats/qwids), accessed on 21 September 2009

<sup>33</sup> Council Decision of 18 February 2008 on the principles, priorities and conditions contained in the Accession Partnership with the Republic of Turkey and repealing Decision 2006/35/EC, Official Journal L 051 , 26/02/2008, pages 4-18

## 3 The UN and UNDP in Turkey

Chapter 3 presents the framework of United Nations and UNDP activity in Turkey, including the UN response to development challenges (3.1), the role of the UNDP (3.2), and the volume of UNDP activity (3.3).

### 3.1 United Nations Response to development challenges 2004-2009

Besides the UNDP, eleven further United Nations (UN) agencies are represented in Turkey and they comprise the UN country Team (UNCT):

- Food and Agriculture Organization (FAO)
- International Labour Organization (ILO)
- International Organization for Migration (IOM)
- United Nations Population Fund (UNFPA)
- United Nations High Commissioner for Refugees (UNHCR)
- United Nations Information Centres (UNIC)
- United Nations Children's Fund (UNICEF)
- United Nations Industrial Development Organization (UNIDO)
- United Nations Office on Drugs and Crime (UNODC)
- United Nations World Food Programme (WFP)
- World Health Organization (WHO)

The World Bank and IMF also form part of the UN Country Team. UNDP supports the UN Resident Coordinator system (RC) which is in turn responsible for the overall coordination of the UNCT. UN cooperation with Turkey focuses on supporting Turkey to achieve its national development priorities and the Millennium Development Goals, with the baseline and targets set out in Turkey's first Millennium Development Goals report in 2005.<sup>34</sup>

The UN's detailed response to Turkey's development challenges is set out in the United Nations Development Assistance Framework (UNDAF): *'The UNDAF is the strategic programme framework for the UNCT. It describes the collective response of the UNCT to the priorities in the national development framework - priorities that may have been influenced by the UNCT's analytical contribution. Its high level expected results are called UNDAF outcomes. These show where the UNCT can bring its unique comparative advantages to bear in advocacy, capacity development, policy advise and programming in support of national development targets and priorities and the achievement of the MDGs'*<sup>35</sup>

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<sup>34</sup> State Planning Organisation, Millennium Development Goals Report Turkey 2005, 2005. The State Planning Organisation informed the ADR evaluation team that an update on the report would be prepared within the timeframe of the ADR.

<sup>35</sup> <http://www.undg.org/index.cfm?P=232>

The current UNDAF for Turkey covers the years 2006 to 2010 and has defined three main outcomes, namely:<sup>36</sup>

- Strengthened individual and institutional capacity for both democratic and environmental governance at local and central levels
- Social and economic policies for the reduction of poverty and disparity implemented effectively and quality basic social services reaching vulnerable groups
- More protective environment established for women and children including adolescents and youth to claim and fully enjoy their rights.

### 3.2 The role of UNDP

The UNDP represents the largest of the UN agencies in Turkey. Guided by the UNDAF, the UNDP's detailed cooperation priorities are set out in the Country Programme Action Plan 2006-2010 (CPAP).<sup>37</sup>

In line with its mission statement 'UNDP works for democratic governance and growth without poverty, in support of EU Accession and for the achievement of the MDGs', the CPAP has identified the following areas for intervention in 2006-2010:<sup>38</sup>

- Capacity building for democratic governance
- Action and advocacy for poverty reduction
- Environmental protection and sustainable development

Specific projects are organised in the framework of nine outcomes as shown in the figure below (the figure also shows the related UNDAF Outcomes):

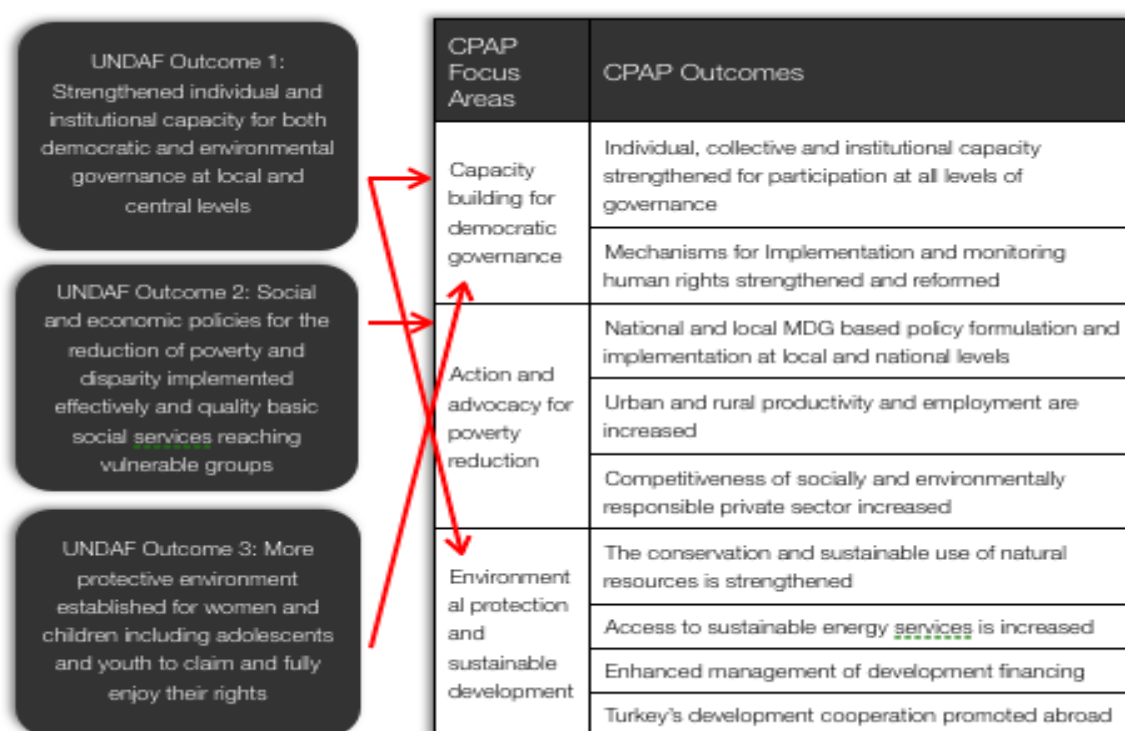
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<sup>36</sup> United Nations Development Assistance Framework Turkey 2006-2010, 2006, page 7

<sup>37</sup> Country Programme Action Plan 2006-2010 between the Government of Turkey and United Nations Development Programme, September 2006

<sup>38</sup> Country Programme Action Plan 2006-2010, 2006, page 6

Figure 8 - Relation between UNDAF and CPAP

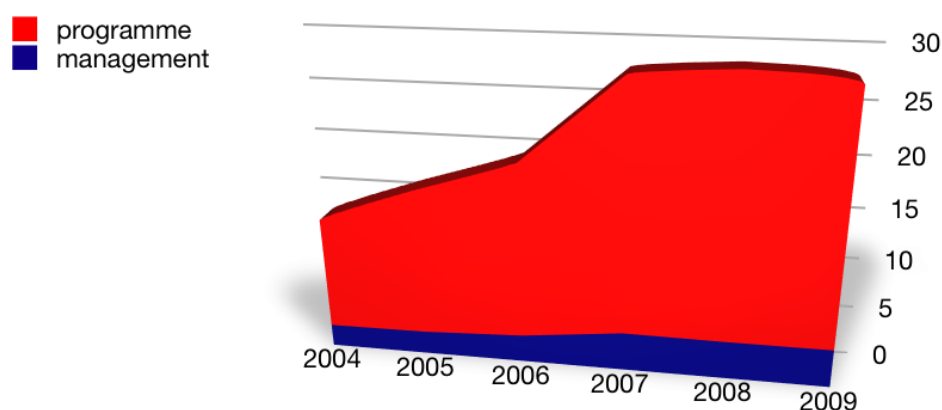


### 3.3 Volume of UNDP activity<sup>39</sup>

The UNDP CO total budget has increased from just over \$13 million in 2004 to nearly \$28 million in 2009, with a total budget of **\$134 million for the period 2004-2009**. The share of the programme budget amounts to about 86% for the years 2004-2009 (a total of nearly 116 million), whilst office running costs, management and other costs account for the remaining 14% (about USD 18 million over the period 2004-2009).

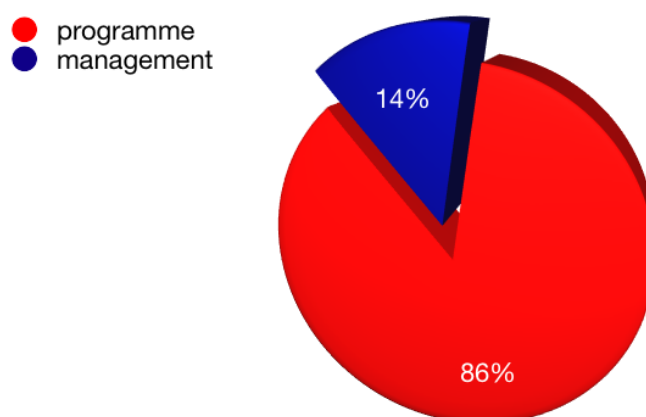
<sup>39</sup> Unless otherwise indicated, all figures are taken from Executive Snapshot as provided by the EO, eo\_doc262125736, data cut-off date July 2009

Figure 9 - UNDP CO programme / management budget 2004-2009 (in \$ million)



Source: Executive Snapshot data, July 2009

Figure 10 - UNDP CO programme / management budget 2004-2009 (in %)

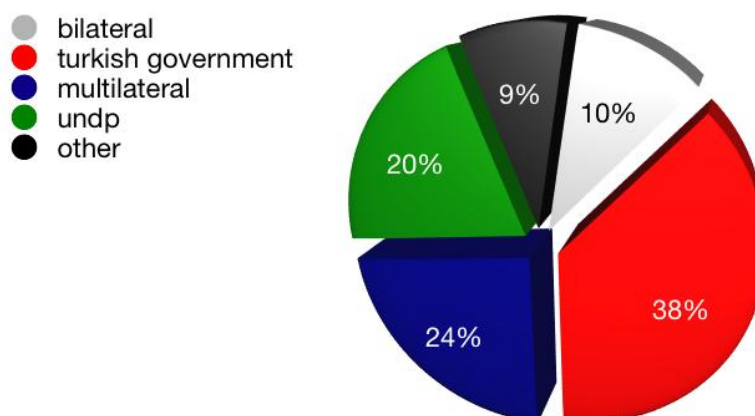


Source: Executive Snapshot data, July 2009

Looking at the source of funding for programme activities, UNDP funding in Turkey derives from a wide range of sources, including the UNDP's own funds, Turkish government funds, multilateral and bilateral funds and private sector funds.<sup>40</sup> The UNDP resources account for about 20% of the UNDP total budget resources over the years 2004-2009. Turkish government resources account for some 38% of total UNDP funding over 2004-2009, multilateral funding (including the Global Environment Facility) for about 24%, and bilateral funding for about 10%.

<sup>40</sup> Figures are taken from SNAPSHOT as provided by the EO, eo\_doc606034035, data cut-off date July 2009

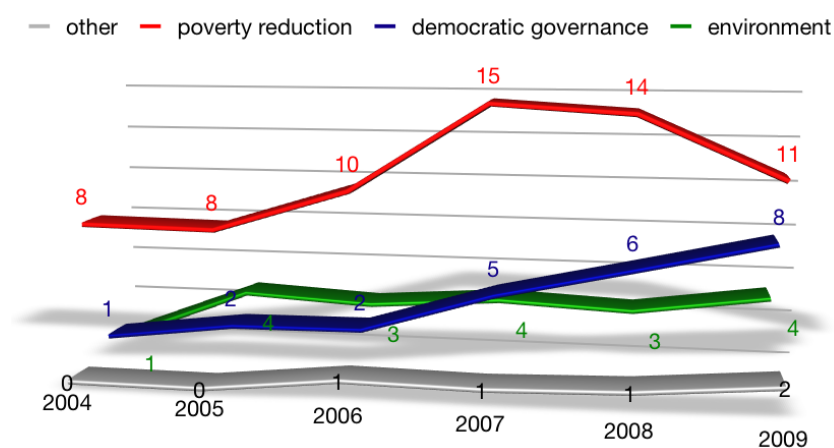
Figure 11 - Funding sources 2004-2009 (in %)



Source: Executive Snapshot data, July 2009

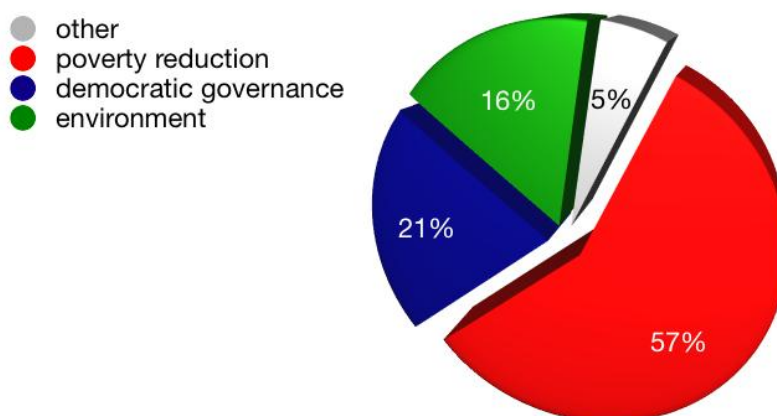
Looking at the financial data by Focus Area, poverty reduction accounts for nearly 57% of the total programme budget for the years 2004 to 2009, democratic governance for 21% and environment and sustainable development for 16% (the remaining funds are not allocated to specific Focus Areas)

Figure 12 - Focus Area budgets 2004-2009 (in \$million)



Source: Executive Snapshot data, July 2009

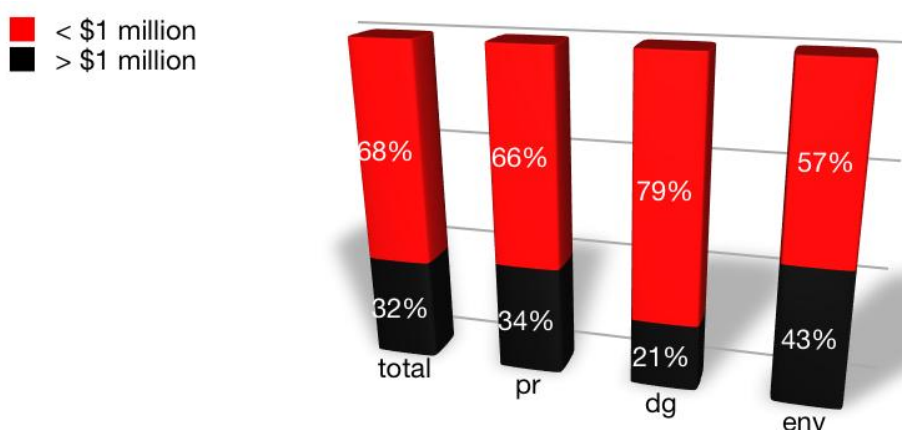
Figure 13 - Focus Area budgets 2004-2009 (in %)



Source: Executive Snapshot data, July 2009

The overall portfolio is characterized by a large proportion – albeit since 2008 decreasing number - of comparatively small (including pilot projects, preparatory assistance projects and complementary initiatives) to medium interventions (58 out of the 85 interventions (68%) for which figures are available have a budget of under \$1 million).<sup>41</sup> This applies in particular for the Focus Area of democratic governance (79% of all interventions during the period under review have a budget of under \$1 million).

Figure 14 - UNDP interventions of < \$1 million



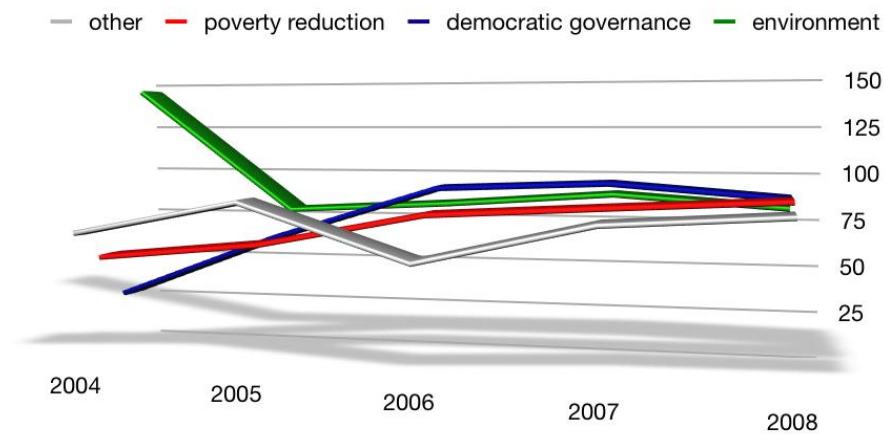
Source: ATLAS / Snapshot data, 5 October 2009

Finally, financial absorption (i.e. the percentage of actual expenditure in relation to available budget) for the years 2004 to 2008 amounts to 81% (average for all years and all Focus Areas; 2009 is not included as this year is not yet completed). Financial

<sup>41</sup> Figures are taken from the database of UNDP Turkey projects as shown in ATLAS/SNAPSHOT as provided by the EO on 5 October 2009

absorption has increased steadily from just 61% in 2004 to 89% in 2008. The Focus Area of environment has the highest absorption rate (average of 88% over 2004 to 2008), followed by 84% for democratic governance, and 79% for poverty reduction. The overall absorption has increased during the period under review. However, between 2007 and 2008, there has been a nearly seven-point decrease for democratic governance and a six-point decrease for environment.

Figure 15 - Financial Absorption



Source: ATLAS / Snapshot data, 5 October 2009

## 4 The UNDP's contribution to national development results

This chapter reviews the UNDP's contribution to national development results in the three Focus Areas of democratic governance (4.1), poverty reduction (4.2) and the environment and sustainable development (4.3). Moreover, the UNDP's contribution is assessed for a series of horizontal and cross-cutting issues (4.4).

The main evaluation questions informing the assessment of the UNDP's contribution to development results include the following:

- Effectiveness: 'Did the UNDP accomplish its intended objectives and planned results? What are the strengths and weaknesses of the programme? What are the unexpected results it yielded?'
- and Sustainability: 'Is the UNDP's contribution sustainable? Are the development results achieved through UNDP contribution sustainable?'

Whilst it was originally planned to include an assessment of efficiency within the present chapter, it was decided to include the discussion on efficiency under Chapter 5 UNDP Strategic Positioning, common to all three Focus Areas, and bearing a strong relation to the issues discussed under Chapter 5.

The evaluation questions related to the horizontal and cross-cutting issues are mainly addressed in a separate chapter (4.4), however, initial findings are presented for each of the three Focus Area assessments (under sections 4.1, 4.2 and 4.3).

Finally, whilst the ADR's main strategic recommendations are presented in Chapter 6, more specific Focus Area or project-related and other punctual recommendations are included in Chapter 4 (underlined text).

### 4.1 Democratic governance

#### 4.1.1 Introduction to the Focus Area

This section presents the expected UNDP CPAP outcomes and related indicators, and introduces the Focus Area of democratic governance.

Expected outcomes for the Focus Area are set out in the CPAP, i.e. 'Individual, collective and institutional capacity strengthened for participation at all levels of governance' and 'Mechanisms for implementation and monitoring human rights strengthened and reformed'. These outcomes are to be measured with the help of 13 indicators. The latter focus on the areas of local administration reform, gender, security sector performance, and internally displaced people (note that several of the Focus Area's thematic clusters are not covered by the indicators).

The Focus Area of democratic governance includes 30 projects for 2004-2009, with a budget of some \$16.4 million (approved budget 2004-2008).<sup>42</sup> Local administration reform accounts for the largest share with some 43% (of the approved budget 2004-2008), followed by implementation support for the Ministry of Health with 29%, support for the Ministry of Interior with 11% (e.g. civilian oversight, internally displaced people), support for the Ministry of Foreign Affairs with 7%, gender and youth initiatives with 6%, followed by 'other' with 4% (e.g. financial decentralization, HIV/Aids, civic engagement in legislation making, judicial reform, mediation, general advocacy work etc.). Considering that the Ministry of Interior is responsible for local administration reform, this partner accounts for more than half the interventions in the democratic governance Focus Area. The portfolio is mainly characterized by comparatively small interventions i.e. 88% of all interventions have a budget of under \$1 million.

#### 4.1.2 Focus Area assessment

##### *4.1.2.1 Individual collective and institutional capacity strengthened for participation at all levels of governance*

The CPAP Outcome 'Individual, collective and institutional capacity strengthened for participation at all levels of governance' is formulated in a somewhat general way, and in principle, all projects in the Focus Area of democratic governance can be related to this outcome. However, the related CPAP indicators focus more clearly on two issues, i.e. local government and administration (organisation and quality) and strengthening the participation of women.

With regard to overall effectiveness and sustainability, a look at the CPAP indicators related to local administration reform, provides mixed feedback as overall developments have been positive, and the UNDP has made an important contribution to these developments. However no information is available for the only indicator looking at the quality of these developments, i.e. '% increase in satisfaction with local government service'. The intended satisfaction survey was not conducted, and there is no insight from project evaluation despite an ADR 2004 recommendation to build follow-up interventions on previous evaluation (a fourth and final phase of Local Agenda 21 is under way, and it is planned that this will include a satisfaction survey). The CPAP indicators focusing on the participation of women show moderately positive developments.

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<sup>42</sup> Database of UNDP Turkey projects as shown in ATLAS / SNAPSHOT system in August 2009 (this includes a total of 110 projects, mainly covering the period 2004 to 2009).

Figure 16 - CPAP indicators

| CPAP Indicator  | Developments 2004-2009  |
|---|---|
| <i>% increase in inter-governmental revenue sharing in favor of local administrations</i>   | average 30% increase as of 2008   |
| <i>National legal and regulatory framework, including secondary legislation, for broader civil society engagement in local administration enacted</i> | enacted in 2005 with reforms in 2006 and 2009   |
| <i>% increase in number of local administrations that have functioning City Councils</i>  | the establishment of City Councils is a legal requirement   |
| <i>% of City Councils that have functioning Women's and Youth Platforms</i>   | the establishment of platforms for disadvantaged groups, e.g. women, young people, the disabled etc. is a legal requirement |
| <i>% increase in satisfaction with local government service</i>   | no monitoring data available  |
| <i>% increase in seats in national parliament held by women</i>   | % increase from 4.4 in 2004 to 9.1 in 2008  |
| <i>Gender Empowerment Measure</i>   | 90 out of 93 in 2007, 101 out of 108 in 2009  |
| <i>Establishment of a Gender Equality Commission in Parliament</i>  | established in 2009   |

#### Focus on local government / administration reform

UNDP support for local reforms mainly aims to improve service delivery and civil society inclusive participation and engagement. UNDP support at central and local level can be considered effective. Via strong capacity building and awareness raising UNDP support has helped shape related legislation, i.e. the Law on Municipalities (number 5393), enacted on 3 July 2005 with by-laws in October 2006 and June 2009. This has led to the establishment of 'City Councils' in every municipality in Turkey. Within the Local Agenda 21 framework, the City Councils facilitate the involvement of civil society organisations in municipal decision making. The City Councils are supported by platforms targeting the needs of disadvantaged groups (including women, young people, disabled etc). The establishment of the City Councils and the supporting platforms is required by the new municipal law. Whilst the ADR evaluation team has seen some punctual evidence for functioning City Councils (in the context of stakeholder consultations at local level), there is no comprehensive information on the effective functioning of the City Councils (especially, following the March 2009 local elections).<sup>43</sup> Prospects for sustainability are good as the legal basis for stronger participation at local government level is now established (the establishment of City Councils is a legal requirement and the municipalities need to consider the City Councils' proposals); local government is empowered via stronger revenues; and the UNDP facilitated the establishment of strong partnerships between government, civil society and private sector actors (with the adoption of participatory approaches for decision making). However, oversight and support structures at the central level (Ministry of Interior) require further institutionalization and strengthening.

<sup>43</sup> According to the European Commission, the City Councils 'have been functioning effectively in only a limited number of cities'. See Commission Staff Working Document, Turkey 2008 Progress Report, 2008, page 8

### Focus on gender

The Focus Area includes a strong emphasis on supporting the participation of women in both national and local decision making. This involves the mainstreaming of a gender equality perspective in all projects (see Section 4.1.2.3 below), as well as projects exclusively focusing on women. As noted above, some of the CPAP outcome indicators focus on gender issues, e.g. the percentage of women parliamentarians. The ADR evaluation team has specifically assessed the projects ‘Women in Politics’ and ‘Enhancing Women’s Participation in Local Politics and Decision Making’. Through its support to the NGO KA-DER,<sup>44</sup> and the latter’s extensive campaigning for women political participation in view of the 2007 general elections, the UNDP has contributed to development results (and this has been confirmed by Turkey’s General Directorate on the Status of Women). For the 2009 local elections capacity development workshops were undertaken at the local level. The media component of the Project was postponed (after withdrawal Project’s Media technical expertise provider) as a result it now covers the whole electoral cycle period until next General Election. That being said, implementation difficulties caused capacity building activities to take place right before the election lists had been finalised and this limited effectiveness with regard to the local elections. Both projects have made a significant contribution to increasing the visibility of women and women’s issues in decision making, and raised awareness within Turkey’s political parties, with an expected multiplier effect for the next general elections (scheduled for 2011).

### Focus on youth

The UNDP’s National Human Development Report 2008 (NHDR) focuses on youth. Whilst organised as a project, the preparation of the NHDR and related dissemination activities can be considered more characteristic of the UNDP’s non-project / advocacy work. The NHDR proved highly effective. The Turkish government followed up on the report within its newly established Working Group on Youth Issues, and is preparing a new legal framework.<sup>45</sup> Moreover, in response to the NHDR, bilateral and multilateral partners (e.g. Spain, Switzerland, World Bank) have decided to allocate funding to youth initiatives in Turkey. A further spin-off effect can be observed in the form of a new cooperation agreement between the Anadolu University and the UNDP for the establishment of a new postgraduate degree on human development studies. In this context, it is also considered that Local Agenda 21 youth initiatives and related advocacy have contributed to the government’s decision to lower the age to be elected from 30 to 25 years.

### Focus on justice and civic engagement

Whilst the UNDP’s focus on the thematic area of justice is relatively recent (this area is not specifically covered under the CPAP, and was developed in response to identified needs, e.g. in the National Development Plan), interventions have generally been effective. For example, support to the Ministry of Justice in the area of victim-offender

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<sup>44</sup> A Turkish NGO focusing on women in politics (<http://www.ka-der.org.tr/>)

<sup>45</sup> Minister of State Nafiz Ozak recognized the UNDP’s contribution in a letter dated 17 August 2009

mediation has led the Ministry to consider legal change to allow for the application of mediation to a wider range of offenses, and to allow for mediators to be drawn from a wider range of professions (currently limited to lawyers). Similarly, UNDP support to the Ministry of Justice' judiciary reform efforts have led to the establishment of a judiciary strategy paper to support EU accession. Note in this context that effectiveness is supported by general advocacy work, e.g. a meeting between the UNDP and Ministry of Justice senior level management (focus on restructuring of organizational administration and victim offender mediation) increased awareness beyond the technical department involved in project implementation and ensured political support. The organisation of a study visit to Poland and Austria has led to bilateral cooperation, with the Turkish Ministry of Justice directly contacting its Austrian counterparts for information on the Austrian legal framework. Finally, further to receiving UNDP expert input on the engagement of civil society in legislation making, the Turkish Grand National Assembly is currently reviewing its rules of procedure to strengthen the consultation of civil society, and has already prepared a handbook to provide guidance on involving civil society.

#### *4.1.2.2 Mechanism for implementation and monitoring human rights strengthened and reformed*

The CPAP Outcome 'Mechanisms for implementation and monitoring human rights strengthened and reformed' is to be monitored with a series of rather general indicators (e.g. 'Number of primary and secondary legislation enacted to respond to EU criteria on security sector performance' or 'Rate of implementation of reform measures') for which no systematic monitoring has been conducted, and a few more specific indicators, focussing on internally displaced persons. Considering the availability of monitoring data and their particularly strong human rights focus, the ADR evaluation team has focussed on the two UNDP interventions supporting internally displaced persons (IDP).

The two interventions have focussed on supporting the Ministry of Interior's efforts to improve the situation of internally displaced persons, a situation caused by terrorism in South-Eastern Turkey, and exacerbated by the second Iraq war (2003). The first intervention focused on preparing a comprehensive programme for the support of internally displaced persons (targeting the particularly affected province of Van), whilst the second intervention extended the efforts to prepare a nation wide IDP action plan based on the 13 provinces that form part of the government's Return to Village Programme. Despite the small size of the two interventions (total approved budget for 2004-2008 of respectively \$568.000 and \$403.000), there is evidence that the UNDP's capacity building efforts have strengthened the province-level 'Damage Assessment and Compensation Commissions' (e.g. stakeholder consultations confirm a more efficient processing of claims for damage compensation). Capacity building measures were supported with the development and introduction of concrete instruments (e.g. the 'Valuation Matrix' for assessing displacement damages or the web portal disseminating guidance on IDP issues), the establishment of new structures ('Provincial Monitoring Committee' in Van to oversee implementation), and targeted strategies and action plans. There are good prospects for sustainability as interventions are embedded within a pre-existing policy and legal framework (i.e. the government's 'Return to Village and Rehabilitation Programme' / Law 5233 on 'Compensation of losses resulting from terrorist acts and the measures taken against terrorism' enacted in 2004).

#### *4.1.2.3 Horizontal and cross-cutting issues*

UNDP support in the Focus Area of democratic governance integrates a strong focus on vulnerable groups. About one third of the Focus Area interventions specifically target one or more vulnerable groups e.g. women, young people, displaced persons,<sup>46</sup> and the selection of target groups and geographic areas of intervention is strongly guided by needs (e.g. the selection of target provinces for the IDP interventions).

The Focus Area is characterized by strong gender mainstreaming efforts (e.g. local administration reform includes a specific focus on the establishment of platforms on women issues (establishment of women councils) and the IDP interventions specifically consider the needs of women).<sup>47</sup>

There is evidence of strong advocacy work supporting the effectiveness of project interventions (e.g. UNDP CO senior level advocacy in support of interventions in the justice sector). UNDP advocacy has also supported the establishment of the ‘Gender Equality Commission’ within the Turkish Grand National Assembly (in March 2009), and the latter is now seeking UNDP capacity building support. A further example is the substantial advocacy work surrounding the NHDR.

There is also strong evidence of the UNDP building partnerships with national partners and Turkey’s bilateral (e.g. the EU Member States’ development cooperation agencies) and multilateral partners (mainly EC and other UN agencies). Turkish government funding has been registered for eight of the 30 projects in the Focus Area, bilateral funding for nine, and multilateral funding has been identified for three projects (not including UNDP funding).<sup>48</sup> Private sector partnerships are less developed than in other Focus Areas (poverty reduction and environment and sustainable development), and this can be explained by the politically sensitive nature of some of the interventions. Private sector funding has been registered for two projects - note, in particular, the successful private sector partnerships focusing on youth issues (e.g. NHDR, e-inclusion and Mediterranean Youth Movement).

#### *Summary of main findings:*

The UNDP has made a strong contribution to local government reform by assisting the Turkish government in adopting a more participative approach to local decision making. UNDP support for strengthening the participation of women in politics is considered to have contributed to the, albeit modest, increase of women parliamentarians in the last general elections. Moreover, thanks to strong UNDP advocacy, youth issues now figure more visibly on the political agenda. In the emerging justice cluster there are first indications that UNDP support is contributing to justice reform. In relation to internally displaced persons, UNDP support has contributed to Turkey’s development results via focused capacity development and policy work. Overall, the Focus Area of democratic governance is characterised by a strong focus on vulnerable groups and successful advocacy work.

<sup>46</sup> Database of UNDP Turkey Projects as shown in ATLAS / SNAPSHOT System

<sup>47</sup> On Local Agenda 21 and support for women, see Bora, A., Tokman, Y, Evaluation of Turkey’s Local Agenda 21 Program within the Context of Gender Equality and Women’s Participation in Decision Making, 2006

<sup>48</sup> Database of UNDP Turkey Projects as shown in ATLAS / SNAPSHOT System

## 4.2 Poverty reduction

### 4.2.1 Introduction to the Focus Area

This section presents the expected UNDP CPAP outcomes and related indicators, and introduces the Focus Area of poverty reduction.

The three expected outcomes for the Focus Area are set out in the CPAP, i.e.:

- ‘National and local MDG based policy formulation and implementation at local and national levels’,
- ‘Urban and rural productivity and employment are increased’
- and ‘Competitiveness of socially and environmentally responsible private sector increased’.

These outcomes are to be measured with the help of ten indicators. The latter focus on the areas of finance for local administration and for social assistance as well as access to financial services; the labour market and agricultural investments; economic development in Turkey’s least developed regions and corporate social responsibility.

The UNDP Focus Area of poverty reduction includes 46 projects for 2004-2009 with a budget of some \$58.9 million (approved budget 2004-2008).<sup>49</sup> ‘Action and advocacy for poverty reduction’ accounts for the largest share with some 74% of the budget, followed by implementation support with 22%, and ‘Engaging the private sector’ with under 4%. The project portfolio is characterized by comparatively small to medium interventions, as 74% of the projects have a budget of less than \$1 million - note that this includes preparatory assistance initiatives (preparing the ground for larger – scale projects) which by nature are pilot and rather small-size (preparatory actions are not per se fully fledged projects). The four project implementation support interventions stand out for their significant budgets (between \$1.3 and \$4.5 million, approved total budget for 2004-2008).

### 4.2.2 Assessment of the Focus Area

#### *4.2.2.1 National and local MDG based policy formulated and implemented at local and national levels*

It is difficult to quantify the extent of the UNDP’s contribution to Turkey’s poverty reduction development results. The related CPAP indicators either fail to support such an assessment or were not used by the CO, and interventions were not evaluated. Looking

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<sup>49</sup> Database of UNDP Turkey projects as shown in ATLAS / SNAPSHOT system in August 2009 (this includes a total of 110 projects, mainly covering the period 2004 to 2009).

specifically at poverty reduction policy advice, it is noteworthy that policy advice only accounts for a small share of the Focus Area of poverty reduction. Projects with a primary focus on providing policy advice at central or local level and directly related to the Millennium Development Goals account for about 10% of the Focus Area's approved budget for 2004-2008.<sup>50</sup> The limited financial volume of the UNDP's poverty reduction work in relation to the country's poverty reduction challenges makes it difficult to directly link development results to UNDP poverty reduction work. However, there is evidence that the UNDP has contributed to developing Turkey's poverty reduction policy via a dual approach, combining policy work at the central level with the implementation of poverty reduction projects at regional and local level (the latter aspect is mainly addressed under section 4.2.2.2).

#### Focus on pro-poor policy

Working with the General Directorate of Social Assistance and Solidarity ('National communities in practice for poverty') the UNDP contributed to a stronger awareness for the urgent reform required in the area of social assistance. This has mainly been achieved by mobilising practitioners and facilitating cooperation between the different organisations working in the area of social assistance (e.g. establishment of new participatory coordination instruments to coordinate the activities of the 931 Social Assistance Foundations at the province and district levels). Discussions initiated by the project contributed to the establishment of the SPO's social assistance database (tracking social assistance delivery and preventing duplication), and also provided inputs for the General Directorate of Social Assistance and Solidarity's 'Strategic Plan for 2009-2013'.<sup>51</sup> However, the modest project budget (\$124.000, absorption rate of 84%) has prevented stronger national engagement, and has therefore failed to lead to the desired institutionalization of coordination between government and civil society social assistance actors.

#### Focus on microfinance

Looking at microfinance, in 2005, the Turkish government asked the UNDP to support activities in the framework of the 2005 International Year of Micro Credit (establishment of the National Committee for Microcredit in line with UN Resolution A/58/488). Subsequent UNDP activities were delivered in the framework of two interventions: i.e. Microfinance Sector Development and Downscaling Microfinance (the two interventions' total approved budget for 2004-2008 amounts to \$385.000, i.e. 0.65% of the Focus Area's budget for 2004-2008).<sup>52</sup> Activities have included substantial research (e.g. a joint

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<sup>50</sup> Database of UNDP Turkey projects as shown in ATLAS / SNAPSHOT system in August 2009 (this includes a total of 110 projects, mainly covering the period 2004 to 2009). The figures for MDG-related policy advice include MDG policy advice for central government (including policy advice on South-South cooperation) as well as interventions for localising the MDGs.

<sup>51</sup> The Strategic Plan for Social Assistance and Solidarity (2009-2013), Ankara, 2008 (see pages 42, 48 and 97 for references to the UNDP contribution)

<sup>52</sup> Microfinance could have also been discussed in relation to the CPAP Outcome 'Urban and rural productivity and employment are increased', however it was decided to include the assessment here on the basis of the role of private banks in contributing to development results.

assessment with the United Nations Capital Development Fund (UNCDF), a Microfinance Demand Analysis etc.), the preparation of an Action Plan for Microfinance in Turkey (2005), and a pilot application with two private banks. Whilst the UNDP has been successful in increasing awareness on using microfinance for poverty reduction, the fora established for the Year of Micro Finance were not maintained after the support ended (e.g. the web-based Microfinance Information Service is no longer operational), and the intended policy and legal reforms in the microfinance sector failed to realise. The microcredit pilot initiative in cooperation with two Turkish private banks (Yapı Kredi Bankası and Türk Ekonomi Bankası) has yet to demonstrate its effectiveness. The contribution of \$50,000 per bank showed interest, but mergers/acquisitions and the financial crisis led the banks to suspend their activities.

#### *4.2.2.2 Urban and rural productivity and employment are increased*

Within the Focus Area of poverty reduction, the UNDP's interventions aiming at increasing productivity and employment account for some 87% of the total approved budget for 2004-2008. There is a strong geographic focus on Turkey's least developed regions, with most interventions implemented in South-Eastern and Eastern Anatolia or the Black Sea Region. Interventions are highly relevant to the target regions' development needs and well aligned with national development policy.

CPAP outcome indicators focus on employment (increase in women employment, SME and public-private partnership employment) and agricultural investments. CO follow-up on the CPAP indicators has not been systematic, however, the ADR evaluation team's own research shows overall positive development results (e.g. women employment has increased from 19% in 2004 to 25% in 2006). The UNDP's 'flagship' projects GAP-GIDEM and LEAP (multiple-phase regional development initiatives in South-Eastern and Eastern Anatolia) and related interventions have made a contribution to these development results by strengthening private sector capacity, leading to significant job creation. It is noteworthy that capacity building initiatives have been delivered with a strong emphasis on sustainability, focusing in particular on establishing linkages between capacity building and the markets (e.g. training on handicraft production whilst opening local and national markets for selling the handicraft products). However, whilst available evidence suggests that created jobs have been successfully sustained,<sup>53</sup> the business development structures established under these regional development initiatives have only experienced limited sustainability. Considering these limitations, the Turkish partners have questioned the balance between the UNDP's work in the area of policy advice on poverty reduction at central and local level and project implementation (i.e. noting the UNDP's stronger involvement in project-level work than in policy work). Whilst a stronger emphasis on policy advice appears desirable, a continuation of project implementation is strongly recommended, mainly due to the experimentation effects inherent in the regional development initiatives, e.g. whilst the GAP business development offices have not been sustained, they have set a model for the sustainable

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<sup>53</sup> The GAP GIDEM impact evaluation can be considered an example of best practice as similarly detailed impact evaluation efforts are not even undertaken for the far larger EC regional development interventions in Turkey (UNDP, Economic Impact Assessment of GIDEM Project, July 2007).

EU-Turkey Business Centers (ABIGEM)<sup>54</sup> as well as the recently established Regional Development Agencies.

#### Focus on regional development in South-Eastern Anatolia: GAP GIDEM

The UNDP has supported the above-mentioned GAP GIDEM project (Business Development Centres in four provinces in South-Eastern Anatolia) during 2002 to 2007 (building on earlier support initiated in 1997). Focusing on SMEs, a wide range of generic and sector-specific capacity building activities have been delivered. In terms of development results, this led to the creation of some 2000 SME jobs as well as increased exports (5-10% export increase for GAP-GIDEM clients). According to the project's impact assessment, some €10 have been generated per €1 spent (by 2007, direct and indirect investments amounted to €27.6 million). However, as noted above, the four Business Centers did not prove sustainable when project funding ended, as the local Chambers of Commerce failed to integrate and maintain the Business Centers. Despite the UNDP's significant efforts to ensure sustainability, local ownership has been insufficient to mobilise stronger support for a continuation of the business development services. Finally, the main contribution to policy development has been the project's instrumental role in shaping government policy in support of competitiveness in South-Eastern Anatolia (e.g. contributions to the GAP Master Plan, the GAP Action Plan and the Action Plan for Regional Disparities).

#### Focus on regional development in Eastern Anatolia: LEAP

LEAP (Linking Eastern Anatolia to Progress) has been supported during 2001 to 2006,<sup>55</sup> and focused on developing human resource capacities in Eastern Anatolia in the areas of agriculture, entrepreneurship and tourism. Building on the experience with GAP-GIDEM, the project has been implemented in cooperation with SURKAL, a local NGO (Sustainable Rural and Urban Development Association) and Atatürk University (located in Erzurum). The project's evaluations have confirmed strong effectiveness in terms of raising awareness (e.g. in relation to alternative income areas such as rural tourism or organic agriculture), and achieving development results in terms of building capacities of local target groups (3300 trainees under the LEAP agriculture component) and development actors (e.g. establishment of new development actors such as the six 'District Development Councils', and improved coordination between local actors).<sup>56</sup> Finally the project has contributed to shaping regional development policy through inputs to the Erzurum-Erzincan-Bayburt Regional Development Plan. However, sustainability has only been moderate. Whilst some of the structures established under the project continue to contribute successfully to regional development (e.g. ER-KADIN, the Erzurum Women Entrepreneurs' Association), others have ceased to operate (e.g. out of the six District Development Councils established, two are no longer operational, and the remaining four have only developed limited activity since the end of UNDP support). It is

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<sup>54</sup> <http://www.abigem.org/>

<sup>55</sup> Phase 1: 2001-2003, Phase 2: 2004-2006

<sup>56</sup> LEAP is a further example of good evaluation practice, with both, a final evaluation in February 2006 by the implementing agency SURKAL, and an external evaluation in March 2006.

noted however that many agricultural practices are still used by farmers, for example in trout farming.

### Focus on project implementation support

The four project implementation support interventions account for some 22% of the total approved budget for 2004-2008 ('Ordu Giresun Project', 'MARA - Sivas Erzincan Development Project (Phase I)', 'Diyarbakir Batman Siirt Rural Development Project', 'Sivas Erzincan Development Project Phase II'). Project implementation support is considered as one of the 'modalities' of delivering UNDP support, and generally consists of assisting Turkish ministries with the delivery of large multilateral funding instruments (e.g. World Bank, International Fund for Agricultural Development (IFAD), Organization of the Petroleum Exporting Countries Fund for International Development (OPEC-OFID)) in thematic areas closely related to the main Focus Areas.<sup>57</sup> UNDP project implementation support typically includes financial management, procurement and recruitment services for ministries that either don't have sufficient capacities to deliver these tasks themselves or where domestic legislation would constrain efficiency (e.g. lengthy procurement procedures). With a view to ensuring sustainability, project implementation support integrates capacity development activities (including both, training to develop the ministry's own delivery capacities, and training focusing on the final beneficiaries, e.g. farmers). The four project implementation support interventions in the Focus Area of poverty reduction support the Ministry of Agriculture and Rural Affairs (MARA) with the delivery of IFAD loans.<sup>58</sup> The ADR evaluation team assessed the two phases of the Sivas Erzincan Development Project. There is no systematic monitoring and evaluation evidence to demonstrate effectiveness or sustainability to date (it is planned to conduct an impact assessment in 2010). Moreover, considering that MARA has now been continuously supported since 1997 (Ordu Giresun Project), there seems to have been limited success in building national capacities, i.e. MARA gradually establishing the structures and capacities to deliver the IFAD loans less outside support. Similarly there is no evidence of the effectiveness of training delivered to final beneficiaries, e.g. under the first phase of the Sivas Erzincan Development Project, training for final beneficiaries accounts for a rather limited share of project implementation support (the total approved budget for 2004 to 2009 amounts to \$4.4 million, the training budget accounts for about \$190.000 with only about 60% actually used): some 75 farmers have received 3-12 day training in the areas of animal husbandry and apiculture, and project staff received procurement training. Considering one of the main justifications for project implementation support, i.e. efficient UNDP delivery of support, it appears that there have been serious efficiency issues e.g. slow recruitment of project staff and high staff fluctuation, and inefficient corporate procurement procedures,<sup>59</sup> leading to several procurement cancellations with negative implications for

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<sup>57</sup> In the Country Office portfolio 2004 - 2009, there are four project implementation support interventions in the practice area of poverty reduction and one in the area of democratic governance (Implementation Support to Health Transition Project).

<sup>58</sup> MARA - Sivas Erzincan Development Project (Phase I) also includes OPEC-OFID funds.

<sup>59</sup> E.g. duplication of national and international procedures (Ministry of Agriculture and Rural Development, IFAD and UNDP) as well as complex corporate UNDP procedures with an involvement of the project office in Sivas, the CO and UNDP head office.

undertaking activities within short agricultural seasons.<sup>60</sup> The UNDP is therefore advised to review its corporate procurement procedures or to adjust project timelines (at design stage) to accommodate the UNDP corporate procurement's time requirements.

#### *4.2.2.3 Competitiveness of social and environmentally responsible private sector increased*

The thematic area of 'Engaging the Private Sector' accounts for about 3.6% of the poverty reduction Focus Area's total approved budget for 2004-2008 (\$2.1 million allocated across 11 interventions). The ADR has specifically focused on the issues of microfinance and corporate social responsibility.

The CPAP indicators for the outcome 'Competitiveness of socially and environmentally responsible private sector increased' do not cover the thematic width of supported activities (e.g. there are no indicators in relation to interventions promoting the use of information and communication technology (ICT)). Overall, the CPAP indicators confirm positive developments with regard to private sector competitiveness. Looking at the specific indicators related to corporate social responsibility, there is strong evidence that the UNDP has made a substantial contribution to development results (stakeholder consultations confirm that the significant improvements on the Global Compact indicators can be attributed to the UNDP's efforts in this area). However, there is less evidence for effectiveness in some of the other thematic areas, e.g. microfinance.

#### *Focus on Corporate Social Responsibility*

The UNDP has been instrumental in introducing and consolidating Corporate Social Responsibility in Turkey. UNDP project interventions and related advocacy have motivated the government to allocate about \$1 million, and the private sector about \$10 million to Global Compact activities in Turkey. Global Compact statistics show an increase of Global Compact reporters from 1 (2004) to 55 (2005), and the number of Turkish companies on the Corporate Governance index has increased from none in 2004 to 16 in 2009. Moreover, there has been a significant contribution to developing the governance structure for Global Compact in Turkey.

#### *4.2.2.4 Horizontal and cross-cutting issues*

UNDP support in the Focus Area of poverty reduction integrates a strong focus on vulnerable groups, with most interventions focusing on Turkey's least developed provinces. Some 13% of the Focus Area interventions specifically target a single vulnerable group (mainly young people and women),<sup>61</sup> and the selection of target groups

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<sup>60</sup> Out of the total planned 46 procurements (Phase 1), 13 were not realised. UNDP CO letter to the ADR team of 8 September 2009.

<sup>61</sup> Database of UNDP Turkey Projects as shown in ATLAS / SNAPSHOT System

and geographic areas of intervention is clearly guided by needs (e.g. the selection of target provinces for the regional development initiatives).

The Focus Area is strongly characterized by gender mainstreaming efforts (e.g. integration of gender issues within support for TIKA under the project South-South Cooperation, strong gender components under the regional development initiatives LEAP and GAP-GIDEM). The project Innovations for Women's Empowerment: A workable model for women in Turkey's Southeast Anatolia Region (2008-2010) can be considered as a gender mainstreaming intervention. Although, the project focuses exclusively on women, it can be considered as a spin off of the UNDP's wider efforts under its regional development programmes.

There is also evidence of the UNDP building partnerships with national partners (e.g. the project 'National communities in practice for poverty', bringing together for the first time government institutions as well as a wide range of civil society representatives) and Turkey's bilateral (e.g. the EU Member States development cooperation agencies) and multilateral partners (mainly EC and UN agencies). Turkish government funding has been registered for 17 of the 46 projects in the Focus Area, bilateral funding for 12, and multilateral funding has been identified for seven projects (not including UNDP funding).<sup>62</sup> Private sector partnerships are well developed with a strong involvement in the majority of projects in the thematic area 'Engaging the Private Sector' (private sector funding has been registered for 17 out of 46 projects).

#### *Summary of main findings:*

The UNDP has contributed to the development of pro-poor policy by providing support for enhanced social assistance coordination and policy. The UNDP has also made a direct contribution to reducing poverty via its regional development initiatives targeting the country's least developed regions. Substantial training for the regions' private sector has been complemented with the establishment of market entries, thus enhancing sustainability. Successful experimentation on the ground has helped shape government policy. The UNDP's private sector work has been instrumental in introducing and consolidating the concept of Corporate Social Responsibility in Turkey.

Overall, the UNDP's interventions in this area strongly centred on vulnerable groups, and most interventions have concentrated on Turkey's least developed regions. Interventions have also been characterised by successful private sector engagement.

## 4.3 Environment and sustainable development

### 4.3.1 Introduction to the Focus Area

This section presents the expected UNDP CPAP outcomes and related indicators, and introduces the Focus Area of environment and sustainable development.

UNDP support in this Focus Area concentrates on seven priority thematic areas, namely, sustainable development, water governance, energy, land management, biodiversity, chemicals<sup>63</sup> and climate change. The two expected outcomes for the Focus Area are set out in the CPAP, i.e. 'The conservation and sustainable use of natural resources is

<sup>62</sup> Database of UNDP Turkey Projects as shown in ATLAS / SNAPSHOT System

<sup>63</sup> As Turkey did not sign the relevant convention activities did not start in this field.

strengthened’ and ‘Access to sustainable energy services is increased’. These outcomes are to be measured with the help of 27 indicators. The latter focus on the areas of sustainable development, climate change, biodiversity, the adoption of the EU environmental acquis and related implementation issues as well as renewable energies and energy efficiency. The quality of the CPAP indicators is generally (vague indicators, confusion between outputs and outcomes etc.), and it is noteworthy that there has been limited CO effort to monitor developments (e.g. via surveys). The Focus Area includes 34 projects for 2004-2009 with a budget of some \$13.3 million (approved budget 2004-2008).<sup>64</sup> Biodiversity accounts for the largest share with some 59%, followed by ‘other’ with 21% (general environmental / sustainable development policy initiatives, disaster prevention etc.), Water with 11%, Climate Change with 8%. Energy Efficiency and Renewables appears to emerge as a new strength (whilst budget figures are not yet registered in the ATLAS/SNAPSHOT system, programmed interventions account for over \$9 million).

#### 4.3.2 Focus Area assessment

##### *4.3.2.1 The conservation and sustainable use of natural resources is strengthened*

The CPAP Outcome ‘The conservation and sustainable use of natural resources is strengthened’ is formulated in a rather general way, and in principle, all projects in the Focus Area can be related to this outcome. However, the related CPAP indicators focus more clearly on issues such as sustainable development, climate change, biodiversity, the adoption of the EU environmental acquis and related implementation. The ADR has specifically focussed on the issues of climate change, biodiversity and water resources.

Support under this CPAP Outcome is highly relevant to national priorities (e.g. with a view to EU accession), the UNDP’s support has been effective in contributing to development results by supporting the establishment of an institutional and policy framework conducive to improved environmental performance. Moreover, the UNDP’s capacity to engage the private sector in environmental initiatives is considered of substantial added value.

#### Focus on climate change

Climate change accounts for a significant share of the UNDP’s environment and sustainable development Focus Area (six interventions with a total approved budget for 2004-2008 of \$1.1 million or about 8.3% of the total Focus Area).<sup>65</sup> The UNDP’s contributions to Turkey’s climate change policy date back to 2004 when Turkey ratified the United Nations Framework Convention on Climate Change (UNFCCC), and since then, there has been a continuity of support (ongoing support under Capacity Building for Climate Change Management (which includes support for Post Kyoto Negotiations with special private and governmental partners involvement and the establishment of the

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<sup>64</sup> Database of UNDP Turkey projects as shown in ATLAS / SNAPSHOT system in August 2009 (this includes a total of 110 projects, mainly covering the period 2004 to 2009).

<sup>65</sup> Database of UNDP Turkey Projects as shown in ATLAS / SNAPSHOT System

Voluntary Carbon Market Mechanisms). The National Climate Change Strategy was completed in 2009 with the help of UNDP. National Climate Change Action Plan and National Climate Change Adaptation Strategy are scheduled to be completed by 2012). Since Turkey's UNFCCC ratification, the UNDP has made a substantial contribution to increasing awareness on climate change issues (within government, NGOs and the private sector), and establishing the institutional and policy framework to promote climate change interventions, e.g. UNDP support has been instrumental in preparing Turkey's First National Communication on Climate Change in 2007 (Turkey had not ratified the Kyoto Protocol during that period of time, though by this time, most other signatories to the Kyoto Protocol had already prepared their fourth National Communication).<sup>66</sup> Moreover, UNDP support has contributed to introducing relevant technical and methodological expertise and provided several trainings on negotiation techniques and Green House Gas Inventory (e.g. measurement of greenhouse gas emissions or application of systems approach to climate change). Current support is expected to further strengthen the climate change policy framework (e.g. by preparing the National Climate Change Action Plan and National Climate Change Adaptation Strategy). One of the most significant outputs of the FNC to UNFCCC, is the inclusion of the NCCAP into the 9th Development Plan.

### Focus on biodiversity

Biodiversity accounts for the largest share of the UNDP's environment and sustainable development Focus Area (seven interventions with a total approved budget for 2004-2008 of \$7.8 million or about 58.8% of the total Focus Area).<sup>67</sup> The UNDP's support in the thematic area of biodiversity has contributed significantly to raising general awareness on biodiversity issues, and has also improved the policy and regulatory framework, promoting a sustainable use of natural resources. Concrete examples under the Baku Tbilisi Ceyhan Small Investments Fund (SIF) include the conservation of the Kirmıtlı wetland and bird reserve, leading the government to grant protection status, and allocating funds for the new nature reserve's rehabilitation and conservation. Similarly, research on the Mediterranean monk seal and related awareness raising has led to a reduction of illegal hunting. There is also evidence of innovative awareness raising approaches, e.g. Enhancing Forest Protected Areas Management System introduced a combined educational / game tool (Black Sea Tool Box) aiming to increase environmental awareness of 9-12 year olds.

### Focus on water resources

Water accounts for a significant share of the UNDP's environment and sustainable development Focus Area (ten interventions with a total approved budget for 2004-2008 of \$1.5 million or about 11.1% of the total Focus Area).<sup>68</sup> The ADR evaluation team has found evidence confirming the UNDP's contribution to increased awareness on water

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<sup>66</sup> [http://unfccc.int/national\\_reports/annex\\_i\\_natcom/submitted\\_natcom/items/3625.php](http://unfccc.int/national_reports/annex_i_natcom/submitted_natcom/items/3625.php)

<sup>67</sup> Database of UNDP Turkey Projects as shown in ATLAS / SNAPSHOT System

<sup>68</sup> Database of UNDP Turkey Projects as shown in ATLAS / SNAPSHOT System

issues, leading to first examples of more sustainable usage of water resources. For example, the ongoing UNDP initiative ‘Every Drop Matters’ has provided support for improving water supply in the village of Tekke Kuyumcu. Suffering from limited access to drinking water, the introduction of an innovative roof top water harvesting system has had an immediate impact by providing sustainable access to water resources. Villagers no longer need to collect drinking water from far away sources. Sustainability is supported by only using local materials and by training the villagers on the establishment of the water collection systems. The initiative has also motivated neighbouring towns to replicate these sustainable water use approaches.

#### *4.3.2.2 Access to sustainable energy services is increased*

The CPAP Outcome of ‘Access to sustainable energy services is increased’ accounts for only 0.4% of the Focus Area’s total approved budget for 2004-2008, however, a significant increase is projected as of 2009 with several major interventions about to start, e.g. Energy Efficiency for Appliances (\$2.74 million), Energy Efficiency in Building (\$2.6 million) and Energy Efficiency for Industry (\$5.9 million).

Turkey has experienced limited progress with regard to the thematic area of energy services (e.g. diversification of energy sources, liberalisation of energy markets), and UNDP support meets national priorities to guarantee sustainable access to energy services whilst reducing pressures on the environment (e.g. reducing the industry’s high energy intensity and promoting renewable energies).

At the time of the ADR evaluation mission, UNDP support for the thematic area of energy was still under preparation or at the inception stage, and therefore, an assessment of a possible contribution to development results can not be provided at this stage. Considering that support for sustainable energy services was identified as a CPAP outcome in 2005, whilst substantial support is only becoming operational in 2009, the CPAP was possibly too ambitious to add the thematic area of energy to the already ambitious list of priorities under the Focus Area of environment and sustainable development.

#### *4.3.3.3 Horizontal and cross-cutting issues*

UNDP support in the Focus Area of environment and sustainable development does not exclusively focus on Turkey’s least developed regions though some of the biodiversity interventions are implemented in less developed regions (e.g. the Black Sea region). There is, however, a conscious effort in raising awareness of the linkages between the environment and poverty (e.g. by clarifying the impact of environmental degradation on the MDGs).

Over 2004 to 2008, gender mainstreaming has not been very evident across the target area, however, the inclusion of a gender component under the intervention ‘Enhancing the Capacity of Turkey to Adapt to Climate Change’ (initiated in 2008) is evidence of change in this Focus Area.

There is evidence of strong advocacy work supporting the effectiveness of project interventions, e.g. significant advocacy work has surrounded the UNDP’s climate change

and sustainable development interventions, with senior level exchanges and conferences to support awareness and mobilise political and private sector support for parallel project implementation (e.g. the panel on climate change impacts with interventions by Turkey's Minister for Environment and Forestry, the UNDP Resident Representative, and industry representatives (22 November 2005); the organisation of the 'Sustainable Development Days' with the participation of the Deputy Prime Minister, the UN Resident Coordinator and the EC Delegation (18 and 19 March 2008); UNDP participation in the World Environment Day celebrations in Turkey, which was organized as the final event of the project focusing on integration of sustainable development policies into sectoral policies etc.)

Across the Focus Area, there is evidence of the UNDP building partnerships with national partners, Turkey's bilateral (e.g. the EU Member States development cooperation agencies), and multilateral partners (mainly the EC, and UN agencies). Turkish government funding has been registered for 4 of the 34 projects in the Focus Area, bilateral funding for 3, and multilateral funding has been identified for 11 projects (not including UNDP funding).<sup>69</sup> Private sector partnerships are very well developed, with a particularly strong involvement in the thematic areas of water, organic farming, land degradation, renewable energy and biodiversity (private sector funding has been registered for 14 out of 34 projects; note specifically the strong involvement of Coca Cola and the Baku Tbilisi Ceyhan Pipeline company).

*Summary of main findings:*

The UNDP has made a substantial contribution to the CPAP Outcome 'The conservation and sustainable use of natural resources is strengthened', however, limited progress with project implementation has constrained the UNDP's contribution with regard to the second CPAP Outcome 'Access to sustainable energy services is increased'. UNDP support has been instrumental in shaping Turkey's climate change policy and international negotiation towards Post Kyoto, which resulted in the preparation of the National Climate Change Strategy and integration of sustainable development principles into sectoral policies. Moreover, via a series of pilot projects, the UNDP has significantly increased awareness on biodiversity, climate change and water issues. The UNDP's strong engagement of the private sector is considered a particular added value of the UNDP's support in this Focus Area. Moreover, interventions have been successfully supported by the UNDP's advocacy work. Approximately 10,000 people were reached through training, workshops, awareness raising campaigns, publications and policy work.

<sup>69</sup> Database of UNDP Turkey Projects as shown in ATLAS / SNAPSHOT System

## 4.4 Horizontal factors and cross-cutting issues

Further to the brief presentations on the horizontal issues under the three Focus Areas,<sup>70</sup> the present section provides a more detailed assessment for a selection of horizontal issues and cross-cutting issues, i.e. social equity (4.4.1), gender mainstreaming (4.4.2), South-South cooperation (4.4.3), and advocacy (4.4.4).

### 4.4.1 Focus on social equity

The Focus Area of poverty reduction has made an important contribution to improving social equity by directly targeting the most needy population segments, i.e. some 41% of all projects directly target one of Turkey's most vulnerable groups, including women (10%) or young people (11%). There has also been a focus on selecting Turkey's least developed provinces for the implementation of project activity, i.e. some 24% of all projects directly target Turkey's least developed regions (e.g. the regional development initiatives).<sup>71</sup> Similarly there have been strong efforts to ensure that projects in the Focus Area of democratic governance contribute to social equity, with significant achievements in the areas of local government (i.e. via the establishment of participatory mechanisms involving women, young people and the disabled) and migration (internally displaced persons). Looking at the Focus Area of the environment, interventions on climate change or biodiversity might not directly work with disadvantaged groups, however, these interventions are clearly conducted on the basis of alleviating the particularly severe impact of environmental degradation on poor people. However, there appears to be further potential for strengthening the UNDP's contribution to social equity in the thematic area of Private Sector Partnership: An assessment of current and recently completed projects (as presented on the UNDP CO website) indicates that only a small number of projects specifically target Turkey's least developed regions, whilst the remaining projects cover all of Turkey.<sup>72</sup> The private sector programme is managed from Istanbul, and a stronger focus on Turkey's less developed regions might be supported by moving the centre of operations to one of the emerging business capitals in Turkey's Eastern regions, e.g. Gaziantep.

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<sup>70</sup> Section 4.1.2.3 for democratic governance, section 4.2.2.4 for poverty reduction and section 4.3.2.3 for environment and sustainable development.

<sup>71</sup> Database of UNDP Turkey project list as shown in ATLAS/SNAPSHOT system

<sup>72</sup> Focus on less developed regions: Support to the Development of An IDP Program in Turkey, Organic Farming in Kelkit, Dogan-UNDP Partnership, Rural Empowerment Initiative of Turkey, Welcome me to your digital world, BTC Environmental Investment Programme Small Investment Fund; No specific geographical focus: Dreams Academy, Bridging Digital Divide, Youth Increases the Quality of Life in their Cities, Empowerment of Youth for Improved e-Governance in Turkey, Partnership for Development with the Business Sector, Technical Cooperation among Developing Countries (TCDC) Phase II, Seed Funding: Establishing a Global Compact Network in Turkey, Mediterranean Youth Movement Turkey.

#### 4.4.2 Focus on gender mainstreaming

During the period under review the CO has addressed gender issues via projects specifically targeting women (in the Focus Areas of democratic governance and poverty reduction) as well as via the mainstreaming of gender issues across all Focus Areas. Whilst the projects specifically targeting women have made a contribution to development results (e.g. Women in politics), the most effective contribution has been the promotion of the concept of gender mainstreaming. There is strong evidence of gender mainstreaming within the Focus Areas of democratic governance (e.g. Local Agenda 21) and poverty reduction (e.g. in the regional development initiatives GAP-GIDEM or LEAP). However, it appears that gender mainstreaming has only recently been introduced in the Focus Area of environment and sustainable development. The focus on gender mainstreaming is in line with Turkey's National Action Plan on Gender Equality and wider national development planning, as the earlier plans' specific chapters on women (e.g. 8th National Development Plan) have been substituted by integrating gender elements across a range of sectoral issues (e.g. access to health, education, employment etc. in the 9th National Development Plan). The UNDP has supported this approach via strong advocacy work, and specific UNDP support for the recently established Parliamentary Gender Equality Commission is foreseen. There has also been a particular focus on promoting the concept of gender mainstreaming within civil society, and this has contributed to stronger NGO capacities (e.g. with respect to the NGOs' advocacy work targeting government). Considering the UNDP's significant added value in the area of gender, the limited cooperation with the EC on gender issues (the EC is the largest donor in Turkey, whilst its attention to gender mainstreaming in Turkey is not very developed,<sup>73</sup> can be considered a missed opportunity. Indeed, the gender thematic working group involving the EC has only been established in 2008, despite a recommendation on this issue in the 2004 ADR.<sup>74</sup> Moreover, Turkey's General Directorate on the Status of Women is likely to benefit from additional assistance to strengthen gender mainstreaming coordination capacities, including on gender equality and women's empowerment. There is also potential for strengthened cooperation with other UN agencies, e.g. for the women's participation in local politics project, further making use of UNFPA's experience on media issues in view of the UNDP's own plans to instrumentalise media for gender mainstreaming. Finally, considering Turkey's generally poor gender performance, there should be significant scope for South-South cooperation with other upper-middle-income economies with more successful gender experiences. To strengthen systematic monitoring of gender mainstreaming, the CO has recently established (2009) a new monitoring tool to verify gender considerations across all Focus Areas and at all stages of project development and implementation.

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<sup>73</sup> Note, however, the increasing attention to gender issues, e.g. the European Commission's National Programme for Turkey under the IPA-Transition Assistance and Institution Building Component for the Year 2008 foresees support for promoting gender equality in the work place.

<sup>74</sup> Note the ADR 2004 recommendation on coordination with other international agencies, page 54

#### 4.4.3 South South cooperation

The ADR evaluation team has found limited evidence of South-South cooperation as a horizontal approach across all Focus Areas. Discussions with the UNDP's Turkish partners have revealed that Turkey's strong orientation towards EU accession somewhat constrains the extensive use of South-South cooperation, since relevant expertise and experience on the EU *acquis communautaire* is mainly available from the EU member states.<sup>75</sup> In more general terms, there is, however, significant potential for South-South cooperation especially with other upper-middle-income economies facing similar challenges in the environmental and poverty reduction Focus Areas as well as with regard to gender (e.g. addressing regional disparities in the light of the current economic crisis, dealing with the pressure of economic growth on the environment etc.). This approach would also respond to the considerations on 'East-East cooperation' as outlined in the recent RBEC strategy.<sup>76</sup>

#### 4.4.4 Turkey as an emergent donor

UNDP and TIKA are implementing a new joint capacity development assistance strategy to further strengthen Turkey's development cooperation and role as emerging donor. This follows a recommendation by the previous ADR to evaluate past support, with the evaluation confirming weak effectiveness and sustainability and leading to a reorganisation of support based on Aid Effectiveness principles.

Current support was launched in 2008, and with improved programme design, there is first feedback on effectiveness such as internal broad commitment and support to capacity assessment and the elaboration of a capacity development strategy. Another indicator of effectiveness as a result of UNDP support, Turkey's International Cooperation and Development Agency (TIKA) confirms the integration of gender considerations into its development assistance.

#### 4.4.5 Focus on advocacy

Strong advocacy has supported interventions in all Focus Areas. This has mainly taken the form of supporting projects during launching, closing and other key events. The systematic mobilisation of senior level government representatives (e.g. at the level of minister or secretary of state) is particularly noteworthy. This has increased visibility and contributed to political support to sustain project outcomes. Moreover, in recognition of the different actors' important contribution to development results, there has been a conscious approach to involve representatives from government as well as NGO and private sector representatives in joint events.

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<sup>75</sup> *Acquis communautaire* stands for the set of European Union values, rules and practices to be effectively introduced prior to EU accession.

<sup>76</sup> UNDP, A strategy for RBEC from 2008 to 2011, January 2009

*Summary of main findings:*

During the period under review, the UNDP has made a strong contribution to social equity under its three main Focus Areas. This was either achieved by directly focusing on vulnerable groups (e.g. Focus Area democratic governance) or implementation in Turkey's least developed regions (e.g. Focus Area poverty reduction), or by raising awareness on sectoral policy implications for poverty (e.g. Focus Area environment and sustainable development). With regard to gender, the UNDP's efforts have been instrumental in promoting the concept of gender mainstreaming in Turkey, whilst specific projects focusing on women have contributed to increasing women participation in politics. On South-South cooperation, evaluation findings confirm the potential for exchanges with other upper-middle-income economies facing similar challenges in the environmental and poverty reduction Focus Areas, as well as with regard to gender. Finally, the UNDP's systematic advocacy work has facilitated visibility and dissemination of project outcomes.

#### 4.4.5 Observations on Country Programme management

In line with UNDAF guidance, the CPD outcomes are aligned to those of the UNDAF and are therefore formulated in rather general terms, not necessarily supportive of a focused selection of interventions. Moreover, it is only to a very limited extent that the evaluation team could make use of existing monitoring data at programme and project level.

Indicators are largely limited to the output level, the quality of the outcome indicators is poor, linkages between the different monitoring levels are weak (linkage between output and outcome levels), and monitoring is inconsistent. The ADR mainly refers to the CPAP outcomes: several indicators are rather vague (14 out of 53 indicators), baselines are only defined in exceptional cases (for 16 out of 53 indicators) and there are no targets (except for one indicator). Note that project-level indicators are generally of similarly poor quality.

Albeit in compliance with the 2006-2010 country office Evaluation Plan, in-depth evaluations at the project level continue to be an exception (i.e. evaluations carried out in the framework of a specific project), and follow-up projects are generally not based on systematic evaluation of previous project phases.<sup>77</sup> Furthermore two planned outcome evaluations (environment and democratic governance) were not realized, however, an UNDAF mid-term review was conducted in 2008 (serving as mid-term review of the CPD), and an outcome evaluation on poverty reduction was launched in September 2009 (the country office planned to conduct the environment outcome evaluation only towards the end of 2009, and the democratic governance evaluation in early 2010, which means that the team could not benefit from these evaluations). The country office explained the postponement of the two outcome evaluations with the intention to allow for a more comprehensive assessment of outcomes (i.e. longer time span between supported activities and the development of outcomes).

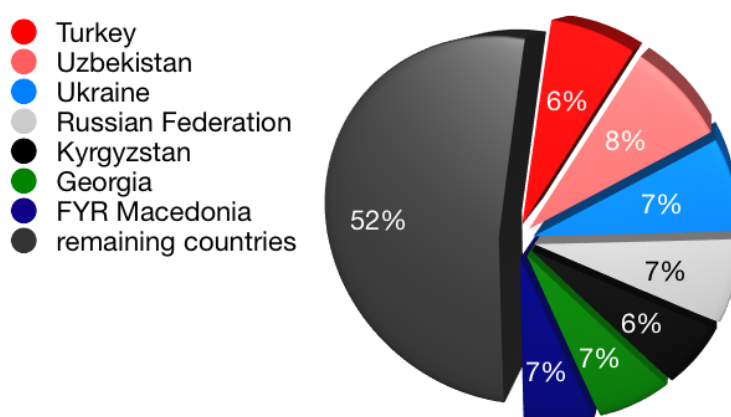
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<sup>77</sup> There are a few notable exceptions. The GAP GIDEM impact evaluation can be considered an example of best practice as similarly detailed impact evaluation efforts are not even undertaken for the far larger EC regional development interventions in Turkey (UNDP, Economic Impact Assessment of GIDEM Project, July 2007).

Although considered by the CO to be in line with UNDP corporate reporting requirements, the quality of project level documentation was found to be weak, as progress and final reports, generally, fail to go beyond a description of activities, e.g. it is only in exceptional cases, that project documentation included an analysis of effectiveness or sustainability.

The CO has been effective in terms of drawing on expertise within UNDP headquarters and the Bratislava Regional Centre. CO has regularly sought advice for the development of its programme components and focus areas (e.g. for the development of the thematic area of climate change and justice), as well as in preparation for senior level exchanges with the Turkish government. For example in 2008, the RBEC provided 251 days of expert support to the Turkey CO. During the period 2004-2008, the Turkey CO is the RBEC's sixth most important CO client (total of 658 RBEC expert days or some 6.4% of total RBEC CO support). This focused mainly on programming and project identification in the Focus Areas of environment (mainly biodiversity and climate change) and democratic governance (mainly the justice sector), whilst only limited support focused on poverty reduction.<sup>78</sup>

Figure 18 - RBEC support to country offices in Europe and the Commonwealth of Independent States (% of total RBEC support for CO, showing only CO that account for over 6% of total support)



<sup>78</sup> Data for 2009 confirms the 2008 trends, with strong demand for RBEC support for democratic governance and environment and less for poverty reduction. All data facilitated by RBEC on 18 September 2009.

## 5 UNDP Strategic positioning

This chapter introduces UNDP strategic positioning in middle-income economies (5.1), and then focuses on a series of strategic issues, including responsiveness (5.2), partnerships (5.3) and coordination (5.4). Note that whilst the ADR's main strategic recommendations are presented in Chapter 6, more specific Focus Area or project-related and other punctual recommendations are included in Chapter 5 (underlined text).

### 5.1 UNDP Strategic role

As noted in section 2.1.2 Turkey ranks on tenth position among the group of 46 upper-middle-income economies (GNI per capita of \$9,340).<sup>79</sup> This has important UNDP programme design implications as assistance needs to be tailored according to different criteria and responding to different development challenges as for a low (GNI per capita of \$975 or less) or lower-middle-income economy (GNI per capita of GNI per capita of \$976 to 3855).<sup>80</sup>

There has been substantial discussion on the UNDP's assistance for upper-middle-income economies, including on the content and the form of assistance (see for example the UNDP MIC consultations in Bratislava in early 2009). With regard to the Europe and Community of Independent States (CIS) region, the approach has recently been set out in a RBEC strategy document.<sup>81</sup> Building on the identification of the middle-income economies' specific development challenges, RBEC support intends to focus on institutional development, the scaling up of poverty reduction and local governance programmes, East-East cooperation, and *'to reinforce the UN's position as an honest broker'*. The main Focus Areas of Poverty Reduction, Democratic Governance and Environment and Sustainable Development and a series of cross-cutting issues are confirmed, and the importance of partnerships with governments and multilateral partners, and coordination within the UN 'family' is highlighted.

Overall, the UNDP Turkey programme can be considered well aligned with the wider UNDP approach to designing assistance for middle-income-economies, in particular, in terms of responsiveness (section 5.2 below), partnerships (5.3 below) and coordination (5.4 below).

Note however, that the approach to assisting middle-income-economies does not prescribe a specific sectoral focus within the wider Focus Areas. Indeed, the specific sectoral focus needs to be tailored to respond to each individual country's specific development challenges. As already discussed in Chapter 4, it is with regard to the

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<sup>79</sup> GNI in current US\$, World Bank data and statistics website, see <http://siteresources.worldbank.org/DATASTATISTICS/Resources/GNIPC.pdf> for GNI figures, accessed on 11 September 2009

<sup>80</sup> <http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20420458~menuPK:64133156~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html>

<sup>81</sup> UNDP, A strategy for RBEC from 2008 to 2001, updated in January 2009

specific sectoral focus within the Focus Areas that the UNDP's contribution to Turkey's development results is likely to benefit from additional focussing / concentration.

## 5.2 Relevance and Responsiveness

In the period under review, the UNDP has been highly responsive to its Turkish partners' development needs. Stakeholders have emphasised the UNDP's flexibility in responding to new needs (including, within ongoing projects), and this has been compared favourably with the performance of other multilateral or bilateral partners.

The UNDP's Turkish and multilateral partners have specifically noted the UNDP's responsiveness to support developments in politically sensitive areas. The Turkish and multilateral partners alike trust the UNDP to deal with politically sensitive interventions, in particular, within the Focus Area of democratic governance. For example, the EC has signed technical cooperation agreements with UNDP in areas such as home affairs (e.g. civilian oversight over internal security), thus benefiting from the UNDP's reputation (impartiality), and well established contacts with Turkish partners (e.g. in the Ministry of Interior).<sup>82</sup>

However, the UNDP's strong responsiveness was, at times, also found to have a series of negative implications. There are examples of strong responsiveness having weakened thematic concentration (within Focus Areas). This, in turn, has negatively affected UNDP CO staff resources (efficiency issues), and the UNDP's profile in Turkey. Some of the UNDP's interventions, whilst relevant to partner needs, appear less directly related to the CPD and CPAP. This has particularly affected the Focus Area of democratic governance, however, there are also examples for the other Focus Areas. For example, since 2002, the UNDP has supported the Ministry of Foreign Affairs' service delivery via the use of information and communication technology. The first intervention 'Use of ICT for Increased Efficiency' was implemented during 2002-2007 (total approved budget for 2004-2008 of \$525.000), and the follow-up 'Enhancing Efficiency in MFA: e-Consulate' is scheduled for 2007-2010 (total approved budget for 2004-2008 of \$693.000).<sup>83</sup> This support is highly relevant to the Ministry of Foreign Affairs' needs; although it can be questioned to which extent it addresses the core of UNDP priorities with regard to democratic governance (in particular e-governance which is a crucial area for UNDP core activities).

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<sup>82</sup> In the context of its programming documents, the European Commission frequently refers to the UNDP's capability in politically sensitive areas. See for example the National Programme for Turkey under the IPA-Transition Assistance and Institution Building Component for the Year 2008. The added value of channelling funds via the UN system has been recognised in a recent evaluation of EC aid delivery via the UN. Whilst the evaluation did not cover EU candidate countries such as Turkey, the findings appear valid for Turkey: 'The Commission indeed through its channelling benefited from a number of specific UN characteristics such as (...) privileged policy dialogue with government (...) the neutrality and legitimacy of the UN system'. See EC, Evaluation of Commission's external cooperation with partner countries through the organisations of the UN family, 2008, page iv

<sup>83</sup> Database of UNDP Turkey projects as shown in ATLAS / SNAPSHOT system in August 2009. Note that earlier support was provided during 1998-2001: Strengthening for the Data Processing Center of the MFA.

In relation to responsiveness and thematic concentration, the UNDP's emerging sub-Focus Area of justice, merits specific consideration.<sup>84</sup> Whilst UNDP efforts in this area clearly respond to needs as conveyed by its Turkish partners, the UNDP needs to consider the opportunity of developing this new cluster. Developments in the Turkish justice system are geared towards EU accession criteria. These requirements are mainly monitored by the EC and the Council of Europe (CoE). The latter two organisations have developed a substantial portfolio in this field (the current CoE project office portfolio amounts to some €10 million), and can facilitate access to relevant expertise (e.g. twinning with EU member state administrations, CoE in-house expertise) that is less readily available within the UNDP.<sup>85</sup> To ensure genuine added value, the UNDP is therefore advised to make a further development of this cluster subject to a joint review with the Ministry of Justice, and the multilateral and bilateral partners active in this area. The planned establishment of a thematic working group for the justice sector is likely to be welcomed by the UNDP's partners as current coordination appears to be largely limited to the project level.

Responding to new needs or to needs that are less directly anchored within the UNDP's main Focus Areas has also been found to put a burden on UNDP resources (management capacity and relevant expertise to effectively address new needs). The Turkish and multilateral partners have noted efficiency issues in particular in the Focus Areas of democratic governance and environment (e.g. slow mobilisation of experts). Considering that the UNDP's generally efficient project implementation performance has been a strong motivation for its partners to channel funds via the UNDP, efficiency issues can have negative implications for wider future cooperation.

Moreover, as noted under Chapter 4, there are examples across all Focus Areas of responsiveness taking the form of relatively small interventions. However, the lack of critical mass has, at times, constrained effectiveness and sustainability, i.e. comparatively modest project budgets limiting the scope of project activities and respective effects. Yet it should be mentioned that according to the CO, a large part of the newly approved small size projects are government funded, i.e. demonstration of national engagement. The following figure shows that the number of small-scale interventions has decreased since 2006, and in 2008, small to medium-scale interventions are mainly developed in the Focus Area of democratic governance.<sup>86</sup>

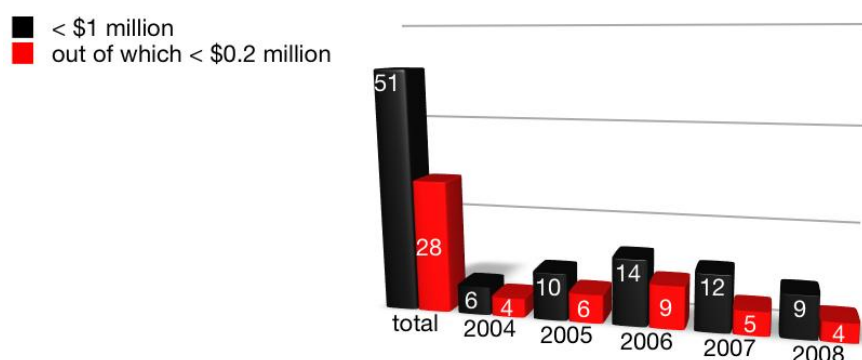
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<sup>84</sup> The 2008 ROAR notes the formulation and establishment of a UNDP justice sector programme. (page 2)

<sup>85</sup> The European Commission considers that the Council of Europe has a 'de facto monopoly' in relation to judiciary reform (including the organisation of the judiciary, court management etc). See for example the European Commission's National Programme for Turkey under the IPA-Transition Assistance and Institution Building Component for the Year 2008, page 3

<sup>86</sup> Figures are taken from the database of UNDP Turkey projects as shown in ATLAS/SNAPSHOT as provided by the EO on 5 October 2009

Figure 17 - Number of small to medium -scale interventions (budget <\$1 / <\$0.2 million) started during 2004-2008



Source: ATLAS/Snapshot data, 5 October 2009

Finally, widening the Focus Areas' thematic coverage has been found to affect the Turkish and multilateral partners' perception of the UNDP's core competencies. The UNDP CO has an excellent reputation in its Focus Areas, and is considered to provide added value and outstanding expertise in these Focus Areas. Widening the Focus Areas has raised questions about whether new activities can be supported with sufficiently strong experience and expertise, and whether UNDP support presents added value over existing multilateral support

### 5.3 Partnerships

During the period under review the UNDP has contributed to development results by building effective partnerships with and between government partners (5.3.1), with the private sector (5.3.2), multilateral (5.3.3) and bilateral partners (5.3.4).

#### 5.3.1 Governmental partnerships

There are several examples where the UNDP has been instrumental in building partnerships between different government partners (e.g. Integrating sustainable development into sectoral policies). The Turkish government partners have noted that the UNDP's 'prestige' has facilitated pragmatic exchanges between different ministries and other public administrations that would have otherwise required lengthy and formal top-down coordination. Moreover, the UNDP has been effective in strengthening dialogue between government, NGOs, academia and the private sector. Whilst government is traditionally less open to involving civil society representatives in its activities, in particular in politically sensitive areas, working in the framework of a UNDP intervention has brought government and civil society representatives together (e.g. in the framework of monitoring structures established for the regional development initiatives). Finally, government partners have emphasised the efficiency of UNDP implementation (e.g.

UNDP expert recruitment procedures are, generally, faster than the government's own procedures).

The UNDP's efforts to build strong partnerships with its Turkish government partners have contributed to the significant increase in government funding for the UNDP's interventions in Turkey. Government funding has continuously increased between 2004 (\$5.3 million or 48% of the programme budget) and 2008 (\$14 million or 56% of the programme budget), however, figures for 2009 show a drop to \$10.5 million (some 46% of the programme budget for 2009).<sup>87</sup> A financial contribution from a Turkish government partner has been identified for 29 projects (26.4% of all projects).<sup>88</sup>

### 5.3.2 Private sector partnerships

There is particularly strong evidence of the UNDP successfully engaging the private sector, in particular, in the Focus Areas of poverty reduction and the environment and sustainable development. Government representatives have commented positively on these efforts, noted the UNDP's international prestige as a strong motivational force for the private sector's involvement, and emphasised the significant potential for further private sector engagement (e.g. in the areas of climate change, ICT, corporate social responsibility). Private sector funding has continuously increased between 2004 (\$5.000 or 0.04% of the programme budget) and 2008 (\$2.9 million or 11.6% of the programme budget), however, figures for 2009 show a drop to \$2.2 million (some 9.4% of the programme budget for 2009).<sup>89</sup> A financial contribution from a private sector partner has been identified for 32 projects (29% of all projects).<sup>90</sup>

### 5.3.3 Multilateral partnerships

During the period under review, the UNDP has also strengthened its partnership with a series of multilateral partners. The most important partners in terms of contributing to the UNDP programme budget include the EC and the Global Environment Facility (GEF).

EC funding has increased significantly between 2004 (no contribution) and 2007 (\$9.3 million or 38.5% of the programme budget).<sup>91</sup> However, the contribution to the 2008 and 2009 budgets is significantly lower (respectively 14.8% and 20.2% of the annual programme budgets). The EC has noted its appreciation of the UNDP's role in facilitating support for politically sensitive projects, and the Focus Area of democratic governance has a strong potential for increasing UNDP-EC cooperation. However, this is less likely for the other Focus Areas where EC funding is, generally, implemented via competitive procurement. The UNDP CO involvement in competitive procurement (via UNOPS) has been limited. Further to engaging on one occasion in competitive procurement, a

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<sup>87</sup> Snapshot data (budgets by donor / year)

<sup>88</sup> Database of UNDP Turkey projects as shown in ATLAS / SNAPSHOT system in August 2009 (this includes a total of 110 projects, mainly covering the period 2004 to 2009).

<sup>89</sup> Snapshot data (budgets by donor / year)

<sup>90</sup> Database of UNDP Turkey projects as shown in ATLAS / SNAPSHOT system in August 2009 (this includes a total of 110 projects, mainly covering the period 2004 to 2009).

<sup>91</sup> Snapshot data (budgets by donor / year)

corporate decision was taken not to engage in any further competitive tendering (besides, government and multilateral feedback suggests that involvement in such procurement is detrimental to the UNDP's image in Turkey).

GEF support for the UNDP's programme budget has increased from \$6.000 in 2004 to \$2.7 million in 2006, and has increased to \$3 million in 2009.

There has also been active cooperation with other UN agencies in areas supportive of UNDP focus areas such as climate change. However, this represents a relatively small share in terms of contributions to the UNDP's programme budget (2.8% of the UNDP's 2009 programme budget).

#### 5.3.4 Bilateral partnerships

The UNDP's contribution to development results has also been supported via a more intensive cooperation with Turkey's bilateral partners. Cooperation is generally organised via the bilateral partners' diplomatic representations or development cooperation agencies. After a continuous decrease in bilateral funding between 2004 (\$3.3 million) and 2007 (\$0.7 million), bilateral funding has increased to \$4.6 million for 2009 (some 20% of the programme budget for 2009).<sup>92</sup> The number of bilateral donors has increased from two in 2004 to seven in 2009. A financial contribution from a bilateral partner has been identified for 32 projects (29% of all projects).<sup>93</sup> Partnerships with bilateral partners have facilitated the development of direct links (working relations at sectoral level) between the Turkish and bilateral partners beyond the lifetime of UNDP support, and the bilateral partners have noted that such relations would have been difficult to establish without UNDP brokerage. The sustainability of these partnerships is likely to benefit from working with bilateral partners that have a specific development cooperation or sectoral interest in cooperation with Turkey (e.g. Swedish development cooperation focuses on Turkey; Spain has a specific interest in Turkey in the framework of UNDP-Spain MDG achievement fund). Finally, an efficiency issue in relation to cooperation with the bilateral partners has been brought to the attention of the ADR evaluation team, i.e. efficient implementation can be further facilitated by an early understanding of the legal requirements for cooperation between the UNDP and the bilateral partners.

### 5.4 Coordination

The UNDP's contribution to development results has benefited from strong coordination with national and multilateral partners, thus facilitating synergies and avoiding duplication of efforts.

Government partners have provided very positive feedback on the UNDP's coordination efforts at project level. Coordination is considered highly efficient with direct and regular contacts between UNDP programme managers and their counterparts in government or within other partner organisations. However, coordination efforts have been less

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<sup>92</sup> Snapshot data (budgets by donor / year)

<sup>93</sup> Database of UNDP Turkey projects as shown in ATLAS / SNAPSHOT system in August 2009 (this includes a total of 110 projects, mainly covering the period 2004 to 2009).

developed at the level of the Focus Areas or the wider UNDP programme in Turkey. Following a recommendation made by the previous ADR, the Country Programme Document for Turkey (2006-2010) (point 34) notes: ‘the Government and UNDP will meet on an annual basis during the 2006-2010 programming period at a high level to review the impact of the programme’. Whilst the UNDP has organised annual meetings with the SPO and the Ministry of Foreign Affairs in 2007, 2008 and 2009, there have been discussions, although no annual review, of programme impacts (substantiated with monitoring data) in addition to the 2008 UNDAF mid term review with government participation which included UNDP’s mid term review programme. Reporting to the Turkish government has been very much limited to the project level.

Moreover, it appears that an advisory structure established in 2003, the ‘UNDP Turkey Advisory Board’ has not been operational during the period under review.<sup>94</sup> Instead, the UNDP has established thematic coordination structures (thematic working groups or advisory boards on youth, gender, poverty reduction, HIV/AIDS and internally displaced persons). However, these have not been very active over the period under review or have only been established recently, and their membership (members included World Bank, European Commission and Non Governmental Organisations) has been somewhat restricted (there are also plans for establishing thematic working groups for the Focus Areas of democratic governance and environment and sustainable development).<sup>95</sup> Considering weaknesses in donor coordination in Turkey (and donor ‘crowding’ in some thematic areas such environment or justice), the thematic working groups can make a substantial contribution to improving synergies between the development partners, and supporting the government’s own coordination efforts.

Coordination within the United Nations system has been effective in terms of drawing on expertise within the wider UN system. Feedback from government partners confirms that UNDP interventions have integrated expertise from other UN agencies. However, feedback from some of the other UN agencies indicates potential for further strengthening coordination, e.g. in terms of an earlier exchange of information on projects under preparation (pipeline).

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<sup>94</sup> See ADR 2004, page 28

<sup>95</sup> E.g. the Poverty Reduction Advisory Board only includes Turkish government and University representatives. However, there is no participation of other relevant UN agencies (e.g. ILO with regard to combating child labour) or other donors (e.g. the EC). It appears that the thematic working group on gender includes a wider range of representatives.

## 6 Conclusions and recommendations and transferable lessons learned

This Chapter summarizes the main conclusions from the ADR, followed by specific recommendations for consideration by UNDP and transferable lessons learned. Given that conclusions are only meant to be an overall assessment of the programme, note that conclusions and recommendations do not correspond on a one-to-one basis. Lessons learned are intended to be generalized to the broader programme and/or organizational context, if applicable. Recommendations are aimed at addressing the main challenges identified in the previous sections in order to strengthen UNDP contribution to national development results. They are presented in such a way as to help the main stakeholders generate further multistakeholder consultations, leading to options or alternatives for programme improvement.

### 6.1 Conclusions

**Conclusion 1: During the period under review, UNDP support has continued to meet its Turkish partners' development needs.**

In delivering the country programme, the UNDP has been highly responsive to accommodate emerging needs, both at the sectoral level (e.g. in the area of justice) as well as within ongoing interventions (pragmatic approach to adapting project activities to needs identified during implementation).

**Conclusion 2: UNDP assistance has effectively contributed to development results in Turkey, however in some cases, it has been constrained by a lack of thematic concentration as a result of UNDP being too responsive and comparatively small scale UNDP support (which is very much focused on pilot and preparatory assistance projects and complementary initiatives)**

Development results have mainly been achieved by assisting the Turkish partners in establishing a more conducive environment for achieving national development targets and the MDGs. Particularly important contributions have been made with regard to raising awareness on development needs (e.g. youth), enhancing capacities for policy formulation and implementation (e.g. local government, sustainable development, climate change etc.), and directly contributing to poverty reduction via the development of human resources (e.g. the regional development initiatives). Although, effectiveness has, in some cases, been constrained by a lack of thematic concentration within the Focus Areas, and this is particularly valid with regard to the Focus Areas of democratic governance and the environment and sustainable development which includes an ambitious list of priorities.

As in other MICs, UNDP support is to some degree characterised by small to medium scale support (modest project budgets / short implementation periods). This has been explained with the intention to first test, pilot initiatives before intervening on a larger scale (some are preparatory assistance projects and complementary initiatives) as well as

UNDP focus on capacity development. The ADR evaluation team found that this approach risk putting a burden on limited partner resources (participation in project activities). It does, however, test Government commitment and can encourage to greater national ownership in the longer term. The ADR also notes that between 2006 to 2008, the number of small scale projects has decreased.

The UNDP has made a strong contribution to social equity under its three Focus Areas. This was either achieved by directly focusing on vulnerable groups or implementation in Turkey's least developed regions, or by raising awareness on sectoral policy implications for poverty. With regard to gender, the UNDP's efforts have been instrumental in promoting the concept of gender mainstreaming in Turkey, whilst specific projects focusing on women have contributed to increasing women participation in politics. On South-South cooperation, there is potential for exchanges with other upper-middle-income economies facing similar challenges in the environmental and poverty reduction Focus Areas, as well as with regard to gender.

**Conclusion 3: UNDP outcomes' have in general a high degree of sustainability, with exceptions.**

In the context of its project interventions, with some exceptions, UNDP has, generally, emphasised sustainability at an early stage of project implementation. Sustainability was supported by establishing concrete instruments that project partners were enabled to use beyond the completion of UNDP assistance, or by ensuring that human resources development was delivered with a view to direct application in the market. Moreover, strong advocacy work ensured the required visibility to motivate political support and contributed to country-wide dissemination.

However, the ADR evaluation team has also come across cases of more limited sustainability. The main causes include efficiency issues (e.g. delayed project activities due to lengthy and complex corporate procurement procedures), and lack of critical mass, limiting the scope of project activities and failing to generate strong national engagement.

UNDP has successfully addressed its budget constraints (limited UNDP core resources), by brokering and establishing strong and effective development partnerships with the Turkish government, multilateral and bilateral partners, and the private sector. These four groups now account for over 90% of the UNDP's programme budget in Turkey. The increasing Turkish government and private sector contributions also demonstrate the successful inclusion of all relevant actors to contribute to Turkey's development results.

The UNDP's contribution to development results has been supported by information sharing and coordination efforts, both at the sectoral level (e.g. thematic working group on gender issues, youth etc), and with regard to specific groups of partners (e.g. briefing meetings with the bilateral partners). However, despite recommendations under the 2004 ADR, some of the coordination work was only initiated in 2008 and 2009, and there remains further scope for supporting national led sectoral coordination should this be called for by national partners.

**Conclusion 4: Despite the strong 2004 ADR recommendations, the overall UNDP monitoring and evaluation practice remains weak; this hinders UNDP to do justice to its generally effective contribution to development results.**

Whilst the office has developed best practices for monitoring and evaluation (e.g. for the regional development initiatives), generally, corporate UNDP monitoring and evaluation practice are less comprehensive than those adopted by other multilateral organisations (e.g. the World Bank or the EC). This is largely explained by the lack of adequate funding for project monitoring and evaluation, e.g. the CO does not have a specialised monitoring and evaluation specialist. Weak monitoring and evaluation fails to do justice to the UNDP's generally effective contribution to development results in Turkey, i.e. the many success stories can not be substantiated with evidence from monitoring and evaluation, and this threatens to constrain the UNDP's partnerships with organisations with stronger monitoring and evaluation requirements.

## 6.2 Recommendations

Recommendations address two levels: the programming (6.2.1) and the operational level (6.2.2). Note that this section focuses on more strategic recommendations; specific Focus Area or project-related and other punctual recommendations have been made under Chapters 4 and 5 (underlined text).

### Programming level

**Recommendation 1: Ensure a strong Programmatic thematic focus. Yet strong thematic focus does not prevent UNDP from developing innovative partnerships which are in line with its policy on MICs.**

Considering the very strong presence of both multilateral and bilateral partners in the Focus Area of environment and sustainable development, the UNDP's effectiveness in contributing to development results is likely to benefit from a stronger programmatic approach (e.g. with a focus on climate change and engaging the private sector to contribute to the conservation of biodiversity, the sustainable use of water resources and energy efficiency). Also, within the Focus Area of democratic governance, the development of the justice sector would require a continued careful preparation and coordination with the UNDP's partners in order to avoid duplication with the activities of other multilateral partners.

**Recommendation 2: UNDP CO should ensure balance between policy advice at the central level and project implementation work on the ground, the stronger integration of social equity considerations in project selection, and attention to 'critical mass' of individual interventions.**

Within the Focus Areas, there should be a balance between policy advice at central level and project-level work on the ground. For example, the Focus Area of Poverty reduction has benefited from a strong element of cross-fertilisation between policy work and project

level implementation on the ground. It is important to maintain the overall balance between policy work and project-level implementation. Considering the increasing volume of EC funding for project-level work (e.g. the establishment and development of regional development agencies and business centres), the UNDP can add value by intensifying cooperation with its Turkish partners at the central level to develop capacities for formulating and coordinating poverty reduction policy. Moreover, when selecting specific interventions, and following the example of the UNDP CO practice established with regard to gender mainstreaming, a similar practice for the consideration of social equity is likely to strengthen programming in line with the UNDP's mission statement, and help avoiding the inclusion of projects of less immediate relevance for the three Focus Areas. For example, considering the CO's particularly successful engagement of the private sector to contribute to development results in the Focus Areas of poverty reduction and environment and sustainable development, there might be further potential for strengthening the private sector's contribution by focusing private sector activity more strongly on Turkey's least developed regions. Following recommendations from high level consultations and evaluation, an office was established in Istanbul to better leverage the support and facilitate the engagement of Turkish and international private sector.

The recent stronger focus on Turkey's less developed regions should be pursued, this shift could be supported by establishing a stronger presence in one of the emerging business capitals in Turkey's Eastern regions (whilst maintaining a presence in Istanbul for liaison purposes).

**Recommendation 3: Tangible outcomes, especially in politically sensitive areas such as justice and internal affairs, require resource-intensive and long-term interventions (budget and time lines), therefore UNDP CO should continue to make financial and human resources investments in these fields.**

In this context, it is noteworthy that the emerging thematic area of justice is sustained with limited expertise at the CO level. Following standard approach and UNDP's organisational set up the CO is advised to consolidate this thematic area by continuing using more in house senior-level expertise made available mostly by the Regional Centre in Bratislava and UNDP headquarters.

## **Operational level**

**Recommendation 4: UNDP CO should further develop partnerships and continue strengthen coordination mechanisms.**

As already recommended by the 2004 ADR, UNDP CO programming in the three Focus Areas would benefit from more in-depth annual consultation with the SPO and other relevant governmental, NGO, academia and private sector partners. The existing annual review meetings at senior level could become a more substantive platform for providing feedback on planned future interventions (pipeline) and effectiveness of ongoing or completed interventions. Moreover, considering the presence of other multilateral partners in the thematic area of justice, the UNDP CO is advised to continue strengthen partner consultations with a view to ensuring synergies and avoiding overlaps (e.g. establishment of a thematic working group). Finally, during the ADR consultations, the

bilateral partners have expressed a strong interest in receiving more systematic information on the UNDP's interventions in Turkey. It is therefore recommended to organise more regular briefings with the bilateral partners in particular with the ones that have a specific development cooperation or sectoral interest in cooperation with Turkey, and that are therefore more likely to engage in longstanding cooperation with the Turkish partners.

**Recommendation 5: Ensure systematic monitoring and consider a more systematic follow-up on agreed ADR recommendations.**

The effectiveness of the UNDP's contributions to development results is likely to benefit strongly from more systematic monitoring, thus enabling new interventions to build on a sound understanding of past experience, and facilitating evaluation and assessment of development impact. The UNDP CO will require additional resources (e.g. RBEC advice) to support the establishment of high quality monitoring mechanisms across its Focus Areas, including the design of indicators that can be monitored, verification mechanisms and training on monitoring practice.

As noted throughout this report, there has been limited systematic follow-up on agreed ADR recommendations (e.g. ADR 2004 recommendations validated by the subsequent country programme). To enhance the ADR's effectiveness in contributing to UNDP accountability, it is recommended to integrate follow-up within the CO' annual reporting.

### 6.3 Transferable lessons learned

- **The UNDP has adopted a proactive and future-oriented partnership approach.** UNDP CO has established itself as a reliable partner for the Turkish government and multilateral partners alike in dealing with politically sensitive interventions. The UNDP is thus well positioned for dealing with development challenges stemming from the ongoing economic crisis as well as recent political initiatives. The RBEC might consider encouraging other country offices in the region considered to be less proactive or with difficulties in dealing with politically sensitive issues to organise an exchange of experience with the Turkey CO.
- Turkey, similar to some of the other upper-middle income economies, has well established **national expertise** in relation to the UNDP's three Focus Areas. The UNDP CO has demonstrated its recognition of this expertise by focusing CO staff recruitment on national experts. This has contributed strongly to establishing relations of trust with government partners, and has facilitated the adaptation of UNDP approaches to country needs. As noted above other country offices in the region might benefit from an exchange of experience with the Turkey CO on these aspects.

## Annex 1 Terms of Reference

### 1. Introduction

The Evaluation Office (EO) of the United Nations Development Programme (UNDP) conducts country evaluations called Assessments of Development Results (ADRs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level. ADRs are carried out within the overall provisions contained in the UNDP Evaluation Policy.<sup>96</sup> The overall goals of an ADR are to:

1. Provide substantive support to the Administrator's accountability function in reporting to the Executive Board
2. Support greater UNDP accountability to national stakeholders and partners in the programme country
3. Serve as a means of quality assurance for UNDP interventions at the country level
4. Contribute to learning at corporate, regional and country levels

The EO plans to conduct an ADR in Turkey beginning in February 2009. The ADR will focus on the results achieved during the ongoing Country Programme (2006-2010), while the previous Country Programme (2001-2005) will be assessed as a background building upon the first ADR that was completed in 2004. In effect, the ADR will cover the time period 2004-2009. The ADR will contribute to the preparation of forthcoming UNDAF and Country Programme.

### 2. Background

Turkey is a middle-income country with close to 74 million inhabitants and a per capita income of US\$11,535 in 2006. Over the period covered by this evaluation, Turkey has experienced significant social, political and economic transformations. The EU accession process has an influence shaping the country's development and reform agenda. Turkey is a parliamentary democracy divided into 81 provinces.

Despite a highly volatile economic development in the past, Turkey's economic growth averaged at 6.0 percent per year in the period 2002-2007, one of the highest sustained rates in the world. As a result of the global financial crisis, the growth rate is expected to have dropped to about 3.5 percent (against the official target of 5.0 percent) in 2008 and even lower in 2009. The economy remains vulnerable to external shocks and continued implementation of reforms will be important for long-term stability. The private sector, including small and medium-sized enterprises (SMEs), has an influential role at the regional, national and local levels driving economic growth and employment.

In 2008, Turkey ranked 76<sup>th</sup> on the Human Development Index, an improvement from the 84<sup>th</sup> place in 2005. While Turkey overall progress towards meeting the Millennium Development Goals by 2015 is significant, there are serious social and economic regional and gender

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<sup>96</sup> <http://www.undp.org/eo/documents/Evaluation-Policy.pdf>

disparities. Incidences of poverty and inequalities are more prevalent in the eastern part of the country. Similarly, rural areas tend to be experiencing higher levels of poverty than urban centres. At national level, women have also been traditionally disadvantaged and excluded from economic opportunities and political empowerment.

In the past, environmental sustainability has received relatively little attention in Turkey although the rapid development, economic growth, industrialization and population increase place increasing stress on the vulnerable ecosystems of the country. Issues related to unsustainable exploitation of natural resources, energy instability, extensive air, water and land pollution, and inadequate waste management systems remain challenges. Forested areas are decreasing and erosion is a problem. Wetlands, protected areas and biodiversity are under pressure from urbanization, tourism and other developments. The Ninth Development Plan recognizes that while environmental protection can be in the short run seen as a cost item, it enhances and makes competitiveness sustainable in the long run<sup>97</sup>.

UNDP has been implementing programmes in Turkey since the 1950s. The Country Cooperation Framework (2001-2005) was based on the national priorities expressed in the 8<sup>th</sup> Five-Year Development Plan for the same period. It was aimed to contribute to sustainable human development in two areas: (a) Reduction of Disparities, and (b) Governance and Decentralization. The previous ADR completed during the above period found that UNDP had contributed new ideas and agendas, built institutional capacity and achieved significant and lasting human development results in a number of areas.<sup>98</sup> While the evaluation concluded that UNDP continued to have a clear role to play in Turkey, the challenge was to focus on the UNDP's comparative advantages, and to continue the new, action-oriented approach towards the Turkey EU accession and MDG agenda.

The current country programme (2006-2010) builds on the past lessons and aims to support the multiple social and economic reforms and national development priorities in line with the Ninth Five-Year Development Plan (2007-2013)<sup>99</sup> and in support of UNDAF outcomes. The programme is designed around three key issues: (a) capacity development for democratic governance; (b) advocacy and action for poverty reduction; and (c) environment and sustainable development.

Annex 1 to this TOR presents a map of the outcomes, results areas, projects and non-project activities of the current country programme.

The completion of the UNDAF and Country Programme 2006-2010 in Turkey presents an opportunity to evaluate the contribution of UNDP to national development results. This is also the first time that a second ADR is organized in the same country thereby giving a unique opportunity to update the findings of the previous evaluation. The ADR findings will be used as inputs to the preparation of 2011-2015 Country Programme and the UNDAF for the same period.

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<sup>97</sup> Ninth Development Plan, 2007-2013. T.R. Prime Ministry, State Planning Organization. (<http://ekutup.dpt.gov.tr/plan/ix/9developmentplan.pdf>)

<sup>98</sup> Assessment of Development Results—Turkey. UNDP Evaluation Office 2004. ([http://www.undp.org/eo/documents/ADR/ADR\\_Reports/ADR\\_Turkey.pdf](http://www.undp.org/eo/documents/ADR/ADR_Reports/ADR_Turkey.pdf))

<sup>99</sup> Op cit.

### 3. Objectives, Scope and Methodology

The objectives of the ADR in Turkey include:

- To provide an independent assessment of the progress or lack of, towards the expected outcomes envisaged in the UNDP programming documents. Where appropriate, the ADR will also highlight unexpected outcomes (positive or negative) and missed opportunities;
- To provide an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context;
- To present key findings, draw key lessons, and provide a set of clear and forward-looking options for the Regional Bureau for Europe and CIS (RBEC) and country office management to make adjustments in the current strategy and next Country Programme.

The ADR will review the UNDP experience in Turkey and its contribution to the solution of social, economic and political challenges. The evaluation will cover the ongoing and previous country programmes since the completion of the previous ADR in 2004. Although greater emphasis will be placed on more recent interventions (due to better availability of data, as well as the existence of the earlier ADR) efforts will be made to examine the development and implementation of UNDP's programmes during the entire period. The identification of existing evaluative evidence and potential constraints (lack of records, institutional memory, paucity of evaluations, etc.) will occur during the initial scoping mission (see Section 4 for more details on the process).

The overall methodology will be consistent with the ADR Guidelines prepared by the EO (dated January 2009).<sup>100</sup> The evaluation will undertake a comprehensive review of the UNDP programme portfolio and activities during the period under review specifically examining UNDP's contribution to national development results. It will assess key results, specifically outcomes—anticipated and unanticipated, positive and negative, intentional and unintentional—and will cover UNDP assistance funded from both core and non-core resources.

The evaluation has two main components, the analysis of development outcomes and the strategic positioning of UNDP.

#### Development Results

The assessment of the development outcomes will entail a comprehensive review of the UNDP programme portfolio of the previous and ongoing programme cycles. This includes an assessment of development results achieved and the contribution of UNDP in terms of key interventions; progress in achieving outcomes for the ongoing Country Programme; factors influencing results (UNDPs positioning and capacities, partnerships, policy support); and achievements/progress and contribution of UNDP in Focus areas (both in policy and advocacy); analyzing the crosscutting linkages and their relationship to MDGs and UNDAF. The analysis of development results will identify challenges and strategies for future interventions.

Besides using the available information, the evaluation will document and analyze achievements against intended outcomes and linkages between activities, outputs and outcomes. The evaluation will qualify UNDP's contribution to outcomes with a reasonable degree of plausibility. A core set

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<sup>100</sup> <http://www.undp.org/eo/documents/ADR/framework/ADR-Guide-2009.pdf>

of criteria related to the design, management and implementation of its interventions in the country:

- Effectiveness: Did UNDP programme accomplish its intended objectives and planned results? What are the strengths and weaknesses of the programme? What are the unexpected results it yielded? Should it continue in the same direction or should its main tenets be reviewed for the new cycle?
- Efficiency: How well did UNDP use its resources (human and financial) in achieving its contribution? What could be done to ensure a more efficient use of resources in the specific country/sub-regional context?
- Sustainability: Is UNDP's contribution sustainable? Are the development results achieved through UNDP contribution sustainable? Are the benefits of UNDP interventions sustained and owned by national stakeholders after the intervention is completed?

The ADR should also assess whether the country office has been able to leverage the regional programme and the services of the UNDP Bratislava Regional Centre for the country programme.

Special efforts will be made to examine UNDP's contribution to advocacy, capacity development, knowledge management and gender equality. Principles such as rights-based approaches, environmental sustainability and South-South cooperation will be assessed.

#### Strategic Positioning

- The evaluation will assess the strategic positioning of UNDP both from the perspective of organization and the development priorities in the country. This entails, (i) a systematic analysis of UNDP's place and niche within the development and policy space in Turkey; (ii) the strategies used by UNDP Turkey to strengthen the position of UNDP in the development space and create a position for the organization in the core Focus areas? What were critical gaps in UNDP's programming that
- Responsiveness: How did UNDP anticipate and respond to significant changes in the national development context? How did UNDP respond to national long term development needs? What were the missed opportunities in UNDP programming?
- Social Equity: Did the programmes and interventions of UNDP contribute to reduce vulnerabilities in the country (regarding vulnerable groups, gender equality and regional disparities)? Did UNDP intervention in any way influence the existing inequities (exclusion/inclusion) in the society? Was the selection of geographical areas of intervention guided by need?
- Partnerships: How has UNDP leveraged partnerships within the government, UN system as well as with national civil society and private sector?

The evaluation will also consider the influence of administrative constraints affecting the programme and specifically UNDP's contribution (including issues related to the relevance and effectiveness of the monitoring and evaluation system). If during initial analysis these are considered important they will be included in the scope of the evaluation. UNDP's role as the UN Resident Coordinator will be assessed. Within the context of partnerships with the UN system

and overall UN coordination, the specific issue of the development of joint programmes will be highlighted.

The detailed areas of focus for the ADR are defined in Annex 2 to this TOR.

#### **4. Evaluation Methods and Approaches**

The ADR will be a transparent process involving all stakeholders in Turkey. The ADR is intended to promote participation of stakeholders and enhance the national ownership of the UNDP country programme. A wide range of stakeholders will be contacted, including government officials, partners involved in UNDP programmes and projects, civil society, international agencies and the public who are direct stakeholders of the programme. The assessment will also gauge the perceptions of key informants, including those not directly involved with UNDP.

##### Data collection

The evaluation will use a multiple method approach for data collection that include desk reviews, workshops, group and individual interviews (at headquarters, regional and country level), project/field visits and surveys. The ADR will use triangulation as a central method, drawing information from multiple sources. Annex 3 to this TOR outlines proposed areas for project/programme visits in the field. These areas have been selected during the scoping mission in order to provide strategic coverage of UNDP programmatic activities and geographical areas of focus in Turkey.

The information collected from primary sources (such as field visits, interviews, focus group discussions) will be verified and validated with information from other sources, such as quantitative data on development indicators, documents and evaluation reports. A wide range of documents will be consulted, including but not limited to:

- UNDP corporate documents (strategic plan, multi-year funding frameworks, policy papers, etc.);
- Country programming documents;
- UNDP corporate reporting (results-oriented annual report, etc.);
- UNDP and Government of Turkey project/programme documents and reports;
- Evaluation reports at programmatic and project level;
- Research and analytical papers and publications.

The Research Assistant has undertaken a systematic compilation of the documents, which will be made available to the evaluation team through a password protected internal website maintained by the Evaluation Office.

##### Validation

Data analysis will follow objective, verifiable methods. All information will be triangulated and validated to the greatest possible extent.

### Stakeholder participation

A strong participatory approach, involving concerned stakeholders is envisaged. The identification of the stakeholders, including Government representatives of ministries/agencies, civil society organizations, private sector representatives, UN Agencies, multilateral organizations, bilateral donors, and beneficiaries will be carried out. To facilitate this approach the ADR will include a process of stakeholder mapping that would include both UNDP's direct partners as well as stakeholders who do not work directly with UNDP.

### Evaluation questions

The analysis of UNDP contribution to development results and the organization's strategic positioning in Turkey will be based on the objectives and scope of the evaluation outlined in section 3 above. The detailed evaluation questions should be completed by the evaluation team in consultation with the Evaluation Office.

The evaluation criteria and questions will guide the data collection and analysis. The evaluation team will prepare an interview protocol with different stakeholders. The review of the documented information, as well as the interviews and consultations will focus on evaluative evidence (data, information, perceptions) that enable answering the questions.

## **5. Evaluation Process**

The ADR process will follow the ADR Guidelines, according to which the process can be divided in three phases, each including several steps.

### Phase 1: Preparation

*Desk review* – Initially carried out by the EO (identification, collection and mapping of relevant documentation and other data) and continued by the evaluation team. This will include general development related documentation related to the specific country as well as a comprehensive overview of UNDP's programme over the period being examined.

*Stakeholder mapping* – A basic mapping of stakeholders relevant to the evaluation in the country will be carried out. These will include state and civil society stakeholders and go beyond UNDP's partners. The mapping exercise will also indicate the relationships between different sets of stakeholders.

*Inception meetings* – Interviews and discussions in UNDP headquarters with the EO (process and methodology), RBEC (context and country programme), as well as with other relevant bureaus, including Bureau for Development Policy (BDP) and the Bureau for Crisis Prevention and Recovery (BCPR).

*Scoping mission* – A mission to Turkey in order to:

- Identify and collect further documentation;
- Validate the mapping of the country programmes;
- Get key stakeholder perspectives on key issues that should be examined;
- Address logistics issues related to the main mission including timing;

- Identify the appropriate set of data collection and analysis methods;
- Address management issues related to the rest of the evaluation process;
- Ensure the country office and key stakeholders understand the ADR objectives, methodology and process.

The scoping mission was carried out by the EO Task Manager. This TOR has been developed based on the findings of the scoping mission and stakeholder consultation<sup>101</sup>.

## Phase 2: Conducting ADR and Drafting Evaluation Report

*Main ADR mission* – The mission involves three weeks of country visit by an independent Evaluation Team and will focus on data collection and validation. An important part of this process will be an entry workshop (possibly more than one) where the ADR objectives, methods and process will be explained to stakeholders. During the scoping mission the universe of projects and programmes to be visited have been identified. The team will visit significant project/field sites as identified in the scoping mission. Annex 3 specifies the proposed areas for field visit.

*Analysis and reporting* – The information collected will be analyzed in the draft ADR report by the Evaluation Team within three weeks after the departure of the team from the country.

*Quality assurance* – Prior to the submission of the draft report the country office and the regional bureau the draft ADR report will be reviewed by two external development professionals, familiar with the Turkey context and evaluation methods and by select EO staff. The report will be appropriately revised by the Team Leader after the review process.

*Review by the key stakeholders* – The draft report will be subject to factual corrections and views on interpretation by key clients (including the UNDP country office, RBEC, and government). EO will prepare an audit trail to show how these comments were taken into account. The Team Leader in close consultation with the EO Task Manager shall finalize the ADR report based on these final reviews.

*Stakeholder meeting* – A meeting with the key national stakeholders will be organized to present the results of the evaluation and examine ways forward in Turkey prior to finalizing the report. The main purpose of the meeting is to facilitate greater buy-in by national stakeholders in taking the lessons and recommendations from the report forward and to strengthen the national ownership of development process and the necessary accountability of UNDP interventions at country level. It may be necessary to incorporate some significant comments into the final evaluation report (by the Evaluation Team Leader.)

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<sup>101</sup> The scoping mission was undertaken 23-27 February 2009 and a stakeholder workshop was held in the UN House in Ankara on 26 February 2009.

### Phase 3: Follow-up

*Management response* – UNDP Associate Administrator will request relevant units (in the case of ADR, usually the relevant country office and regional bureau) to jointly prepare a management response to the ADR. As a unit exercising oversight, the RBEC will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.

*Communication* – The ADR report and brief will be widely distributed in both hard and electronic versions. The evaluation report will be made available to UNDP Executive Board by the time of approving a new Country Programme Document<sup>102</sup>. It will be widely distributed in Turkey and at UNDP headquarters and copies will be sent to evaluation units of other international organizations as well as to evaluation societies and research institutions in the region. Furthermore, the evaluation report and the management response will be published on the UNDP website<sup>103</sup> and made.

The timeframe and responsibilities for the evaluation process are tentatively as follows:

| Activity  | Estimated Date        |
|---|-----------------------|
| Collection and mapping of documentation by the Research Assistant | January-February 2009 |
| EO's Scoping mission to Ankara and Istanbul                       | 23-27 February 2009   |
| Full ADR terms-of-reference                                       | 22 April 2009         |
| Selection of Evaluation Team and desk review                      | End of June 2009      |
| The following are tentative:                                      |                       |
| Inception report  | Mid July              |
| Main ADR mission to Turkey  | July – August 2009    |
| Submission of 1 <sup>st</sup> draft report                        | 22 September 2009     |
| Comments from EO and Advisory Panel                               | End September 2009    |
| Submission of 2 <sup>nd</sup> draft report                        | 12 October 2009       |
| Factual corrections from CO, RBEC, Government                     | October 2009          |
| Issuance of final report  | Mid November 2009     |
| Stakeholder workshop  | 3 December 2009       |

## **6. Management arrangements**

### UNDP

The EO Task Manager will manage the evaluation and ensure coordination and liaison with RBEC, other concerned units at headquarters level and at the Turkey country office. The EO will also contract a Research Assistant to facilitate the initial desk review and a Programme Assistant to support logistical and administrative matters. The EO will meet all costs directly related to the

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<sup>102</sup> Planned for June 2010.

<sup>103</sup> [www.undp.org/eo/](http://www.undp.org/eo/)

conduct of the ADR. These will include costs related to participation of the Evaluation Team, as well as the preliminary research and the issuance of the final ADR report. EO will also cover costs of any stakeholder workshops as part of the evaluation.

### The Evaluation Team

A consulting firm or research institute with evaluation competence will be contracted by EO based on a competitive bidding process. It is expected that the core Evaluation Team will be constituted of at least three members:

- Team Leader, with overall responsibility for providing guidance and leadership, and in coordinating the draft and final report;
- Team Specialist (international or national), who will provide the expertise in the core subject area/s of the evaluation, and be responsible for drafting key parts of the report;
- National Consultant, who will undertake data collection and analyses at the country-level, provide the expertise in the core subject area/s of the evaluation and support the work of the mission;
- *Other members as appropriate.*

The Team Leader must have a demonstrated capacity in strategic thinking and policy advice and in the evaluation of complex programmes in the field. All team members should have in-depth knowledge of development issues in Turkey and the region. Familiarity with EC programme priorities and procedures in the team would be advantageous.

The Task Manager of the EO will support the team in designing the evaluation, will carry out the scoping mission and provide ongoing feedback for quality assurance during the preparation of the inception report and the final report.

The evaluation team will orient its work by United Nations Evaluation Group (UNEG) norms and standards for evaluation and will adhere to the ethical code of conduct<sup>104</sup>.

### The Turkey Country Office

The Turkey country office will take a lead role in organizing dialogue and stakeholder meetings on the findings and recommendations, support the Evaluation Team in liaison with the key partners, and make available to the team all necessary information regarding UNDP's activities in the country. The office will also be requested to provide additional logistics support to the evaluation team as required. The country office will contribute support in kind (for example office space for the Evaluation Team) but the EO will cover local transportation costs. The EO will also cover possible translation costs at stakeholder meetings.

## **7. Expected Outputs**

The expected outputs from the Evaluation Team are:

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<sup>104</sup>The UN Evaluation Group Guidelines (UNEG) “*Norms for Evaluation in the UN System*” and “*Standards for Evaluation in the UN System*” (April 2005)

- An inception report (maximum 20 pages)
- A comprehensive final report on the Turkey Assessment of Development Results (maximum 50 pages plus annexes)
- A two-page evaluation brief
- A presentation for the stakeholder workshop

The final report of the ADR to be produced by the Evaluation Team will follow the following format:

Executive Summary

Chapter 1: Introduction

Chapter 2: National context

Chapter 3: The UN and UNDP in the country

Chapter 4: UNDP's contribution to national development results

Chapter 5: Crosscutting issues

Chapter 6: Strategic positioning of the UNDP country programme

Chapter 7: Conclusions and recommendations

Detailed outlines for the inception report, main ADR report and evaluation brief will be provided to the evaluation team by the Task Manager.

The drafts and final version of the ADR report will be provided in English.

## ToR Annex 1: Mapping Outcomes, Results Areas, Project and Non-project Activities

| CPAP Outcomes  | Related Activities   | Results Area(s)                       |
|--|--|---------------------------------------|
| 1. Individual, collective and institutional capacity strengthened for participation at all levels of governance. | LA-21 - Strengthening local government<br>Local Administration Reform (LAR) in Turkey<br>Support to Judicial Reform in the Perspective of Organizational Administration<br>Restorative Justice and Alternative Dispute Resolution.<br>Project for Inclusive Civic Engagement in Legislation Making in Turkey<br>Civilian Oversight of ISS<br>Enhancing Women's Participation<br>Development of Mediation Practice.<br>LA21 Phase IV<br>Local Administration Reform II<br>Automation MFA - Enhancing Efficiency in the Foreign Ministry | Democratic Governance                 |
| 2. Mechanisms for Implementation and monitoring human rights strengthened and reformed                           | Mehmetcik<br>Support to the Development of an Internally Displaced People (IDP) Programme<br>Support to Human Rights Education of Inspectors of the Ministry of Interior<br>Add. Comp. For the Dev. Of Nat. (IDP)  | Democratic Governance                 |
| 3. National and local MDG based policy formulated and implemented at local and national levels                   | Localising MDGs  | Poverty Reduction and MDG Achievement |
| 4. Urban and rural productivity and employment are increased.  | ARIP<br>TF - EU-SME<br>LEAP - Linking Eastern Anatolia to Progress (LEAP) Phase II<br>GAP Phase II<br>Microfinance Sector Development<br>National Communities of Practice / CoP Poverty<br>PA-Project for Rural Development<br>Coruh Tourism Development Project<br>Integration Poverty in Utilisation<br>Spain MDG Achievement Fund<br>Swiss UNDP Youth Fund in Turkey<br>Downscaling Microfinance<br>Innovations for Women's Empowerment<br>Competitiveness Agenda for the GAP Region  | Poverty Reduction and MDG Achievement |

|   |  |  |
|---|--|--|
|   | MDGF-1928 Growth with Decent<br>Industrial Restructring in Sanliurfa<br>MDG-F Employment<br>Land Cadastre Project  |  |
| 5. Competitiveness of socially and environmentally responsible private sector increased | Youth Increases the Quality of Life in their Cities<br>Empowerment of Youth for the e-Transformation of Turkey<br>Growing Sustainable Business<br>2nd Phase of Partnership for Development with the Business Sector<br>Bridging the Digital Divide<br>Accelerating CSR, Turkey<br>Strengthening Networks in Turkey<br>Dreams Academy<br>IBM Corporate Service Corps<br>Welcome me to Your Digital World<br>Rural Empowerment | Poverty Reduction and MDG Achievement                          |
| 6. The conservation and sustainable use of natural resources is strengthened.           | Sustainable Development - SPO<br>BTC Small Investments Fund (Biodiversity & Sustainable Energy)<br>Phase II<br>Every Drop Matters<br>Adaptation to Climate Change<br>IS<br>Marine Protected Areas<br>CBCC<br>NCCAP<br>Aegean River<br>GEF Small Grants Programme   | Environment and Sustainable Development                        |
| 7. Access to sustainable energy services is increased.                                  | Kure Mountain<br>Promoting Energy Efficiency in Buildings<br>EE Building<br>EE Industry  | Environment and Sustainable Development                        |
| 8. Enhanced management of development financing   | Sivas Erzincan Rural Development Project I<br>Sivas Erzincan Rural Development Project II<br>Implementation Support to Health Transition Project<br>Diyarbakır Batman Siirt Rural Dvlp Prj   | Poverty Reduction and MDG Achievement<br>(Implementation Unit) |
| 9. Turkey's development cooperation promoted abroad                                     | South-South Cooperation  | Poverty Reduction and MDG Achievement                          |

## ToR Annex 2: Focus Areas of ADR Turkey

The annex is based on an analysis of UNDP's work in Turkey, the key programmes and non-programmatic areas, as defined during the scoping mission and validated in the stakeholder workshop. It also defines the key crosscutting themes, approaches, partnerships, and additional roles and functions of UNDP that the ADR should pay attention to.

| Results Area                            | Key Programmatic Clusters   | Focus and Key Questions of ADR  |
|---|---|---|
| Democratic Governance                   | <ul style="list-style-type: none"> <li>i. Local Administration, Local Agenda 21</li> <li>ii. Judicial Reform, incl. restorative justice, mediation</li> <li>iii. Civic Engagement, Civilian Oversight</li> <li>iv. Internally Displaced People</li> <li>v. Gender Equality</li> </ul> | <ul style="list-style-type: none"> <li>i. Local Administration, Local Agenda 21 and civic engagement</li> <li>ii. Judicial Reform</li> <li>iii. Internally Displaced People</li> <li>iv. Women's Participation in Decision-making</li> </ul>            |
| Poverty Reduction and MDG Achievement   | <ul style="list-style-type: none"> <li>i. GAP/GIDEM</li> <li>ii. LEAP, incl. tourism, cultural heritage</li> <li>iii. Poverty—National Communities of Practice</li> <li>iv. Microfinance</li> </ul>   | <ul style="list-style-type: none"> <li>iv. Regional Development</li> <li>v. Poverty and UNDP's Policy Role at National Level</li> <li>vi. Private Sector Involvement, including support to strengthen SMEs</li> <li>vii. Women's Empowerment</li> </ul> |
| Environment and Sustainable Development | <ul style="list-style-type: none"> <li>• Conservation and Sustainable Use of Natural Resources, incl. climate change, biodiversity, water</li> <li>• Energy Services</li> </ul>   | <ul style="list-style-type: none"> <li>i. Strategic Support at the National Level</li> <li>ii. Energy Efficiency and Renewable Energy</li> <li>iii. Climate Change</li> <li>iv. Biodiversity conservation</li> </ul>                                    |

## **Additional Considerations for the ADR to Address:**

### Crosscutting Themes

- Regional disparities
- Gender equality
- Vulnerable groups, incl. women and youth

### Approaches

- Capacity development
- Private sector engagement
- Gender mainstreaming
- South-South cooperation
- Advocacy, including National Human Development Reports

### Partnerships

- At different geographical levels: national, provincial, municipal, community
- With different actors: government, civil society, private sector, public/citizenry
- International: multilateral-bilateral

### UNDP Additional Roles and Functions

- ← UN and donor coordination
- ← Project implementation support

### ToR Annex 3: Geographical Areas for Field Visits

The ADR mission should consider covering all or most of the areas below in order to achieve strategic coverage of the sample programme clusters identified during the scoping mission.

| Geographic Area             | Programme Clusters   |
|-----------------------------|--|
| Southeastern Anatolia (GAP) | GAP/GIDEM<br>SMEs<br>Women's Empowerment                                 |
| Eastern Anatolia, Kars      | LEAP, incl. tourism, cultural heritage<br>Climate Change<br>Biodiversity |
| Istanbul and Marmara Region | Local Agenda 21<br>Private Sector Partnerships                           |
| Antalya                     | Local Administration<br>Local Agenda 21                                  |
| Adana                       | Women in Politics<br>Climate Change<br>Biodiversity                      |
| Van                         | Internally Displaced People  |
| Sivas                       | Project Implementation Support   |

## Annex 2 List of people met

| Name / position   | Institution   | Date of meeting<br>(Ankara, unless<br>otherwise<br>indicated) |
|---|---|---|
| Ulrika Richardson-Golinski,<br>Acting Resident Representative   | UNDP Representation in Turkey   | 1 July, 25 August 2009  |
| Berna Bayazit,<br>Programmeme Associate   | UNDP Representation in Turkey   | 1, 6, 8, 27, 31 July, 3 August<br>2009                        |
| Orria Goni Delzangles, Programmeme<br>Manager (ADR Country Office Focal Point)  | UNDP Representation in Turkey   | 1 and 6 July, 5 and 31 August<br>2009                         |
| Murat Gürsoy,<br>Advisor  | UNDP Representation in Turkey   | 1, 6 and 8 July, 8 and 21 August<br>2009                      |
| Esra Ulukan Fettahoğlu,<br>Programmeme Finance Associate  | UNDP Representation in Turkey   | 1 July 2009   |
| Michael Vögele,<br>First Secretary (Head of Section C - Financial<br>Co-operation, Institution Building Civil<br>Society) | Delegation of the European<br>Commission to Turkey  | 3 July 2009   |
| Melih Cadirci   | KfW Office Turkey (German<br>Government Bank for Reconstruction)                              | 4 July 2009   |
| Dr. Leyla Şen, Programmeme Manager  | UNDP Representation in Turkey   | 6 and 30 July, 27 August 2009                                 |
| Seher Alacacı, Project Associate  | UNDP Representation in Turkey   | 6 and 30 July, 27 August 2009                                 |
| Semiha Varol, Programmeme Support<br>Associate  | UNDP Representation in Turkey   | 6 July 2009   |
| Aslı Şahin, Project Associate   | UNDP Representation in Turkey   | 6 July 2009   |
| Oya Otman, Project Assistant  | UNDP Representation in Turkey   | 6 July 2009   |
| Tolga ERTOGAN,<br>Economic and Social Development<br>Department Head  | GAP – Rep. of Turkey, Southeastern<br>Anatolia Project Regional<br>Development Administration | Sanliurfa, 7 July 2009  |
| Mehmet ACIKGOZ,<br>Regional Director  | GAP – Rep. of Turkey, Southeastern<br>Anatolia Project Regional<br>Development Administration | Sanliurfa, 7 July 2009  |
| Idris ERKEKSOY,<br>Manager of the Adiyaman, Sanliurfa and<br>Diyarbakir Region  | KOSGEB (Small and Medium<br>Enterprises Development<br>Organization) Regional Office          | Sanliurfa, 7 July 2009  |

| Name / position                                    | Institution   | Date of meeting (Ankara, unless otherwise indicated) |
|--|---|--|
| Mehmet ABBASOGLU,<br>President, Board of Directors | GAP EkoDer – GAP Ecological Agricultural Development and Social Solidarity Association          | Sanliurfa, 7 July 2009                               |
| Hamit DOGAN,<br>former Adiyaman Office Coordinator | GAP-GIDEM Project Management and Coordination Office  | Sanliurfa, 8 July 2009                               |
| Mehmet Emin BAYASLAN,<br>General Secretary         | Sanliurfa Chamber of Commerce and Industry  | Sanliurfa, 8 July 2009                               |
| Didem DEMIRKOL,<br>Coordinator                     | MEKSA Foundation - Vocational Training Foundation   | Sanliurfa, 8 July 2009                               |
| Naim HARPUTLUOGLU,<br>Secretariat General          | Adiyaman Chamber of Commerce  | Adiyaman, 8 July 2009*                               |
| Cetin SASA,<br>Secretariat General                 | Mardin Chamber of Commerce  | Mardin, 8 July 2009*                                 |
| Özgür Tacer / Project Associate                    | UNDP Representation in Turkey   | 8 July, 8 August 2009                                |
| Katalin Zaim, Programmeme Manager                  | UNDP Representation in Turkey   | 8 and 23 July 2009                                   |
| Halide Çaylan, UN Coordination Officer             | UNDP Representation in Turkey   | 10 July 2009   |
| Adnan Gül, Director                                | Youth Services Department, Ministry of State  | 10 July 2009   |
| Olca Baş   | Directorate General of Women's Status   | 14 July 2009   |
| Atila Uras, Project Manager                        | UNDP Representation in Turkey   | 15 July 2009   |
| Yıldıray Lise, Deputy Project Manager              | UNDP Representation in Turkey   | 15 July 2009   |
| Boğaçan , Regional Project Manager                 | UNDP Representation in Turkey   | 15 July 2009   |
| Murat Zorluoğlu, Head of Department                | Ministry of Interior, General Directorate of Local Authorities                                  | 16 July 2009   |
| Hasan Çoban, Expert-Rural Development              | Prime Ministry, Undersecretariat of State Planning Organisation                                 | 17 July 2009   |
| Mahmut Arslan, Assistant Expert                    | Prime Ministry, Undersecretariat of State Planning Organisation<br>Technical Cooperation Sector | 17 July 2009   |
| Cem Çakıroğlu                                      | BTC Co.   | 17 July 2009   |

| Name / position                                   | Institution   | Date of meeting (Ankara, unless otherwise indicated) |
|---|---|--|
| Erdal Çalıkoğlu, Deputy General Manager           | General Directorate of Electrical Power Resources and Research Administration | 17 and 21 July 2009                                  |
| Fulya Somunkıranoglu, Head of Department          | Ministry of Environment and Forestry  | 20 and 22 July 2009                                  |
| Sadun Emrealp, National Coordinator               | United Cities&Local Governments<br>Middle East&West Asia Section              | Istanbul, 20 July 2009                               |
| Türkan Çakar, President of Women Council          | Şişli City Council, Local Agenda 21   | Istanbul, 20 July 2009                               |
| Hansin Doğan, İstanbul Programmeme Manager        | UNDP Representation in Turkey   | Istanbul, 20 July 2009                               |
| Elçin Önder, Director-Cultural and Social Affairs | Beşiktaş Municipality   | Istanbul, 21 July 2009                               |
| Dilek Öznur, Project Coordinator                  | (BESD) Association of White Goods Manufacturers                               | Istanbul, 21 July 2009                               |
| Ersoy Metin, Project Coordinator                  | EIE   | 21 July 2009   |
| Dilek Öznur, Project Coordinator                  | EIE   | 21 July 2009   |
| Ömer Özcan, Deputy Governor                       | Van Governorship  | Van, 22 July 2009                                    |
| Emre Çoban, Secretary General                     | Van City Council  | Van, 22 July 2009                                    |
| Süheyla Saka, Acting Director                     | Child and Youth Centre of Van Governorship                                    | Van, 23 July 2009                                    |
| Tarık Kuşman, Director                            | Community Centre of Van Governorship  | Van, 23 July 2009                                    |
| İlknur Üstün                                      | Chairperson of KADER Ankara and Women's Coalition                             | 23 July 2009   |
| Ali Fidan, Head of Department                     | Ministry of Interior, General Directorate of Local Authorities                | 24 July 2009   |
| Meltem Ağduk (National Gender Coordinator)        | UNFPA Representation in Turkey  | 24 July 2009   |

| Name / position  | Institution  | Date of meeting (Ankara, unless otherwise indicated) |
|--|--|--|
| Dr. Şule Ozevren / Head of Department (Agricultural Production Development)  | Ministry of Agriculture and Rural Development                | 24 July 2009   |
| M. Fatih Hacılibeyoğlu / Agricultural Engineer   | Ministry of Agriculture and Rural Development                | 24 July 2009   |
| Hürriyet Keçeli / Agricultural Engineer  | Ministry of Agriculture and Rural Development                | 24 July 2009   |
| Deniz Gümüşel, Project Manager   | UNFPA Representation in Turkey                               | 24 July 2009   |
| Ferda Ulutaş, Project Coordinator  | TTGV   | 27 July 2009   |
| Prof.Dr.Erol Cakmak, Former LEAP Programmeme Manager   | Ataturk University, Department of Economics                  | Erzurum, 28 July 2009<br>19 August 2009*             |
| Prof.Dr. Ziya Yurttaş, Former LEAP National Programmeme Coordinator  | Ataturk University, Department of Agriculture                | Erzurum, 28 July 2009                                |
| Mahmut Sevgi, General Manager, Former Project Manager for the Rural Development of LEAP  | Sustainable Rural and Urban Development Association (SURKAL) | Erzurum, 28 July 2009                                |
| Sema Turan Yapıcı (Chairperson of EVKAD) (participant to the training delivered in Adana under Enhancing Women's Participation in Politics and Decision Making)  | Housewives Solidarity and Development Association (EVKAD)    | Adana, 28 July 2009                                  |
| Neriman Aşarsoylu (member of EVKAD) (participant to the training delivered in Adana under Enhancing Women's Participation in Politics and Decision Making)   | Housewives Solidarity and Development Association (EVKAD)    | Adana, 28 July 2009                                  |
| Nurcihan Temur (Member of Advisory Board of Women Council in Adana) (participant to the training delivered in Adana and TOT in Ankara under Enhancing Women's Participation in Politics and Decision Making) | Adana City Council   | Adana, 28 July 2009                                  |
| Özgür Deprem (Coordinator of Youth Council in Adana) (participant to the training delivered in Adana and TOT in Ankara under Enhancing Women's Participation in Politics and Decision Making)                | Adana City Council   | Adana, 28 July 2009                                  |

| Name / position  | Institution   | Date of meeting (Ankara, unless otherwise indicated) |
|--|---|--|
| Prof. Dr. Fahri Yavuz,<br>International Relations Coordinator of the<br>Ataturk University | Ataturk University, Agriculture<br>Economics Department                               | Erzurum, 29 July 2009                                |
| Prof. Dr. Hanefi Sarac, Manager  | Ataturk University, Pasinler<br>Vocational School Manager,<br>Department of Chemistry | Erzurum, 29 July 2009                                |
| Nazmi Ilicali, President   | Eastern Anatolian Agricultural<br>Producers and Animal Breeders Union                 | Erzurum, 29 July 2009                                |
| Rasim Fırat, President   | ESOB (Erzurum Chamber of<br>Craftsmen and Tradesmen)                                  | Erzurum, 29 July 2009                                |
| Zekiye Comakli, Chaiman  | ER-KADIN (Erzurum Entrepreneur<br>Women Association)                                  | Erzurum, 29 July 2009                                |
| Sacit Bilici, Member of the Board and<br>Former Chairman                                   | ETSO (Erzurum Chamber of Trade and<br>Industry)                                       | Erzurum, 29 July 2009                                |
| Şükran Altun (Manager of Batman ÇATOM)   | Batman ÇATOM  | Batman, 29 July 2009                                 |
| Şükran İlik (beneficiary of Innovations for<br>Women's Empowerment Project)                | Batman ÇATOM  | Batman, 29 July 2009                                 |
| Radiye Duran (beneficiary of Innovations for<br>Women's Empowerment Project)               | Batman ÇATOM  | Batman, 29 July 2009                                 |
| Sibel Tan (beneficiary of Innovations for<br>Women's Empowerment Project)                  | Batman ÇATOM  | Batman, 29 July 2009                                 |
| Fatma Şimşek (beneficiary of Innovations for<br>Women's Empowerment Project)               | Batman ÇATOM  | Batman, 29 July 2009                                 |
| Gönül Sulargil (Project Manager, Innovations<br>for Women's Empowerment Project)           | UNDP/GAP RDA Project<br>Coordination Unit   | Batman, 29 July 2009                                 |
| Kazım Kurt, President-City Council   | Eskişehir Metropolitan Municipality   | Eskişehir, 29 July 2009                              |
| İsmail Kumru, Secretary for City Council   | Eskişehir Metropolitan Municipality   | Eskişehir, 29 July 2009                              |
| Ali Rıza Kılabaç, EU Expert  | Eskişehir Tepebaşı Municipality   | Eskişehir, 29 July 2009                              |
| Alev Kulaç, Coordinator for City Council   | Eskişehir Tepebaşı Municipality   | Eskişehir, 29 July 2009                              |

| Name / position   | Institution   | Date of meeting (Ankara, unless otherwise indicated) |
|---|---|--|
| Doğan Akar / Project Director   | Sivas Erzincan Development Project  | Sivas, 29 July 2009                                  |
| İhsan Aslan / Provincial Director – Head of Projects and Statistics Department  | Ministry of Agriculture and Rural Affairs (MARA)                          | Sivas, 29 July 2009                                  |
| Ali Er / Finance and Procurement Expert   | Sivas Erzincan Development Project  | Sivas, 29 July 2009                                  |
| Cihan Bulmuş / Monitoring and Evaluation Expert   | Sivas Erzincan Development Project  | Sivas, 29 July 2009                                  |
| Ali Osman Özlale / Field Control Engineer   | Sivas Erzincan Development Project  | Sivas, 29 July 2009                                  |
| Meeting with Project Village Coordinators namely; Murat Alınçık / Agricultural Engineer; Erdal Ercins / Agricultural Engineer; Murat Demirbük / Agricultural Engineer; Osman Şahin/ Agricultural Engineer; İrfan Yokuş/ Agricultural Engineer | Sivas Erzincan Development Project  | Sivas, 29 July 2009                                  |
| Hulusi Kantar / President   | Stockbreeder Association (as one of the final beneficiary of the project) | Sivas, 29 July 2009                                  |
| Sedat Kalem, Project Coordinator  | WWF   | Istanbul, 29 July 2009                               |
| Fatma Gelir, Programmeme Associate  | UNDP Turkey   | 30 July 2009   |
| Ahmet Turhan (Governor of Batman)   | Batman Governorship   | Batman, 30 <sup>th</sup> July 2009                   |
| Parviz Fartash, Coordinator   | UNDP Regional Bureau for Europe and the CIS                               | New York, 30 July 2009                               |
| Claire Medina, Programmeme Manager  | UNDP Regional Bureau for Europe and the CIS                               | New York, 30 July 2009                               |
| Mahmood Ayub, Senior Adviser  | UNDP Regional Bureau for Europe and the CIS                               | New York, 30 July 2009                               |
| Blerta Cela, Programmeme Coordination Specialist  | UNDP Gender Team  | New York, 30 July 2009                               |
| Raquel Lagunas, Institutional Development Adviser   | UNDP Gender Team  | New York, 30 July 2009                               |
| Fazli Çorman, Deputy Permanent Representative   | Permanent Mission of Turkey to the United Nations                         | New York, 30 July 2009                               |
| Zeynep Kiziltan, Counsellor   | Permanent Mission of Turkey to the United Nations                         | New York, 30 July 2009                               |
| Stephen Rodrigues, Programmeme Advisor  | UNDP Operations Support Group   | New York, 30 July 2009                               |

| Name / position  | Institution  | Date of meeting (Ankara, unless otherwise indicated) |
|--|--|--|
| Silke Hollander, Practice Manager  | UNDP Capacity Development Group  | New York, 31 July 2009                               |
| Asoka Kasturiarchchi, Operations Policies and Processes Specialist           | UNDP Capacity Development Group  | New York, 31 July 2009                               |
| Deborah Landey, Director   | UNDP Development Operations Coordination Office  | New York, 31 July 2009                               |
| Gordon Johnson, Practice Manager   | UNDP Environment and Energy Group, Bureau for Development Policy                         | New York, 31 July 2009                               |
| Nihan Yenilmez Arpa, Expert  | Ministry of Environment and Forestry   | 31 July 2009   |
| Ilyas Celikoglu, Department Head   | State Planning Organization  | 4 August 2009  |
| Sirma Demir, expert  | State Planning Organization  | 4 August 2009  |
| Muserref Husamoglu, junior planning expert                                   | State Planning Organization  | 4 August 2009  |
| Gülay Aslantepe (Director)   | ILO CO   | 4 August 2009  |
| Dilek Baran, Executive Committee member                                      | Young Executives and Businessmen Platform (GYIAD) and Turkish Education Foundation (TEV) | Istanbul, 5 August 2009*                             |
| Prof. Huseyin Ozel   | Hacettepe University, Economics Department   | 5 August 2009*                                       |
| Burçak Gorker, Cemal Kismir  | Turkish Economy Bank (TEB)   | Istanbul, 6 August 2009**                            |
| Halil Agah, Senior Rural Development Specialist                              | The World Bank Office, Ankara  | 6 August 2009  |
| Aygül Fazlioglu (General Coordinator of Social and Human Development Sector) | GAP RDA  | 7 August 2009*                                       |
| Leyla Coskun (Deputy General Director)                                       | General Directorate on Women's Status  | 7 August 2009*                                       |
| Fatma Karakoc, Economic Development of Women Dept. Head                      | General Directorate of Women's Status  | 7 August 2009*                                       |
| Aylin Tuncel, General Manager, Senay Cevik, Vice Gn. Mng.                    | Maya   | 7 August 2009*                                       |
| Mustafa Yardımcı, Head of Department   | Ministry of Interior, General Directorate of Local Authorities                           | Ankara, 7 August 2009                                |

| Name / position  | Institution  | Date of meeting (Ankara, unless otherwise indicated) |
|--|--|--|
| Burak Eldem /Project Administrator   | UNDP Turkey – Diyarbakır Batman Siirt Project                            | 8 August 2009  |
| Huriye Sayin, Act. Department Head   | Social Assistance and Solidarity General Directorate (SYDGM)             | 10 August 2009                                       |
| Orhan Bilge, social assistance expert  | Social Assistance and Solidarity General Directorate (SYDGM)             | 10 August 2009                                       |
| Mahmut Kardas, International Relations Department Head   | Social Assistance and Solidarity General Directorate (SYDGM))            | 10 August 2009                                       |
| Niyazi KAYA  | General Directorate of Foundations (Vakıflar Genel Müdürlüğü)            | 11 August 2009                                       |
| Rahmi Demir, President of the Board of Directors   | Sustainable Rural and Urban Development Association (SURKAL)             | 12 August 2009                                       |
| Sibel Demir, Rural Development Trainer   | Sustainable Rural and Urban Development Association (SURKAL)             | 12 August 2009                                       |
| Prof. Dr. Fikret Adaman  | Bogazici University  | Istanbul, 14 August 2009*                            |
| Huseyin Siseci, social assistance expert   | Sivas Social Assistance and Solidarity (SYD) Foundation                  | Sivas, 14 August 2009*                               |
| Ass. Prof. Dr. Songul Sallan Gul*  | Suleyman Demirel University  | Isparta, 15 August 2009**                            |
| İhsan Ugur Delikanli-Regulations Department Head   | Banking Regulation Supervision Agency (BDDK)                             | 18 August 2009                                       |
| Aygen Aytaç, External Relations and Human Development Report Coordinator                                 | UNDP Representation in Turkey  | 20 August 2009                                       |
| Irfan Neziroğlu, Director of Acts and Resolutions  | Grand National Assembly of Turkey  | 20 August 2009                                       |
| Avni Aksoy, Head of Department   | Ministry of Foreign Affairs, Department of Multilateral Economic Affairs | 20 August 2009                                       |
| Guray Vural, Sector Manager Microeconomics, Financial Services, Economic and Monetary Policy, Statistics | Delegation of the European Commission to Turkey                          | 21 August 2009                                       |

| Name / position  | Institution   | Date of meeting (Ankara, unless otherwise indicated) |
|--|---|--|
| Keiko Sato, Lead Operations Officer  | World Bank, Turkey Country Unit, Europe and Central Asia Region   | 21 August 2009                                       |
| Galip Tuncay Tutar, Head of Department   | Ministry of Justice, Directorate General for Criminal Affairs   | 21 August 2009                                       |
| Nuri Duman, Assistant Planning Expert  | State Planning Organisation, General Directorate of Social Sectors and Coordination                                       | 24 August, 9 September 2009                          |
| H. Mahmut Arslan, Assistant Planning Expert  | State Planning Organisation, General Directorate of Social Sectors and Coordination                                       | 24 August 2009                                       |
| Aziz Akgul-General Manager, Turkey   | Grameen, Turkey   | 24 August 2009                                       |
| Yadigar Gokalp,<br>General Director of the Non-Contributory Payments Project Implementation Unit | Social Security Institution (SGK)   | 25 August 2009                                       |
| Rahmi Doğan, Head of Department  | Ministry of Interior, Directorate General for Provincial Administrations  | 25 August 2009                                       |
| Niyazi Ilter, Deputy Undersecretary  | Ministry of Industry and Trade  | 25 August 2009                                       |
| Yusuf Solmaz Balo, Deputy Director General   | Ministry of Justice, General Directorate of Legislation   | 26 August 2009                                       |
| Murat Uygun, Judge   | Ministry of Justice, General Directorate of Legislation   | 26 August 2009                                       |
| Ayşe Özcan, Technical Assistant Expert   | Turkish International Cooperation and Development Agency  | 26 August 2009                                       |
| Mehmet C. Tiryaki, Project Officer   | Technical Cooperation Department, Directorate General of Human Rights and Legal Affairs, Council of Europe Project Office | 26 August 2009                                       |
| Serhan Alemdar, Local Project Officer  | Council of Europe Project Office  | 26 August 2009                                       |
| Yücel Erduran, Project Officer   | Technical Cooperation Department, Directorate General of Human Rights and Legal Affairs, Council of Europe Project Office | 26 August 2009                                       |
| Ebru Saner, SELDA National Project Director  | Turkish International Cooperation and Development Agency  | 26 August 2009                                       |
| Banur Özeydin, Sector Manager Justice, Freedom and Security                                      | Delegation of the European Commission to Turkey   | 27 August 2009                                       |
| Don Wilson   | Embassy of the UK   | 27 August 2009                                       |

| Name / position  | Institution  | Date of meeting<br>(Ankara, unless<br>otherwise<br>indicated) |
|--|--|---|
| Ozlem Demirel Cook   | Embassy of the UK  | 27 August 2009  |
| Patrycja Özcan, Secretary for Political,<br>Cultural and Press Affairs | Embassy of the Republic of Poland                                | 27 August 2009  |
| Tolga Bölükbaşı  | Middle East Technical University,<br>Centre for European Studies | 28 August 2009  |
| Peter Hafner, First Secretary, Economic and<br>Social Affairs          | Embassy of Switzerland   | 28 August 2009  |
| Manfred Schreiber  | Embassy of Austria   | 28 August 2009  |
| Cecilia Bisgen Jansson, Second Secretary                               | Embassy of Sweden  | 3 September 2009  |
| Molina Alvarez de Toledo, Cultural Attache                             | Spanish Embassy  | 4 September 2009  |
| Kemal, Madenoğlu, Under Secretary                                      | State Planning Organization                                      | 9 September 2009  |
| Jens Wandel, Director  | UNDP, Europe and the CIS Bratislava<br>Regional Centre           | 17 September 2009   |

## Annex 3 List of documentation consulted

### General UNDP and Country Programme documents

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| ADR Method Manual   | United Nations   | 2009 |
| The evaluation of UNDP's contribution at the country level, Guidelines for an assessment of development results | United Nations   | 2009 |
| 2009 Development Work Plan Turkey   | United Nations   | 2009 |
| United Nations Development Assistance Framework 2006-2010 Turkey, Mid-term Review                               | Middle East Technical University Centre for European Studies | 2008 |
| UNDP strategic plan 2008-2011, Accelerating global progress on human development                                | United Nations   | 2007 |
| Draft country programme document for Turkey (2006-2010)   | United Nations   | 2005 |
| Country Programme Action Plan   | United Nations   | 2005 |
| Country Evaluation, Assessment of Development Results Turkey  | United Nations   | 2004 |
| Turkey, United Nations Development Assistance Framework 2006-2010   | United Nations   | 2004 |
| Second multi-year funding framework 2004-2007   | United Nations   | 2003 |
| Country Cooperation Frameworks and related matters, Second country cooperation framework for Turkey (2001-2005) | United Nations   | 2001 |
| United Nations Development Assistance Framework 2001-2005   | United Nations   | 2001 |
| Common Country Assessment   | United Nations   | 2000 |

### Democratic Governance

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| Progress Report (Final)<br>Localising the Millennium Development Goals and WSSD Plan of Implementation Through the Turkey Local Agenda 21 Governance Network | UCLG-MEWA- United Cities and Local Governments Middle East and West Asia Section | 2009 |
| Terminal Project Report (TPR)<br>Localising the Millennium Development Goals in Turkey through the Local Agenda 21 Governance Network                        | UCLG-MEWA- United Cities and Local Governments Middle East and West Asia Section | 2009 |
| Training and Capacity Building for Strengthening the City Councils and their Functioning as Local Democratic Governance Mechanisms<br>(Project Document)     | United Nations   | 2009 |
| Project Cooperation Agreement between UNDP and United Cities and Local Governments Middle East and West Asia Section   | United Nations   | 2009 |

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| United Nations Development Assistance Framework 2006-2010 Turkey, Mid-term Review  | Middle East Technical University Centre for European Studies   | 2008                                    |
| UNDP strategic plan 2008-2011, Accelerating global progress on human development   | United Nations   | 2007                                    |
| Final Report – Support to Local Administration Reform Programme in Turkey  | United Nations   | 2007                                    |
| Support to Local Administration Reform Programme in Turkey 24 March 2007 – 24 December 2007  | United Nations   | 2007                                    |
| Decree of MoI on the Local Agenda 21 (in Turkish)  | MoI General Directorate of Local Authorities   | 2007                                    |
| Evaluation of Turkey's Local Agenda 21 Programme Within the Context of Gender Equality and Women's Participation in Local Decision Making  | Yıldız Tokman, Aksu Bora   | 2006                                    |
| Draft country programme document for Turkey(2006-2010)   | United Nations   | 2006                                    |
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| Working Visit by the Representative of the UN Secretary General on the Human Rights of Internally Displaced Persons to Turkey Conclusions and Recommendations                                | United Nations   | 2006                                    |
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| Survey on Migration and Displaced Population   | Hacettepe University Institute of Population Studies   | 2006                                    |
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| Millennium Development Goals Report Turkey-2005  | Prime Ministry Undersecretariat of State Planning Organisation   | 2005                                    |
| Measures on the Issue of Internally Displaced Persons and the Return to Village and Rehabilitation Project in Turkey   | Government of Turkey   | 2005                                    |
| Local Administration Reform Programme (Project Document)   | United Nations   | 2005                                    |
| Support to Local Administration Reform Programme in Turkey Technical Offer   | United Nations   | 2005                                    |
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| Country Evaluation, Assessment of Development Results Turkey   | United Nations   | 2004                                    |
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| Report on the Representative of the Secretary General on Internally Displaced Persons Profiles in Displacement: Turkey   | United Nations   | Not dated.<br>(mission carried in 2002) |
| Guiding Principles on Internal Displacement  | United Nations   | 1998                                    |
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| Guidance for Application to be Selected as a Pilot Local Administration Unit within the Framework of Support to Local Administration Reform Project (in Turkish)                                    | Ministry of Interior/UNDP | Not dated. |

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| New Action Plan for Southeastern Turkey  | Taha OZCAN, SETA Foundation Policy Brief, No.18  | July 2008     |
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| Country Evaluation, Assessment of Development Results Turkey                       | United Nations   | 2004          |
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| 9 <sup>th</sup> Development Plan (2007-2013)                                       | State Planning Organization, Republic of Turkey Prime Ministry   | 28.06.2006    |
| Turkey Country Economic Memorandum Sustaining High Growth: Selected Issues         | The World Bank, Poverty Reduction and Economic Management Unit, Report No.9194, Volume I and II                                    | 10.04.2008    |
| Gelir Dağılımı ve Yoksullukla Mücadele (Income Distribution and Poverty Reduction) | Experts Commission Report for the 9 <sup>th</sup> Development Plan, State Planning Organization, Republic of Turkey Prime Ministry | 2007          |
| Economic Indicators, 2008  | Turkish Statistical Institute (Turkstat)   | November 2008 |
| Facts and Figures  | Turkish Statistical Institute (Turkstat)   | 2008          |

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| Millennium Development Goals Report  | State Planning Organization, Republic of Turkey Prime Ministry, and Office of the UN Resident Coordinator                          | 2005          |
| Turkey Country Economic Memorandum Promoting Sustained Growth and Convergence with the European Union                | The World Bank, Poverty Reduction and Economic Management Unit, Report No.33549  | 23.02.2006    |
| Enlargement and Cohesion: Implications for Economic and Social Development in Turkey                                 | EIZ 2006 Conference Proceedings, Ebru ERTUGAL, Middle East Technical University, Ankara, Turkey                                    | 2006          |
| Baseline Study on CSR Practices the New EU Member States and the Candidate States                                    | UNDP Regional Bureau for Europe and CIS  | June 2007     |
| Human Development Report, Youth in Turkey, Turkey 2008   | UNDP in Turkey   | 2008          |
| Regional Development   | Experts Commission Report for the 9 <sup>th</sup> Development Plan, State Planning Organization, Republic of Turkey Prime Ministry | 2007          |
| TDEAP 2004 Progress Report   | UNDP & Ataturk University LEAP Programme, Eastern Anatolia Tourism Development Project   | 10.01.2005    |
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| Tourism Strategy for the Coruh Valley, North East Anatolia, Turkey   | UNDP, UNWTO<br>Dr. M Fabricius   | December 2007 |
| Microfinance in Turkey A Sector Assessment   | Kiendell Burritt for UNDP  | August 2003   |
| Stratejik Plan 2009 – 2013 (Strategic Plan 2009-2013)  | Social Assistance and Solidarity General Directorate   | 2008          |
| Türkiye’de Sosyal Sorumluluk Değerlendirme Raporu (Social Responsibility in Turkey Evaluation Report)                | UNDP, EU, Corporate social Responsibility Association  | March 2008    |
| Social Assistance in Turkey, For a Policy of Minimum Income Support Conditional on Socially Beneficial Activity      | UNDP<br>Prof. Dr. Ayse BUGRA,<br>Prof. Dr. Caglar KEYDER   | (2006)        |
| LEAP Sustainable Human Development   | UNDP, Ataturk University   | 2005          |
| Economic Impact Assessment of GIDEM Project  | EU, GAP, UNDP  | July 2007     |
| SME Development in Southeast Anatolia, GAP-GIDEM Project Final Report  | UNDP   | January 2007  |
| The Competitiveness Agenda for the Southeast Anatolia  | UNDP   | July 2007     |

#### Environment and Sustainable Development

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| Climate Change Action Plan Project 2007 Project Document  | UNDP   | 2009      |
| UN Joint Prog. MDG-F1680 Enhancing the Capacity of Turkey to Adapt to Climate Change 2008-2010 Progress Report  | UNDP   | 2009      |
| PIMS 4113 Energy Efficiency in Industry Signed PPG, Initiation Plan for Project Preparation Grant   | UNDP   | 2009      |
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| UN Joint Prog. MDG-F1680 Enhancing the Capacity of Turkey to Adapt to Climate Change 2008-2010, Quarterly Reports   | UNDP   | 2008-2009 |
| PIMS 3646 Turkey EE Buildings Final Approved Project Document for Initiation Plan for Project Preparation Grant   | UNDP   | N/S       |
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| United Nations Development Assistance Framework 2006-2010 Turkey, Mid-term Review   | Middle East Technical University Centre for European Studies | 2008      |
| The Regional Water Partnership Initiative Every drop Matters 2006-2011, Project Doc   | UNDP   | N/S       |
| United Nations Development Assistance Framework 2006-2010 Turkey, Mid-term Review   | Middle East Technical University Centre for European Studies | 2008      |
| UNDP-Background Doc - UNDP Strategic Plans 2008,  | N/S  | 2008      |
| PIMS 1988: Enhancing Coverage and Management Effectiveness of the Subsystem of Forest Protected Areas in Turkey's National System of Protected Areas Project Document | UNDP   | 2008      |
| UNDP strategic plan 2008-2011, Accelerating global progress on human development  | United Nations   | 2007      |
| Env Operational Programme (EOP) 2007-2009   | MoEF   | 2007      |
| Strategic Coherence Framework SPO   | SPO  | 2007      |

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| Turkey's 9th Development Plan   | SPO            | 2006 |
| Europe and Commonwealth of Independent States   | UNDP           | 2006 |
| Draft country programme document for Turkey (2006-2010)   | United Nations | 2005 |
| Protecting bio-diversity in Eastern Anatolia- Bakü Tiflis Ceyhan (BTC) Env. Inves. Prog. Small Inves. Fund (SIF) Project 2004-2007 Project Document | UNDP           | N/S  |
| Country Evaluation, Assessment of Development Results Turkey  | United Nations | 2004 |
| Turkey, United Nations Development Assistance Framework 2006-2010   | United Nations | 2004 |

## Annex 4 Evaluation Framework

| ADR Question   | Indicator   | Data Collection Method     | Data Sources/ Stakeholders to be interviewed                             |
|--|---|----------------------------|--|
| <b>Responsiveness</b>  |   |                            |  |
| Did the UNDP anticipate and respond to significant changes in the national development context (e.g. European Union accession process, increasing interest in regional development, strengthening support for the development of political and cultural rights in Turkey's Southeast)? | Volume of UNDP project and non-project interventions responding to changes  | Desk research / interviews | ATLAS / State Planning Organisation                                      |
| What were the missed opportunities in UNDP programming (emerging Turkish government policy priorities, where the UNDP could contribute)?   | New Turkish government priorities as identified in the National Development Plan and sectoral plans (focus on practice areas) | Desk research / interviews | State Planning Organisation  |
| <b>Relevance and programme design</b>  |   |                            |  |
| Is the UNDP intervention relevant to Turkey's national priorities (National Development Plan)?   | Volume of UNDP project and non-project interventions aligned with the National Development Plan                               | Desk research / interviews | Stakeholders identified in Table 4 (Section 3.2)                         |
| Is the UNDP intervention integrated in national sectoral plans / programmes?   | Volume of UNDP project and non-project interventions aligned with sectoral plans / programmes                                 | Desk research / interviews | Stakeholders identified in Table 4 (Section 3.2)                         |
| Is the UNDP intervention 'justified' by critical mass (sufficient resources, time scale)?  | Budget allocated to UNDP project and non-project interventions  | Desk research              | ATLAS  |
| Who has initiated the intervention (national ownership)?   | Volume of UNDP project and non-project interventions initiated by the Turkish partner institutions                            | Interviews                 | Stakeholders identified in Table 4 (Section 3.2)                         |
| <b>Effectiveness</b>   |   |                            |  |
| Did the UNDP accomplish its intended objectives and planned results?   | CPAP indicators (Annex 3)   | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |

|  |  |                            |  |
|--|--|----------------------------|--|
| What are the strengths and weaknesses of the programme?  | Focus on outcomes / constraints as identified in tables 2 and 3 (Section 3.1)                        | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |
| What are the unexpected results it yielded?  | Focus on outcomes / constraints as identified in tables 2 and 3 (Section 3.1)                        | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |
| <b>Sustainability</b>  |  |                            |  |
| Is the UNDP's contribution sustainable?  | Volume of UNDP project and non-project interventions sustained by the Turkish partner institutions   | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |
| Are the development results achieved through UNDP contribution sustainable?  | CPAP indicators (Annex 3)  | Desk research / interviews | Stakeholders identified in Table 4 (Section 3.2)                         |
| <b>Efficiency</b>  |  |                            |  |
| Is the cost of UNDP interventions comparable to other bilateral / multilateral support?  | Budget allocated to UNDP project and non-project interventions (staff costs)                         | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |
| Are UNDP interventions delivered according to time schedule?   | Volume of UNDP project and non-project interventions delivered according to time schedule            | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |
| <b>Added value</b>   |  |                            |  |
| What is the added value of UNDP expertise when compared with expertise offered by other bilateral / multilateral partners?   | Volume of UNDP project and non-project interventions offering expertise only available within the UN | Interviews                 | Stakeholders identified in Table 4 (Section 3.2)                         |
| What difference does it make for the Turkish partner institutions to cooperate with UNDP instead of any other partner (other international donors / technical assistance via consultancies)? | To be identified in stakeholder consultations  | Interviews                 | Stakeholders identified in Table 4 (Section 3.2)                         |
| <b>Approaches</b>  |  |                            |  |

|   |  |                            |  |
|---|--|----------------------------|--|
| Capacity development: Does the UNDP intervention integrate a capacity development approach (in line with the UNDP's 2008-2011 Strategic Plan)?  | Volume of UNDP project and non-project interventions integrating capacity development      | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |
| Private sector engagement: Does the UNDP intervention integrate private sector engagement?  | Volume of UNDP project and non-project interventions integrating private sector engagement | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |
| Gender main-streaming: Does the UNDP intervention integrate gender mainstreaming?   | Volume of UNDP project and non-project interventions integrating gender mainstreaming      | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |
| South-South cooperation: Does the UNDP intervention integrate elements of South-South cooperation?  | Volume of UNDP project and non-project interventions integrating South-South cooperation   | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |
| Advocacy: Does the UNDP intervention integrate elements of advocacy / is the intervention integrated in wider UNDP advocacy work.   | Volume of UNDP project and non-project interventions integrating advocacy work             | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |
| <b>UNDP Additional Roles and Functions</b>  |  |                            |  |
| Is the intervention facilitated by UN Agency coordination (coordination between different UN agencies in the preparation or implementation of the assignment)?                                      | Volume of UNDP project and non-project interventions involving more than one UN Agency     | Desk research / interviews | Project documentation / UNDP Country Office (Section 3.2)                |
| Is the intervention facilitated by UN regional coordination (coordination between the Regional Bureau in Bratislava and the Country Office in the preparation or implementation of the assignment)? | Volume of UNDP project and non-project interventions involving the RBEC                    | Desk research / interviews | Project documentation / UNDP Country Office / RBEC                       |
| <b>Social Equity</b>  |  |                            |  |
| Did the programmes and interventions of the UNDP contribute to reduce vulnerabilities in the country (regarding vulnerable groups, gender equality and regional disparities)?                       | CPAP indicators for DG and PR (Annex 3)  | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |

|   |   |                            |  |
|---|---|----------------------------|--|
| Did the UNDP intervention in any way influence the existing inequities (exclusion / inclusion) in the society?            | CPAP indicators for DG and PR (Annex 3)   | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |
| Was the selection of geographical areas of intervention guided by need?   | Volume of UNDP project and non-project interventions focusing on Turkey's Southeast   | Desk research              | Project documentation  |
| <b>Partnerships</b>   |   |                            |  |
| How has the UNDP leveraged partnerships within the government, as well as with national civil society and private sector? | Volume of UNDP project and non-project interventions integrating partnerships with government, civil society and private sector | Desk research / interviews | Project documentation / Stakeholders identified in Table 4 (Section 3.2) |

## Annex 5: List of Projects Analysed

| Programme name as in TOR Annex 2/3                    | Projects (titles as noted on the UNDP web site); <u>Core projects (=completed)</u> / secondary (= ongoing)  |
|---|---|
| <b>POVERTY REDUCTION</b>                              |   |
| GAP/GIDEM   | <ul style="list-style-type: none"> <li>Small and medium enterprise development in Southeastern Anatolia GAP-GIDEM 2002-2007 (15055)</li> </ul>  |
| LEAP,<br>incl. tourism, cultural heritage:            | <ul style="list-style-type: none"> <li>Linking Eastern Anatolia to Progress (LEAP) 2001-2006 (38324)</li> </ul>   |
| Poverty - National Communities of Practice            | <ul style="list-style-type: none"> <li>Promotion of Cooperation in the Area of Social Assistance 2005 2006 (45721)</li> </ul>   |
| Microfinance  | <ul style="list-style-type: none"> <li>Microfinance sector development 2005-2006 (44022)</li> </ul>   |
| Private sector partnerships :                         | <ul style="list-style-type: none"> <li>Partnership for Development with the Business Sector 2005-2007</li> </ul>  |
| <b>ENVIRONMENT AND SUSTAINABLE DEVELOPMENT</b>        |   |
| Climate change  | <ul style="list-style-type: none"> <li>Climate Change Action Plan Project 2007</li> <li>United Nations Joint Programme - MDG-F 1680 Enhancing the Capacity of Turkey to Adapt to Climate Change 2008-2010 (58944)</li> </ul>  |
| Biodiversity  | <ul style="list-style-type: none"> <li>Protecting biodiversity in Eastern Anatolia - Baku Tiblisi Ceyhan Environmental Investment Programme Small Investments Fund (SIF) Project 2004-2007</li> <li>PIMS: 1988 Enhancing Forest Protected Areas Management System 2008-2011 (5221)</li> </ul>   |
| Water   | <ul style="list-style-type: none"> <li>The Regional Water Partnership Initiative "EVERY DROP MATTERS" 2006-2011 (54160)</li> </ul>  |
| Energy services                                       | <ul style="list-style-type: none"> <li>Market Transformation of Energy Efficient Appliances in Turkey 2009-2013</li> <li>Improving Energy Efficiency in Industry 2010-2015</li> <li>Promoting Energy Efficiency in Buildings June 2009-(60901)</li> </ul>   |
| <b>DEMOCRATIC GOVERNANCE</b>                          |   |
| Judicial reform, incl. restorative justice, mediation | <ul style="list-style-type: none"> <li>Preparatory Assistance Project for the Development of Practice of Mediation in Criminal Justice System of Turkey 2008 (60023)</li> <li>Support to Judicial Reform in the Perspective of Organizational Administration 2008 (60015)</li> <li>Project for the Development of Practice of Mediation in Criminal Justice System of Turkey 2008-2010 (69611)</li> </ul> |
| Civic engagement, Civilian oversight                  | <ul style="list-style-type: none"> <li>Civic Engagement in Legislation Making in Turkey 2008-2009 (60306)</li> <li>Preparatory Assistance with the Ministry of Interior for Civilian Oversight of the Security Sector 2006 (43622)</li> <li>Technical Assistance for Improvement of Civilian Oversight of Internal Security Sector 2007-2009 (60894)</li> </ul>   |
| Internally displaced people                           | <ul style="list-style-type: none"> <li>Support to the Development of an Internally Displaced People Programme in Turkey 2005-2006 (45992)</li> <li>Support to the development of an IDP Programme in Turkey - additional component for the sustainability and scale up of the pilot activity carried out in Van province 2008-2009 (62860)</li> </ul>   |
| Local administration                                  | <ul style="list-style-type: none"> <li>Support to Local Administration Reform Programme in Turkey 2005-2007(46811)</li> </ul>   |
| Local agenda 21                                       | <ul style="list-style-type: none"> <li>Localizing the Millennium Development Goals and World Summit on Sustainable Development (WSSD) Plan of Implementation through the Turkey Local Agenda 21 Governance Network 2004-2006 (15057)</li> <li>Localizing the UN Millennium Development Goals in Turkey through the Local Agenda 21 Governance Network 2006-2009</li> </ul>                                |
| <b>GENDER</b>   |   |
| Women's empowerment                                   | <ul style="list-style-type: none"> <li>Innovations for Women's Empowerment: A workable model for women in Turkey's Southeast Anatolia Region 2008-2011 (60803)</li> </ul>   |
| Women in politics                                     | <ul style="list-style-type: none"> <li>Working to increase the number of women in the Turkish Parliament 2006 (49635)</li> <li>Enhancing Women's Participation in Politics and Decision Making 2008-2009 (61623)</li> </ul>   |
| <b>PROJECT IMPLEMENTATION SUPPORT</b>                 |   |
| Project implementation support                        | <ul style="list-style-type: none"> <li>Implementation Support Project for Ministry of Agriculture and Rural Affairs -Sivas Erzincan Development Project (SEDP) 2005-2007 (48798)</li> <li>Sivas-Erzincan Development Project Phase II 2008-2012 (61749)</li> </ul>  |

## Annex 6: Assessment of CPAP indicators

This annex provides an assessment of the indicators used in the Country Programme Action Plan (R=relevant to the outcome, B=baseline available, T=target available, Q=overall quality)

| Practice area   | Indicator  | R | B | T | Q |
|---|--|---|---|---|---|
| DG<br>(Outcome 1: Individual, collective and institutional capacity strength-ened for participation at all levels of gover-nance) | 1) % increase in inter-governmental revenue sharing in favor of local administrations (B: 4.2% in 1999)  | + | + | - | + |
|   | 2) % increase in satisfaction with local government service (B: Satisfaction surveys to be conducted in 2006)  | + | - | - | - |
|   | 3) National legal and regulatory framework, including secondary legislation, for broader civil society engagement in local administration enacted (B: Draft secondary law available (Article 76))                          | - | - | - | - |
|   | 4) % increase in number of local administrations that have functioning City Councils (Article 76 of Municipalities Law) (B: Number of municipalities w/ city councils 60)  | + | + | - | + |
|   | 5) % of City Councils that have functioning Women's and Youth Platforms (B: Women and youth assessment pending till end 2005)  | + | - | - | - |
|   | 6) % increase in seats in national parliament held by women (B: %4.4)  | + | + | - | + |
|   | 7) GEM (B: GEM 0.284)  | + | + | - | + |
|   | 8) Establishment of a gender equality commission in parliament   | - | + | + | - |
| DG<br>(Outcome 2: Mechanisms for Implementation and monitoring human rights strength-ened and reformed)                           | 9) Number of primary and secondary legislation enacted to respond to EU criteria on security sector performance (B: EC Progress Report 2005)   | - | - | - | - |
|   | 10) Rate of implementation of reform measures (b: see 9)   | - | - | - | - |
|   | 11) % decrease in reported cases of domestic violence (B: 34% in 1994, with assumption of little change since then)  | + | + | - | + |
|   | 12) % increase in the number of IDP beneficiaries of the Government's Return Program (B: 131.945 people returned as per 2005 MoI data)   | + | + | - | + |
|   | 13) % of allocation to IDP issues in EC funded regional development programming (B: % allocation to IDP programming is nil)  | + | + | - | + |
| PR<br>(Outcome 3: National and local MDG based policy formulation and implementation at local and national levels)                | 14) % increase in local administration budgets allocated to MDG targets (B: Presently there are no baselines against which to monitor budgetary allocations for MDG targets. UNDP will help set frameworks in this regard) | + | - | - | - |
|   | 15) % increase in the proportion of GDP allocated to social/poverty assistance (B: % of GDP allocated to social assistance is 0.3%)  | + | + | - | + |
|   | 16) % increase in financial services penetration (% of banked population) (B: % of banked population is 65%, significantly below OECD norms)   | + | + | - | + |
|   | 17) % increase in the proportion of GDP allocated to social/poverty assistance (B: % of GDP allocated to social assistance is 0.3.%)   | + | + | - | + |
| PR<br>(Outcome 4: Urban and rural productivity and employment are increased)  | 18) % increase in women's labour participation rate (B: Women's labour participation rate is 19%)  | + | + | - | + |
|   | 19) Number of jobs created through public-private partnerships for youth (B: Project based (Youth and GIDEM) records are used for monitoring the PPP youth jobs and SME jobs in SEA region)                                | + | - | - | - |
|   | 20) Number of jobs created by SMEs in less developed regions (B: see 19)   | + | - | - | - |
|   | 21) Percentage increase in ratio of agricultural investments from the consolidated budget to the GNP (B: 0.72 %, 2005 (Target and baseline source: Medium Term Development Plan, SPO))                                     | + | + | - | + |

| Practice area   | Indicator  | R | B | T | Q |
|---|--|---|---|---|---|
| PR<br>(Outcome 5: Competitiveness of socially and environmentally responsible private sector increased) | 22) % increase in export volume of SMEs in SEA region (B: Export volume of SEA region SMEs is 1.432 b\$, 2004 (DTM))   | + | + | - | + |
|   | 23) Increase in number of Turkish firms reporting on Global Compact (B: number of Turkish companies report on the Global Compact)  | + | - | - | - |
|   | 24) Number of companies in Corporate Governance index (B: No Turkish companies yet meet the Corporate Governance Index requirements)   | + | + | - | + |
| ENV<br>(Outcome 6: The conservation and sustainable use of natural resources is strengthened)           | 25) Number of sectoral strategies and plans incorporating SD principles developed and adopted (B: Although the SD awareness was stated in the 8th Five-Year Development Plan 2001-2005 only in few areas progress was achieved)      | - | - | - | - |
|   | 26) % increase in the national, regional and local authorities SD mainstreamed decision making (B: see 25)   | + | - | - | - |
|   | 27) % of national and regional communities adopting SD monitoring systems (B: see 25)  | + | - | - | - |
|   | 28) % of economic and social sectors integrating SD principles (B: see 25)   | + | - | - | - |
|   | 29) Number of environmental, economic and social sectors integrating climate change priorities in their activities   | - | - | - | - |
|   | 30) % of governmental agencies' awareness increased in terms of climate change   | + | - | - | - |
|   | 31) Number of national policies integrate climate change priorities  | - | - | - | - |
|   | 32) Number of assistance is provided to the governmental, and private sectors to integrate EU environmental (B: Although national environmental laws have been adopted, enforcement and implementation are monitored barely)         | + | - | - | - |
|   | 33) % increase in capacity building to effectively implement environmental acquis (B: see 32)  | + | - | - | - |
|   | 34) Number of policies developed in accordance the EU directives to promote good environmental administration at the local and regional level (B: see 32)  | + | - | - | - |
|   | 35) % increase in strategies for broader application of the experiences of the pilot areas within the country (B: see 32)  | - | - | - | - |
|   | 36) Number of legislation, policies introduced in practice (B: Several protected areas and protected species are identified, no data is systematically gathered on biodiversity, hence a national wide strategy cannot be developed) | - | - | - | - |
|   | 37) % increase in protected species and protected areas (B: see 36)  | + | - | - | - |
|   | 38) Nationwide strategy is developed and placed into practice for monitoring and decision making (B: see 36)   | - | - | - | - |
|   | 39) % increase in the regional cooperation (B: The first phase of the activity provided some information on the future life of the Black sea without a regional collaboration)   | - | - | - | - |
|   | 40) % increase in the ecological productivity of the Black Sea (B: see 39)   | + | - | - | - |
|   | 41) % increase in the socio-economic development in the region (B: see 39)   | + | - | - | - |
|   | 42) % decrease in land degradation and desertification (B: Only 24 % of the land is available for agricultural production. 80 % land erosion is observed.  | + | + | - | - |
|   | 43) % increase in the organic farming and zero tillage practices (B: see 42)   | + | - | - | - |
|   | 44) % of women involved actively in decision making and in production (B: see 42)  | + | - | - | - |
|   | 45) % decrease in unsustainable natural resources use (B: to be assessed)  | + | - | - | - |

| Practice area  | Indicator  | R | B | T | Q |
|--|--|---|---|---|---|
|  | 46) % increase in the renewable energy use (B: to be assessed)   | + | - | - | - |
|  | 47) % of women involved actively in decision making and in production (B: to be assessed)  | + | - | - | - |
| ENV<br>(Outcome 7: Access to sustainable energy services is increased)         | 48) % increase in the number of national development strategies incorporating climate change concerns and adaptation mechanisms (B: Although law on renewable energy has been adopted and the a draft law on energy efficiency is under preparation, it will need support for prompt implementation) | - | - | - | - |
|  | 49) Number of new technologies for energy efficiency introduced (B: see 48)  | - | - | - | - |
|  | 50) % increase of the level of renewable energy in national energy resources (B: see 48)   | + | - | - | - |
|  | 51) % increase in the legal and practice areas related to energy efficiency and renewable energy (B: see 48)   | + | - | - | - |
| DG / PR / ENV<br>(Outcome 8: Enhanced management of development financing)     | 52) % of IFI loan volume delivered on time   | + | - | - | - |
| DG / PR / ENV<br>(Outcome 9: Turkey's development cooperation promoted abroad) | 53) no indicator   | - | - | - | - |