



INDEPENDENT COUNTRY PROGRAMME EVALUATION TURKEY



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Foreword

It is my pleasure to present the Independent Country Programme Evaluation (ICPE) for UNDP in Turkey. The Independent Evaluation Office of UNDP conducted the ICPE in 2019, and the evaluation covers the programme period 2016 to 2019. The evaluation was shared with the Government and the programme partners of UNDP at a workshop in Ankara.

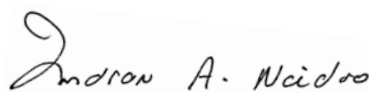
The evaluation was carried out at a time when Turkey is hosting the largest number of displaced Syrians. There have been important achievements in ensuring food security and basic needs and providing education services, and the Government is taking a development approach to addressing the Syrian migration crisis. Areas that need further attention to address key development challenges faced by host communities, as well as the Syrian population, include improved infrastructure for service provision at local levels to enable the effective and harmonized application of the national asylum framework and enhancing employment creation.

UNDP has tripartite engagement with Turkey, at the country, regional, and global level. UNDP country programme 2016-2020 aligned with the 10th National Development Plan and the Sustainable Development Goals as well as the UN Development Cooperation Strategy 2016-2020. The country programme focused on structural challenges from a cross-cutting sustainable development perspective, targeting vulnerable social groups in less developed areas. Building on its long-term partnerships with Turkey, UNDP simultaneously engaged in development programming as well as the Syrian crisis response and successfully consolidated its programming for strategic engagement. Jointly with the Office of the UN High Commissioner for Refugees, UNDP was successful in providing a regional refugee and resilience plan coordination mechanism for mobilizing resources as well as enabling a more coherent international refugee response.

UNDP provided technical support to policy formulation in areas such as productivity, environment and energy and there remains scope for policy engagement building on the well-tested programme models. Environmental conservation and protection are priority areas for Turkey, and UNDP played a catalytic role as an enabler in both policy and practice.

UNDP is strongly positioned to support resilience programme models to address Turkey's development gaps as well as the Syrian crisis response. UNDP should continue its programming emphasis to address regional inequalities and disparities in development, and drawing on its well-tested programme models, it should continue facilitating long-term solutions to the Syrian crisis. UNDP, the regional hub, and the Istanbul International Centre for Private Sector in Development should have a well-coordinated strategy to support Turkey's development cooperation and the indigenization of Turkish technology and development models in least developed countries and lower middle-income countries.

I would like to thank the Government of Turkey, various national stakeholders, and colleagues at the UNDP Turkey country office and the Regional Bureau for Europe and the Commonwealth of Independent States for their support throughout the evaluation. I am sure that the evaluation will contribute to the formulation of the next country programme strategy.



Indran A. Naidoo
Director
Independent Evaluation Office

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Acronyms and Abbreviations

3RP	Turkey Regional Refugee and Resilience Plan
B4G	Business for Goals Platform (B4G)
BEP	Building Energy Performance
BR	Biennial Reports
CASAR	Competitiveness Agenda for the South-eastern Anatolia Region
CO	Country office
CO₂	Carbon dioxide
CPD	Country programme document
EBRD	European Bank for Reconstruction and Development
EU	European Union
EVD	Energy Services Companies (in the Turkish language)
FAO	Food and Agriculture Organization
FRIT	EU Facility for Refugees in Turkey
GAP	The South-eastern Anatolia Project
GDP	Gross domestic product
GEF	Global Environment Facility
GEWE	Gender equality and women's empowerment
GNI	Gross national income
ICPE	Independent Country Programme Evaluation
IEO	Independent Evaluation Office of UNDP
IFAD	International Fund for Agricultural Development
IFI	International financial institution
IICPSD	Istanbul International Centre for Private Sector in Development
IRH	Istanbul Regional Hub
ISG	Inclusive and sustainable grow
ISKUR	Turkish Employment Agency
KfW	Kreditanstalt für Wiederaufbau (Credit Institute for Reconstruction)
LDC	Least developed country
MIC	Middle-income country
MRV	Monitoring, reporting and verification
MSME	Micro, small, and medium enterprise
NC	National Communication
NDP	National Development Plan
NEEAP	National Energy Efficiency Action Plan
OECD	Organization for Economic Cooperation and Development
POPs	Persistent organic pollutants
RDA	Regional Development Authority

SDG	Sustainable Development Goal
SME	Small and medium enterprise
SuTP	Syrians under Temporary Protection
TFP	Total Factor Productivity
TURMAC	Turkish Mine Action Centre
TUSIAD	Turkish Industry and Business Association
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNIDO	United Nations Industrial Development Organization
UTBA	Union of Turkish Bar Associations

Evaluation Brief: Turkey

A major emerging economy and a key regional power, Turkey has been at the forefront in the international arena with the presidency of the G20, and as a major humanitarian assistance provider in the wake of the Syrian crisis. In the past two decades, there has been a marked and steady improvement in most development indicators, although progress has been uneven across regions and social groups. During the country programme period, the impact of the Syrians under Temporary Protection (SuTP) in Turkey, the recent currency crisis, and government structural reforms presented challenges to sustainable development.

Turkey hosts over 3.7 million registered Syrians under temporary protection as of November 2019. The influx impacted the already weaker and lesser-developed regions, particularly South-eastern Anatolia. The Turkish Government has taken a development approach to address refugee issues, and there have been important achievements in ensuring food security and basic needs and education services.

There have been improvements in environmental legislation and progress in waste management, energy efficiency, use of renewable energy and controlling industrial pollution. Despite this progress, Turkey has had the fastest-growing greenhouse gas emissions among countries reporting under the United Nations Framework Convention on Climate Change. Land degradation is a major issue and the country has a high risk of natural disasters. Local capacities in environment and disaster management need further strengthening to effectively tackle the environmental challenges faced by the country.

Findings and conclusions

Building on its long-term partnerships with Turkey, UNDP simultaneously engaged in development programming as well as the Syrian crisis response and successfully consolidated its programming for strategic engagement. UNDP has demonstrated

strong partnership with its programming and operations capacities and subnational presence, complementing development efforts of the municipal, regional and national governments. Environmental conservation and protection are priority areas for Turkey, and UNDP played a catalytic role as an enabler in both policy and practice. The country programme has also put considerable thrust to engage the private sector in facilitating development support, although such efforts have primarily focused on corporate social responsibility.

UNDP provided technical support to policy formulation in areas such as productivity, environment and energy, but there remains scope for policy engagement and greater connections between strategy and well-tested programme models. UNDP support to employment and competitiveness is well-conceptualized and responds to the key challenges of Turkey's transition economy. Engagement in successive interventions has resulted in notable contributions to regional policy processes and institutional capacities in areas critical to Turkey's competitiveness. Programming models address the employment issues of both host communities and Syrian population.

Jointly with the Office of the United Nations High Commissioner for Refugees, UNDP was successful in providing a Regional Refugee and Resilience Plan (3RP) coordination mechanism for the Syrian refugee response. 3RP was successful in mobilizing resources as well as enabling a more coherent international refugee response. 3RP provided a platform to bring a resilience perspective to humanitarian response. UNDP's Syrian crisis response was aligned with the priorities identified by the Government and aimed to address income-generation challenges of both the Syrian population and the host community. UNDP is well-positioned to build on its ongoing initiatives and partnerships at the local level to promote income-generation opportunities and improve municipal services. The

development approach to strengthening services, rather than a humanitarian approach of substituting services, with potential for positive long-term outcomes, strengthens municipal capacity. While an integrated approach to development and Syrian refugee response programming underpins UNDP's programme strategy, there is considerable scope for maximizing synergies in key themes across programme portfolios. Although there is recognition as well as ongoing efforts, the integrated approach is yet to gather momentum.

UNDP's support has been strategic in the areas of internal security governance, filling critical capacity gaps and complemented ongoing efforts in the judiciary and legal aid services. With fewer areas open for more substantive collaboration, the extent of UNDP's engagement in governance support is defined by the space available for international cooperation.

Given its strong established partnerships, there are further opportunities to pursue core governance support in areas such as local administration reforms, or e-governance/digitalization, which is comparatively more open for engagement.

Funding from multiple sources, the Government as well as the international community, gave UNDP flexibility to engage in development and Syrian crisis response support. Donor reluctance to follow earlier agreed cost recovery rates at the executive level and lack of flexibility on the UN side put UNDP in a disadvantaged position in accessing further refugee crisis funding with consequences for promoting humanitarian-development nexus.

Recommendations

- **RECOMMENDATION 1.** UNDP is strongly positioned to support resilience programme models to address Turkey's development gaps as well as the Syrian crisis response. UNDP should continue its programming emphasis to address regional inequalities and disparities in development, and drawing on its well-tested programme models, it should continue facilitating long-term solutions to the Syrian crisis.
- **RECOMMENDATION 2.** UNDP, the regional hub, and Istanbul International Centre for Private Sector in Development should have a well-coordinated strategy to support Turkey's development cooperation and the indigenization of Turkish technology and development models in least developed countries and lower middle-income countries.
- **RECOMMENDATION 3.** UNDP has taken measures to accelerate its private sector engagement beyond corporate social responsibility and use its subnational presence to facilitate private sector partnerships in development and Syrian crisis response. Such efforts should be sustained and further accelerated using a diverse set of tools to engage private sector appropriately. UNDP should prioritize development areas for a more concerted private sector engagement with commensurate resource investments to implement appropriate tools.
- **RECOMMENDATION 4.** UNDP should leverage its past work for more coherent support to local administration reform.
- **RECOMMENDATION 5.** UNDP has made considerable progress in strengthening gender mainstreaming in its programmes and operations and should sustain this momentum to enhance outcomes related to gender equality and women's empowerment.
- **RECOMMENDATION 6.** The 3RP mechanism evolved stronger over the past two years. Given the protracted nature of the crisis, UNDP should revisit the form and the purpose of the 3RP coordination mechanism for support to displaced Syrians and host communities.
- **RECOMMENDATION 7.** UNDP should clarify its Sustainable Development Goals integrator role to national actors and donors and build on the momentum of the Accelerator lab and the Business for Goals Platform to develop signature solutions in Turkey and other countries.
- **RECOMMENDATION 8.** To enable greater resource mobilization, the country office should further diversify its funding sources and UNDP headquarters should review the corporate cost-recovery policy. There is an urgent need for donor response to promote humanitarian and development linkages.

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CHAPTER 1

BACKGROUND AND INTRODUCTION

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1.1. Objectives of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) carried out an Independent Country Programme Evaluation (ICPE) of the 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 was conducted in close collaboration with the Government of Turkey, UNDP country office, and UNDP Regional Bureau for Europe and the Commonwealth of Independent States.

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 and strengthen the accountability of UNDP to national stakeholders and to the Executive Board.

1.2. Programming context

Turkey, a major emerging economy and a key regional power, has been at the forefront in the international arena with the presidency of the G20, and as a major humanitarian assistance provider in the wake of the Syrian crisis. Ranking 64th (of 189 countries) in the Human Development Index (HDI), Turkey's HDI value (.791) has increased since 1990 (.579).² 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

percent) and gross national income (GNI) per capita (\$24,804 in 2017).³ Turkey has achieved the universal provision of education and health services as well as the elimination of extreme poverty.⁴ 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. Turkey's Gini coefficient is 0.405 (fifth-highest among Organization of Economic Cooperation and Development (OECD) countries).⁵

Demonstrating a strong economic and development performance, Turkey's GDP growth has averaged at 5-11 percent annually since 2010.⁶ 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. Turkey exhibits symptoms of the middle-income trap: consumption-driven growth, low savings and investment rates, current account deficit and high levels of external debt, and huge gaps in productivity compared to most OECD countries. Competitiveness in international markets, productivity and full employment are the main challenges to inclusive growth. The low participation of women in labour markets is another structural factor that has impeded the full potential of development.⁷ 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.⁸

In the past three years, expansionary credit and fiscal policies without shoring up revenues weakened macroeconomic stability, which has led to high inflation and a steep rise in interest rates, disproportionately affecting small enterprises and individuals. US trade actions against Turkey's metal

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

³ <http://hdr.undp.org/en/countries/profiles/TUR>

⁴ In 2016, 0.2 percent of the population was living under the international poverty line of \$1.90/day (2011 PPP). World Bank: <https://data.worldbank.org/indicator/SI.POV.DDAY?locations=TR>

⁵ 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>

⁶ World Bank: <http://databank.worldbank.org/data/indicator/NY.GDP.PCAP.CD/1ff4a498/Popular-Indicators>. As of 2017, Turkey's GDP is \$10,602 per capita. See, Turkish Statistical Institute: <http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=27844#>

⁷ Global Gender Gap Report 2018; TURKSTAT: <http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=27844#>

⁸ TURKSTAT: <http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=27844#>

exports⁹ besides international financial market moves caused the depreciation of the lira (by over 40 percent)¹⁰ and aggravated balance of payments and debt servicing. Low investor sentiment has added to the sluggishness in the economy.

Turkey also bore the brunt of the protracted Syrian crisis, hosting the largest number of Syrians under temporary protection status in the region (3,744,926 Syrians as of November 2019, of which 54 percent are men and 46 percent are women).¹¹ The influx impacted the already weaker and lesser-developed regions, particularly South-eastern Anatolia. The Government has taken a development approach to address issues relating to Syrians under Temporary Protection (SuTP), and there have been important achievements in ensuring food security and basic needs and education services.¹² In the early stages of response, the Government adopted formal policies under the temporary regulation to allow Syrians access to health, education, employment and other social services. The international cooperation therefore mostly focused on removing the barriers for policy implementation, supporting a combination of both humanitarian and resilience/development-oriented support. Providing employment and livelihood, and essential services to Syrians under temporary protection, while addressing development issues of the host communities is critical for the Government and development cooperation. 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 harmonized application of the national asylum framework and relevant legislation across the country.¹³ Turkey is a party to the 1951 Refugee Convention and 1967 Protocol but maintains the geographical limitation to the 1951 Convention; Syrian nationals officially hold

'Temporary Protected Status' in Turkey under the Temporary Protection Regulation.¹⁴

The Government's Vision 2023, put forward in its 10th National Development Plan (NDP), aims to promote Turkey as one of the top 10 performing economies of the world. Among the key targets are \$2 trillion in GDP, the status of a high-income country (US\$25,000 per capita gross national income), less than 5 percent unemployment, universal healthcare coverage, \$500 billion in exports and a place among the top five global tourism destinations. In addition, the 10th 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.¹⁵ Turkey presents several ambiguities and the 10th NDP aims to address them. An upper-middle-income country (GNI per capita of \$24,804),¹⁶ an OECD member, and positioned in the high human development category, Turkey also has high levels of income inequality between regions (a four-fold difference between the top and bottom-most ranking regions) and between men and women.¹⁷ The 10th NDP pursues innovative production, high and stable growth; improvement of a sustainable environment; strengthening of human resources for a strong society; and promotion of international cooperation for development. It targets a strategic allocation of public investments for eliminating regional disparities and mobilizing regional development potentials, 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 South-eastern Anatolia regions).

⁹ In August 2018, the US doubled import tariffs on Turkey's steel exports (US press release as reported by CNBC.com).

¹⁰ <https://www.dw.com/en/turkish-lira-hits-record-low-as-us-sanctions-bite/a-44943764>

¹¹ Number of registered Syrians in Turkey, source: Government of Turkey, 7 Nov 2019, accessed on UNHCR Regional Refugee Response Operational Portal, Turkey. See: <https://data2.unhcr.org/en/situations/syria/location/113>

¹² 3RP, 2018 progress report: <http://www.3rpsyriacrisis.org/wp-content/uploads/2018/09/3RP-2018-Progress-Report-Jan-June-2018.pdf>

¹³ 3RP, 2018 progress report: <http://www.3rpsyriacrisis.org/wp-content/uploads/2018/09/3RP-2018-Progress-Report-Jan-June-2018.pdf>

¹⁴ The 1951 Convention referred to those fleeing as a consequence of events primarily in Europe prior to 1951: <https://www.unhcr.org/tr/en/refugees-and-asylum-seekers-in-turkey>

¹⁵ 10th Development Plan 2014-2018: http://www.sbb.gov.tr/wp-content/uploads/2018/11/The_Tenth_Development_Plan_2014-2018.pdf

¹⁶ HDI data for 2017, as reported in Turkey 2018 HDI Briefing Note.

¹⁷ Average household income in Turkey was 21,577 TL, ranging from 30,895 (Istanbul) to 9,872 TL (TRC3 region including Mardin, Batman, Şırnak, Siirt provinces). TURKSTAT, 'Income and Living Conditions Survey Regional Results', 2017: <http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=27824>

Turkey has eliminated absolute poverty. Poverty rates show a downward trend, with 13.5 percent of the population living below the risk of poverty threshold in 2017 compared to 18.6 percent in 2006.¹⁸ 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 had reversed in 2018. Turkey continues to face high unemployment (the seasonally adjusted rate was 12.8 percent in May 2019, an increase of 3.1 percent from the previous year). The number of unemployed persons aged 15 years and over rose by 1 million year-on-year to 4.16 million in the month. Non-agricultural unemployment increased by 3.4 percentage points to 15 percent during the same period. The youth unemployment rate (persons aged between 15 and 24) reached 23.3 percent, rising 5.5 percentage points yearly. While Turkey's gradual demographic shifts to a younger population increased the labour force potential, unemployment among youth remains an issue (19.7 percent among youth aged 15-24).¹⁹

Local devolution and regional prioritization based on a growth strategy and metropolitan governance are areas that received considerable thrust for ensuring an efficient public administration and local governance. The implementation of the National Strategy for Regional Development (NSRD),²⁰ which builds on the 10th NDP, has commenced and has salience for regional development with potential for improving regional development coordination and planning. The 10th NDP prioritized women, youth and persons with disabilities to improve their access to social

and economic opportunities. Turkey is currently preparing the 11th NDP.

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 (GII) and 130th out of 149 countries according to the World Economic Forum Global Gender Gap Report.²¹ Compared to men, women have low rates of labour force participation (36.1 percent as compared to 77.4 percent for men)²² and employment (29.7 percent versus 67.3 percent), and the disparities are much higher among some groups of women. Women represent 17 percent of Parliament and only one member of the Cabinet.²³ 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 2018-2023 for the empowerment of women.

With generally good administration capacities and ongoing economic reform 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.²⁴ The prolonged EU accession process diminished the governance reform agenda to a certain extent. Following the political developments

¹⁸ Number at risk of poverty (earning 50 percent of the median income, compared to 14.3 percent in 2016). TURKSTAT, 'Income and Living Conditions Survey', 2017: <http://www.turkstat.gov.tr/UstMenu.do?metod=temelist>

¹⁹ TURKSTAT, 'Labour Force Statistics, August 2018', 15 November 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 percent for the overall population and 20.3 percent for youth.

²⁰ <http://www.bgus.gov.tr/>

²¹ 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>

²² Global Gender Gap Report, 2018.

²³ Global Gender Gap Report, 2018.

²⁴ See SGI indicators: <http://www.sgi-network.org/2018/Governance>; Ertugal, Ebru, 'Challenges For Regional Governance In Turkey: The Role Of Development Agencies', *Journal of the Faculty of Architecture*, 34(2), 2017.

in the country, the Government has undertaken a reorganization of the public administration structures, with implications for national programming and policies.²⁵

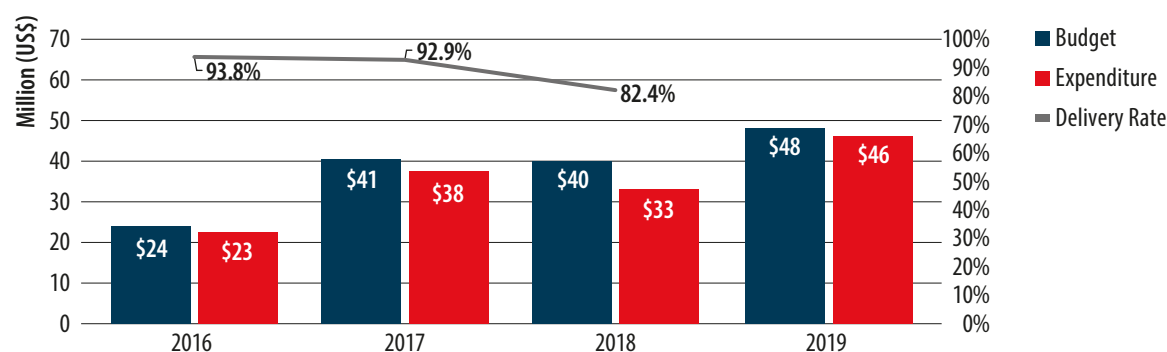
There have been improvements in environmental legislation and progress in waste management, energy efficiency, use of renewable energy and controlling industrial pollution. Despite this progress, Turkey has had the fastest-growing greenhouse gas emissions among countries reporting under the United Nations Framework Convention on Climate Change (UNFCCC), reaching 496.1 million tons in 2016, a 135 percent increase from 1990.²⁶ Challenges remain in containing increasing greenhouse gas emissions and strengthening Turkey's conservation governance, which is still underdeveloped. Land degradation is a major issue impacting the use of agricultural land, and the country has a high risk of natural disasters, including earthquakes, droughts and floods. Local capacities in environment and disaster management need further strengthening to effectively tackle the environmental challenges faced by the country.

1.3. UNDP programme in Turkey

UNDP has partnered with the Government of Turkey for over 50 years and the Partnership Framework Agreement was renewed in 2011.

UNDP country programme 2016-2020 (hereafter country programme)²⁷ aligns with the 10th NDP and Sustainable Development Goal (SDGs) as well as the UN Development Cooperation Strategy (UNDCS) 2016-2020. The country programme focuses on structural challenges from a cross-cutting sustainable development perspective, targeting excluded and vulnerable 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 outcomes and programme expenditures are presented in Table 1 in Annex 1 (available online). The programme is structured around the following outcome areas: inclusive and sustainable growth, climate change and environment, inclusive and democratic governance, and gender-inclusive policies and development processes. During the assessment period, UNDP provided support to the Government of Turkey through its UNDP Syria Crisis Response and Resilience Programme, which is located in the inclusive and sustainable growth area. The Turkey Regional Refugee and Resilience Plan (3RP) is a platform coordinating UN agencies and NGOs which UNDP co-chairs this with the Office of the United Nations High Commissioner for Refugees (UNHCR).

FIGURE 1: Evolution of programme budget and expenditure



Source: Atlas/PowerBI, 5 June 2019.

²⁵ Turkey has embarked upon the Executive Presidency model of government with regard to the arrangement of relations between the legislative, executive and judiciary branches. Moving towards a rationalized system of governance, the Executive Presidency requires a redesign of the Constitution with accompanying changes on the election of the executive, legislative and judicial bodies. These changes are currently underway. The Presidency assesses the implementation of these changes, what worked well and what did not that may cause additional, restructuring in the state institutions and in the short run will impact the usual manner of doing business with the Government. In the long run, the new system promises speedy action on the part of the public bodies.

²⁶ Turkey ranks ninth in greenhouse gas emissions: http://di.unfccc.int/time_series

²⁷ UNDP, 'Country Programme Document for Turkey (2016-2020)': <http://www.tr.undp.org/content/dam/turkey/docs/Approved%20CPD%202016-2020.pdf>

The **inclusive and sustainable growth (ISG) outcome** aims to address structural barriers to national competitiveness and 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 socio-economic status, unemployed youth, disabled persons, the elderly). UNDP specifically outlined support to national frameworks for competitiveness, job creation, and economic growth to strengthen innovation and entrepreneurship capacity. Programmes also include technical support for inclusive social policy implementation, equitable employment, and scaling up sustainable solutions. The Syrian crisis response spans all the programmatic areas of the country programme, but a large part of the resilience programming component focuses on livelihoods, decent work for Syrian population and host communities and women’s empowerment initiatives included under the ISG portfolio.

UNDP supported the Government in addressing the social and economic consequences of the influx of refugees on host communities; resilience building is central to such support. The **Syria crisis response programme (SCRPP)** represents a significant component of this outcome area (69 percent of \$111.3 million). UNDP’s interventions focus on three major pillars:

- i. Livelihoods, employment and local economic development 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
- ii. Municipal service delivery, including waste management support, focuses on core infrastructure development for waste, wastewater, and firefighting
- iii. Social cohesion, empowerment and protection support aims to develop Syrian and host community women and youth’s competencies and an inclusive business environment.²⁸

Several projects included activities on women’s economic empowerment.

The **Regional Refugee and Resilience Plan (3RP)** comprises a regional humanitarian and development response to the Syria crisis, coordinated jointly by UNHCR and UNDP in close partnership with participating governments. UNDP leads the 3RP livelihoods sector and is a key partner in the basic needs, security, and food sectors, in close partnership with Turkey, national and local partners.

The **climate change and environment outcome** prioritizes the strengthening of national capacities to prevent and respond to environmental degradation and implementing climate change adaption and mitigation policies. Projects supported forest management, elimination of persistent organic pollutants, renewable energy, and integration of biodiversity and ecosystems services in development planning. Support in this area also included promoting tools for integrated disaster management, and climate change mitigation action across sectors.

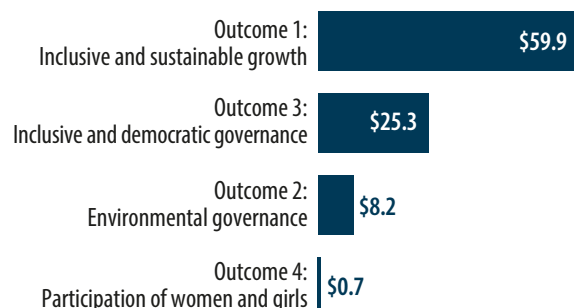
The country programme makes specific mention of building on synergies between programme components in the promotion of environmental technologies through biodiversity-friendly value chains, gender-responsive disaster and climate risk management and improved social and environmental benefits in energy,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

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

²⁸ 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>

The **gender-inclusive policies and development processes** outcome aims to promote gender equality and women's empowerment as a cross-cutting theme across UNDP projects. This includes support to national and local gender mainstreaming as well as pilot women's economic empowerment projects.

FIGURE 2: Expenditure by outcome, 2016-2018, million (US\$)



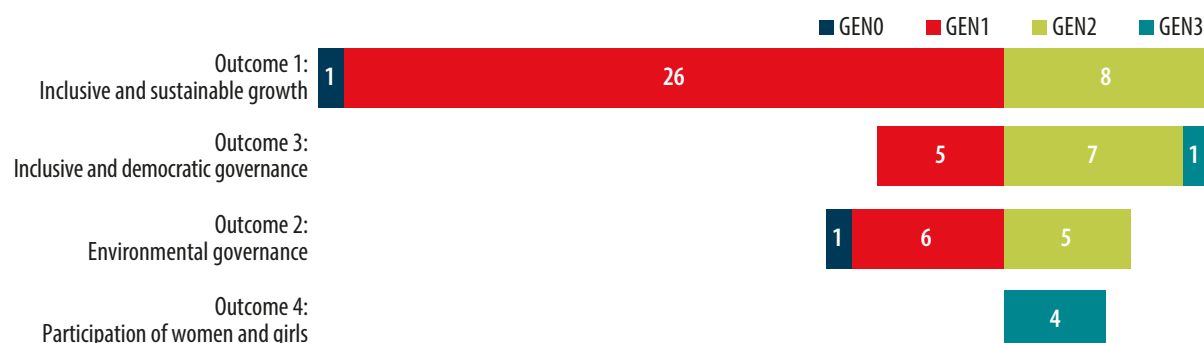
There has been an increase in the programme resources from 2016 to 2019 (Figure 1), and in terms of the programme resources mobilized, the ISG which includes Syrian crisis response is the largest area followed by democratic governance (Figure 2). The Syrian crisis response programming spiked the programme size considerably in 2019. For 2020, the country programme is expected to retain the 2019 financial resources level. UNDP demonstrated gradual improvements in the allocation of resources for gender-inclusive programming across programme areas (Figure 3).

1.4. Evaluation methodology

The evaluation assessed three and a half years of the ongoing country programme 2016-2020, all UNDP programmes and 'non-project' activities such as advocacy and convening role of UNDP that have relevance to informing public policies or convening various development actors to enhance development contribution. Given the programme support to Syrian crisis response and the focus at the subnational level, the evaluation carried out field visits to Şanlıurfa, Gaziantep, Kilis, Iğdır, Adana and Istanbul.

The evaluation methodology is structured around the following main questions: (i) what did the UNDP country programme intend to achieve during the period under review? (ii) to what extent has the programme achieved (or is likely to achieve) its intended objectives? and (iii) what factors contributed to or hindered UNDP's performance and, eventually, to the sustainability of results? The theory of change and the methodology used to evaluate UNDP contribution are presented in Annex 1 (available online).

FIGURE 3: Number of projects by gender marker and outcome



Source for Figures 2 and 3: UNDP Atlas/PowerBI, 5 June 2019. Project count filtered for projects with positive programme expenditure.

Note for Figure 3: The gender marker is not by project but by project output. GEN0 projects include a project preparation grant for a forestry project and funding for the Istanbul Centre for Private Sector Development. GEN3 projects include Turkey's Engineer Girls, Innovations for Women's Empowerment, a livelihoods project for Syrian women, and a Bureau for Programme and Policy Support women's empowerment project, and Gender Mainstreaming for Cukurova (governance).



CHAPTER 2

FINDINGS

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
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The evaluation analysis presented in this chapter is structured along key programme themes of UNDP, both development and Syrian crisis response. Section 2.1 analyses UNDP's positioning and the factors that impacted programme contribution. Section 2.2 covers inclusive and sustainable growth initiatives and their contribution. Syrian crisis response has specific initiatives spread across programme themes, for example, ISG and governance, and will be analysed in the respective sections. Section 2.3 is on inclusive governance followed by Section 2.4 on environmental governance (including energy efficiency initiatives that were part of the ISG portfolio). The final section is on the support of gender equality and women's empowerment, including the integration of the gender dimension in UNDP's programme initiatives.

The analysis and findings presented here take into consideration contextual factors such as ongoing administration changes in the Government and the consolidation of Syrian crisis response as part of the development initiatives. Both factors have implications for programming and implementation for international cooperation in general and UNDP. In terms of the level of completion of programme initiatives, about 40 percent of UNDP programmes are ongoing or have just commenced and do not lend themselves for assessing for outcomes and results and are dealt with accordingly in the following analysis. Also, the evaluation does not validate outcome indicators UNDP has used for some programme areas, as it will be an overstatement in several instances to establish causal linkages with the progress in Turkey given significant government investments and efforts.

2.1. Positioning and other factors in UNDP's development contribution

Finding 1: UNDP played a catalytic role in both development and SuTP response support at the national and subnational level. UNDP programmes responded to key national and government priorities and were adaptive to the changing context.

UNDP has a formidable tripartite partnership with Turkey, receiving support for the country programme, Istanbul International Centre for Private Sector in Development (IICPSD) and the Europe and Commonwealth of Independent States Regional Hub. In addition, Turkey supports the UN LDC Technology Bank initiative.²⁹ The Partnership Framework Agreement of 2011 with UNDP underscores Turkey's status as an important contributor to the country programme and core budget. UNDP is considered by the Government as a facilitator of knowledge and technical know-how.

The Country Programme 2016-2020 was formulated and implemented amid significant and dynamic economic, political and social developments in Turkey and the massive Syrian crisis. With over five decades of development partnership with Turkey, UNDP positioned itself as a development partner facilitating global knowledge sharing, promoting sustainable development models using a multisectoral approach, and providing critical operational support. The country programme addresses structural and intertwined challenges from cross-cutting sustainable human development and resilience perspective.

Support for policy analysis and knowledge sharing informed institutional reforms and strengthening. Concerted efforts have been made to provide long-term, bottom-up solutions in the areas of competitiveness and employment, energy efficiency, and service delivery. Medium to long-term engagement in the areas of competitiveness agenda, energy efficiency, industrial productivity, organic agriculture, and tourism contributed to progressively strengthening capacities and enabling policy and regulatory frameworks. UNDP's longstanding work with ministries and institutions in these sectors contributed to evidence-based policies. Timely technical support in critical areas such as integrated border management, mine action, ecosystems management contributed to speedy actions in priority areas. UNDP played a catalytic role in key environmental governance areas, addressing gaps and accelerating government policy and programme

²⁹ On Technology Bank for the Least Developed Countries, see: <https://www.un.org/press/en/2017/dev3292.doc.htm>

processes. Support for strengthening services in municipalities hosting Syrians has improved services.

UNDP contribution, jointly with UNHCR, has been important in the coordination of the Syrian crisis response of the UN through the 3RP framework. UNDP support was critical to the regional administration and chamber of industries in addressing the Syrian influx and formulating coping strategies for host communities, especially in view of the indeterminate length of presence. UNDP has been successful in building on its ongoing programmes and partnerships to provide institutionalized services that would address the needs of host communities and the Syrians. Notable areas of contribution include Turkey's participation in the global municipal forum on local responses to migration and displacement in November 2019 and in furthering the Global Compact for Refugees.

UNDP in Turkey has the advantage of being involved in continuity of interventions which have progressively built capacities and enabling policy/regulatory frameworks in key development areas. Rural livelihoods promotion (including Syrian population and affected host communities); clustering projects based on a common underlying theme (organic production, community-based tourism, energy conservation); working with regional development bodies (which have a cross-sectoral jurisdiction compared to vertical jurisdictions of line ministries); and support from the Government, underpin UNDP engagement in Turkey. Using UNDP's programmes as entry points, there is scope for policy engagement. UNDP is yet to proactively engage on policy issues in areas where workable programming models have been developed.

There are opportunities for systematic SDG and private sector engagement. UNDP collaboration for accelerating the SDG agenda is gaining momentum with the establishment of SDG labs. Further thrust on the SDGs at the municipal/Development Authority level will be critical for addressing disparities in the poverty level. Given the impetus in SDG integrator idea, there is a need for further clarity on the SDG role of UNDP within the UN system. There is greater scope for engaging the private sector in the SDG agenda in both Turkey and Turkey's LDC support. UNDP's

tripartite partnership with the Government provides scope for facilitating the LDC development support agenda of Turkey, which is yet to be pursued.

Finding 2: UNDP's support to the coordination of the Turkey Regional Refugee and Resilience Plan, jointly with UNHCR, has been important. Some of the tangible outcomes include significant mobilization of financial resources, strengthened coordination among UN agencies, and facilitation of information exchange for a more coordinated response among various actors. UNDP's resilience approach and programming spanning the development and humanitarian areas have contributed to a greater sensitivity to broader development and host community challenges underpinning the Syrian crisis. UNDP is strongly positioned to play a key role in a development-centred Syrian crisis response.

UNDP prioritization of programming in South-eastern Anatolia region was founded on the rationale of addressing regional inequalities. The region is also significantly impacted by the Syrian exodus, and UNDP was better prepared than several other agencies in analysing and responding to the issues in an integrated manner, focusing on strengthening local governance and public service delivery.

Turkey's MIC profile does not entitle it to large amounts of development funding, whereas significant funding has been available for the Syrian crisis response. The experience at the regional and municipal levels, its ability to work with the Government at different levels, strong facilitation role, and long-lasting partnership with key bilateral donors were important aspects in UNDP's resource mobilization for resilience components of the Syria crisis response. UNDP has made good use of these opportunities by integrating Syrian population needs into projects aiming at amelioration of host community conditions and building overall regional and national competitiveness which, too, are a form of resilience. The funding pipeline for Syrian response is particularly important given Turkey's current challenging economic conditions that caused a tightening of government contributions since 2017. Humanitarian and development divide in donor funding contributed to short-term Syrian

crisis response in areas of livelihood. This is, however, not just specific to livelihoods but across the Syrian crisis response, with few donors providing multi-year funding and resources mostly coming from humanitarian donor budgets.

A separate short-term Syrian livelihoods projects of UNDP, while justified given the nature of programme support and the funding modalities, could have benefited with stronger linkages with ISG employment generation initiatives. Short-term Syrian crisis response such as vocational training lacked conceptual depth and institutional linkages to be successful. There are exceptions such as the establishment of the vocational training centre in Gaziantep which aligns its activities with market demand in close cooperation with the Chamber of Industry. Such initiatives need to be expanded. Job creation in the protracted Syrian crisis context needs an enabling institutional and policy situation which could not be pursued in the short term and through one-off interventions such as vocational training.

The 3RP, which evolved in the past five years, provided a unique opportunity for UNDP to bring a development and resilience perspective to a protracted humanitarian crisis role and strategic positioning of UNDP. UNDP's role in 3RP fits with its areas of expertise and enables its contribution to the Syria response to extend beyond the implementation of its own projects. The level of coordination 3RP could enable varied, with comparatively more success among UN agencies, compared to wider coordination of other agencies engaged in the Syrian crisis response with comparatively lesser success. There are perceptions of redundancy of coordination efforts which need further assessment.

UNDP contribution to 3RP coordination and the coordination of the livelihood sector and networking is widely acknowledged. The livelihoods sector, which has 64 members, has been inclusive, reaching out to potential partners. Given the largely humanitarian mode of financing for the Syrian crisis response, the 3RP was successful in mobilizing 40 percent of the estimated resources needed for the resilience sector and 60 percent for the livelihood sector, both led by UNDP.³⁰

One limitation of the coordination role of 3RP has been getting the buy-in of the Government and key donors such as the European Union (EU). While the 3RP approach has overall buy-in, strong government capacity has implied that the UN's coordination role is less important than in other crisis response contexts. While UNDP and UNHCR are expected to coordinate the UN and NGO partner responses and the need for international support is recognized, this is a small role for the 3RP mechanism. The EU has its own coordination mechanism under the Facility for Refugees in Turkey (FRIT) and is interested to see the 3RP aligned with those efforts. It is increasingly accepted among all actors involved, including the Government, that the presence of the Syrian population in Turkey is a longer-term reality. It is early to make observations on the form, approach, and activities of 3RP in a context where the Government is also proposing a development approach to addressing the Syrian crisis and related challenges. However, there is a need and opportunities for UNDP to further promote longer-term sustainable solutions and resilience agenda in the Syrian crisis response, with or without a coordination mechanism.

Finding 3: UNDP was successful in establishing strong partnerships with national and subnational government entities, and with other international agencies. Strong partnerships at the subnational level provided opportunities for demonstrating programming models which UNDP fully utilized. There is scope for UNDP to contribute to the overall competitiveness strategy in partnership with other UN agencies. The delinking of the UN Resident Coordinator and the UNDP Resident Representative functions did not have any perceptible impact for the stature and positioning of UNDP in Turkey or the partnerships.

UNDP was successful in establishing a diversity of institutional partnerships and networks with a range of actors, including the Government, private sector institutions, NGOs, academia, bilateral donors, UN agencies, international agencies and international financial institutions (IFIs). This provided a major advantage for engagement on a wide range of issues and structural challenges facing Turkey. Partnerships with the European Bank for

³⁰ 3RP, 'Regional Refugee and Resilience Plan – Turkey 2019/2020', 2019.

Reconstruction and Development (EBRD) have been important in promoting viable and comprehensive competitiveness models.

UNDP remains an agency of choice in the new government structure of an Executive Presidency, with the Strategy and Budget Presidential Department replacing the former Ministry of Development. The reach and reputation of UNDP enabled engagement with a range of government entities at the national level. Programmatic partnerships with other international development actors in the inclusive growth area provide useful insights for UNDP's programming in other areas. Strong partnerships at the subnational level have been critical in promoting sustainable solutions that have the potential for replication and policy action; policy linkages are evolving. UNDP can better leverage its subnational partnerships.

In ISG projects where UNDP played an interface role between the Government, resource partners and implementing actors, opportunities for a technical and policy role were not pursued and synergies were not explored. The evaluation did not find due evidence of inter-agency collaboration, particularly with United Nations Industrial Development Organization (UNIDO) and Food and Agriculture Organization (FAO) which have a specific focus on competitiveness in some themes.³¹ For instance, UNIDO has a strong global portfolio in energy efficiency and clean technology and is a lead agency for SDG 7. Turkey hosts the UNIDO Centre for Regional Cooperation, which implements technical assistance programmes on climate change, energy efficiency in industry, clean energy technology, and organizes international training programmes. UNIDO is also implementing two Global Environment Facility (GEF) projects, including a clean technology programme for SMEs and sustainable use of biomass for a low-carbon development path. Similarly, FAO's Turkey programme includes themes such as food security, agricultural and rural development, natural

resource management, agricultural policies, food safety, including a special forestry programme. There is scope for UNDP to contribute to the overall competitiveness strategy in partnership with other UN agencies. The pooling of expertise in more upstream areas of competitiveness enhancement is not evident in UNDP's work in the Competitiveness Agenda for the South-eastern Anatolia Region (CASAR) and Total Factor Productivity (TFP) initiatives.

Finding 4: Synergies within and between programme portfolios are slowly evolving, undermining UNDP's overall contribution. Despite complementary initiatives, synergies across programme portfolio are yet to be leveraged.

The country programme acknowledges the need for integrated approaches, and they are pursued within each of the programme portfolios. There are, however, several opportunities that, if adequately used, can strengthen UNDP's programmes and contribution. There is scope for better integration of UNDP's Syrian crisis response in the development portfolio. The surge in the country programme portfolio as a result of the Syrian crisis provides opportunities for promoting a sustainable and resilient approach to refugee response, balancing host community and Syrian population needs. The Syria response programmes can align strongly with those under the ISG portfolio. The portfolio structure in UNDP creates artificial barriers in programming which impede staff from developing synergies and sharing expertise and experiences. Similarly, there is greater scope for consolidating municipal level support for a more coherent engagement in local administration reforms.

Finding 5: Funding for a resilience approach remains a challenge, although this is not typical to the Syrian crisis. This impacted UNDP pursuing a resilience agenda in the Syrian crisis response to a greater extent. In addition, mobilization of Syrian crisis response (FRIT2) funding was constrained by UNDP cost-sharing policy. The reluctance of donors to follow earlier agreed

³¹ While UNDP partners with UNIDO for its POPs Legacy Elimination project and UNIDO has joined in funding vocational training in Gaziantep, collaboration in competitiveness initiatives was less evident. Some of the projects represent building blocks in Turkey's competitiveness trajectory, and need to be supplemented by progressive interventions, especially identification through competitive analysis and pivotal entry points for Turkey in global value chains (for instance, special metallurgical alloys; critical parts and technologies in automobiles, or aerospace or defence sector), and creating a growth capital environment for modernization and technological upgradation.

cost-recovery rates with the UN at the executive level and lack of flexibility on the UN side reduced considerably UNDP's opportunities in accessing further funding for its Syrian crisis response programme.

There are challenges to resource mobilization, including donor conditionality, the provision of annual rather than multi-year funding, restrictions on overheads, and the limited funding opportunities for middle-income countries. The EU is the only major source of development funding for Turkey, which predominantly funds Syrian crisis-related activities, which makes it a difficult operating context for UNDP with the resilience and development mandate.

While 3RP coordination has been strengthened in the past two years reinforcing the resilience dimension, the humanitarian focus posed challenges for UNDP in mobilizing resources during the early stages of the response, with implications for UNDP in fulfilling its role in the 3RP architecture. UNDP's support to livelihoods sector coordination and raising the profile of resilience resulted in a surge of funding for Syrian crisis response programmes, predominantly from EU Regional Trust Fund in Response to the Syrian Crisis, the 'Madad Fund'.

The present level of cost-sharing charges is reducing the scope of UNDP resource mobilization in Turkey. There is room for improving corporate fund mobilization processes and policy on overhead charges, an issue beyond the scope of the country office. Less tactical interpretation of the procedures on overhead costs resulted in missing FRIT2 funding opportunities for the Syrian crisis response. Overhead costs of UNDP, which are up to 7 to 8 percent, are perceived as high by all the stakeholder groups in Turkey. Conflating replenishment of core resources at the headquarters with resources mobilized at the country level is undermining the ability of the country office in optimal fund mobilization, with negative repercussions for UNDP's programme role. Also, headquarters efforts to support fund mobilization processes at the country office in the context of Syrian crisis response funding has not been timely, resulting in lost opportunities in accessing FRIT2 funding. While it is likely that the UNDP country office will still be able to mobilize resources, a more tactical approach would have enabled greater access and diversification of funding streams.

2.2. Inclusive and sustainable growth

Turkey's 10th NDP consists of 25 growth priority transformation programmes, which include enhancing productivity in manufacturing, energy efficiency improvement, reducing import dependency, enhancing the efficiency of water use in agriculture and improving infrastructure for international development cooperation. The ISG portfolio responds to several of these priorities in its upstream policy-support interventions and demonstration projects at the subnational level. The portfolio also includes Syrian crisis response support, in the areas of municipal service delivery and income and employment.

Finding 6: The ISG portfolio is well-conceptualized and seeks to address the key challenges of Turkey's economic transition, competitiveness, and employment. UNDP's successive interventions have resulted in notable contributions to policy processes and institutional capacities in areas critical to Turkey's competitiveness. Turkey's macroeconomic challenges of recent years and the economic downturn have impeded the potential for upscaling UNDP's well-piloted initiatives, which can only be upscaled or sustained with a robust financial ecosystem combining public and commercial financing instruments.

UNDP's programmatic emphasis is on capacity development of government agencies, besides triggering policy and practice change processes. Programmes are focused on addressing structural challenges characteristic of Turkey's middle-income trap, such as geographic income inequalities, energy efficiency, and sustainable resource management. UNDP has used an approach of piloting and prototyping replicable solutions at the subnational level and using their results for policy advocacy and upscaling and replication in other regions. In line with UNDP's focus on inclusiveness and addressing disparities, the geographic focus has remained on Eastern and South-eastern Anatolia, which was always among the less developed regions exacerbated by the Syrian influx since 2011. UNDP programmes also covered other vulnerable sections, particularly women, youth, and disabled persons.

Medium- to long-term engagement in the areas of competitiveness, energy efficiency, industrial productivity, organic agriculture, and tourism enabled contribution to the progressive strengthening of institutional capacities and policy and regulatory frameworks. UNDP has worked with ministries and subnational institutions in these sectors for several years and contributed to evidence-based policy processes. Particularly, this support is critical to regional administrations in addressing the Syrian influx and formulating coping strategies for host communities, especially in view of the protracted nature of the Syrian population presence. Notably, a considerable part of the ISG portfolio has incorporated the needs of the Syrian population and host communities.

There has been a greater emphasis on the institutionalization of knowledge in public entities. UNDP worked with combinations of producer organizations, private enterprise and academic institutions, to demonstrate technology and approaches. For example, organic agriculture demonstration models are located in and managed by universities to retain and propagate project knowledge. Similar examples of this approach can be found across the ISG portfolio, in livestock, biomass energy, solar energy units for agriculture, and resource efficiency maps for a range of industrial and agriculture products. These initiatives have the potential for replication through universities in other regions as well as lateral and peer-to-peer learning networks.

International competitiveness-related aspects and other external-sector challenges of Turkey circumscribe the potential for results from the sector level downstream support and constrain upscaling of UNDP's programme models. Large-scale adoption of good practices needs appropriate industrial financing mechanisms. Currently, however, the finance sector is uncompetitive, with 18 to 20 percent interest rates, which makes modernization a lower priority than immediate production needs. The least developed regions especially Eastern and South-eastern Anatolia also faced the brunt of the political and security-related challenges, which affected the overall investment climate besides projects and

operations including on SuTP response due to additional security measures. Although these are not typical UNDP's areas of policy support, they are nevertheless important for informing policy options and programming and necessitate collaboration with government actors at the national level. While there was a greater emphasis on demonstrating programme models and engagement at the regional level – which by itself is important – specific measures to establish linkages with the national policy process did not always follow. Partners of UNDP such as the EBRD have specific initiatives on policy engagement which leave open a window for enabling linkages from the lessons from the pilots. UNDP is yet to take concrete measures to engage in related policy processes. UNDP provided policy-related support in several areas such as the TFP and tourism policy. This support did not often extend to policy advocacy and engagement, as UNDP's role was confined to recruiting international expertise and project management and coordination.

Competitiveness and industrial transformation

Finding 7: UNDP contributed to the promotion of modern practices enhancing productivity and competitiveness in strategic sectors through a mix of national policy support for the TFP and the establishment of model industrial modernization centres, besides sector level energy efficiency programmes.

UNDP's Competitiveness Agenda for the South-eastern Anatolia Region programme, now implemented under Turkey's ambitious \$20 billion GAP Regional Development Programme, aimed to improve regional productive capacities and competitiveness.³² UNDP piloted scalable organic agriculture and clean-technology-based growth models, and measures were taken to institutionalize CASAR in the GAP Regional Development Authority to undertake further initiatives in competitiveness improvement. The GAP RDA and regional development agencies established 10-year plans for competitiveness improvements and implemented initiatives in

³² The future of GAP is unclear. The change in the cooperation with district authorities replacing the current strong cooperation UNDP had with Regional Development Authority may have implications for the project. Also, with the Government taking a stand that GAP should be self-reliant has implications for some of the interventions and UNDP's engagement.

organic agriculture, organic textiles, energy efficiency, renewable energy-based agricultural applications, and community-based tourism. With the Syrian crisis, which affected the South-eastern Anatolia region more than others, CASAR was amended to include resilience aspects for affected host communities as well as migrant Syrians.

The TFP initiative emanated from a strong rationale to address Turkey's labour and total factor productivity challenges, which is way behind OECD and US averages estimated to be at 40 and 50 percent respectively.³³ A major structural feature of Turkey's lower productivity is the huge gap between the productivity of large enterprises and SMEs. Located in the office of the Directorate-General of Economic Modelling in the Office of the Presidency, the project's key output – a white paper drawing on firm-level assessments of over 3,000 enterprises – analysed productivity trends and constraints to market and value chain integration in several sectors. Firm-level assessment surveys and analysis of enabling environment factors for productivity outlined three elements as essential for a viable productivity framework. These include horizontal policies to increase and incentivize firm-level productivity, especially of smaller enterprises; vertical (sector) policies to build competitive edges in specific sectors, technologies and regions, to create globally competitive enterprises; and new corporate interfaces for effective implementation of TFP policies (for example, development of services and networks connecting public, private, academia and business, building programmes in strategic areas). Analysis of the TFP is a key example of support to a national-level policy framework to achieve a major increase in productivity in manufacturing industries as a pathway out of the middle-income trap. As discussed earlier, UNDP could have played a greater role in drawing on the lessons from its programme models and TFP analysis to inform the policy process.

The TFP policy analysis had spin-off initiatives, such as Model Factory, SME Applied Capability Centres for lean manufacturing, and transformation of the Organized Industrial Zones (OIZs), for provision of services for improving management quality in enterprises (Box 1). UNDP supported the establishment of the first model factory in Ankara through a public-private partnership with the Ankara Chambers of Industries, with funding from government and other domestic sources, EU (Madad) and Kreditanstalt für Wiederaufbau/ Credit Institute for Reconstruction (KfW). The model factories contain modern equipment and facilities and provide customized training programmes for industry technicians and managers to achieve improvements in cycle time, waste material costs and other efficiency factors. As public goods, these centres are accessible to SMEs that may not have capital equipment in the house but can still benefit from the practices of 'lean' principles. The centres are expected to be operationally self-sustaining with a revenue model based on certification and hands-on training of enterprises (especially members of the Chambers of Industries) in the Ankara OIZ. Based on the Ankara Model Factory, similar centres are being planned in Izmir, Mersin and Bursa. In the next phase, the centres will add modules for digital transformation, and focus on technology upgrading of strategic industrial clusters to build a future global competitive advantage (e.g. piping equipment for nuclear energy).

³³ UNDP, 'Support to Development of a Policy on Total Factor Productivity', White Paper, November 2018. It was based on extensive consultations with industry, academia, policy research institutions, and prepared with the assistance of McKinsey & Co. [https://www.undp.org/content/dam/turkey/white-book/White%20Paper%20Final%20Rev1%20\(1\)%20\(2\).pdf](https://www.undp.org/content/dam/turkey/white-book/White%20Paper%20Final%20Rev1%20(1)%20(2).pdf)

BOX 1. Approaches to competitive and inclusive industrial transformation for long-term solutions to income generation and employment

A strong area of UNDP's programme in addressing employment issues of vulnerable groups, including the Syrian population, and inclusive growth is the support to mechanisms that have the potential of creating large-scale jobs. Turkey's competitiveness agenda is one such example which spans a mix of upstream sector-agnostic work and sector-based interventions, collectively representing a holistic approach to competitiveness and inclusiveness for long-term income and employment creation.

Total Factor Productivity (TFP) challenges for Turkey are primarily rooted in the lack of incentives at the firm-level productivity especially of smaller enterprises, weak policies to build competitive edges in specific sectors, technologies and regions to create globally competitive enterprises, and deficiencies in the corporate interfaces for effective implementation of TFP policies. A number of downstream interventions by UNDP complemented ongoing efforts. UNDP in partnership with the EBRD aimed to provide viable programme models that would demonstrate ways to address some of these challenges at the subnational level to improve the productivity of SMEs as well as generate large-scale employment. The scale of job creation would not only address the employment challenges but also absorb the Syrian population in areas they are permitted to work. A few examples are featured below.

Establishment and operationalization of 8 ateliers in Gaziantep Industrial Vocational Training Centre provide specialized occupational capability development services to Turkish host community as well as Syrians under temporary protection registered in Gaziantep. Gaziantep being a globally competitive urban centre, a large export-oriented employment hub for several industries, there has been a sizeable level of training and absorption. More than 4,800 persons were trained, of which close to 40 percent were Syrians and over 35 percent got employment within the industrial zone. To increase opportunities for women, a women's entrepreneurship centre, the first one in Turkey, is also being established at the premises. Based on the Gaziantep model, a similar centre is being developed in Adana for the Adana Chamber of Commerce and Industry. There are other projects with similar support under implementation by other agencies which reflect the increasing level of support for resilience livelihoods.³⁴

Expanding labour absorption in local value chains is estimated at approximately 32,000 additional job opportunities in key-value chains (agriculture, textiles, carpets) in the target provinces. Proposed initiatives will prioritize competencies for Syrians in production and processing of labour-intensive agro-based products such as pomegranate, cotton, etc., and build on ongoing work with the Southeast Anatolia Agricultural Research and Training Institute in Sanliurfa. The establishment of a second industrial zone in Gaziantep in 2020 is projected to create demand for 50,000 workers, which justifies the vocational centres linked to the industrial zones. The industry's approach to the Syrian crisis is to enable them with skills and provide decent work conditions without displacing Turkish labour in the zones. As an interim measure to absorb trained workers, a German Corporation for International Cooperation project covers six-month stipends for trainees, which enables their absorption into enterprises even in the current recession conditions.

Demand-side efforts also include a national Business and Employment Forum (BEF) in Gaziantep bringing more than 800 participants and over 50 business organizations in a joint platform with government agencies, UN agencies and NGOs to discuss ways to increase employment and business opportunities for Syrians and host communities. Upon its successful organization and feedback from diverse partners, it was decided to organize BEFs regularly and across different locations.

Sustainable value chain development

Finding 8: UNDP programme support contributed to the development of several inclusive and sustainable value chain models in the South-eastern Anatolia region.

Under the GAP regional development programme, UNDP has implemented about 50 projects in the past decade. The South-eastern Anatolia region has a high contribution to agriculture revenue, representing 17.6 percent of regional GDP compared to 9 percent for Turkey as a whole. However, Turkey's agriculture

labour productivity, at \$7,000, is far below levels of \$50,000 and more in Italy, France, Japan and the US.³⁵ Promotion of organic agriculture as a priority sector in South-eastern Anatolia region and Turkey as a leading supplier and pioneer in innovative and competitive organic production is one of the key initiatives.³⁶ The project aimed to develop a certified regional organic cluster, establish an innovation and information centre, conduct best practice demonstrations, and build local capacities of administrations and producer groups. At the institutional level, a cluster road map was prepared, and 45 products were subject to

³⁴ For instance, the Strengthening Social Stability in Southeast Anatolia Region (2016-18, Japan); the Development of Employment and Livelihoods in GAP Region (2016-17, 8 million KfW).

³⁵ Data from GAP Competitiveness Agenda, and Total Factor Productivity documents.

³⁶ The Organic Agriculture Cluster Development Project.

value chain analysis of which nine were eventually selected (cotton, olive, red lentil, chickpea, durum wheat, sunflower, soybean, pomegranate, pistachio) to derive the benefits of clustering for eventual organic certification and geographic indications distinctions. For each of these, 10-year action plans have been formulated, which include institutional capacities, legalization of producer clusters; technical demonstration facilities, financial support and organic conversion plans.

The evaluation visits to the Ekorez grape juice facility of Dicle Organic Fruit Growers Union, organic poultry and goat centres and biomass production centre in Dicle University, and the olive oil pressing facility operated by the Kilis Organic Olive Producers Union in Kilis and other data showed encouraging initial results from these interventions. For example, farmer unions have been organized, sizeable production acreage has been established (500 tons in case of grapes cultivation, 400 farmers in case of olive) and obtained organic certification. Commercial sales of products have shown higher and remunerative prices in national and international markets (Germany for grape juice, Qatar for Kilis olive).

A complementary initiative promoted efficient use of input resources (especially water and energy) in the production and processing of commercially important commodities in the GAP region. Field analyses of resource consumption productivity analysis covering production, processing and trade aspects were made for seven products of regional importance, along with identification of avenues for improvement (input optimization, sowing, planting and harvesting, water management etc.) contributed to processes for efficient use of input resources. This initiative also links the use of solar-powered irrigation and farm equipment to improve productivity and conserve water usage.

UNDP has given due attention to institutionalization and scalability. Specific efforts include formation and strengthening of the GAP Organic Agriculture Cluster Association, development of cluster roadmaps leading towards certification and geographic indication status, creation of institutional extension services, technical support mechanisms (OTADAM) for the dissemination of practices, and financial

support mechanisms at the province level for the development of regional organic value chains. Close involvement of the universities has been important, Dicle and Bogazici in organic agriculture and Harran University in resource efficiency in agriculture and agro-industries. The demonstration facilities located within universities enabled institutionalizing good practices, and provide avenues for replication, training and process improvements. The Bogazici University has produced a scalability and replicability kit based on the experiences of the project. In addition, a master trainer programme (25-50 trainers) aims to create a cadre of Certified Resource Efficiency Experts assess enterprises of various service maturity levels. Another noteworthy initiative under implementation is an institutional competence plan and a financial support programme.

The products have demonstrated market potential through funded visits to international fairs, and the continuation of these market linkages is critical for sustainability. While sufficient attention has been given to production efficiency, the equally important market linkages and related agri-finance models at sector and institutional ecosystem-level are under-explored. The commercial viability of models piloted was not readily ascertainable, or to what extent they can be financially sustained and scaled-up, without depending on supplementary grants from other sources for expansion and modernization. All the pilot projects entailed capital expenditures made from donor funding or public grants (with some co-sharing by beneficiaries). The availability of resilience funding is likely to maintain financing flows for the short term; however, these would only benefit small groups of beneficiaries. The limited coverage of public grants from state development agencies is not a sustainable option either. Access to commercial agri-finance is an important element in the sustainability of these interventions. There is also scope for exploring agriculture value chain finance with specialist institutions like the International Fund for Agricultural Development (IFAD), Rabo Bank and others within the scope of these projects.

It would be useful to include a functional analysis of institutions created in these projects and develop marketing and value chain integration skills,

especially in case of the niche organic products which are being produced at an insufficient scale for long-term sustainability. The variety of products now demonstrated justify dedicated market development programmes based on certification and geographic indication distinctions, whether through UNDP-designed programmes or those of other more specialized agencies as necessary.

Finding 9: UNDP's role in implementing large IFAD projects has consisted largely of administrative support, which does not reflect UNDP's potential to add value to strategy and design drawing on its experience in similar interventions.

UNDP provided management services to the Ministry of Agriculture and Livestock in implementing IFAD projects. Since the focus of the initiatives is on capital-intensive rural infrastructure, livelihood support elements focusing on livestock, economic diversification, and sustainable resource management, there was a strong view among government representatives in favour of a greater role for UNDP in the design and implementation of these projects. Synergies with UNDP initiatives and the available competencies of the UNDP country office could enhance the contribution of IFAD projects.³⁷

Community-based tourism

Finding 10: UNDP support to Turkey's tourism sector, developing a strategy at the national level and institutional and ecosystem capacity at the subnational level, demonstrated the potential of private sector partnerships for innovative sustainable local tourism models.

UNDP has partnered with the Ministry of Culture and Tourism since 2007 focusing on various niches in tourism for local economic development. This has resulted in many initiatives in Eastern Anatolia Coruh Valley, Ani Site, Erzurum, Erzincan and Kars. Tourism is one of the strategic sectors prioritized in Turkey's Vision 2023, which aims to make the country a world tourism brand with 50 million tourists and

\$50 billion in revenues by 2023. The Vision also puts specific emphasis on contributions to employment and regional development. The Tourism Strategy 2007-2023, prepared with UNDP assistance, identified a number of action areas to improve regional tourism competitiveness: sustainable and environmentally friendly tourism, destination focus, all-year tourism and alternative tourism, and preservation of high-value sites and destinations.

UNDP facilitated the creation of a Sustainable Community Based Tourism Unit in the Ministry of Culture and Tourism, analysis of institutional and functional capacity and funding mechanisms and formulation of action plans for pilot initiatives through small grants. Relevant policy support included a report outlining strategies and practices for community-based tourism and innovative financing models to overcome the problem of the 'lost middle', the lack of investment models between micro- (\$100,000 and less) and large-scale (\$4 million and more) tourism.

Responding to government priorities, UNDP initiatives are based on the recognition that sustainable community-based tourism is a multisectoral domain and calls for the involvement of the local communities, the use of value chain approaches and addressing enabling environment constraints. A variety of initiatives have been supported over the years, the most successful ones being in Isparta, the major lavender-producing region in Turkey (accounting for over 90 percent of national production). The blooming season in August is of special tourist interest, besides of commercial interest for the production of lavender oil and other products. One of the outcomes has been complementing production revenues with seasonal tourism. According to government sources, tourist arrivals have grown four-fold in two years, leading to a growth in hospitality services.

UNDP demonstrated the importance of forging partnerships between various actors at the local level to promote tourism. For example, the Future Lies

³⁷ The Ardahan Kars Artvin Development Project, which concluded in 2017, included a mix of capital-intensive rural infrastructure and livelihood support elements, focusing on livestock. The ongoing Goksu Taseli Watershed Development Project (2017-2023) – in its early stages – aims at and resilience of rural communities in the less-irrigated Taurus mountain region.

in Tourism Trust Fund initiative is a good example of a public-private partnership to support local community-based tourism efforts, using a competitive grant mechanism. Implemented with the Ministry of Culture and Tourism, the grant funding comes from a private sector conglomerate Anadolu Efes, associated with the concept since 2007. Engaging the private sector in community-based tourism efforts has considerable potential that can be further leveraged. Despite the successes such as Anadolu Efes, one-off initiatives are yet to become models for drawing a higher level of private sector engagement.

Finding 11: Lessons from UNDP-supported community tourism initiatives point to the key role of decentralized (regional and local) structures to develop context-specific strategies and blueprint for sustainable tourism, incorporating investment and financing modalities to attract the right profile of partners and capital. There is scope for UNDP to prioritize tourism as a sector for its private sector competitiveness engagements and improve complementarities between its livelihoods and economic development programmes with its tourism-supported initiatives.

UNDP played a catalytic role in bringing national and local partners together, and backstopping implementation with international knowledge, identification of suppliers and networking. However, each project, being concept- and destination-specific, is unique; therefore, the promotion of the concept of destination tourism, not scalability, is the main measure of success. Discussions with beneficiaries and municipal officials highlighted the importance of staying small, distinctive and simple for successful community interventions. For example, Sile, one of the tourism destinations UNDP supported, has a small local population that receives over two million tourists in the peak season. The tourism strategy for Sile is about efficient management and providing a quaint visitor experience. The success of the community tourism model is its ability to make a ‘thousand flowers’ bloom and aim for distribution and variety and not scale. This is very much in line with Turkey’s tourism vision.

The evaluation, while taking note of UNDP’s contribution, considers that the current programme portfolio does not reflect the full potential of the

role UNDP can play in strengthening livelihoods and economic development from the tourism sector. UNDP’s success in building regional action plans for competitiveness and agriculture could be replicated in supporting regional administrations with destination-specific tourism action plans, including the creation of decentralized tourism promotion and investment facilitation bodies. Also, while UNDP has found good niches for local public-private partnership modalities, the promotion of private investment at the sector level is an area that needs greater emphasis. What is not evident is whether UNDP prioritizes tourism as a sector for its private sector competitiveness engagements.

Challenges of supply capacity cannot be ignored in the tourism sector, as the demands are not permanent. Turkey’s buoyant tourism sector also needs to deal with new emerging needs, and there is a case to be made to improve customer-orientation. Some needs and opportunities in this regard are foreign language conversance, especially in the hospitality sector, disability-friendly tourism, use of digital technology (app-based tour guides, virtual reality kits), and eco-certification. These competitive differentiators will require engagements at national policy level besides destination specific interventions. UNDP has the potential to contribute to the competitiveness of the tourism sector through integrated approaches, both hard assets (such as investment promotion strategies and facilitation) and soft assets (such as customer-centric investments reflecting the global travel trends and spends).

Private sector partnerships

Finding 12: UNDP played a key role in bridging the knowledge and trust deficit between corporate business and civil society actors, facilitating social initiatives for impact and enabling knowledge networks, international visibility and credibility to these initiatives. These engagements have the potential to transform into SDG-based initiatives. While there are successes in private sector engagement, it has been mostly in management of corporate social responsibility initiatives.

UNDP evolved its private sector engagement model against the backdrop of the Millennium Development

Goals, and more specifically, the UN Global Compact framework, focusing on the idea of responsible business. Several initiatives are multinational corporate social initiatives which have been operating for long periods. Examples of such initiatives include financial literacy (Experian, Visa, Credit Turkey and 27 national banks), digital literacy (Turkey Vodafone Foundation, Turk Telekom, Turkcell, Intel, Microsoft, Cisco and IBM), alternative livelihoods (Vodafone support to Dreams Academy – people with disabilities), and community-based tourism (Anadolu Efes, covered in the earlier section on community tourism). Successful partnership with Visa resulted in the realization of a new project on SME empowerment and replication of a financial literacy programme in six other countries.

The number of persons who received training and orientation is sizable in some cases.³⁸ The use of students and university graduates, and segmented approaches for white-collar, blue-collar, farmer, women and entrepreneurs, enabled more effective outreach in the awareness campaigns. Besides the direct awareness creation, there were useful policy advocacy outputs as well.

UNDP was favourably positioned to partner with the private sector firms given its then championing of the Global Compact Forum chapter in Turkey, and also its long experience in working with civil society organizations, academia, producer organizations and the Government. Corporates consulted by the evaluation particularly acknowledged UNDP's contribution in bridging the trust deficit between corporate business and civil society actors, besides the knowledge networks, international visibility and credibility UNDP brought to these initiatives. For some corporations, UNDP's project management of the projects brought credibility and prestige to their engagement. Capacities of local implementation partners to undertake similar initiatives with private sector players have been built over time, with Habitat, the implementing partner of the financial literacy projects and Ayder, disability-related projects, being strong examples. The projects received continued private sector funding for several years. Despite the

tough current economic conditions, the private sector partners have indicated a commitment to continue their programmes albeit on a smaller scale through platform-based collective action programmes such as Connecting Business initiative (CBI) and Business for Goals (B4G) Platform.

Finding 13: UNDP's support to platforms to coordinate and accelerate private sector engagement in the SDGs has potential but needs more systematic engagement.

UNDP's Corporate Strategic Plan 2014-2017 called for a stronger engagement with the private sector on the SDGs. The UNDP Private Sector and Foundations Strategy for the Sustainable Development Goals 2016–2020 aims to position UNDP as a partner of choice for the private sector and foundations in SDG implementation while maximizing the impact of the private sector and philanthropy on sustainable development.

The B4G,³⁹ a partnership between UNDP and two large industry federations TUSIAD (large companies) and TURKONFED (MSMEs), is considered the first private sector-led platform working with the UN on SDGs. Set up as a 'think-do-tank' platform, it seeks to bring together the private sector and other relevant actors to offer roadmaps on private sector solutions as partners in development and for harmonization with the SDGs. In the inception and priority-setting stage, with a secretariat in TUSIAD, the B4G is identifying sectors for more in-depth analysis and stakeholder dialogue, to formulate policy and strategy recommendations besides implementing projects on the ground. More importantly, the B4G will disseminate the business case for the SDGs, considering the direct linkages that businesses have with some SDGs (7, 8, 4, 5, 11, 12, 13 and 16). Many competitive sectors (textiles, tourism, agriculture) are important parts of global value chains and will be prioritized for undertaking SDG-friendly commitments linked to expanded access to financing for medium-sized companies, from development financial institutions such as the International Finance Corporation and the EBRD.

³⁸ The Experian project trained 2,000 people in 16 cities, and reached over 60,000 people, and the larger Visa project targeted 270,000 people.

³⁹ Think-do-tank platform comprising 30 federations and 254 companies.

Finding 14: Private sector focus of the country office, the regional hub, and the global centre provide opportunities for greater engagement to support Turkey's development cooperation strategy.

Turkey's private sector is a common element in the work of UNDP's country programme, the Istanbul Regional Hub, and the global IICPSD. The differentiating lines are not explicit, and having separate portfolios of work creates fragmentation and an artificial separation in respect to some activities carried out in Turkey.⁴⁰ Global Compact Turkey Network supported by the IICPSD was initiated by the country office even before the establishment of the IICPSD. The IICPSD provides technical expertise to the Connecting Business Initiative while the management was provided by the UNDP Turkey country office for some time and is now provided by TURKONFED. There is scope for better distinction between IICPSD activities from those of the country office to maximize mutual strengths. The IICPSD should have a greater focus on providing strategies and technical support and the country office should implement projects in Turkey.

While the work on impact finance and Business Call to Action resilience and crisis response lie mostly within the IICPSD domain, fragmentation is visible between the private sector engagement in regional value chain projects. For instance, at the time of the evaluation UNDP projects in Anatolia until recently remained generally isolated from the corporate dialogue in the IICPSD around global inclusive business frameworks and the B4G. In the market linkage components of the GAP organic agriculture programme, there were no references to connect with inclusive business initiatives by organized retailers or large processing enterprises leading to sourcing arrangements from the bottom of the pyramid. Studies carried out by the IICPSD in several countries including Turkey highlighted the low engagement of the private sector, especially MSMEs. Companies in Turkey can increase levels of engagement in inclusive business models (beyond employing poor people) but they currently lack cooperation with NGOs.⁴¹ The studies

highlighted agriculture, financial services, energy and information and communication technologies as promising sectors for promotion of inclusive business approaches. UNDP, whether the country office or the IICPSD, does not have private sector engagement in inclusive business models, using different tools beyond corporate social responsibilities.

Turkey aspires to be a strong development partner bringing Turkish knowledge, intellectual capital and technological innovations into instruments of development cooperation for LDCs, with an emphasis on Asia, Africa, and East and Central Asia. Turkish technology and intellectual capital of the private sector are important elements, delivered through the Technology Bank mechanism, with a focus on agriculture, environmental conservation, restoration of cultural assets, hydropower installations, highways, among others. While the evaluation noted sharing expertise with other countries, for example, Ethiopia, the ISG portfolio's experience in energy efficiency (discussed in Section 2.4), certification of organic production zones, and low-cost renewable energy could be leveraged more systematically beyond a portal-based registration of experts and offer several practices for sharing with other countries. UNDP, with the on-ground experience in the ISG portfolio in jointly with the Istanbul Regional Hub (IRH) and the IICPSD, is well placed to support Turkey's development cooperation strategies by highlighting strengths as a competitive supplier of capital goods, intermediate and technology-intensive goods, to build indigenization in LDCs assisted by Turkish technology.

Syrian crisis response

Finding 15: UNDP support to infrastructure development and service delivery has been critical for both host communities and the Syrian population. The development approach to strengthening services, rather than a humanitarian approach of substituting services, has the potential for positive long-term outcomes, contributing to strengthening the capacities of the municipalities.

⁴⁰ This separation of the country programme, IRH and IICPSD was also observed by key government stakeholders in the context of outreach and communication events.

⁴¹ 'Business + Inclusive Business: A New Sustainable and Innovative Private Sector', IICPSD Publication 2018.

In South-eastern Anatolia, municipalities have experienced an increase in the population by 15 to 20 percent (and up to 100 percent in some) and are not in a position to cope with already overstretched service capacities. Support for solid waste and wastewater management, firefighting services, and municipal capacity enhancement are high priorities identified by the Government and the international community as an essential part of the Syrian crisis response. Municipalities needed to increase their capacity in proportion to the increase in population created by the presence of Syrians. The long-term municipal plans in place to accommodate the natural population increase were expedited. For example, in Gaziantep, the population reached its projected size for the year 2025 by 2016. Strengthening municipal service capacities also underpins social cohesion and resilience. The 3RP estimates that the 20 percent increase in the budget represents more than \$215 million. The support of 3RP agencies so far represents 11 percent of the additional capacity needs of municipalities, while the initial appeal target was to cover 68 percent of those needs.⁴²

UNDP support to strengthening municipal services has been well structured, enabling municipalities to address institutional challenges. The municipalities considered the development approach UNDP used to address the service delivery challenges as appropriate both to address immediate requirements as well as institutional bottlenecks. UNDP is the only 3RP agency providing support on municipal infrastructure. Partnerships built on long-term relationships enabled speedy strategizing and implementation. Technical support for capacity enhancement was critical in moving forward with the implementation of the plans, particularly in the area of solid waste management. Municipalities also consider UNDP's administrative and procurement procedures as efficient, enabling a speedy response.

There are significant improvements in solid waste management, where UNDP contribution has been critical. UNDP has conducted an impact assessment of its support to municipalities in Sanliurfa, Gaziantep, Hatay and Kilis. The assessment refers to the Turkish

Resilience Project, which is funded through the EU Regional Task Force (EURTF) but covered investments in these municipalities since 2015, and therefore includes work of other actors. The impact assessment concludes that there has been a significant improvement in solid waste management and a reduction in pollution, improved environment and a reduced threat to public health has followed. The waste management systems are now more efficient, saving municipalities time and resources in addition to savings in electricity generation.⁴³

Efficiencies have been achieved, for example, through the provision of larger vehicles to transfer waste, transfer stations to assemble large amounts of waste for further transportation and a compactor to extend the life of a landfill site. As some of the firefighting vehicles are multipurpose and can be used in emergencies such as road traffic accidents and to distribute water during droughts, the assumption is that these vehicles will help reduce loss of life. The evidence suggests that all the investments made by UNDP are being used daily.

In addition to the infrastructure-related investments, there has been technical support to ensure a coherent approach to waste management and municipal services. Further support to waste management to improve environmental management is planned, particularly separation and treatment of the waste prior to landfill disposal. Capacity enhancement in planning and implementation is sustainable given the close engagement of the municipal authorities, keen to continue measures to improve services, and will contribute to the effectiveness of the municipalities in the longer term.

Replication of these practices is important as more municipalities host the Syrian population. As of now, four border municipalities in the South-eastern Anatolia region received 85 percent of the investment. Also, the practices and processes used have wider application in other municipalities. The support has focused on solid waste, wastewater and emergency services, but municipalities have identified

⁴² For further information, see: <https://data2.unhcr.org/en/documents/download/66188>, Annex 3, calculation of baseline and targets, p.37-39.

⁴³ Turkish Resilience Project, impact assessment.

other priorities such as transport, local infrastructure, and poverty reduction and social assistance.⁴⁴

Finding 16: UNDP's income-generation support to the Syrian crisis can further anchor in medium-term processes building on UNDP's existing programmes, partnerships, and expertise in providing viable income-generation approaches for wider use. Some of the challenges are beyond the UNDP programme scope, relating to enabling policy environment and short funding windows.

The 2016 London Conference pledged the creation of 1.1 million jobs by 2020, of which a large number were to be in Turkey, which hosts the largest population of refugees. However, 3 percent of Syrians of employable age work with formal work permits.⁴⁵ As of December 2018, 60,822 permits were issued for Syrians.⁴⁶ Therefore, the number of Syrians working legally in Turkey is small.⁴⁷

Institutional capacity development of the Turkish Employment Agency (ISKUR), enhancing the supply capacity for skills and vocational training, and labour absorption in selected value chains are key areas of UNDP support. UNDP is a key agency in the facilitation of language skills training for adults – in the early stages of implementation – which is important for employment of Syrians. UNDP's livelihood support to the Syrian population commenced in the past two years through a set of initiatives, which included vocational training to increase work opportunities and enable small businesses, improve systems of recruitment and referral pathways, networking with the private sector and NGOs and supporting the capacity of government entities to match jobs with skills.

Vocational training provided by UNDP has been short-term, with limited coverage. It is evident that many Syrians are attending multiple courses by

various agencies, which means that either the courses do not lead to a job, or the individuals attending the course are not motivated to seek employment or are unable to access financing to start a small business. Course participants receive payments to cover expenses incurred, which often became a source of income for the participants.

Typical to short-term vocational training initiatives, the outcomes in getting employment or enabling participants to establish businesses were limited. UNDP has provided vocational training and counselling for small business start-up. In the absence of linkages with sectors that would absorb the trainees or financing mechanisms for small enterprises, the outcomes of the vocational training were limited. Barring a few, for example, in the training conducted in Adana, which the evaluation assessed, participants did not have the prerequisite skills to establish a business or an understanding of the marketability of their proposals. Those participants who were more advanced in their business plans with a good sense of market feasibility of where they could profitably tap into did not need such vocational training but needed financing linkages, which was beyond the scope of vocational training. Some business proposals pertained to the food or beauty industry had limited income-generation possibility. According to the Syrian Economic Forum (SEF), 30 percent of the micro-enterprises established during phase 1 of its programme have closed.⁴⁸

UNDP explored avenues that would provide employment on a larger scale, but such initiatives needed more emphasis and consolidation with other well-established ISG programmes. The manufacturing sector has the potential to absorb the labour force. In Adana, UNDP has supported the creation of a task force for the automotive sector comprising relevant private sector, government and NGO stakeholders to secure apprenticeships for Syrian and host community

⁴⁴ 3RP, 'Outcome Monitoring Report 3RP, Turkey Chapter', 2019.

⁴⁵ Turkish Red Crescent and WFP, Refugees in Turkey: Livelihoods Survey Findings: https://reliefweb.int/sites/reliefweb.int/files/resources/Refugees%20in%20Turkey_Livelihoods%20Survey%20Findings_TRC_WFP_2019.pdfhttps://reliefweb.int/sites/reliefweb.int/files/resources/Refugees%20in%20Turkey_Livelihoods%20Survey%20Findings_TRC_WFP_2019.pdf

⁴⁶ Including both Syrians under temporary protection and Syrians with residence permits, with overall less than 10 percent of work permits granted to Syrian women. 3RP, 'Outcome Monitoring Report 3RP, Turkey Chapter', 2019.

⁴⁷ Seasonal agriculture workers do not need work permits and are not included in these numbers.

⁴⁸ 3RP, 'Outcome Monitoring Report, 3RP Turkey Chapter' 2019: https://www.tr.undp.org/content/turkey/en/home/library/syria_programme/3rp-outcome-monitoring-report.html

members by referring them to vacancies in the automotive sector. This is a pilot initiative with the potential for scaling-up. Within the parameters set by ISKUR, there is scope for absorbing Syrians up to 20 percent in low-skilled jobs or jobs that Turkish nationals do not seek. There is potential to build on such examples to provide strategic employment generation solutions for both host communities and Syrians.⁴⁹

The Government and UNDP both acknowledge that employment options should be diversified and strengthened to include the private sector (manpower). UNDP has well-established relationships with the private sector and chambers of commerce and has been successful in establishing links with the emerging Syrian business sector. This is important because Syrians have registered new businesses, provided access for trading with the Arabic-speaking world and, after Germany, Syrians are second largest investors in Turkey.⁵⁰ The field presence and UNDP's role as the 3RP livelihoods sector lead facilitate the development and maintenance of these networks. UNDP needs to make concerted efforts to leverage these networks to create more employment opportunities.

Slow progress in enabling income generation and livelihoods is not unique to UNDP, as other organizations working in this area faced similar challenges. Short funding frameworks reduced the ability of vocational training to provide viable opportunities for income generation. UNDP as well as other 3RP agencies recognize the need for well-targeted long-term vocational training that would lead to employment. However, there is no planned approach to vocational training that enables linkages to employment or financing for enterprise development, and it was not evident 3RP platform could address some of these challenges. Wider collaboration among agencies engaged in Syrian crisis response is critical for promoting longer-term solutions, such as support for SMEs and developing innovative products and processes. Although not

typical of UNDP, agencies were content supporting one-off vocational training.

Approaches to income generation and accommodating the Syrian population are slowly evolving, and the Government is in the process carrying out an assessment to better understand opportunities for employment and economic growth to develop an appropriate strategy. The enabling environment for integrating the Syrian population in the job market has not been favourable, coupled with the economic downturn which added to existing overall job challenges with further implications for labour market absorption.⁵¹ Also, Syrians are Arabic speakers and face language barriers in the absence of Turkish language proficiency, which limits basic employability. Another important factor is Turkey's nuanced approach using geographic limitation to exclude Syrian, Iraqi and Afghan migrants from attaining refugee status under the 1951 Geneva Convention. Under the 'Foreigners in Turkey' regulation, while Syrian immigrants are eligible for health, education and social services, their access to the formal labour market⁵² is only based on work permits applied by employer enterprises, subject to a 10 percent cap on the Syrian share of the employee headcount.

Finding 17: Support to ISKUR assumes importance in the context of facilitating Syrian refugees' engagement in the labour market. There is scope for greater engagement in strengthening the institutional capacities of ISKUR.

The administrative procedures make it difficult for Syrians to access labour markets outside the provinces in which they are registered. There is also a language barrier for Syrians to access ISKUR services which operates in Turkish, the national language. UNDP's support to ISKUR aims to address these constraints through an institutional capacity development plan for ISKUR. With the Capacity Development and Digital Maturity assessment studies conducted with the support of UNDP, further interventions to fasten the integration of Syrians into the Turkish labour market

⁴⁹ There is an urgent need for employment opportunities for Turkish nationals as well. The unemployment among Turkish population reached 13.3 percent in April 2019 – 4.2 million people, an increase from 9.6 percent in 2018. TurkStat, 'Labour Force Statistics', April 2019: <http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=30684>

⁵⁰ 3RP, 'Outcome Monitoring Report, 3RP Turkey Chapter 2018; 2019; FRIT Office of the Presidency of Turkey and MoFLSS.

⁵¹ Unemployment reached 10.9 percent in 2017 – 3.25 million people, and 15.1 percent in the less developed south-eastern provinces.

⁵² Seasonal agriculture labour, and cleaning and waste disposal workers are exempt from work permits.

have been identified. The results of the assessments of physical infrastructure by ISKUR Provincial Directorates in pilot cities (İstanbul, Şanlıurfa, Gaziantep, Kilis, Hatay) where Syrians live most densely further emphasizes an urgent need to design IT and physical infrastructure as well as improve processes.

There are several surveys and assessments by various agencies, including UNDP, identifying employment opportunities and training and financing needs. Besides ISKUR's labour market survey, several perception surveys have been conducted to understand the attitudes of the Turkish employers towards Syrians and the obstacles Syrians face in trying to enter formal employment. UNDP conducted a perception survey among the private sector to assess attitudes towards employing Syrians. As part of the EUTF funding, UNDP is commissioning research on sector level labour needs. The results of many of these surveys are being analysed and are expected to inform the livelihoods and basic needs sector in improving employment opportunities and transitioning Syrians from cash assistance through the Emergency Social Safety Net (ESSN) programme to employment and increased self-reliance. There is a need for greater coordination among 3RP agencies in supporting ISKUR, to avoid duplications and maximize the capacity development results. As the lead agency for the livelihood sector for 3RP, UNDP has made efforts to prevent overlapping of project activities and inefficiencies in implementation. Challenges remain in the coordination of various actors.

2.3. Inclusive democratic governance

The 10th NDP recognizes institutional quality across sectors as critical for growth and development. Areas that received attention include strengthening institutional capacity at the local level (improved efficiency in local service delivery, enhancing policies for growth, human resources, practices in the target, policy formulation and implementation processes); fundamental rights and freedom; transparency and efficiency in governance; enhance the accessibility of justice, right of defence and judicial assistance;

modernization of governance using information technologies; and strengthening border governance and security.⁵³ The 2016-2019 National e-Government Strategy and Action Plan envisages an integrated, technological, participatory, innovative and high-quality Effective e-Government Ecosystem, and takes into account national and international considerations. UNDP governance support is aligned with this focus on national strategies.⁵⁴

UNDP's governance programme broadly comprises four areas. First, enhancing institutional capacities for human rights, which includes support to human rights and Ombudsman institutions. Second, justice sector support, comprising strengthening legal aid services for the Syrian population, and transparency efforts of the Court of Cassation. Third, as part of the local administration reforms, support to municipalities, both rural and urban, to improve policy processes and service delivery mechanisms. Lastly, support to initiatives in the area of internal security, such as developing and improving the internal strategic framework, integrated border governance, demining and border surveillance.

Strengthening government entities and processes

Finding 18: Building on its long partnerships, UNDP's governance support entailed key priority areas identified in the 10th NDP and complemented ongoing efforts by the Government and international agencies. National-level institutional support contributed to government efforts in establishing and strengthening government entities and processes. UNDP also contributed to efforts to address institutional demands the Syrian crisis brought to the fore. Limited engagement in larger governance reforms agenda is understandable, given the high capacities of government institutions. Preference for engagement with UNDP in certain governance areas of governance was evident.

A key component of UNDP governance support entailed establishing technical assistance teams that filled human resource gaps in government entities, for example, e-Consulate, Land Forces Command, mine

⁵³ 10th NDP, *ibid*.

⁵⁴ Ömer Genckaya, Subidey Togan, Ludwig Schulz, Roy Karadag, 'Turkey Report, Sustainable Governance Indicators 2018', Bertelsmann Stiftung, 2018.

action. UNDP facilitated competent personnel in each of these areas, demonstrating its ability and value in enabling coordination of different government entities and responding to their high expectations in a timely manner. A related area of support was assessments and training tools complementing efforts to strengthen government staff capacities. Such UNDP-supported initiatives largely will be pursued further by the national institutions as these are priority areas.

Strengthening the institutional capacity of Land Forces Command and professional staff capacities had iterative outcomes for integrated border management. The institutional capacity needs assessment of Land Forces Command included technology upgradation and modern training tools and schedule for border surveillance capacities in line with international standards and EU practices. UNDP's support to advanced training to the expert group and newly assigned staff on implementation of procedural requirements of border surveillance and control, on rights of migrants, and combating human trafficking is considered an essential base for accelerating border management efforts and thus timely.

The administrative support UNDP provided has been critical in the areas of e-Consulate and integrated border management. UNDP enabled the recruitment of professional staff and procurement of equipment, the key to implementing e-Consulate systems, and brought its global expertise in integrated border management in line with the international standard. Although it cannot be attributed to UNDP's role, there was progress on the integration of systems in different ministries – Ministry of Foreign Affairs, Ministry of Interior, Ministry of Defence, Union of Public Notaries, Social Security Institution, Turkish National Police and Ministry of Justice. The e-Consulate system was recognized as good practice by different international organizations including International Civil Aviation Organization, OECD, Organization for Security and Cooperation in Europe, as well as by the UN Economic and Social Commission for Western Asia. The system was also adopted by many countries in different regions.

While important, the objectives of initiatives in the governance portfolio are not often commensurate with the scope of support provided, particularly when

the support related to the recruitment of appropriate personnel or implementation support with limited policy engagement. UNDP, therefore, cannot be held accountable for outcomes that are beyond the remit of its assistance, including achievements. As a case in point, the broader objective of the improved e-Consulate system requires institutionalization of service processes, inter-institutional linkages, more investments and efforts on the part of the Government, which is beyond the scope of UNDP support, which was primarily operational. While the established systems are in use by citizens, comprehensive efforts are needed. For example, continuous upgrading of the software is critical for improved e-Consulate services, its security, and compatibility with other data systems. Short-term training of the government staff fills immediate needs, yet there is a need for a structured and concurrent approach to training beyond project-based training. This is an ongoing initiative; UNDP support for setting up e-Consulate systems and enabling knowledge exchange with other countries is only the start of long-term efforts needed for institutionalization. More sustainable institutional capacities are not within the purview of UNDP support, limiting contribution to overall processes.

Legal aid services and judiciary

Finding 19: UNDP responded to capacity gaps in legal aid services complementing initiatives by the Government and other actors. Legal aid access for vulnerable sections continues to be a challenge due to lack of institutionalized mechanisms. Given the extensive capacity needs in legal aid services, stronger engagement with the government entities focused on addressing structural issues is critical.

Challenges in legal aid access by vulnerable sections of the Turkish population are longstanding, which only worsened with the large influx of Syrian population. UNDP initiatives are part of several ongoing efforts by national and international agencies to strengthen legal aid services. UNDP has been flexible in accommodating emerging needs, such as drafting amendments to the legislative framework on legal aid. Initiatives of different agencies supporting legal aid services largely complement each other.

The web-based application system Automation System for Appointment of Code of Criminal Procedure (CCP) attorneys developed with UNDP support is a much-needed initiative for the coordination of the legal services. The System improved the processes of appointment and assignment of defence lawyers and attorneys to enable legal aid by the bar associations. The System has been activated in a phased manner covering 70 of the total 80 bar associations and responded to their specific needs. The System is also accessible to other legal and justice actors such as officials of the courts, public prosecution, justice officers, and law enforcement agencies. The robustness of the System, however, needs more consistent efforts to ensure functional and up-to-date information beyond the project period. Constrained by several factors, the use of the System remains inconsistent. It is not mandatory for bar associations and other legal actors to use the System, undermining its utility. While there are efforts to make the System more efficient, its institutionalization is critical for periodic upgrading, user-friendly processes, minimizing procedural issues, addressing inconsistencies in legal aid processes for optimal utilization. An internal regulation for the use of the automation System by all bar associations developed as part of UNDP support is in the consultation stage. A limitation of the regulation is that it does not have measures to provide incentives to the lawyers and relies more on pro bono services. A more efficient legal aid is a larger issue, beyond mere automated systems of work allocation alone, that are pursued by other agencies, and needs closer government engagement.

New legislation for legal aid, in the drafting stage, is intended to address the capacity gaps in accessing legal aid, easing processes for the SuTP users, bridging demand and supply issues, lawyers' fees, and streamlining with e-governance systems (such as UYAP). It is too early to make observations on the progress of its adoption and implementation. The same can be said about the performance criteria for the lawyers and lawyers' compliance. While the Union of Turkish Bar Associations (UTBA) can enable the development of relevant national standards, uniformity of standards across bar associations and ensuring conformity needs institutionalization and engagement of the Ministry of Justice and

institutional reforms. Each of the 80 bar associations is an independent and separate legal entity requiring a more comprehensive approach to address the capacity challenges. The coordination between the UTBA and the Ministry of Justice is evolving and is yet to address key issues in legal services delivery, whether it is resources or legal infrastructure. Further work is also needed to strengthen the data on those seeking legal aid for more effective prioritization of legal support. The capacities of the bar associations vary and so does their ability to coordinate and prioritize legal services. Lack of awareness about the Turkish legal system, language barriers, and cost of services are additional factors that are discouraging Syrian users.

The 3RP in the past three years has emphasized both short-term measures such as training to lawyers and long-term measures such as capacity-building for bar associations and judicial authorities. UNDP has been one of the agencies which supported the training of the advocates. Developing training modules and enabling training (275 lawyers received training in Gaziantep, Hatay, Kahramanmaraş, Kilis, Osmaniye, Şanlıurfa) contributed to mitigate capacity gaps in providing services to vulnerable groups seeking legal services. The manual for the bar association includes tailor-made guidelines for CCP attorneys on legal aid. While the legal actors largely perceive training as essential for improving the quality of legal aid, the evaluation could not determine the level of improvement in the quality of legal services or the legal knowledge among the lawyers trained. However, given that it is one-time training and the number of lawyers who received the training being small, the larger challenges of legal aid services cannot be ascribed to such initiatives alone.

Limited specialization of legal aid services, specifically to respond to Syrian crisis-related legal cases, for example, refugee rights, Syrian marital laws, and human rights remain a concern. Lack of specialized services nevertheless is a hurdle to play an enabler role in providing qualified lawyers in different provinces will, therefore, be limited unless the policy environment for legal aid is improved. The structural complexities in legal aid are yet to be addressed, particularly the reliance on multiple procedures in providing legal services (such as Code

of Civil Procedure, Code of Criminal Procedure and Attorneyship Law).

There are no specific components in UNDP support to engage in addressing structural challenges besides facilitating the process for drafting the new law on legal aid. The strategy paper, lessons from the regional consultations to address demand and supply issues in strengthening legal services as well other consultations carried out during project implementation would be useful in preparing the 11th NDP. UNDP recognizes that structural and legislative barriers need to be addressed for effective legal aid, and initiatives such as twinning project pursued this. To enable this, more concerted strategic policy advocacy engaging various justice actors would be needed. Implementation of the strategic framework developed during the project period similarly needs more coordinated efforts. Coordination among various agencies supporting legal aid services related initiatives was not evident, although UTBA is central to most of the support. Also, there remains considerable scope for better coordination of support in legal aid related activities among UN agencies. The 3RP and the UN Development Cooperation Framework are yet to enable greater coordination and alignment of the UN agencies' support broadly in the area of rule of law.

Finding 20: Institutional capacity support provided by UNDP accelerated development and adoption of a code of ethics by the Court of Cassation and measures to strengthen judicial transparency.

UNDP has supported the Court of Cassation (CoC) in its efforts to improve the institutional and administrative capacity of the high courts in Turkey to conform to international standards. In the previous country programmes, UNDP supported the drafting of the Code of Judicial Conduct for Judges, Prosecutors and Court Personnel based on the Bangalore Principles and developing strategies on judicial ethics and transparency, considered important inputs to the efforts in streamlining judicial accountability. Considered a best practice in the field, it is being disseminated among universities' law faculties and

lessons are being shared with other High Courts in Turkey. Istanbul Principles of Transparency on Judicial Process⁵⁵ and measures for the effective implementation of the Istanbul Declaration were adopted by the United Nations Economic and Social Council in 2019, marking an important step forward. UNDP has supported this process and the global impact of this effort is significant. The dissemination of the Istanbul Declaration for the Transparency in Judiciary globally is being pursued and UNDP facilitated the preparation of the road map for its dissemination.

Training modules on ethics for the CoC members, rapporteur judges, public prosecutors and personnel have been developed as easy-to-use tools in the code's implementation in their practices and training of trainers. Progress on the development of policies to strengthen transparency in judicial processes, although slow, is still on the agenda of the Court of Cassation. A cross-country review is being carried out to outline options for structuring the functions of the Ethics Advisory Supreme Board and the Personnel Ethics Commissions to be established under the CoC. This also included a review of measures taken in the field of public relations, legal arrangements and structuring in countries where judicial transparency and public trust are high. The study is expected to guide the CoC in identifying the best practice countries to be visited in the project's scope.

Local administration reforms

Finding 21: UNDP initiatives support policy analysis, streamlining systems, and local governance models to strengthen local administration and operation capacities. While it is too early to assess their outcomes, the initiatives will be central to the efforts of Turkey as it moves forward with the local administration reform processes. Consolidation of UNDP initiatives in local service delivery and other municipal level work is critical for strengthening UNDP's role and contribution in local administration reforms processes.

UNDP has been engaged in local administration reforms for nearly two decades and has local level

⁵⁵ Istanbul Principles of Transparency on Judicial Processes: <https://www.icj.org/wp-content/uploads/2015/03/I--istanbul-Declaration.pdf>

service delivery initiatives in other areas of programme support. The technical assistance by UNDP in the ongoing programme is intended to strengthen local administration and operational capacities for better-quality service delivery, participatory governance, implementation of new Metropolitan Municipality Model, an e-governance system (online information management systems). It is too early to assess the outcomes of this support, given the structural changes in the Government in the past year (Directorate-General for Local Authorities in the Ministry of Interior and creation of Directorate-General for Local Authorities in the Ministry of Environment and Urbanization and establishment of presidential policy board on local administrations). UNDP initiatives assume importance given the municipal level consolidation and expansion of metropolitan municipality boundaries to provincial boundaries for better management, planning and coordination purposes which came into force in 2014, a milestone in the local administration reforms in Turkey.

A noteworthy component of UNDP support is providing policy inputs through studies and assessments to strengthen the functioning of local authorities and facilitating technical visits to EU member states for learning and bilateral/multilateral working relations and institutional networking. Policy analysis for developing draft legislation for strengthening the loan system of local authorities as well as means of increasing revenues (and inter-governmental fiscal transfers to local authorities), improving regulation for a business license, standards and principles for human resource management, performance management systems and service standards, will be critical for the municipalities. Due to changes in the revenue transfer formula and establishment of 14 new metropolitan municipalities, the revenues of the municipalities decreased. Similarly, needs and gaps assessment, workshops, and training are used for strengthening administrative and operational capacities of the local authorities for the effective implementation of local administration reforms process, including developing participatory governance models and tools for the New Metropolitan Municipality. The assessments, orientation and training will help to initiate policy revisions to address capacity gaps. The lessons from

these initiatives have the potential to inform the local administration reforms agenda.

While there is momentum for the local administration reform processes, coordination between central and local government at the operational level is ad hoc through many provincial mechanisms organized under themes and sectoral lines which needs considerable strengthening. UNDP has yet to go beyond projectized engagement and leverage on its subnational level initiatives for a structured engagement in local administration reform issues. The evaluation acknowledges the difficulties in enabling change processes in local public service delivery and the importance of integrated, and longer-term public administration reform projects. It is, however, important to link UNDP municipal level service delivery initiatives in other programme areas with local administration reforms related support. Synergies among programme areas are critical for enhanced outcomes in local administration reforms support and enabling policy proposals for local-level institutional change processes.

Demining

Finding 22: Clearing mines is closely linked to integrated border management in Turkey, making sustainable national capacity in mine action critical. Uniquely positioned to provide this support, UNDP contributed to Turkey's efforts to build institutional capacity to plan, manage, coordinate mine action and fulfil commitments to the Anti-personnel Mine Ban Treaty. A major contribution of UNDP's long-term support is strengthening the capacities of the Turkish Mine Action Centre (TURMAC).

Mine action is a key area of Turkey's strategy to enhance its border security and the Government is committed to clearing the border minefields. The demining of land along the border is an integral component of UNDP support that establishes modern border management practices which will enable Turkey to respond to the challenges that include unauthorized migration, terrorism, people trafficking and smuggling. The government counterparts are therefore committed to and engaged in the project. The establishment and strengthening of the capacities of TURMAC is an indicator of this commitment. At the institutional level, the emergence of TURMAC and its improved capacities

is one of the key outcomes of UNDP's support. Further coaching and mentoring initiatives are needed for strengthening the institutional capacity of TURMAC to manage operations/quality and information management. There is staff turnover in TURMAC which is beyond the control of UNDP but undermines its efforts to develop sustainable capacity.

Because of its global experience in the area, UNDP was well-placed to support mine action in Turkey. At the start of UNDP's support for mine action activities in 2012, a lack of planning and preparation created significant problems. These, however, have been resolved and UNDP now has the appropriate team and expertise in place. UNDP initially aimed to clear 225 minefields in two years, a complex task that could not be achieved due to operational challenges, some of them beyond UNDP's decision-making scope. At the time of the evaluation, the national mine action standards had not been finalized. These have to be based on the International Mine Action Standards (IMAS).

So far 45,608 landmines and 49 minefields have been cleared. An immediate consequence is improved mobility for border patrols and facilitation of the construction of roads, border towers and fences. Although quantitative evidence is not available, there have been broader and more qualitative outcomes of socio-economic benefits to the local community in the areas where clearance has taken place, through new job opportunities and locally purchased goods.

National demining capacities have been considerably strengthened. Initially, deminers were hired from Mozambique and Azerbaijan to support the newly recruited and trained Turkish deminers. Now the Turkish deminers are considered to have achieved a high standard and have been recruited to work abroad during the stand-down period in Turkey; and are regarded as technically competent and as having a good work ethic. Across the range of positions, nationals can be trained to fulfil roles rather than recruit international consultants.

Operational support of UNDP to demining has been of critical importance, particularly in facilitating

collaboration and coordination among mine action related agencies. UNDP's support for TURMAC has provided a focus for coordination efforts in the field of mine action in Turkey. UNDP established the Technical Assistance Team (TAT) to manage the clearance, quality assurance/quality control and certification components and to conduct a post-clearance review. According to TURMAC, the implementing partners adhere to international standards and their technical competence and training of national recruits has been good.⁵⁶ The current UNDP TAT is well regarded and considered to have the relevant technical expertise by mine action actors in Turkey. Similarly, improved capacity within the mine action sector is widely recognized. A notable point is that a successful civilian-military working relationship has been developed for the first time. With UNDP support, relevant procedures and standards for mine action have been – or are being – developed, including a system for land release which has facilitated progress and reduces the amount of land to be demined.

TURMAC has recruited a high percentage of female staff. During Phase I, efforts were made to recruit female deminers but there were insufficient applicants to form a female demining team which was the operators' preferred approach rather than mixed teams. Women form part of the administrative staff for mine action contractors and all the medics are women. The quality and commitment of the female medics have been praised by staff from national and international mine action entities. There is a willingness among all mine action actors to train women and potentially Syrians as deminers to work on the Eastern border. The only condition is that they undergo security screening as they would be working in a military zone. Perhaps recruitment of deminers for Phase III could renew efforts to encourage women and other demographic groups to apply. UNDP has the experience of successfully engaging women in mine action in countries with culturally conservative values. Capacity-building opportunities to promote gender mainstreaming and a rights-based approach are yet to be prioritized.⁵⁷ The focus on demining in military-controlled areas limits the opportunity to mainstream gender and inclusivity which would usually form part of risk education and victim assistance.

⁵⁶ 2017 Mine Action evaluation.

⁵⁷ Durham, 2018 Mine Action evaluation.

2.4. Environmental governance

The environmental governance portfolio responded to key national priorities of Turkey in its five areas of support: a) National Communication and Biennial Reports, (b) persistent organic pollutants (POPs), (c) energy efficiency, (d) biodiversity and resource management, and (e) integrated disaster management. The following sections analyses these areas, barring the disaster management programme, which had one initiative and yet to gain momentum. The analysis acknowledges that many initiatives are ongoing or recently commenced, and therefore too early for assessing outcomes. Furthermore, there are large sector investments in Turkey and UNDP's role and contribution should be located within this context.

Finding 23: UNDP has been catalytic in its interventions, enabled legal frameworks, filled capacity gaps, and provided models with potential for upscaling. The Government considers UNDP experience and networks a value addition in strengthening environmental governance.

UNDP's engagement in the areas of climate change, natural resource management, biodiversity, chemicals and waste and energy efficiency responds to some key priorities of Turkey's national plan and environment and energy strategies. Establishing a constructive presence, UNDP facilitated government initiatives in policymaking and practice. Overall, in most environmental governance areas, UNDP has established strong partnerships with respective ministries and national institutions, regional and local governments, academia, NGOs, the private sector and civil society, facilitating a partnership between the Government and the private sector. Partnerships have also been forged with other UN agencies, particularly with UNIDO, United Nations Environment Programme (UNEP) and FAO, which has enabled UNDP to consolidate programme support.

The programmes were significant in playing a catalytic role leading to initiatives by the Government which are often outside the purview of the programme, but critical to the overall response in specific areas. UNDP not only mobilized resources, which is significant given the upper MIC status of Turkey, but was also

successful in ensuring government co-financing particularly in areas such as chemical waste pollutants, making it overall a substantive portfolio. In addition to predominant GEF funding, UNDP was able to diversify funding sources, with other donor funds for the projects in the pipeline. Across the portfolio, UNDP was successful in enabling change processes with potential for replication or scaling up.

With several initiatives in the portfolio under implementation, the country programme period coincides with the institutional changes in the country with consequences for programme implementation. UNDP has largely kept up the momentum while renewing and rebuilding the partnership with new government entities, in some cases playing a bridging role by linking new institutions with lessons from previous initiatives and processes.

Despite robust programme models UNDP promoted in the area of energy efficiency, challenges remain in establishing financial mechanisms essential for their sustainability as well as replication of successful initiatives. While lessons from the completed energy efficiency projects are important in addressing structural bottlenecks, there is also a need for better coordination with ministries at the central level and communicating what worked.

National Communication and Biennial Reports

Finding 24: UNDP's technical support to timely preparation of Turkey's National Communication (NC) and Biennial Reports (BR), has been important for the country to fulfil its international commitments (including the recent 7th NC and 3rd BR).

NC and BRs are critical for Turkey because they are used as a basis for international climate change-related negotiations. UNDP will be supporting the 8th NC and 4th BR, which will have enhanced features such as a greater degree of gender mainstreaming in the design.

Policy frameworks for harmonization with EU standards and strengthening Turkey's monitoring, reporting and verifying (MRV) system are areas that need greater attention. The success of the MRV system depends on the robustness of the data, and coordination of data from different sources. Climate

change data comes from at least 13 different entities, and the weakest points are the flow of sector data and the form in which it is available. Challenges in the quality and coordination of the data are yet to be addressed comprehensively. This is an area in which UNDP is well-positioned to facilitate integration between data systems engaging relevant agencies and the Turkish Statistical Institute, or TurkStat.

Integrated forest management

Finding 25: UNDP has contributed to promoting an integrated forest management approach, for improving biodiversity and holistically dealing with forest fires. Greater awareness and buy-in of the integrated approach still need to be ensured at different levels of implementation for the achievement of long-term environmental outcomes.

Biodiversity is mainstreamed in the 10-year forest management plans, which is significant considering that these plans are prepared in isolation by different service units within the forest authority. UNDP introduced the concept of integrated planning and implementation, which enhances the value of the investments and increases the efficiency of scarce public funds. The integrated forest management plans for the target forest units now comprise biodiversity, ecosystem services maps, fire risk, pest risk, carbon-focused silviculture, non-wood forest products, eco-tourism and industrial plantation perspectives, in contrast with the plans which had a much narrower focus. There are ongoing efforts to support the diversification of livelihood of the forest villagers, who are one of the disadvantaged groups in the farming sector, by promoting products that can attract a larger market. Greater awareness and buy-in of the integrated approach need to be ensured at different levels of implementation.

According to government sources, an increase in the coverage and management effectiveness of protected areas is significant with enhanced nature conservation functions in the forest management plans. In addition, the first-ever SDG-focused sectoral planning framework was developed to

upscale the success achieved in pilot fields to national scale through an MRV system. Forestry sector national-level MRV system has been finalized and launched at the 23rd Conference of the Parties of the UNFCCC. Close to 450,000 ha out of 510,000 ha of forest landscape have integrated forest plans and 53,000 ha are under conservation. Approximately 1,200 forest villages have benefited from grants for solar heating systems in five pilot sites. A working group was established to map the forestry sector against the SDGs, whose work has been referred by the 11th NDP Forestry Working Group as the first sectoral SDG mapping in Turkey. Ecosystem services maps were prepared for five forest units in the Mediterranean region and they were integrated into forest management plans covering an area exceeding 650,000 ha.⁵⁸

While it is still in the early stages for evaluating outcome results, the Invasive Alien Species project addresses a critically important problem to support the conservation of the globally significant native coastal and marine ecosystems biodiversity of Turkey. Ensuring the resilience of marine and coastal ecosystems through strengthened capacities and investments in prevention, detection, control and management of the invasive alien species will be essential. The project is well-designed to achieve this to contribute to strengthening policy frameworks, institutional capacities, and information sharing systems to address the invasive alien species threats and restoration of degraded habitat.

Persistent organic pollutants

Finding 26: UNDP contribution has been important in addressing POPs legacies and clean-up of associated POPs and chemical pollutant contaminated sites.

In Turkey, there are 28 POPs, the predominant types of pollutants being agricultural and industrial POPs. UNDP's project deals with 21 POPs. Conformity to EU standards in containing and controlling the POPs has been a challenge, partly due to the large number of pollutants EU has outlined (190 POPs, and Sweden 900 POPs).⁵⁹ Given its

⁵⁸ CCE outcome evaluation.

⁵⁹ CCE outcome evaluation.

significance, UNDP support has been important in the elimination of POPs and pesticide and pentachlorophenol (PCP) stockpiles and initiating efforts to deal with longer-term polychlorinated biphenyls (PCB) phase-out consistent with the country's Stockholm Convention obligations. Another critical area of support is reducing Unintentional POPs release in major industrial sectors, and providing targeted institutional, regulatory and technical capacity strengthening, all within a sound chemical management framework.

POPs are an area which received sizable GEF contributions through UNDP and UNIDO.⁶⁰ The cluster now has three initiatives in the pipeline and has been successful in diversifying funding from the EU. According to the outcome evaluation conducted early this year, POPs initiatives are well-designed, provided good technical services and enabled funding commitments by the private sector. Regarding physical accomplishments, disposal of 2,700 tons (it could well go up to 3,000 tons) of POPs stockpiles (Lindane and derivatives) was initiated. So far, out of the six warehouses in Merkim, three have been dealt with, and the chemicals were safely disposed of via service entity Izydas. Out of the 300 tons of PCBs, 289 tons were exported for ultimate incineration (the sole means of disposal). Other project components are making good progress.⁶¹

Energy efficiency and renewable energy

Finding 27: The NEEAP is a further attestation of the Government's commitment to energy efficiency. UNDP has made useful contributions towards enabling policy and regulatory framework for energy efficiency in industrial and commercial establishments, institutional mechanisms for energy measurement, and successful pilots for efficiency improvement in industrial areas. Initiatives found strong national ownership, including private sector contributions.

The adoption of the first National Energy Efficiency Action Plan-2017/2023 (NEEAP)⁶² in January is significant and points to the importance the Government attaches to energy efficiency. The NEEAP includes actions to be taken to reach the national goals as well as elaborate on the impacts of these actions. Additionally, the EU's Energy Efficiency Directive of 2012/27/EU requires member states to prepare a national energy efficiency action plan and review and renew it every three years. The NEEAP was prepared in compliance with the template set in the EU directive which allows for comparing and monitoring with the EU countries.

UNDP's emphasis on energy efficiency and renewable energy is well reasoned. An Energy Efficiency Law, Energy Efficiency Strategy 2012-2023⁶³ and an Implementation Plan under the 10th NDP provide the broad thrust for energy efficiency initiatives. Turkey's external dependence on primary energy supply is around 70 percent. Given the country's rapid industrialization, Turkey's energy intensity is far higher than other OECD countries (0.27 tons oil equivalent per \$1,000 GDP, compared to the OECD average of 0.18), thus presenting scope for major efficiency improvements, and reduction of greenhouse gas emissions.⁶⁴ Turkey also has a high potential in renewable energy, with good dispersion of hydro, solar, geothermal and wind energy across regions. For example, the South-eastern Anatolia region has huge potential in solar energy being rich in agri-waste biomass potential to support low-cost solar heating applications easily accessible in the region. These positive linkages between agriculture and renewable energy were well recognized in the Competitiveness Agenda 2007.

UNDP's energy efficiency and renewable energy portfolio consists of a mix of energy measurement and policy/regulatory framework support in two energy-intensive sectors: industry and commercial buildings, and on-ground implementation of energy resource efficiency policies and pilot interventions

⁶⁰ Total project funding is \$94.88 million with \$10.82 million from the GEF and \$84.66 in co-financing.

⁶¹ CCE evaluation.

⁶² National Energy Efficiency Action Plan (NEEP): http://www.yegm.gov.tr/document/20180102M1_2018_eng.pdf

⁶³ Energy Efficiency Strategy 2012-2023.

⁶⁴ National Energy Efficiency Action Plan, Ibid.

in the South-eastern Anatolia region. The two GEF projects on increasing energy efficiency in industry and promoting energy efficiency in buildings preceded the present programme cycle but served as the foundations for setting industry-level standards and practices for energy management standards, energy audits and energy efficiency programmes.

Technical support, in partnership with UNIDO, has been important in developing an institutional and regulatory framework for energy management standards, improving energy audit practices in large industries and SMEs, and induction of state-of-the-art energy management practices and energy efficiency measures, business and financial models. UNDP also helped develop tools and guidance for Energy Management Standards, financial mechanism, benchmarking, a database for monitoring NEEAP and regulation towards ISO 50001. The overall objective of this support – CO₂ emission reduction of 60,900 tons – was exceeded. As against the energy-saving target of 16,340 tons of oil equivalent (toe) annually, industry investments from fewer than 10 large companies led to 14,774 toe savings.

UNDP initiatives related to Energy Efficiency in Buildings aimed to address the high carbon footprint of Turkey's building stock of over 8.6 million buildings of which only 0.55 million are registered. Institutional and regulatory measures are important for improving

awareness and incorporation of Minimum Building Energy Performance Standards and Nearly Zero Energy Building concepts, and Energy Management Information System certification (BEP TR 2). Training for building inspectors on methodologies for energy consumption and savings estimations is another input to enable implementation of energy efficiency measures. One of the limitations of this initiative is the unrealistic timeframe for model energy conservation in government buildings.⁶⁵

An illustration of an industry-level transformative can be seen in the Energy Efficient Motors in SMEs project, under implementation since 2017 with GEF funding of \$3.75 million and national contribution of \$28 million, including \$20 million from the private sector. The project aimed at leapfrogging Turkey's electric motors to world standards through technological upgradation of major manufacturers and a phased upgradation of Turkey's 12 million industrial motors (the world's largest installation base of electric motors) to more energy-efficient IE3 and IE4 models. The project involves industry association, OIZs, Turkish Standards Institute and energy experts, to create a certified one-stop motor diagnostics and replacement programme, demonstration of payback periods, and facilitating linkages to several financing mechanisms. Presently being piloted in three to five OIZs, the project will be rolled out in all OIZs in a phased manner. A credit line support from EBRD-supported Private Sector Energy Finance Facility is being finalized.

BOX 2. Creating industry centres of excellence for energy efficiency improvements

UNDP's support to energy efficiency demonstrates the importance of institutionalization of technical capacities and the creation of an ecosystem to foster continued adoption of good practices.

The GAP Energy Efficiency Consultancy (EVD) Incubation Centre and Lab in Gaziantep is a good example of creating industry centres of excellence for energy efficiency improvements. The incubation centre, funded under a grant and partly by the Chambers of Industry, is located inside the Gaziantep OIZ, among the heaviest users of natural gas in Turkey, with more than 1,000 enterprises as a captive customer base. The project led to the creation of a model building which houses the Incubation Centre, and a group of 14 trained engineers equipped and certified to conduct energy feasibility studies in industrial establishments. Close to 200 people have been trained, and 1,000 people reached through awareness campaigns. Energy pre-feasibility studies have been conducted for 40 large energy users, of which 35 are being supported to invest in energy efficiency projects, and the Sanliurfa Court building was modified to attain a 62 percent heat energy savings.

Financial support and grant schemes to promote enterprise-level energy efficiency were used in UNDP initiatives in GAP RDA. These follow provisions in the Acceleration of Economic Development Axis of GAP Action Plan 2014–2018, towards transformation into a resource-efficient economy. Several examples were found in the portfolio: four pilot solar-powered irrigation stations in Karacadag, a biogas plant from animal waste in Gaziantep, and in Sanliurfa, approvals for 400 MW capacities for solar energy of which 40 MW have been installed. Since 2017, three regional development agencies have joined the GAP RDA to pool resources for a joint financial support programme. One such example, the Yesil Ambalaj packaging facility visited by the mission, submitted a winning proposal for reducing its natural gas consumption by 30 percent, by using additional steam generation capacity in its process for heating the buildings.

⁶⁵ Terminal evaluation of UNDP GEF Project Turkey: Energy Efficiency in Buildings, June 2017 Project ID 2942.

Finding 28: Strong government commitment and investments and industry co-financing were key features in UNDP's energy efficiency and renewable energy projects. This enabled the introduction of new practices and models, in-field measurement and energy efficiency studies, solar micro-irrigation systems, EnerPhit Certification,⁶⁶ biomass fuel production and financial support programmes.

UNDP supported developing a strategy, roadmap and a Renewable Energy and Energy Efficiency Development Plan. The second phase of the project (2012-2017) focused on pilots for use of agriculture waste biomass and solar energy in agriculture and heating were promoted in a number of projects in the Sanliurfa region: projects demonstrated the potential for renewable energy in agriculture, micro-irrigation, agro-processing and heating applications. An evaluation of the project in 2016 observed salient outputs: solar irrigation pilots in low electrification areas (such as Kilis), a 10,000 tons pellet production plant from agro waste, efficiency testing on solar water pumps and creation of financial support programmes for drip irrigation installations, policy recommendations for use of biomass and solar energy in agriculture.

The important contribution of the Government and private sector in UNDP's energy efficiency and renewable energy projects demonstrate strong national ownership, which is key to their success. Although the initial thrust came from GEF funding and the EU accession campaign, national contributions were much larger, with industry contributing the largest share (\$17 million) followed by government agencies (\$10.4 million). Similarly, in the Energy Efficient Motors in SMEs, against GEF funding of \$3.75 million, the national contribution was \$28 million, including \$20 million from private sector companies. The GAP Energy Efficiency Consultancy EVD Incubation Centre in Gaziantep was co-financed by the industry chambers, besides receiving the premises and old buildings for reconversion (See Box 2).

Finding 29: While energy efficiency initiatives are successful and provide useful models, the lack of financial mechanisms remains a huge challenge. Macro-economic conditions, downturn and tight liquidity and high-interest rates impede the uptake of energy conservation measures in enterprises. A missing link between the lessons from the subnational level and national policy is reducing UNDP contribution.

There are clear regulations for energy measurement studies in energy-intensive enterprises. For instance, for industrial enterprises with more than 1,000 toe consumption, energy audits are mandatory, and for enterprises consuming more than 5,000 toe, energy measurements and efficiency measures must be reported in the annual reports. Thus, there is a sizeable mandated market opportunity for energy savings. Despite the strong business case demonstrated through UNDP projects, industry-wide adoption of energy efficiency investments faces challenges due to weak overall regulatory enforcement, inadequate financial ecosystems, besides the economic slowdown in recent years.

Even though the pilot interventions were successful and backed by significant public funding, it needs to be noted that industry proposals were undertaken more because of the availability of grant funding and could not be considered a commercial priority, especially in the economic downturn and the illiquidity and high-interest rates in recent years. Thus, financial incentives and access to funds for energy efficiency are the main instruments to upscale the national plans. Provincial authorities have limited funds for financial grants and cannot foster large-scale transformation. National government agencies such as the Small and Medium Enterprises Development Organization (KOSGEB) are addressing grant incentives for energy efficiency implementation based on proposals that guarantee a minimum 30 percent energy savings. Similarly, a credit line from the EBRD-supported Private Sector Energy Finance Facility is also under finalization. The role of KOSGEB, SMEs and Energy Efficiency Firms business model is evolving and needs more efforts to attract banks.

⁶⁶ On EnerPhit Certification, see: https://passiv.de/en/03_certification/02_certification_buildings/04_enerphit/04_enerphit.htm

2.5. Gender equality and women's empowerment

Finding 30: There has been a concerted effort to mainstream gender equality and women's empowerment (GEWE) in UNDP programmes during the country programme period. An improvement in the mainstreaming of GEWE has been seen across programme areas, in addition to specific interventions targeting improving women's livelihood and services.

The country office received the corporate silver Gender Seal in 2016 and is addressing gaps to further improve gender considerations in programming and operations. A gender-responsive office structure, mainstreaming gender in programming, and strengthening collaboration to enhance contribution to GEWE are areas prioritized in the Gender Equality Strategy and Action Plan of the office. There has been iterative progress in promoting GEWE as a cross-cutting theme in the country programme. In addition to a dedicated staff member who provides guidance on gender mainstreaming, UNDP also uses the expert's time when needed for programmatic inputs. A dedicated gender adviser for the Syria portfolio was appointed in mid-2018 to supplement UNDP's existing gender expertise. With the aim to integrate gender into project cycle management, UNDP has developed 13 steps for screening each project for gender mainstreaming which begin with initial discussions to design a new project and include liaising with external partners.

Besides promoting systematic women's engagement and participation in its livelihoods' interventions in general, UNDP supported a few women-targeted interventions with specific policy impact intent. In all livelihood support interventions, there has been due effort to include women among beneficiaries and carry out gender analysis especially in value chains in which gender roles have tended to be entrenched in some nodes. A gender-sensitive approach can be seen in the 'Future is In Tourism' grant funding and the application shortlisting and selection criteria used ensure due representation of women-led initiatives.

Grant projects have been selected based on gender criteria, and all grant holders received gender mainstreaming training. In the Coruh Valley project, a model guesthouse was operated, and sustainable tourism management training was provided to women, besides training on marketing. There has been significant progress particularly in integrating gender in relevant interventions in the environment portfolio, both during the planning and implementation phase, an area in which UNDP had been lagging.

Women empowerment initiatives in South-eastern Anatolia, while having limitations in terms of informing policy and practice, were successful in bringing to the fore issues in women's economic participation and approaches to enable market linkages. UNDP has been implementing a women's empowerment project in South-eastern Anatolia Region since 2008, which in the first phase supported over 700 women with livelihoods designing and producing organic textiles and led to the creation of the regional 'Argande' organic textile brand, industrial activities (growing to 11 textile factories), daycare centre, and retail partnership with a private company in Istanbul. Besides income generation, the project also built awareness among men on gender equality. The current phase of the project focuses on building functional management capacities of the women enterprise in areas of leadership skills, communication, marketing and design, human resources, labour rights, etc. The model of women enterprises, ateliers operated by women using facilities at multi-purpose community centres (CATOMs) developed in Kilis has been replicated in other provinces.

The Turkey Engineer Girls initiative sought to break the gender stereotypes in occupational choices. Supported by Limak Holdings, a private conglomerate, the initiative addresses the issue of gender stereotypes leading to a near absence of women in scientific and technical occupations especially engineering, and the small numbers of women in senior and leadership roles. Providing university scholarships for girls in top universities, mentorship and employment prospects in Limak group companies, the project also includes awareness-raising in schools to encourage preparing

girls for technical careers.⁶⁷ While it is too early to determine the outcome of such initiatives, addressing the issue of gender stereotypes needs continued support and attention to achieve greater participation of women technical careers.

Knowledge facilitation of corporate Gender Equality Seal for private sector companies, although in early stages, has considerable promise in bringing this well-tested concept to Turkey. This initiative is about private sector companies taking concrete action to achieve equality for women and men in the labour force. UNDP facilitated knowledge exchange with Chile, where private sector adoption of the Corporate Gender Seal has been successful. Companies that volunteer for the Seal typically aim to eliminate gender pay gaps, increase the number of women in decision-making positions and make the workplace more inclusive and safer. Such measures also benefit businesses and economies in general. Although this idea is yet to gather momentum, UNDP should forge partnerships with other UN agencies to take this further in the context of Turkey with the extensive private sector. UNDP in its earlier programme also tried the Gender Seal concept in one RDA. Although it was a success in the pilot Çukurova RDA, with changes towards more gendered administration, this initiative was not followed through for further dissemination and replication to other interested RDAs and municipalities.

Women and youth have been identified as vulnerable and are specifically included in the Syria crisis response interventions. While most initiatives have been successful in achieving their targets for women's participation, the outcomes need more analysis. UNDP has made progress in mainstreaming gender and including awareness-raising of gender-based issues into its Syria response programmes. Under SuTP response, specific initiatives are targeting Syrian women's economic integration, such as entrepreneurship and vocational training, where about 60 percent of the participants are women. UNDP advised the curriculum development for the adult language training and was able to ensure the curriculum was gender-sensitive and avoided reinforcing gender stereotyping through, for example, showing men and women in traditionally gendered occupations. Gender-sensitivity training has been provided to staff involved in implementing UNDP projects and those working with UNDP partners.

UNDP's gender mainstreaming support has been well received partly because of its long-standing engagement at the municipal level. Changes in the political culture in Turkey in recent years have reduced the space available for gender mainstreaming. Issues surrounding rights, diversity and gender have to be approached sensitively. Opportunities vary from one region to another, so activities must be tailored to each specific context.

⁶⁷ The project has covered 18,828 students, 50 school managers, 50 representative teachers and 611 counsellors in its activities, and provided 100 scholarships, including for 11 disadvantaged students (Syrian population and/or students with disabilities).

A decorative graphic consisting of a dotted line that starts vertically on the left, turns 90 degrees to the right, and continues horizontally. Along this line are five colored circles: a yellow one at the top of the vertical segment, a blue one just below it, a light green one at the start of the horizontal segment, a yellow one further along, a blue one next, and a light green one at the end.

CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
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INATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNERSHIP

This evaluation assessed UNDP's contribution to the five key programme areas for the period 2016 to 2020. Building on the key findings set out in the previous chapter, the conclusions presented here focus on broader programme-level contributions and strategic issues pertaining to inclusive growth and development, Syrian crisis response, inclusive governance, environment and energy, and gender equality and women's empowerment.

The evaluation was conducted at a time when Turkey was reorganizing public institutions. There is momentum to consolidate Syrian response programmes towards medium- to long-term solutions. Also, at the corporate level, UNDP is devising measures and programme and management change processes. The recommendations take into consideration the country context and the UNDP's organizational programme change processes and prioritization.

3.1. Conclusions

- **Conclusion 1: Building on its long-term partnerships with Turkey, UNDP simultaneously engaged in development programming as well as the Syrian crisis response, and successfully consolidated its programming for strategic engagement. UNDP has demonstrated strong partnership with its programming and operations capacities and subnational presence, complementing development efforts of the municipal, regional and national governments.**

UNDP consolidated its development and resilience programme support during the period assessed. UNDP programmes are appropriate for the upper MIC context and respond to Turkey's development and humanitarian response priorities. With programmes at different levels, ability to work with national institutions as well as the subnational governments, and programming models with the potential to inform policy and planning, UNDP is well-positioned to provide development support as well as bring a resilience perspective to Syrian crisis response.

There has been a considerable emphasis in UNDP programming to address regional inequalities and

disparities in development. UNDP's long presence in the South-eastern Anatolia region was founded on the rationale of addressing regional inequalities. The region also received the Syrian exodus, intensifying the development vulnerabilities. Better prepared than several other agencies in analysing and responding to these vulnerabilities in an integrated manner, UNDP enabled strengthening institutional processes and public service delivery to address development bottlenecks as well as the pressure of a large refugee presence.

Given the continuity of interventions implemented over the medium to long term, UNDP has contributed to gradually building institutional capacities. Bringing a resilience perspective to the Syrian crisis response discourse, while not an easy proposition, has been important. Technical support facilitation by UNDP has been critical across institutions in the development of policies and national strategies. UNDP enabled policy and regulatory frameworks in important areas, such as energy efficiency, industrial productivity, competitiveness, organic agriculture, and tourism, and was well placed to contribute to evidence-based policies. The inclusive growth programming models UNDP piloted have the potential to inform national policies and practice. UNDP showed proactiveness in forging programming partnerships which enabled the demonstration of comprehensive models. The SDG Labs proposition has generated momentum on promoting innovations for SDG achievement, within Turkey as well as Turkey's support to LDCs. In the governance area, facilitation of technical expertise has been critical in integrated border management, mine action, and the judiciary. While policy formulation and regulatory frameworks were supported, there is still a disconnect between the subnational programme models UNDP promoted and national-level policies, reducing the level of contribution to development outcomes.

UNDP's stronger engagement of regional and municipal levels is appropriate in Turkey where there is a greater possibility of piloting programme models. Coordination limitations between multiple ministries and with decentralized (regional)

administrative structures justify UNDP's present engagement model. Such engagement also contributed to strengthening the capacities of the regional and local governments.

UNDP has tripartite engagement with Turkey, at country, regional, and global level through the IICPSD, which provides opportunities for assisting Turkey's agenda of supporting LDCs. With programme models that have relevance for LDCs as well, there is space for UNDP's support to facilitating Turkey's development cooperation in LDCs.

UNDP has shown a commitment to strengthen gender equality and empowerment of women in programme strategies and planning. Specific measures were taken to mainstream gender equality in its programme support with resource investments. More sustained efforts are required to address areas identified in the Gender Seal assessment.

- **Conclusion 2: UNDP provided technical support to policy formulation in areas such as productivity, environment and energy. While it is understandable that, given the upper MIC status of Turkey, policy spaces for more substantive engagement are bound to be limited, there remains scope for policy engagement by UNDP. UNDP's support to policy and strategizing on one hand and well-tested programme models on the other, while significant by themselves, remained distinct and disconnected.**

Some of the well-tested programme models of UNDP need policy engagement for scaling up. Policy engagement is essential to improve the enabling environment for competitiveness and growth initiatives at the subnational level and for UNDP models to inform government programmes. Enabling policies are critical for the promotion of the local-level competitiveness efforts. Structural challenges facing Turkey call for not only sector-specific responses but also addressing competitiveness beyond the sector-level interventions. Given Turkey's high external dependence for energy and commercial finance, a strategic approach is required to manage external

sector policies, which have a direct impact on the cost of finance, exchange rates and market shares for Turkish products. There are opportunities for engagement in local government reforms agenda, a space UNDP established over the years, as a result of strong partnership with the national government.

- **Conclusion 3: UNDP support to employment and competitiveness is well-conceptualized and responds to the key challenges of Turkey's transition economy. Engagement in successive interventions has resulted in notable contributions to regional policy processes and institutional capacities in areas critical to Turkey's competitiveness. Programming models address the employment issues of both host communities and the Syrian population.**

UNDP has demonstrated several successful pilots with potential for replication and upscaling. A well-established presence in South-eastern Anatolia has been put to effective use in developing resilience programming to create employment and improve competitiveness. The long-term engagement has contributed to evidence-based policies in agriculture, tourism, and resilient development agenda in the South-eastern Anatolia region.

There has been a systematic focus on sectors with potential for employment and rural livelihoods promotion (including Syrian population and affected host communities); clustering projects based on a common underlying theme (organic production, community-based tourism, energy conservation); working with regional development bodies (which have a cross-sectoral jurisdiction compared to vertical jurisdictions of line ministries); and a continuity of engagement supported by government investments. UNDP's multisectoral approach has enabled a mutually reinforcing engagement with several ministries and regional development authorities.

Several factors, often beyond UNDP's scope, affected scaling up of the demonstration models. Turkey's macroeconomic challenges of recent years and the downturn has impeded the potential for upscaling several well-piloted initiatives of UNDP, which can

only be sustained with a robust financial ecosystem combining public and commercial financing instruments. Also, political and security-related challenges in South-eastern and Eastern Anatolia affected the overall investment climate. UNDP has not programmatically engaged in the international competitiveness aspects or on the external sector challenges of Turkey, which circumscribe the potential for results from the sector level downstream support. In some cases, UNDP's role was more as an enabler of the international expertise and management/coordination, rather than direct policy engagement. Similar to UNDP's work in the area of TFP, regardless of whether UNDP currently has specialist expertise in these areas or not, these are important for policy dialogue and programmatic engagement.

- **Conclusion 4: The country programme has put considerable thrust to engage the private sector in facilitating development support. There have been successes in both engaging the private sector and creating enabling platforms. Engagement with the private sector was predominantly centred on corporate social responsibility. There are ongoing efforts to diversify instruments to further accelerate private sector engagement.**

Turkey has strong domestic capacities to provide public and private funding to continue and upscale pilot interventions, which are yet to be fully explored. UNDP has played an important role in facilitating private sector resources in tourism, SDGs, competitiveness, and energy efficiency areas. UNDP has demonstrated its potential to bring to private sector partnerships its comparative advantage in policy development, programme implementation, networking, and on-the-ground facilitation capacity. UNDP's niche is at the subnational and local level and needs more diverse instruments for private sector engagement, going beyond corporate social responsibility.

With the enabling environment for private investment in Turkey, a more catalytic thrust is needed to use the opportunities. Considering UNDP's commitment to inclusive business and

markets approach, the level of UNDP's engagement continues to be low when compared to the scale of private sector engagement in the development sector. Also, there is considerable scope to explore private sector engagement in sharing programme models and lessons from Turkey with the LDCs, a key area for the Government's aspiration of becoming a provider of development cooperation for LDCs.

Turkey aspires to be a strong development partner bringing Turkish knowledge, intellectual capital and technological innovations into instruments of development cooperation for LDCs. The intellectual capital of the private sector is an important element of Turkey's support to the Technology Bank. UNDP with its tripartite engagement, through the country programme, IICPSD and regional hub, is well-positioned to support Turkey's LDC cooperation agenda.

Coherence and role clarity between the work of the country office, the regional hub, and the IICPSD, given the centrality of the private sector engagement in the programmes of all three entities will further enhance UNDP's contribution. Ideally, the IICPSD has the role of global policy facilitation and not programme implementation at the country level. Distinction between IICPSD activities and that of the country office in Turkey and identification of areas where synergies and mutual engagement are needed are yet to be strategically pursued.

- **Conclusion 5: UNDP's Syrian crisis response was aligned with the priorities identified by the Government and aimed to address income-generation challenges of both the Syrian population and the host community. UNDP is well-positioned to build on its ongoing initiatives and partnerships at the local level in the inclusive growth area to promote income-generation opportunities and improve municipal services. The development approach to strengthening services, rather than a humanitarian approach of substituting services, with potential for positive long-term outcomes, contributed to strengthening the capacities of the municipality.**

Building on its ongoing work, partnerships, and expertise UNDP's support to strengthening services at the municipal level are well-thought-out contributing to stronger municipal capacities in solid waste management. Despite a predominant predisposition to short-term activities in Syrian crisis response in general, UNDP pursued a resilience approach, with potential for replication in municipalities not affected by the refugee influx.

There are programme areas where the resilience approach can be further strengthened. Balancing short-term interventions with long-term livelihood and employment support is critical for income generation for the Syrian population. UNDP programmes are evolving to achieve this balance. Livelihood support to the Syrian population focused more on provisional issues such as vocational training, with mixed outcomes in terms of sustainability and scale. Specific efforts are needed to ensure that short-term initiatives do not undercut efforts to create jobs and develop sustainable solutions. UNDP is well-positioned to bring this into the SuTP response policy discussions.

The protracted nature of the Syrian crisis involving large-scale refugee influx requires enabling new opportunities and comprehensive income-generation strategies. A challenge in Turkey, similar to other contexts of humanitarian support, is the short-term donor funding primarily to address immediate SuTP needs. This is reflected in some of the interventions of UNDP in the area of employment for Syrians. UNDP has been more successful in pursuing a long-term approach in the case of strengthening municipal service capacities, while there is a limited application of resilience models in the employment and income-generation support for Syrians. UNDP had the advantage of promoting resilient employment generation models in the competitiveness area that lend solutions to address SuTP employment challenges. But this experience was not adequately leveraged, reducing the level of outcomes in the Syrian crisis response to income generation. A separate SuTP programme undermines UNDP contribution in the employment-generation area. There is scope for stronger alignment of municipal-services-related activities

under the governance portfolio and employment-related support under the ISG portfolio.

- **Conclusion 6: Jointly with UNHCR, UNDP was successful in providing a 3RP coordination mechanism for the Syrian crisis response. 3RP was successful in mobilizing resources as well as enabling a more coherent international SuTP response. 3RP provided a platform to bring a resilience perspective to humanitarian response.**

UNDP contribution, jointly with UNHCR, has been important in the establishment and functioning of the 3RP coordination mechanism. UNDP provided strong leadership in two key sectors, livelihood and resilience, enabling new approaches and networks to the sector activities.

Promoting resilience remains a challenging task given the preponderance of the humanitarian and development programming divide, and a similar bifurcation of the mandates of agencies. While humanitarian agencies have shown inclination in integrating a development perspective, a more structured approach is evolving. Clarity of roles and responsibilities among the humanitarian and development agencies are critical for a structured collaboration for promoting resilience approach, which is still in early stages. Given that Syrian crisis response in Turkey is less humanitarian, a resilience approach is often interpreted as ad hoc development engagement or entailing longer humanitarian programme windows, extending the timelines of humanitarian agencies at the cost of more focused development programming.

3RP, beyond its success as a fund mobilization framework, had limited buy-in as an approach to Syrian crisis response both by the Government and key donors. The extent to which 3RP contributed to the Government's development approach to Syrian refugee response cannot be assumed, although some credit can be given to the discourse the coordination mechanism generated. UN reform and 3RP is yet to inform donor funding strategies, which often continue to reinforce the humanitarian-development divide and promote short-term projects rather than sustainable solutions.

- **Conclusion 7: UNDP's support has been strategic in the areas of internal security governance filling critical capacity gaps and complemented ongoing efforts in the judiciary and legal aid services. With fewer areas open for more substantive collaboration, the extent of UNDP's engagement in governance support is defined by the space available for international cooperation. Given strong partnerships established over the years, there are further opportunities to pursue core governance support in areas such as local administration reforms, or e-governance/digitalization, which is comparatively more open for engagement.**

UNDP's governance support entailed key priority areas and complemented ongoing efforts by the Government and international agencies. UNDP's contribution has been notable in the areas of integrated border management, mine action, local administration reform processes, the establishment of a civilian oversight mechanism for internal security at local level, development of first code of conduct in the judiciary and reforming the legal aid system. Across the governance portfolio, UNDP supported several studies which contributed to identifying institutional capacity gaps and strengthening policies and processes.

Facilitation of technical support has been important for several government institutions and was critical in strengthening government entities and governance processes (integrated border management, land management, mine action, judiciary). Notwithstanding the importance of such support, what is needed is the institutionalization of practices and capacities. Given UNDP's long-established partnership with government institutions, there is space for such an engagement; the institutional reforms agenda is not strategically pursued.

UNDP is yet to develop a strategic framework for its local governance support despite well-established partnerships and municipal capacity strengthening work across programme areas. There is scope for a more coherent engagement in the area of local administration reforms. Consolidation of initiatives

in local service delivery support is critical for strengthening UNDP's role and contribution to the local administration reforms agenda.

- **Conclusion 8: Environmental conservation and protection are priority areas for Turkey, and UNDP played a catalytic role as an enabler in both policy and practice.**

UNDP played a catalytic role in environmental management, identifying areas of support that further consolidated ongoing efforts of the Government. UNDP's engagement in the areas of climate change, natural resource management, biodiversity, chemicals and waste, and energy efficiency responds to some of the key priorities of Turkey's national plan. Some of the interventions filled key gaps that were critical to the response of the sector.

UNDP had some degree of success in facilitating public-private partnerships. With several initiatives in the portfolio under implementation, the country programme period coincides with the administrative changes in the country with consequences for programme implementation. UNDP, by and large, has kept up the momentum while renewing and rebuilding the partnership with new government entities, in some cases playing a bridging role by linking new institutions with lessons from previous initiatives and processes. There is scope for further consolidation of partnerships with other UN agencies, particularly with UNIDO.

UNDP not only mobilized resources which is significant given the upper MIC status of Turkey but also was successful in ensuring government co-financing particularly in areas such as chemical waste pollutants and improving energy efficiency in industry, making an overall substantive portfolio. In addition to predominant GEF funding, UNDP was able to diversify funding sources, with other donor funds for the projects in the pipeline.

There is significant government investment in energy efficiency, and the models UNDP is promoting at the subnational level need

simultaneous policy facilitation for their success. In this regard, policy advocacy is critical in addition to investment in piloting strong programme models. While UNDP supported policy formulation and regulatory frameworks, there is still a disconnect between local-level programme models UNDP promoted and national-level policies. Also, an area that needs specific attention, given their negative outcomes in the areas of UNDP support, is lack of synergies between different areas of energy efficiency work.

- **Conclusion 9: While an integrated approach to development and Syrian refugee response programming underpins UNDP's programme strategy, there is considerable scope for maximizing synergies in key themes across programme portfolios. Although there is recognition as well as ongoing efforts, the integrated approach is yet to gather momentum.**

Integrated approaches, while evident in individual projects, was absent at the thematic level. While most initiatives followed an integrated approach, this did not automatically translate into synergies between related initiatives. Lack of synergies was more obvious in complementary areas such as municipal capacity development and local administration, employment as part of the Syrian crisis response, and between different areas of the energy efficiency work. The latter needs specific attention given its negative outcomes in other areas of UNDP support. These areas lend themselves for more coherent programming and consolidation of initiatives for greater policy and institutional strengthening. Further efforts are needed to harness UNDP's programme processes going beyond project silos and thematic area silos.

- **Conclusion 10: Funding from multiple sources, the Government as well as the international community, gave UNDP flexibility to engage in development and Syrian crisis response support. Corporate rigidity with regard to cost-recovery policy has put the country office in a disadvantaged position in mobilizing funding related to Syrian refugee response with negative consequences for support to the affected populations. Donor reluctance to follow earlier agreed cost-recovery rates at the executive level with the UN and lack of flexibility on the UN side, put UNDP in a disadvantaged position in accessing further funding for its Syrian crisis response programme with consequences for promoting humanitarian-development nexus.**

Turkey's upper MIC development profile does not entitle it to large amounts of development funding, whereas significant funding has been available for the Syrian crisis response. Subnational programme presence, robust programmes, and long-lasting partnership with key bilateral donors enabled UNDP to secure sizeable funding for resilience components of the Syrian crisis response. UNDP has made good use of these opportunities by integrating the Syrian population's needs into projects aimed at ameliorating host community conditions and building overall regional and national competitiveness.

Cost-recovery charges are based on a prior agreement of the UN with the donors. UNDP's approach to resource mobilization, however, does not reflect the ground realities of donor's reluctance for high cost-sharing or operational costs. The funding pipeline for Syrian crisis response is particularly important given Turkey's current challenging economic condition that has led to a reduction in government contributions since 2017.

3.2. Recommendations and management response

Recommendation 1.



UNDP is strongly positioned to support resilience programme models to address Turkey's development gaps as well as the Syrian crisis response. UNDP should continue its programming emphasis to address regional inequalities and disparities in development, and drawing on its well-tested programme models, it should continue facilitating long-term solutions to the Syrian crisis.

The approach and themes in the ISG portfolio are well thought through and UNDP should continue this engagement. UNDP should consider engaging in efforts to strengthen the enabling environment for the competitiveness agenda at the subnational level. This is essential to take further several successful UNDP pilots with potential for replication and upscaling. Within the overall competitiveness assessments, the critical importance of effective management of the external sector, and the finance and investment climate needs specific attention, as these areas impact all sectors of the national economy and impede competitiveness gains in strategic sectors: agriculture, efficient and clean energy, and tourism. While other actors are more specialized in this area, UNDP has strong justification as a knowledge integrator and disseminator to collaborate with specialized agencies working on macroeconomic resilience.

UNDP in Turkey is uniquely positioned to leverage its existing ISG programme models to provide support to sustainable job creation, rather than support on the labour supply side. Building on its programme models in the ISG area, UNDP should support initiatives with a longer-term focus aimed at providing more sustainable income and employment generation options.

UNDP has an important niche in environmental governance. Given the challenges in financing for energy efficiency models it promoted, UNDP should pursue a two-pronged strategy of policy advocacy as well as assess market potential, particularly engagement of the private sector. Greater synergy between the energy efficiency portfolio should be forged (completed, ongoing, and pipeline initiatives) for a more coherent engagement in the sector, in particular, competitiveness, energy security, resource efficiency, and renewable energy.

Despite the limited space for governance engagement, UNDP has been successful in establishing strong partnerships across institutions. Moving forward, UNDP should consolidate its core governance support by building on its municipal level engagement and local administration reform support. UNDP should consider stronger engagement in e-governance and digitalization, priority areas for Turkey.

Management Response:



UNDP will continue mainstreaming resilience in all its programmes and operations as well as supporting Governmental efforts in line with its harmonization strategy as well as its promotion of best practices in the international arena. UNDP will ensure humanitarian-development linkages are established both in strategic documents such as the new UN Sustainable Development Cooperation Framework (UNSDCF) and CPD but also at the programmatic level through engaging different portfolios to maximize the impact of resilience-based development interventions.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
1.1. UNDP with its extensive experience and knowledge in the field of resilience and its leading role in the area of Syrian crisis response will maintain its coordination and programmatic capacities to support the Government in its efforts on socio-economic integration, social cohesion and livelihoods, as well as municipal service delivery responding to the Syria crisis in Turkey.	2019-2025	UNDP CO Management Team UNDP CO Programme Unit	Ongoing	
1.2. UNDP's strong existing experiences to support local socio-economic development/reducing regional and local disparities in least developed regions will be utilized to meet the needs of refugees and host communities through a resilience-based development approach.	2019-2025	UNDP CO Management Team UNDP CO Programme Unit	Ongoing	UNDP has addressed its lead role on resilience in the framework of 3RP and its programmatic response to 'Risk-informed, sustainable economy and environment' and 'durable solutions to displacement' in its new CPD.
1.3. UNDP will continue to ensure linkages between humanitarian and development response to the impact of the Syria crisis in Turkey. This will be done in two ways: 1.3.i. Strengthen resilience approach and humanitarian-development nexus in the new UN Sustainable Development Cooperation Strategy and UNDP country programme document (CPD) 1.3.ii. The experience, lessons learned and best practices concerning the adoption of humanitarian-development nexus will be transferred to other countries that have similar challenges. This includes support to the Government of Turkey to share their good practices in leading the refugee response.	2019-2025	UNDP CO Management Team UNDP CO Programme Unit	Ongoing	UNDP has indicated its SDG integrator role within the new UNSDCF through the provision of well-tested models on local socio-economic development.

Recommendation 2.



UNDP should respond appropriately to opportunities to support Turkey's development cooperation and the indigenization of Turkish technology and development models in LDCs and lower MICs. The UNDP country office and the IICPSD should have a well-coordinated strategy to play a greater and concerted role in this area.

UNDP has the advantage of a tripartite partnership with Turkey, at country, regional, and global programmes levels. This provides opportunities for facilitating Turkey's LDC engagement building on the current country level engagements to share programme models, knowledge, and expertise. Programme models UNDP promoted in the area of energy efficiency, renewable energy, competitiveness, organic agriculture, and community tourism offer viable practices for sharing with other countries.

There is a need for further clarity on the role of the country office, and IICPSD, particularly the role the policy centre would play; there should be a greater distinction between IICPSD activities from that of those of country office. While IICPSD should have a greater focus on providing strategies and technical support, the country office and the regional hub should play a greater role in the facilitation of Turkey's LDC cooperation.

Management Response:



UNDP CO will facilitate promotion and dissemination of Turkey's innovative and technology-based development solutions to LDCs in an effort to transfer best practices. In order to do this, UNDP CO will engage with IRH and IICPSD to establish a more coordinated and clarified working modality.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
2.1. UNDP will extend its cooperation with the Government of Turkey to leverage the opportunities to support Turkey's development cooperation through transfer of technology-based solutions for key development challenges to LDCs.	2019-2023	UNDP CO Management Team UNDP CO Programme Unit UNDP Turkey Accelerator Lab	Initiated	UNDP has initiated its formal partnership with UN Technology Bank for LDCs to replicate SDG accelerator programme of the Government and UNDP Turkey in context of two LDCs, namely Uganda and Bangladesh.
2.2. UNDP CO will seek to come up with a strategy on how to get better engaged with the IRH and the IICPSD in a more coordinated way in order to promote Turkish technology and development models in LDCs and MICs.	2020-2023	UNDP CO Management Team	Not initiated	

Recommendation 3.



UNDP has taken measures to accelerate its private sector engagement beyond corporate social responsibility and use its subnational presence to facilitate private sector partnerships in development and Syrian crisis response. Such efforts should be sustained and further accelerated using a diverse set of tools to engage private sector appropriately. UNDP should prioritize development areas for a more concerted private sector engagement with commensurate resource investments to implement appropriate tools.

UNDP is well-positioned to enable a stronger engagement with Turkey's private sector for accelerating the sustainable development agenda and resilient approaches to the Syrian crisis. UNDP should focus more at the subnational level where it has well-tested programme models and strong partnerships with Development Agencies and municipal governments. UNDP should explore a mix of tools, both financial and nonfinancial, flexible tools that are fit for the purpose that can maximize the impacts of partnership at the Development Agencies and municipal levels. Similarly, it should explore the possibility of establishing integrator platforms to engage the private sector at the subnational level in selected themes.

As outlined in Recommendation 2, UNDP should strategize to engage Turkey's private sector in development support to LDCs, a key agenda of Turkey's LDC cooperation. There is considerable scope across UNDP programme areas to engage the private sector more effectively, bringing Turkish knowledge, intellectual capital and technological innovations into instruments of development cooperation for LDCs and other lower MICs.

Management Response:



UNDP will mobilize the private sector more effectively to orient the eco-system actors to provide solutions to SDG achievement in the form of innovative financing frameworks, impact investing, joint work with other UN agencies as well as continued dialogue and research.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
3.1. Based on the prioritization of the areas for sustained private sector engagements by Business for Goals Platform (B4Gs) (May 2019), UNDP CO will execute research, studies and dialogues to transform the private sector's role from the conventional approach of supporting the economic development to more inclusive and elaborated public-private partnerships for the achievement of SDGs.	2019-2023	UNDP CO Programme Unit	Ongoing	



Evaluation Recommendation 3. (cont'd)

<p>3.2. UNDP CO will seek the support of the Government of Turkey and the IICPSD to strengthen the impact investment ecosystem and establish a task force that brings together the investors and businesses for financing SDGs.</p>	2020-2023	UNDP CO Programme Unit	Initiated	UNDP Turkey and UNCT have been utilizing the Business for Goals Platform to assess the impact of the COVID-19 pandemic on the economy through extensive networks of business partners in Turkey and by participating in the CBI Global Network discussions. During the COVID-19 crisis, a daily coordination mechanism has been established by CBI Turkey/ Business for Goals Platform.
<p>3.3. UNDP jointly with UN Women will lead the development of a joint UN strategy on gender equality and the private sector for concerted efforts in the field.</p>	2019-2020	UNDP CO Programme Unit	Initiated	UNDP in cooperation with UNIDO and UN Women and with the technical assistance of IICPSD designed a joint programme on Impact Investment to strengthen the ecosystem in Turkey and support the local socio-economic development efforts on the ground.

Recommendation 4.



Given the upper MIC status of Turkey, working on substantive policy spaces are bound to be limited in the area of governance. Based on its partnerships, UNDP is well-positioned to support Turkey in its local administration reform efforts. UNDP over the years provided policy support and has piloted several subnational programme models across its portfolio that can inform local administration reform processes. UNDP should leverage on its work for a more coherent engagement in this area.

UNDP programme models should move towards more focused engagement and consolidation for policy impact. UNDP has established strong partnerships at the RDA and municipal levels and has a robust working relationship with the national agencies. Building on programme models that are successful at the subnational level, UNDP should engage in policy advocacy in the areas of competitiveness, energy efficiency, service delivery, and local administration reforms.

Breaking programme and project silos is fundamental to enhancing UNDP contribution to local administration reform processes. UNDP should have a deliberate approach to overcoming programme silos within/between programme areas and themes. Similarly, the consolidation of programme areas will strengthen UNDP's response and improve contribution to policy processes. UNDP should identify key themes for a consolidated engagement.

There is greater scope to leverage partnerships at the national and local level for policy engagement. With the restructuring of government institutions, finding the balance between national-level engagement and implementation support at the decentralized levels calls for the more effective articulation of UNDP value-added in both areas.

Management Response:



UNDP will employ a two-tiered approach in addressing issues related to governance: firstly, via engaging central government institutions to uphold principles of governance and, secondly, by promoting participation, transparency and accountability at the local level to increase local government capacities.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
4.1. UNDP will utilize the long-lasting experience and know-how in strengthening central level institutions in line with key principles of governance at a time when state institutions are being transformed in line with the newly introduced executive presidency system.	2019-2025	UNDP CO Management Team UNDP CO Programme Unit	Initiated	Both the new UNSDCF and the new CPD adopt governance as a cross-cutting issue for structural transformation as well as a standalone priority on effective and modern governance systems.

<p>4.2. UNDP will accelerate its efforts on strengthening local service delivery and local governance mechanisms based on principles of participation, transparency and accountability in scope of all its interventions supporting the local authorities.</p>	<p>2019-2025</p>	<p>UNDP CO Management Team UNDP CO Programme Unit UNDP CO Accelerator Lab</p>	<p>Initiated</p>	
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Recommendation 5.



UNDP has made considerable progress in strengthening gender mainstreaming in UNDP programme and operations. This momentum should be sustained to enhance GEWE-related programme outcomes.

UNDP should continue the ongoing measures to address gaps in GEWE mainstreaming identified by the Gender Seal. For more targeted interventions, UNDP should build partnerships to boost the scale and scope of initiatives.

Management Response:



UNDP will accelerate its efforts to promote gender quality in all programmes and operations by improving human resource capacity at the CO and also by improving gender mainstreaming in its strategic documents guiding all UNDP interventions.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
<p>5.1. Upcoming UN Sustainable Development Cooperation Framework (UNSDCF) and UNDP CPD will be prepared in a comprehensive manner to highlight interlinkages between all programmatic areas and will integrate gender as an embedded crosscutting action.</p>	<p>2019-2020</p>	<p>UNDP CO Management Team UNDP CO Programme Unit</p>	<p>Initiated</p>	<p>Gender has been made a cross-cutting issue both in the narrative and in the Results and Resources Framework of the new CPD where outcomes and outputs are sex disaggregated and gender sensitive.</p>

<p>5.2. Gender Seal process for upgrading the certification will be completed via the recruitment of a full-time gender adviser.</p>	<p>2019-2020</p>	<p>UNDP CO Management Team UNDP CO Programme Unit</p>	<p>Ongoing</p>	<p>The CO has been informed by the Global Gender Equality Seal Team to be a candidate for Gold certification in February 2020. The recruitment of Gender Adviser position has been initiated, to be on board in the third quarter of 2020.</p>
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Recommendation 6.



The 3RP mechanism evolved stronger over the past two years. Given the protracted nature of the crisis, UNDP should revisit the form and the purpose of 3RP and its engagement in Turkey.

Given the government emphasis on development approach to addressing Syrian crisis issues, and limited acceptance of 3RP framework by key donors and IFIs, the scope and purpose of UNDP's engagement in 3RP needs to be revisited. There should be a greater focus on/use of initiatives that demonstrate a holistic approach to humanitarian challenges rather than investments in coordination mechanism.

Issues such as larger humanitarian programme windows that are now sidling into development programme windows and their implications for resilience need wider discussion among humanitarian agencies and donors. Given its notable engagement and coordinating role in the 3RP, UNDP should take a leadership role in facilitating such strategic discussions, in collaboration with other UN agencies and donors.

Management Response:



UNDP will continue engaging and leading 3RP actors to expand humanitarian programme windows into development programmes and showcase the long-term value added of 3RP interventions to the donor community and IFIs to create stronger collaboration and partnership.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
<p>6.1. UNDP will continue to lead the 3RP together with UNHCR and provide strategic advice to Syria Response Group (relevant heads of agencies) and the Resident Coordinator to further evolve the overall support provided to the Government of Turkey.</p>	<p>2019-2020</p>	<p>UNDP CO Management Team Syria Crisis Response and Resilience Team</p>	<p>Ongoing</p>	

6.2. In line with the changes in the scale and impact of the Syrian crisis in Turkey, UNDP will scale up efforts to expand cooperation with other development actors providing support to the Government of Turkey, including with IFIs, to ensure complementarity of efforts.	2019-2020	UNDP CO Management Team Syria Crisis Response and Resilience Team	Ongoing	
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Recommendation 7.

UNDP should clarify its SDG integrator role to national actors and donors. Building on the momentum of the Accelerator lab and initiatives such as the B4G, UNDP should explore developing signature solutions that would be used in Turkey as well as applied in LDC support of Turkey.

UNDP should outline areas where UNDP can provide integrator platforms at the national and subnational level. Given the Turkey context, there should be a more structured engagement of the private sector in specific SDG activities. Lessons from initiatives such as the Global Compact will be important for enabling a more structured and well-coordinated platform.

Management Response:

UNDP will illustrate its SDG integration offer by firmly integrating it into strategic documents such as the CPD and enhance its support to Government for stronger South-South cooperation for technology transfer and promote innovative methods via the utilization of Accelerator Lab.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
7.1. UNDP will offer SDG integration and signature solutions for the implementation of the new NDP through its new CPD and its integrated support in UNSDCF.	2019-2020	UNDP CO Management Team UNDP CO Programme Unit	Ongoing	In new CPD of UNDP Turkey, UNDP's integration offer to UNCT was reflected along the lines of policy response on the SDGs and its coordination mechanism; resilience approach in humanitarian-development nexus, private sector partnerships and platform way of working. UNDP Accelerator Lab's innovative and fast solutions in urbanization and COVID-19 response was also stressed.

Evaluation Recommendation 7. (cont'd)

<p>7.2. UNDP will enhance its South-South and triangular cooperation efforts of the Government in prioritized areas of development, including but not limited to humanitarian-development nexus, technological transformation, agricultural development, etc.</p>	2019-2025	<p>UNDP CO Management Team</p> <p>UNDP CO Programme Unit</p>	Ongoing	
<p>7.3. UNDP CO Accelerator Lab will promote working models from Turkey via its Accelerator lab network in LDCs.</p>	2019-2025	<p>UNDP CO Programme Unit</p> <p>UNDP CO Accelerator Lab</p>	Initiated	<p>UNDP has initiated its formal partnership with UN Technology Bank for LDCs to replicate SDG accelerator programme of Government and UNDP Turkey in context of two LDCs, namely Uganda and Bangladesh. The cooperation is also exemplary in knowledge and experience sharing among the Lab network.</p>

Recommendation 8.



Despite a shared responsibility of cost-sharing agreements with the UN, UNDP headquarters should review the corporate cost-recovery policy to enable greater resource mobilization for sustaining UNDP's engagement in Turkey. Considering the funding challenges faced by UNDP in an upper-middle-income country like Turkey, the country office should adopt strategies to further diversify its funding mechanisms. An issue beyond UNDP fund mobilization strategy is the urgent need for donor response to funding efforts to promote humanitarian and development linkages.

UNDP headquarters should revisit the policy of the cost-recovery changes, and explore the possibility of a more realistic slab distinguishing programme support versus operations support, and small-scale versus large-scale programmes. Headquarters should strategically engage in fund mobilization involving specific streams such as EU funding at scale for the Syrian crisis response in Turkey. While the country office has been successful in mobilizing programme resources, it should explore non-traditional donor funding opportunities to ensure continued support in strategies programmatic areas.

The challenge in responding to Syrians in Turkey as well as Lebanon and Jordan, with the high refugee influx, is that there is a need for simultaneous humanitarian and development support. As this and other evaluations point out, donors and relevant actors should discuss how to ensure that humanitarian and development needs are correctly targeted for more sustainable humanitarian and development outcomes.

Management Response:



UNDP will continue its efforts for diversification of the donor base as well as accelerated fund-raising so that humanitarian-development linkages are firmly established.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
8.1. UNDP will continue its efforts for diversification of the donor base, with a portfolio-based approach to further ensure a programme financial sustainability beyond 2020, through new partnerships with IFIs, the Government, private sector and bilaterals.	2019-2025	UNDP CO Management Team UNDP CO Programme Team	Initiated	
8.2. UNDP will advocate for an accelerated donor response to fund efforts that promote humanitarian and development linkages.	2019-2020	UNDP CO Programme Team	Initiated	

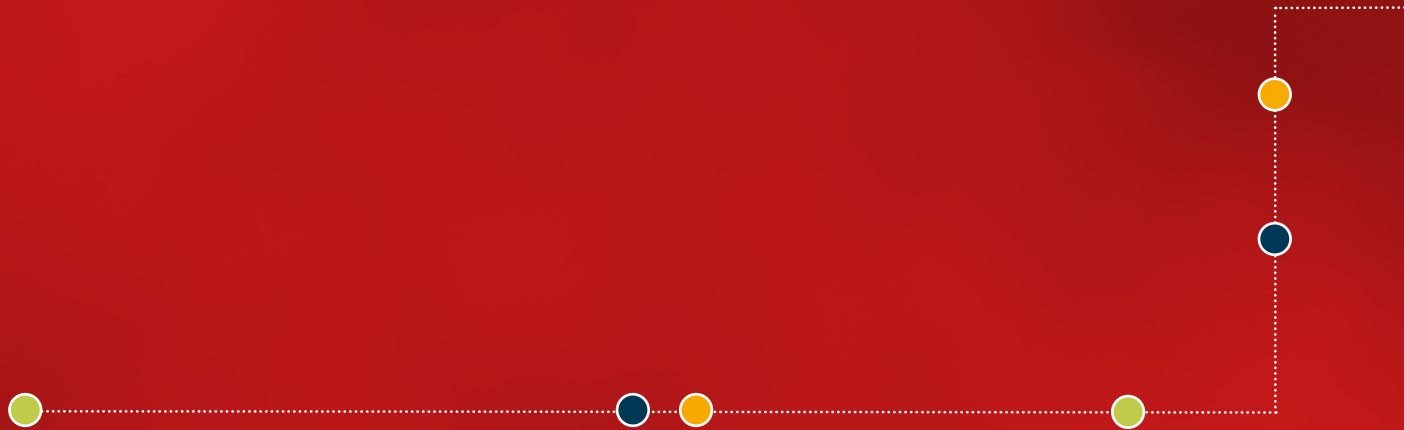
* Implementation status is tracked in the Evaluation Resource Centre.

Annexes



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: <https://erc.undp.org/evaluation/evaluations/detail/12289>

- Annex 1.** Terms of reference
- Annex 2.** UNDP's financial portfolio
- Annex 3.** People consulted
- Annex 4.** Documents consulted
- Annex 5.** Status of country programme indicators
- Annex 6.** Project list
- Annex 7.** Project timelines



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