

TERMS OF REFERENCE

1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Program (UNDP) will carry out an Independent Country Programme Evaluation (ICPE) of UNDP programme in Turkey in 2019. UNDP Turkey has been selected for an ICPE since its country programme will end in 2020. The ICPE will inform the development of the new country programme for 2021-2024. The ICPE will be conducted in close collaboration with the Government of Turkey, UNDP Turkey country office, and UNDP Regional Bureau for Europe and Central Asia.

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.¹ The ICPE demonstrates evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national effort for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP Country Programme Document
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the UNDP's Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function; and its coherence, harmonization and alignment in support of United Nations reform and national ownership. Based on the principle of national ownership, IEO seeks to conduct ICPEs in collaboration with the national authorities where the country programme is implemented.

2. NATIONAL CONTEXT

An upper middle-income country and OECD member, Turkey is a major emerging economy and a key regional power. The Tenth National Development Plan (Tenth NDP) 2014-2018 provides a sustainable development-oriented framework for highly stable and inclusive growth, with sound use of natural resources, strengthening fundamental rights and freedoms, and more effective contributions to global and regional agendas.² The Tenth NDP targets a strategic allocation of public investments for eliminating regional disparities and mobilizing regional development potential; and socially and economically sound rural development. It also highlights the importance of government funding in specially assisted regions (most provinces of the Eastern Black Sea, Eastern and Southeastern Anatolia regions). Local devolution and regional prioritization based on a growth strategy characterized the strategic framework of the Tenth NDP; metropolitan governance is an area that received considerable thrust for ensuring an efficient public administration and local governance. The implementation of the National Strategy for Regional

¹ See UNDP Evaluation Policy: www.undp.org/eo/documents/Evaluation-Policy.pdf. The ICPE is conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (www.uneval.org).

² Tenth Development Plan 2014-2018, http://www.sbb.gov.tr/wp-content/uploads/2018/11/The_Tenth_Development_Plan_2014-2018.pdf

Development (NSRD)³ which builds on the Tenth NDP has commenced and has salience for regional development, has the potential for improving regional development coordination and planning. The Tenth NDP prioritised women, youth and persons with disabilities to improve their access to social and economic opportunities. Turkey is currently preparing the 11th NDP.

Demonstrating a strong economic and development performance Turkey's GDP growth has averaged at 5-11% annually since 2010.⁴ With a large and diverse economy and a well-developed private sector, the country has mostly rebounded from a currency crisis and 15-year inflation spike in August 2018. Challenges remain due to a persistently high current account deficit resulting in intense exchange rate volatility in international currency markets and a significant depreciation of the Turkish lira since mid-August.⁵

Turkey has eliminated absolute poverty. Poverty rates show a downward trend, with 13.5% of the population living below the risk of poverty threshold in 2017 compared to 18.6% in 2006⁶. There is however a slowdown in the pace of poverty reduction due to labour market uncertainty and food inflation, posing a risk to the sustainability of the progress achieved. Although high economic growth led to a decrease in the unemployment rate, this trend has reversed in 2018. Turkey continues to face high unemployment (the seasonally adjusted rate at 11.2% in 2018). While Turkey's gradual demographic shifts to a younger population increased the labour force potential unemployment among youth remains an issue (19.7% among youth aged 15-24)⁷.

Ranking 64th (of 189 countries) in the UNDP Human Development Index (HDI) Turkey's HDI value (.791) has increased since 1990 (.579)⁸. In the past two decades, there has been a marked and steady improvement in most development indicators, including life expectancy (76 in 2017), literacy (95.6%) and gross national income (GNI) per capita (\$24,804 in 2017). Turkey has achieved universal provision of education and health services as well as the elimination of extreme poverty.⁹ Labour income growth is a key factor in reducing inequality for most of the 2000s, but this trend is more manifest in urban areas, with still higher levels of inequality in rural areas. Gini coefficient is 0.405 (fifth-highest among OECD countries).¹⁰

Gender inequalities persist particularly in access to economic opportunities and political participation. Turkey ranks 64th out of 189 countries with a score of 0.641 in the 2018 UNDP Gender Inequality Index and 130th out of 149 countries according to the World Economic Forum Global Gender Gap Report.¹¹ Compared to men, women have low rates of labour force participation (36.1% as compared to 77.4% for

³ <http://www.bgus.gov.tr/>

⁴ World Bank <http://databank.worldbank.org/data/indicator/NY.GDP.PCAP.CD/1ff4a498/Popular-Indicators> As of 2017, its GDP is \$10,602 per capita. See, Turkish Statistical Institute, <http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=27844#>

⁵ TURKSTAT, <http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=27844#>

⁶ Number at risk of poverty (earning 50% of the median income, compared to 14.3% in 2016. TURKSTAT, Income and Living Conditions Survey, 2017, <http://www.turkstat.gov.tr/UstMenu.do?metod=temelist>.

⁷ TURKSTAT, "Labour Force Statistics, August 2018", 15 Nov 2018, <http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=27690>. Both figures are seasonally adjusted. In August 2017, the seasonally adjusted unemployment rate was 10.6% for the overall population and 20.3% for youth.

⁸ UNDP, Briefing note for countries on the 2018 Statistical Update: Turkey. http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/TUR.pdf

⁹ CPD. In 2016, 0.2% of the population was living under the international poverty gap of \$1.90/day (2011 PPP). World Bank, <https://data.worldbank.org/indicator/SI.POV.DDAY?locations=TR>

¹⁰ TURKSTAT, Income and Living Conditions Survey, 2017: <http://www.turkstat.gov.tr/UstMenu.do?metod=temelist>. OECD data (2015) measures the Gini coefficient as .40 and ranks Turkey 5th: <https://data.oecd.org/inequality/income-inequality.htm>

¹¹ UNDP Human Development Reports: Gender Inequality Index: <http://hdr.undp.org/en/indicators/68606#> World Economic Forum, Global Gender Gap Report 2018: <http://reports.weforum.org/global-gender-gap-report-2018/data-explorer/#economy=TUR>

men)¹² and employment (29.7% as compared to 67.3%), and the disparities are much higher among Kurdish women. Women represent 17% of Parliament and only one member of the Cabinet.¹³ Violence against women remains a concern, including deaths due to domestic violence. There are ongoing efforts by the government to address the gender asymmetries in development, through the Strategy Paper and Action Plan for the empowerment of women 2018-2023.

With robust public administration in general and economic reforms initiatives, Turkey is taking measures to address governance gaps to improve transparency, address corruption, and improve human rights. In the past decade, reforms were undertaken to further increase the efficiency of the public administration. There are areas that need more considered reforms, for example, merit-based civil services for improved public-sector management, local governance capacities and coordination between national and local governments for regional development.¹⁴

There have been improvements in environmental legislation and progress in waste management, energy efficiency, use of renewable energy and controlling industrial pollution. Turkey had the fastest-growing greenhouse gas emissions among reporting UNFCCC countries, reaching 496.1 million tons in 2016, a 135% increase from 1990.¹⁵ Despite such progress Turkey has an underdeveloped conservation governance. Challenges remain in containing increasing greenhouse gas emissions. In addition, land degradation is a major issue impacting the use of agricultural land. Turkey has a high risk of natural disasters, including earthquakes, droughts and floods. Local capacities in environment and disaster management needed further attention.

Turkey has been hosting the largest community of Syrian refugees in the region (3,622,366 Syrian refugees as of December 2018, of which 54.4% are men and 45.6% are women).¹⁶ There have been important achievements in ensuring food security and basic needs and providing education services.¹⁷ While this support deserves attention, there are several issues that need to be addressed, such as improving services in the camps to better refugee integration processes. Increased institutional capacity support, technical expertise, equipment and improved infrastructure for service provision are needed at both national and local levels to enable the effective and harmonised application of the national asylum framework and relevant legislation across the country.¹⁸ Livelihood is an area which needs further attention.

3. UNDP PROGRAMME STRATEGY IN TURKEY

UNDP has partnered with the government of Turkey for almost 60 years and the Partnership Framework Agreement was renewed in 2011. UNDP country programme 2016-2020 (hereafter country programme),¹⁹ aligns with the Tenth NDP and Sustainable Development Goal (SDGs) as well as the UN Development Cooperation Strategy 2016-2020 (UNCDS). The country programme focuses on structural challenges from a cross-cutting sustainable development perspective, targeting excluded and vulnerable

¹² Global Gender Gap Report 2018.

¹³ Global Gender Gap Report 2018.

¹⁴ See SGI indicators <http://www.sgi-network.org/2018/Governance>; Ertugal, Ebru, 2017. Challenges For Regional Governance In Turkey: The Role Of Development Agencies. Journal of the Faculty of Architecture., 34(2).

¹⁵ Turkey ranks ninth in greenhouse gas emissions. . http://di.unfccc.int/time_series

¹⁶ See <https://data2.unhcr.org/en/situations/syria/location/113>

¹⁷ 3RP, 2018 progress report, <http://www.3rpsyriacrisis.org/wp-content/uploads/2018/09/3RP-2018-Progress-Report-Jan-June-2018.pdf>

¹⁸ 3RP, 2018 progress report, <http://www.3rpsyriacrisis.org/wp-content/uploads/2018/09/3RP-2018-Progress-Report-Jan-June-2018.pdf>

¹⁹ UNDP, Country Programme document for Turkey (2016-2020),

<http://www.tr.undp.org/content/dam/turkey/docs/Approved%20CPD%202016-2020.pdf>

social groups in less developed areas (i.e. unemployed women, especially in rural areas, persons with disabilities, youth and vulnerable communities). Cross-cutting issues such as women’s participation, private sector strengthening, and information and communications technology, received emphasis in the country programme. The programme is structured around the following outcome areas: inclusive and sustainable growth, climate change and the environment, and democratic governance. During the assessment period, UNDP supported Syria Regional Refugees and Resilience Plan (3RP). The outcomes and the expenditures are presented in Table 1.

Inclusive and Sustainable Growth. The inclusive and sustainable growth outcome aims to address structural barriers to national competitiveness, regional and social disparities focusing on less-developed regions of Eastern and South-eastern Anatolia and poverty ‘pockets’ among disadvantaged groups (i.e. women with low socioeconomic status, unemployed youth, disabled persons, the elderly). UNDP specifically outlined support to national frameworks for competitiveness, job creation, and economic growth by strengthening innovation and entrepreneurship capacity. Programmes also include technical support for inclusive social policy implementation, equitable employment, and scaling sustainable solutions.

The *Syria crisis response programme (Regional Refugee & Resilience Plan)* represents a significant component of this outcome area (69% of US\$ 111.3 Million). The Regional Refugee Response Plan (3RP) comprises a regional humanitarian and development response to the Syria refugee crisis, coordinated by UNHCR and UNDP in close partnership with participating governments. UNDP leads the livelihoods sector and is a key partner in the basic needs, security, and food sector sectors, in close partnership with Turkey, national and local partners.

UNDP’s 3RP interventions focus on three major pillars: viz., i) livelihoods, employment and local economic development; ii) municipal service delivery, including waste management; and iii) social cohesion, empowerment and protection.²⁰ UNDP outlined to support the government in addressing the social and economic consequences of the influx of refugees on host communities. Resilience building is central to such support.

- **Livelihoods, employment and local economic development:** The first pillar addresses labour supply and demand through language and vocational skills training, job matching, and support to job creation through Small and Medium Enterprises (SME), industrial zones, business development services, and value chain development.
- **Municipal service delivery, including waste management:** UNDP’s municipal support focuses on core infrastructure development for waste, wastewater, and firefighting.
- **Social cohesion, empowerment and protection:** The final pillar aims to develop Syrian and host community women and youth’s competencies and an inclusive business environment.

Environment and Climate Change. The climate change and environment outcome prioritizes strengthening national capacities to prevent and respond to environmental degradation and implementing climate change adaption and mitigation policies. Projects focus on forest management, elimination of POPs, renewable energy, and integration of biodiversity and ecosystems services in

²⁰ UNDP Turkey, “Elevating Homes: UNDP Turkey Crisis and Resilience Response Programme,” <http://www.tr.undp.org/content/dam/turkey/UNDP-TR-ELEVATING-HOPES-EN.pdf>

development planning. Support in this area also included promoting tools for integrated disaster management, and climate change mitigation action across sectors.

The country programmes make specific mention of exploiting synergies between programme components in the promotion of environmental technologies through biodiversity-friendly value chains, gender-responsive disaster and climate risk management and improved social and environmental benefits in energy, forestry, transportation in services sectors.

Inclusive and Democratic Governance. Inclusive and democratic governance outcome supports efforts to address structural legal and human rights issues, with an emphasis on gender, participation, and accountability. UNDP provides support to improve access to justice, further local administration reforms, and strengthen institutions, e.g. judicial actors, the Ombudsman, National Human Rights Institution, and management of the eastern borders in line with international standards.

Gender Inclusive Policies and Development Processes. Although the outcome of the participation of women and girls is smaller in terms of resources, the programme aims to address GEWE as a cross-cutting theme across UNDP projects. This included support to national and local gender mainstreaming as well as pilot women’s economic empowerment projects.

Table 1: Country Programme Budget by Outcome

Country Programme Outcome		Budget	Expenditure
		US \$million (Dec. 2018)	
Outcome 1: Inclusive and Sustainable Growth	By 2020, relevant government institutions operate in an improved legal and policy framework, and institutional capacity and accountability mechanisms assure a more enabling (competitive, inclusive and innovative) environment for sustainable, job-rich growth and development for all women and men.	\$111.3	\$57.5 (37% refugee response)
Outcome 2: Environment and Climate Change	By 2020, improved implementation of more effective policies and practices on the sustainable environment, climate change, biodiversity by national, local authorities and stakeholders including resilience of the system/communities to disasters	\$16.8	\$7.4
Outcome 3: Inclusive and Democratic Governance	By 2020, central and local administrations and other actors more effectively protect and promote human rights, and adopt transparent, accountable, pluralistic and gender-sensitive governance systems, with the full participation of civil society, including the most vulnerable.	\$28.2	\$24.6
Outcome 4: Participation of women and girls	Improved legislation, policies, implementation and accountability mechanisms to enable equal and effective social, economic and political participation of women and girls by 2020.	\$9 (35% refugee response)	\$0.7 (36% refugee response)
Other		\$0	\$0.2
Total		\$158.2	\$90.3

Source: Programme budget and expenditure are from UNDP Atlas System, as of 27 December 2018.

4. SCOPE OF THE EVALUATION

The ICPE will assess the current programme cycle for 2016-2020 and will cover projects under the four outcomes (see Table 1). The evaluation will include the entirety of UNDP's activities in the country and therefore covers interventions funded by all sources, including government, donor funds, allocations from UNDP's core resources, and UNDP regional and global programmes. Given the programme focus of UNDP at the local level the evaluation there will be visits to the programme locations. In addition, the evaluation may include 'non-project' activities in which UNDP has been involved. The evaluation recognizes that some of these 'non-project' activities, such as advocacy or convening development actors, may be crucial in informing public policies or enhancing development contribution. Efforts will be made to capture the role and contribution of the UN Volunteers Programme's (UNV) joint work with UNDP.

The evaluation will consider contextual factors such as the Syrian refugee crisis, government strategies to accelerate the European Union accession process, and UN reforms.

Separately, the IEO will evaluate UNDP support to the Syria refugee crisis and 3RP implementation. Considering Turkey has the largest Syrian refugee population, components of this ICPE pertaining to UNDP's support to the refugee crisis and host communities will inform the 3RP evaluation as well.

5. METHODOLOGY

Framework for assessing UNDP's contribution. As discussed in the previous section, UNDP has outlined 4 outcomes and 14 outputs in the country programme and intended to promote human-based approaches and gender equality. UNDP aimed to bring resilience approaches and integrated solution to national development processes.

The evaluation theory of change (presented schematically in Figure 1) builds on the country programme commitments, including more specific ones outlined in project documents. It seeks to provide a framework for assessing UNDP programme support given the development context in Turkey (what did UNDP do), programme approach (were UNDP programmes appropriate for achieving national results), contribution process (how did the contribution occur), and the significance of the contribution (what is the contribution — did UNDP accomplish its intended objectives). The linkages outlined in the Theory of Change are intended to identify the level of contribution that is commensurate with the scope of UNDP's programme, and the significance of such a contribution for the development outcomes identified in the country programme and various projects.

The evaluation will assess the significance of UNDP's contribution to the development outcomes identified in the country programme and various projects. The evaluation notes that UNDP development outcomes are broad, and the outputs do not add up to contribute to the outcomes in a substantive way. The theory of change, therefore, does not propose to link UNDP's contribution directly to outcomes but instead looks at the contributions to policy processes and practices. Although iterative, the evaluation makes a distinction between intermediary outcomes and overall outcomes, indicating the level of contribution. Such a categorization, however, will be useful for the evaluation to set expectations commensurate with the scope of its support.

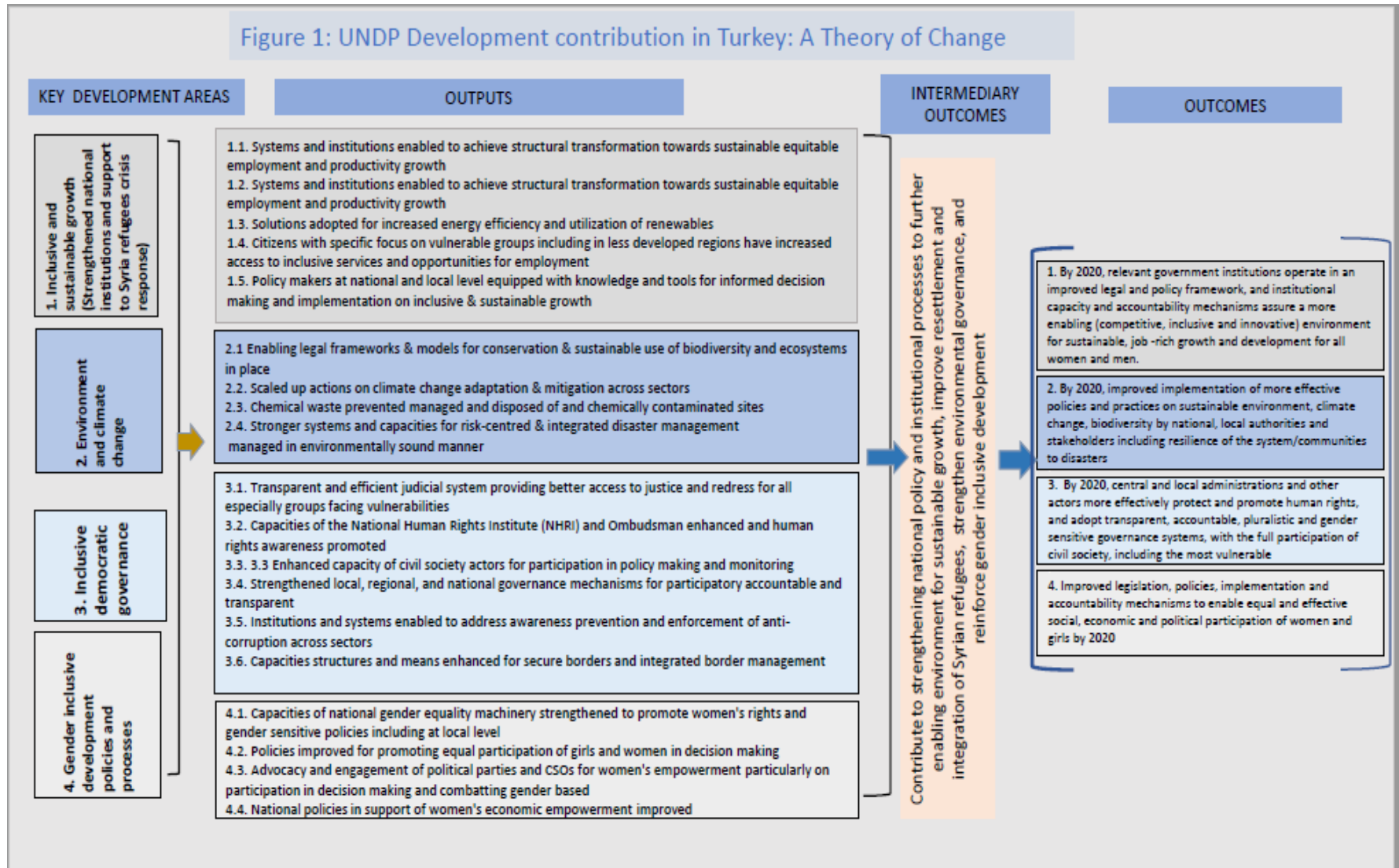
The theory of change outputs are a range of specific activities/actions UNDP has identified that are necessary for achieving immediate outcomes. UNDP activities combined with other ongoing activities

pursued by the government and other development actors are likely to manifest in immediate outcomes. This entails establishing some of the necessary conditions pursuant to intermediary outcomes and overall outcomes. The intermediary outcomes indicate the policy and institutional processes necessary for achieving outcomes outlined by UNDP; and leaves the possibility to establish different dimensions of contribution to the outcome, wherever it takes place.

The evaluation recognizes that the level of visibility of UNDP programmes in terms of contribution to processes and outcomes depends largely on their relative importance and positioning vis a vis other national and other development actors. Some UNDP programme activities may complement an array of activities of different actors at the country level, which also presents a challenge to identifying causal linkages regarding contribution.

Given the range of actors at the country level and the predominant role of the government, UNDP's contribution to the outcomes will take into consideration the level of efforts and the space available for development contribution.

Figure 1: UNDP Development contribution in Turkey: A Theory of Change



Key Evaluation Questions. The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards. The ICPE will address the following three key evaluation questions and related sub-questions. These questions will also guide the presentation of the evaluation findings in the report. Table 2 presents key questions, sub-questions, and what is judged.

1. What did the UNDP country programme intend to achieve during the period under review?

This will include an assessment of UNDP programme choices in Turkey. Considering the upper middle-income status of Turkey and an OECD member, the evaluation will assess if the programme choices of UNDP is appropriate for the development context of the country, for strengthening local governance, resilient development, and providing niche development support. Specific attention will be also paid to UNDP's support to the Syrian refugee crisis.

2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?

The evaluation will assess the extent to which UNDP contributed to the intended objectives outlined in the UNDP Country Programme — the outcomes achieved, and contribution to development processes. This will include positive and negative, direct and indirect and unintended outcomes.

3. What factors contributed to or hindered UNDP's performance and eventually, the sustainability of results? Where the programme approach and processes used by UNDP appropriate for achieving intended objectives?

Factors that can explain UNDP's performance and positioning in Turkey will be identified. This includes specific factors that influenced, positively or negatively, UNDP's performance and eventually, the sustainability of programme outcomes in the country. UNDP's capacity to adapt to the changing context and respond to national development needs and priorities will also be assessed.

The utilization of resources to deliver results (including managerial practices), the extent to which UNDP fostered partnerships and synergies with other actors (including through south-south and triangular cooperation), and the integration of gender equality and women's empowerment in programme design and implementation are some of the aspects that will be assessed under this question.

Table 2: Key questions, sub-questions, and what is judged

KEY QUESTIONS	SUB-QUESTIONS	WHAT IS JUDGED?
<p>1. What are the contextual issues that determined UNDP programme choices?</p>	<p>a) In each of the areas assessed:</p> <ul style="list-style-type: none"> • What are the relevant contextual issues? • What is government response? • Which are the key issues that needed attention and gaps yet to be filled? • Who are the key development actors? • Level of engagement of UNDP? 	<ul style="list-style-type: none"> • Key challenges and gaps in the areas of UNDPs engagement • Level of UNDP engagement
<p>2. What did the UNDP country programme intend to achieve during the period under review?</p>	<p>b) Did UNDP's role in assisting Turkey's development agenda include areas which have strategic relevance for sustainable development?</p> <p>c) Did UNDP respond to the evolving country situation and national priorities by adapting its role and approaches in each of the areas of support? How responsive has UNDP (and the corporate tools) been in responding to national priorities?</p> <p>d) How critical are the areas of UNDP support for achieving national development outcomes?</p> <ul style="list-style-type: none"> • Did the programme choices of UNDP activities build on its comparative strengths? • How did UNDP position itself in supporting the Syrian refugee response? • Did UNDP's position enable it to further an inclusive governance agenda, particularly at the local level? • Did UNDP's development choices improve the humanitarian and development nexus and resilient approaches in inclusive growth and response to Syrian refugee crisis? • Did UNDPs programme choices emphasize inclusiveness, equity, and gender equality? • Did UNDP's programme choices improve cooperation with development actors in Turkey? <p>e) Was UNDP's programme appropriate to Turkey's efforts to address the Syrian refugee crisis and development challenges confronted by host community?</p>	<ul style="list-style-type: none"> • The extent to which UNDP programme choices enabled a meaningful role and contribution to development outcomes in Turkey in each of the areas of engagement. • The extent to which UNDP's positioning enabled inclusive development process • The extent to which UNDP's positioning enabled gender-inclusive development • The extent to which UNDP's programme choices contributed to a resilient and sustainable response to the Syrian refugee crisis. <ul style="list-style-type: none"> ○ The extent to which UNDP programme choices enabled the creation of an enabling environment for the refugee settlement ○ The extent to which UNDP's positioning enabled increasing complementarities and reducing gaps in livelihood support (improved coordination between UN agencies) ○ The extent to which UNDP programme choices enabled addressing host community development challenges

KEY QUESTIONS	SUB-QUESTIONS	WHAT IS JUDGED?
<p>3. Did the UNDP country programme achieve intended objectives for the period under review?</p>	<p>f) What is UNDP's contribution to development outcomes and processes in the areas of inclusive and sustainable growth and employment? Did UNDP achieve intended objectives in this area?</p> <p>g) Did UNDP interventions strengthen policies and institutional capacities and related processes?</p> <p>h) What is UNDP's contribution to addressing the Syrian refugee crisis (programme support, convening role, advocacy, fund mobilisation, and enabling partnerships)?</p> <p>i) Did UNDP promote resilient approaches in Syrian refugee response? What was the contribution of UNDP to enabling humanitarian and development linkages?</p> <p>j) What was the contribution of UNDP to strengthening environmental governance processes? Did UNDP achieve intended objectives in this area?</p> <p>k) What was the contribution of UNDP to strengthening transparent and accountable and pluralistic governance processes? Did UNDP achieve intended objectives in this area?</p> <p>l) What was the contribution of UNDP to gender-inclusive development processes?</p> <ul style="list-style-type: none"> • Did UNDP effectively respond to national priorities in promoting gender equality in development? • Did UNDP programme support pay adequate attention to gender equality and women's empowerment? <p>m) Did UNDP contribute to strengthening support policies/programmes that would positively impact vulnerable territories and population?</p> <p>n) Are there unintended results (positive/negative) of UNDP interventions?</p> <p>o) Was there a balancing of support to national and local development processes and linking the two?</p>	<ul style="list-style-type: none"> • The extent to which the objectives of the country programme were achieved given their relative importance to national efforts. ○ The contribution of UNDP to national development outcomes and processes in each of the 4 areas of support. ○ The contribution of UNDP to Syrian refugee response in accelerating resettlement and integration ○ The extent to which UNDP programme choices enabled support to further humanitarian-development nexus / innovative processes for improved economic opportunities for refugee and host communities • The contribution of UNDP to strengthening national policy and institutional capacities. • The contribution of UNDP to furthering gender equality and women's empowerment in development processes. • Specific outcomes in strengthening development processes in vulnerable territories • The contribution of UNDP to strengthening inclusive national policy processes.
<p>4. What factors enabled UNDP's contribution and the sustainability of programme results?</p>	<p>p) What are the factors that enhanced/constrained the contribution of UNDP programmes (for example, context, UNDP's technical capacities, UNDP niche, partnerships, programming, and operations)?</p> <p>q) Are UNDP's programme approach and processes (such as integrated programming, sustainable development, resilience, inclusiveness)</p>	<ul style="list-style-type: none"> • Contextual and programming factors that facilitated or constrained UNDP's contribution to development outcomes and processes.

KEY QUESTIONS	SUB-QUESTIONS	WHAT IS JUDGED?
	<p>appropriate for achieving intended objectives? Did they enable sustainable achievement of outcomes?</p> <p>r) Was there any identified synergy between UNDP interventions that promoted sustainable development/ sustainable environment/ inclusive governance/ sustainable programme models/ sustainable resettlement of refugees/ gender inclusive development? If the synergies are lacking, what are factors that undermined programme synergies?</p> <p>s) Did UNDP programmes provide viable models that had that had the potential for scaling? What are the factors that facilitated adoption / scaling up of UNDP's initiatives? Did UNDP explore options for scaling up micro-interventions?</p> <p>t) What are the factors that enabled consolidation of local level outcomes of UNDP support?</p> <p>u) What are the areas where UNDP had an advantage over other development actors (policy support, local /national level support, institutional strengthening/ technical support/specific development areas)? Was this advantage used to increase UNDP's contribution?</p> <p>v) Are UNDP's programme approach and processes (such as integrated programming, sustainable development, resilience, inclusiveness) appropriate for achieving intended objectives? Did they enable sustainable achievement of outcomes?</p> <p>w) Did UNDP forge partnerships that would enhance the contribution of its programme interventions and outcomes?</p> <p>x) To what extent were UN agency partnerships forged to enable a coherent programme response?</p> <p>y) Did UNDP use its global networks to bring about opportunities for knowledge exchanges?</p> <p>z) Did UNDP find the right programme niche that had the potential to add value to Turkey's development processes?</p>	<ul style="list-style-type: none"> Contextual and programming factors that facilitated or constrained UNDP's contribution to Syrian refugee response

6. DATA COLLECTION

Evaluability Assessment. An assessment was carried for each outcome to ascertain the available evaluative analysis, identify data constraints, and to determine the data collection needs. The country office has conducted 10 evaluations (8 projects and 2 outcome evaluations) during the programme cycle, with 14 additional evaluations planned (see Annex). The available project evaluations assessed the following programme areas: entrepreneurship development (1 evaluation), rural development (1 evaluation), environment and energy (5 project evaluations), women's empowerment (1 evaluation). The outcome evaluations assessed inclusive growth and development and environmental governance outcomes.

With respect to indicators, the CPD, UNDP Results-Oriented Annual Report (ROAR) and the corporate planning system associated with it provides baselines, indicators, targets, as well as annual data on the status of the indicators.

While there are sufficient number of project and outcome evaluations, the quality of these evaluations remains uneven. While these evaluations will be used as building blocks, there will be validation and additional evidence collection during the conduct of the ICPE.

Data Collection Methods. The evaluation will use multiple methods, primary as well as secondary sources, to assess UNDP performance. This evaluation will make use of a wide range of evaluative evidence, gathered from UNDP policy and programme documents, independent and quality-assessed decentralized evaluations conducted by UNDP Turkey (to the extent they used given the low-quality scores of some of the evaluations) and partners, UNDAF and country programme reviews and other performance report, UNDP Results Oriented Annual Reports (ROARs) and background documents on the national context. The evaluation will include a multi-stakeholder consultation process, including a range of key development actors. There will be interviews with government representatives, civil society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and communities. Focus groups will be used to consult communities as appropriate.

A pre-mission questionnaire will be administered and expected to be completed at least two weeks prior to the arrival of the evaluation team in Ankara for the data collection mission. The IEO and the Country Office will post the background and programme-related documents on an ICPE SharePoint website.

The data collection will include visits to some of the following UNDP programme locations: Adana, Antakya, Ardahan, Artvin, Edirne, Eskişehir, Gaziantep, Hassa, Hakkari, Hatay, İzmir, Karaman, Kars, Kahramanmaraş, Kilis, Konya, Mardin, Manisa, Mersin, Muğla, Osmaniye, Samsun, Şanlıurfa, and Van. The criteria the evaluation used for selecting projects for field visits include:

- Programme coverage (projects covering the various components and cross-cutting areas);
- Locations with more than one area of programme support;
- The scale of the programme (projects of all sizes, both large and smaller pilot projects);
- Geographic coverage (not only national level and urban-based ones, but also in the various regions);
- Projects at a different level of implementation (covering both completed and active projects);
- The degree of accomplishment (will cover both successful and less successful projects).

All information and data collected from multiple sources will be triangulated to ensure its validity. An evaluation matrix will be used to organize the available evidence by key evaluation questions. This will also facilitate the analysis process and will support the evaluation team in drawing well-substantiated conclusions and recommendations.

In line with UNDP's gender mainstreaming strategy, the ICPE will examine the level of gender mainstreaming across all UNDP programmes and operations in Turkey. Gender disaggregated data will be collected, where available, and assessed against its programme outcomes.

Stakeholder Involvement. A participatory and transparent process will be followed in all stages of the evaluation process to engage programme stakeholders and other development actors in the country. During the initial phase, a stakeholder analysis will be conducted to identify relevant UNDP partners and other development agencies that may not have worked with UNDP but play a key role in the outcomes to which UNDP contributes. This stakeholder analysis will serve to identify key informants for interviews during the data collection and to examine any potential partnerships that could further improve UNDP's contribution to the country.

7. MANAGEMENT ARRANGEMENTS

Independent Evaluation Office of UNDP: The UNDP IEO will conduct the ICPE in consultation with the UNDP Turkey country office, the Regional Bureau for Europe and Central Asia and the Government of Turkey. The IEO lead evaluator will lead the evaluation and coordinate the evaluation team. The IEO will meet all costs directly related to the conduct of the ICPE.

Turkey UNDP Country Office (CO): The country office will support the evaluation team to liaise with key partners and other stakeholders, make available to the team all necessary information regarding UNDP's programmes, projects and activities in the country, and provide factual verifications of the draft report on a timely basis. The country office will provide the evaluation team support in kind (e.g. arranging meetings with project staff, stakeholders and beneficiaries; and assistance for the project site visits). To ensure the anonymity of the views expressed in interviews with stakeholders for data collection purposes, CO staff will not participate. The country office will jointly organize the final stakeholder debriefing, ensuring participation of key government counterparts, through a video-conference with the IEO, where findings and results of the evaluation will be presented. Additionally, the country office will prepare a management response in consultation with the regional bureau and will support the use and dissemination of the final outputs of the ICPE process.

UNDP Regional Bureau for Europe and Central Asia (RBEC): The UNDP Regional Bureau for Europe and Central Asia will support the evaluation through information sharing and participate in discussing emerging conclusions and recommendations.

Evaluation Team: The IEO will constitute an evaluation team to undertake the ICPE. The IEO will ensure gender balance in the team which will include the following members:

- **Lead Evaluator (LE):** IEO staff member with overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, preparing/ finalizing the final report; and organizing the stakeholder workshop, as appropriate, with the country office.

- **Consultants:** IEO will recruit three consultants who will support data collection and analysis in the areas of climate change and environment; inclusive and democratic governance; and Syria crisis response and resilience. In coordination with the LE, the consultants will conduct preliminary desk review, data collection in the field, prepare outcome analysis in their assigned areas, contribute to sections of the report as needed and review the final ICPE report. All team members will pay specific attention to issues related to reducing inequality and gender equality and women’s empowerment in their respective areas of assessment.
- **Research Assistant (RA):** A research assistant based in the IEO will support the background research.

The roles of the different members of the evaluation team is summarised in Table 3.

Table 3: Data collection responsibilities by outcome

Outcome analysis	
Components of the assessment	Data collection/ analysis/ report drafting
Outcome 1: Inclusive and Sustainable Growth (including support to Syria refugee response)	LE and Consultant A
Outcome 2: Environmental governance	Consultant B (largely meta-synthesis of evaluations with limited field visits)
Outcome 3: Inclusive and Democratic Governance	Consultant C
Outcome 4: Gender inclusive development	LE
Gender mainstreaming and women’s empowerment	All team members in their respective area of assessment
Strategic positioning issues	LE and All team members in their respective area of assessment
Integrated approach	All team members
Operations and management issues	All team members in their respective area of assessment
Analysis and drafting of the evaluation report	
Overall analysis	LE
Drafting of the ICPE report	LE with specific inputs from team members

8. EVALUATION PROCESS

The ICPE will be conducted according to the approved IEO process²¹, summarized below:

Phase 1: Preparatory work. The IEO prepares the TOR, evaluation design and recruits external evaluation team members, comprising international and/or national development professionals. The IEO will carry out the preliminary document review, supported by CO staff who will provide the necessary documents including programme and financial information.

Phase 2: Desk analysis. Further in-depth data collection is conducted, by administering an advance questionnaire and interviews (via phone, Skype etc.) with key stakeholders, including CO staff. The team

²¹ The evaluation will be conducted according to the [ICPE Process Manual](#) and the [ICPE Methodology Manual](#)

will develop an evaluation matrix containing detailed questions, data collection methods, and means of verification. Evaluation team members conduct desk reviews of reference material, prepare a summary of context and other evaluative evidence, and identify the outcome theory of change, specific evaluation questions, gaps and issues that will require validation during the field-based phase of data collection.

Phase 3: Field data collection. The evaluation team will undertake an in-country mission (11-21 March) to collect evaluation data, using the approach outlined in Section 5, according to the responsibilities outlined in Section 6. The evaluation team will liaise with CO staff and management, key government stakeholders and other partners and beneficiaries. At the end of the mission, the evaluation team will formally debrief the key preliminary findings to the CO.

Phase 4: Analysis, report writing, quality review and debrief. Based on the data collection and outcome reports, the LE will analyse and synthesise key findings and conclusions. The IEO and the International Evaluation Advisory Panel will conduct a peer review of the ICPE report zero draft. After zero draft quality assurance, the first draft report will be shared with the country office and the UNDP RBEC for comments and factual corrections. The LE will integrate their responses into a second draft to be reviewed by government partners. Any necessary additional corrections will be made and the UNDP Turkey CO will prepare the ICPE management response, under the oversight of the regional bureau. The evaluation results will then be presented to key national stakeholders at a final debrief. Participants will discuss ways forward with a view to creating greater national ownership in taking forward ICPE recommendations and strengthening national accountability of UNDP. The IEO will finalise the evaluation report, taking the stakeholder discussion into account.

Phase 5: Publication and dissemination. The ICPE report and evaluation brief will be widely distributed in hard and electronic versions. The evaluation report will be made available to the UNDP Executive Board by the time of approving a new country programme document. The IEO will distribute the ICPE within UNDP as well as to the evaluation units of other international organisations, evaluation societies/networks and research institutions in the region. The Turkey CO and the Government of Turkey will disseminate the report to national stakeholders. The report and the management response will be published on the UNDP website²² as well as in the Evaluation Resource Centre (ERC). UNDP RBEC will be responsible for monitoring and overseeing the implementation of follow-up actions, documented on the ERC.²³

9. TIMEFRAME FOR THE ICPE PROCESS

The timeframe and responsibilities for the evaluation process, for submission of a new country programme to June 2020 Executive Board Session, are presented in Table 4.

Table 4: Timeframe for the ICPE process for submission of a new CPD to June 2020 Executive Board Session

Phase	Activity	Responsible party	Proposed timeframe
Phase 1: Preparatory work	TOR – approval by the Independent Evaluation Office	Lead Evaluator (LE)	January 2019
	Selection of other evaluation team members	LE	February 2019

²² web.undp.org/evaluation

²³ erc.undp.org

Phase 2: Desk analysis	Preliminary analysis of available data and context analysis	Evaluation team	Late Feb-Early March 2019
Phase 3: Data Collection	Data collection mission in the country	Evaluation team	11-29 March 2019
Phase 4: Analysis, report writing, quality review and debrief	Outcome analysis reports	Evaluation team	Last week April 2019
	Overall analysis and synthesis	LE	Last week of June 2019
	Zero draft for clearance by IEO and EAP	LE	Mid-July 2019
	First draft ICPE for country office and regional bureau review	CO and RBEC	Early August 2019
	Second draft ICPE shared with Government	CO and government	First week September 2019
	Draft management response	CO and RBEC	End September 2019
	Final debriefing with national stakeholders	CO and LE	End September 2019
Phase 5: Production and Follow-up	Editing and formatting	IEO	September 2019
	Final report and Evaluation Brief	IEO	September 2019
	Dissemination of the final report	IEO and CO	October 2019

Figure 2: UNDP country programme outcomes and outputs

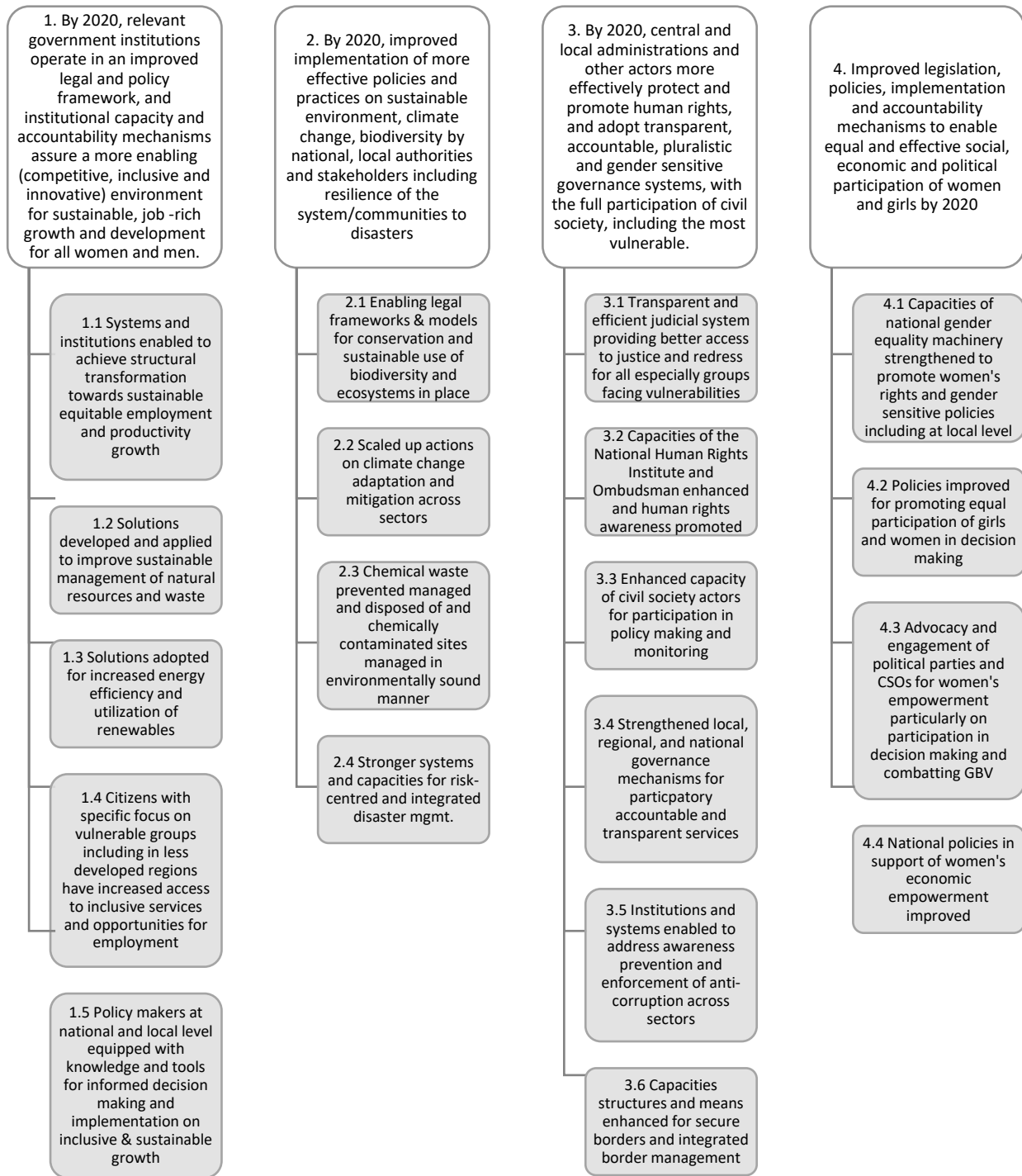


Table 5: Project and outcome evaluations conducted by the country office

Outcome	Completed Evaluations	Planned Evaluations
Inclusive & Sustainable Growth	<ol style="list-style-type: none"> 1. AKADP impact assessment (Nov. 2017) 2. Improving Energy Efficiency in Industry in Turkey final evaluation (June 2017) 3. Organic Agriculture Cluster Development Project final evaluation (June 2018) 4. Utilizing Renewable Energy and Increasing Energy Efficiency in SE Anatolia – Phase 2 final evaluation (Jan. 2017) 	<ol style="list-style-type: none"> 1. Outcome evaluation (Dec. 2018) 2. Resource Efficiency in Agriculture & Agro-based Ind. GAP midterm evaluation (June 2019) 3. Watershed Development in Goksu Taseli Watershed Dev. (June 2019) 4. Turkey Resilience Project in Response to Syria Crisis final evaluation (Jan. 2020) 5. Promoting Energy Efficient Motors in SMEs midterm evaluation (Feb 2020)
Environmental Governance	<ol style="list-style-type: none"> 1. Integrated Approach Forests in Turkey midterm evaluation (Feb. 2018) 2. POPs Legacy Elimination and Release Reduction midterm review (June 2018) 3. EA First biennial Report to UNFCCC final review 	<ol style="list-style-type: none"> 1. Outcome evaluation (Dec. 2018) 2. Sustainable Energy Financing Mechanism for Solar PV midterm evaluation (April 2019) 3. Integrated Approach Forests in Turkey final evaluation (Feb. 2020) 4. Sustainable Energy Financing Mechanism for Solar PV final evaluation (April 2020) 5. POPs Legacy Elimination and Release Reduction final evaluation (Dec. 2020)
Governance	<ol style="list-style-type: none"> 1. Clearance of Landmines in the Eastern Border Phase I – performance review (Dec. 2017) 	<ol style="list-style-type: none"> 1. Outcome evaluation (Jan. 2019) 2. Border Surveillance Greece Turkey (Dec. 2018)
Gender	<ol style="list-style-type: none"> 1. Innovations for Women’s Empowerment Phase 2 – final evaluation (Jan 2017) 	<ol style="list-style-type: none"> 1. Gender evaluation of key programmes (March 2019)
Other		UNDCS Midterm Evaluation (March 2019)