



# ASSESSMENT OF DEVELOPMENT RESULTS **TURKEY**

EVALUATION OF UNDP CONTRIBUTION



HUMAN DEVELOPMENT effectiveness COORDINATION AND PARTNERSHIP  
efficiency COORDINATION AND PARTNERSHIP sus  
NATIONAL OWNERSHIP relevance MANAGING FOR  
sustainability MANAGING FOR RESULTS responsiveness  
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NATIONAL OWNERSHIP relevance MANAGING FOR  
sustainability MANAGING FOR RESULTS responsiveness  
HUMAN DEVELOPMENT effectiveness COORDINATION





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### ASSESSMENT OF DEVELOPMENT RESULTS: TURKEY

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# FOREWORD

This is the second Assessment of Development Results (ADR) conducted in Turkey by the UNDP Evaluation Office. It is an independent country-level evaluation that examines the relevance and strategic positioning of UNDP support and its contributions to the country's development results. The evaluation focuses on the period covered since the previous Turkey Assessment of Development Results completed in 2004 and aims to provide forward-looking recommendations to assist the UNDP country office and its partners in the formulation of the next programming cycle.

Over the period covered by this evaluation, Turkey has experienced significant social, political and economic transformations along with important reform efforts in view of European Union accession. Although Turkey is an upper middle-income country that has experienced rapid growth in recent years, it also shares with other countries in that income category, issues of inequalities and regional disparities in particular. Yet Turkey is not only dealing with its own challenges but is willing to share experience and support with other countries. This unusual situation of being both an emerging donor and a recipient allows the country to be a partner in the fullest sense.

The evaluation found that UNDP in Turkey contributed to the development of corporate capacities in the country, integration of international development principles and rise of many sectors to European standards. UNDP was particularly effective in its support at the policy level and played a crucial role sustaining the local government reform through participative approach to local decision making. Besides supporting the least developed regions, the country office also focused on vulnerable groups such as women, youth, disabled and internally displaced persons. The strong advocacy on youth

issues for example, gave a more prominent place to youth on the political agenda. Yet, regarding administrative and managerial accountability, UNDP is criticized for having, at the corporate level, heavy procedures hence advised to align with the country systems (including evaluation and monitoring systems). Moreover, the country office is advised to link successful projects and non-project activities with UNDP's potential strategic positioning in the country; and to make sure its support contributes to change. In sum, the UNDP country programme would be more effective to pursue a more strategic and programmatic approach.

This evaluation benefited greatly from the collaboration of the UNDP country office in Turkey, particularly of the Resident Representative, Shahid Najam, who helped in organizing and hosting the successful stakeholders' workshop meeting. Special thanks also go to the Deputy Resident Representative, Ulrika Richardson-Golinski, for her support throughout the evaluation process as well as to the Programme Finance Associate, Esra Ulukan Fettahoglu for her collaboration in organizing the stakeholders' workshop.

I would also like to thank Kori Udovicki, Assistant Administrator and Director of the Regional Bureau for Europe and the Commonwealth of Independent States, and Claire Medina, the desk officer for Turkey in the regional bureau, for their support throughout the evaluation process. The stakeholders meeting held at the end of the evaluation also benefited from the participation of the Regional Director.

My sincere gratitude is extended to all the people in Turkey who have taken time to respond to the requests by the evaluation team: Government officials, administration officials, nongovernmental organizations, development partners and

donors. Special thanks go to the State Planning Organization of Turkey, the Government counterpart of UNDP. Representatives of the UN System in the Turkey also supported the evaluation exercise.

A team largely comprised of citizens of Turkey with a deep knowledge of their own country carried out the evaluation: Sevil Geveci, Hulya Günaydin, Kamil Sorgun, Zeliha Ünaldi, Burcu Arikan Kara, Berk Babila and Roland Blomeyer, international team leader. I am very grateful to them for their excellent work.

I would also like to thank the external reviewers, Fuat Andic, senior consultant, and, Johannes Linn, senior evaluator, for their useful comments, which helped improve the quality of the report.

From the Evaluation Office, I would like to thank Juha Utto who acted as task manager during the initial stages of the evaluation, and

Alexandra Chambel, who ably took over the task manager role and was responsible for managing the completion of the work. The evaluation team was also supported by Maria Ferreres, who was the research assistant for the evaluation. I would like to thank as well Michael Reynolds for his coordination work and Cecilia Corpus, Thuy Hang Thi To and Anish Pradhan for their administrative support.

I hope this evaluation will be useful to UNDP and its national partners in the development of the new country programme. I also believe that the evaluation has useful lessons that will help UNDP's ongoing reflections on how it works with upper-middle income countries.



Saraswathi Menon  
Director, Evaluation Office

# CONTENTS

<b>Abbreviations/Acronyms</b>	<b>v</b>
<b>Executive Summary</b>	<b>vii</b>
<b>Chapter 1. Introduction</b>	<b>1</b>
1.1 Objectives and scope	1
1.2 Methodology	3
1.3 Limitations	4
<b>Chapter 2. National Context</b>	<b>5</b>
2.1 Developments 2004-2009	5
2.2 National response and current development challenges	9
2.3 External assistance in Turkey and Turkey as a bilateral donor	11
<b>Chapter 3. The UN and UNDP in Turkey</b>	<b>13</b>
3.1 United Nations response to development challenges 2004-2009	13
3.2 The role of UNDP	14
3.3 Volume of UNDP activity	15
<b>Chapter 4: UNDP's contribution to national development results</b>	<b>19</b>
4.1 Democratic governance	19
4.2 Poverty reduction	23
4.3 Environment and sustainable development	29
4.4. Horizontal factors and cross-cutting issues	32
<b>Chapter 5: UNDP Strategic Positioning</b>	<b>37</b>
5.1 UNDP strategic role	37
5.2 Relevance and responsiveness	37
5.3 Partnerships	40
5.4 Coordination	41
<b>Chapter 6: Conclusions and recommendations and transferrable lessons learned</b>	<b>43</b>
6.1 Conclusions	43
6.2 Recommendations	45

## **Annexes**

Annex 1: Terms of Reference	49
Annex 2: List of people met	63
Annex 3: List of documentation consulted	69
Annex 4: Evaluation framework	73
Annex 5: List of projects analysed	77
Annex 6: Assessment of CPAP indicators	79

## **Boxes**

Box 1: What is an Assessment of Development Results?	1
Box 2: Evaluation questions	2
Box 3: Field visits	3

## **Figures**

Figure 1: Assessment Of Development Results stakeholder consultations	4
Figure 2: Governance indicators 2004 - 2008	6
Figure 3: GDP growth 2003-2008	7
Figure 4: GDP per capita 2003-2008	7
Figure 5: Millennium Development Goal indicators 2004-2008	8
Figure 6: Environmental indicators	9
Figure 7: Energy indicators	9
Figure 8: Relation between UNDAF and CPAP	14
Figure 9: UNDP CO programme/management budget 2004-2009 (in million dollars)	15
Figure 10: UNDP CO programme/management budget 2004-2009 (in percentage)	15
Figure 11: Funding sources 2004-2009	16
Figure 12: Focus area budgets 2004-2009	16
Figure 13: Focus area budgets 2004-2009	17
Figure 14: UNDP interventions of < \$1 million	17
Figure 15: Financial absorption	18
Figure 16: CPAP indicators	20
Figure 17: RBEC support to country offices in Europe and the CIS	35
Figure 18: Number of small to medium-scale interventions started during 2004-2008	39

# ABBREVIATIONS/ACRONYMS

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

UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNIC	United Nations Information Centres
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office of Drugs and Crime
WB	World Bank
WFP	United Nations World Food Programme
WHO	World Health Organization

# EXECUTIVE SUMMARY

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

## OBJECTIVES

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

## METHOD

A set of evaluation questions guided the assessment of UNDP's contribution to development results in the different focus areas by looking at the evaluation criteria of responsiveness, relevance and programme design, effectiveness, sustainability and efficiency; and by exploring the UNDP added value, approaches, UNDP additional roles and functions, social equity and partnerships.

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

## FINDINGS

The following points outline the main findings for the focus areas of democratic governance, poverty reduction, environment and sustainable development, and for a series of horizontal and cross-cutting issues.

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

UNDP's private-sector work has been instrumental in introducing and consolidating the concept of Corporate Social Responsibility in Turkey. Overall, UNDP interventions in this area strongly centred on vulnerable groups, and most interventions have concentrated on Turkey's least developed regions. Interventions have also been characterized by successful private-sector engagement.

- **Environment and Sustainable Development:** UNDP has made a substantial contribution to the Country Programme Outcome 'The conservation and sustainable use of natural resources is strengthened'. However, limited progress with project implementation has constrained UNDP's contribution with regard to the second Country Programme Outcome 'Access to sustainable energy services is increased'. UNDP support has been instrumental in shaping Turkey's climate change policy and international negotiation towards Post-2012, which resulted in the preparation of the National Climate Change Strategy and integration of sustainable development principles into sectoral policies. Moreover, through a series of pilot projects, UNDP has significantly increased awareness on biodiversity, climate change and water issues. UNDP's strong engagement of the private sector is considered a particular added value of its support in this focus area. Moreover, interventions have been successfully supported by UNDP's advocacy work.

- **Horizontal and cross-cutting issues:** During the period under review, UNDP has made a strong contribution to social equity under its three main focus areas. This was either achieved by directly focusing on vulnerable groups (e.g., democratic governance) or implementation in Turkey's least developed regions (e.g., poverty reduction), or by raising awareness on sectoral policy implications for poverty (e.g. environment and sustainable development). With regard to gender, UNDP efforts have been instrumental in promoting the concept of gender mainstreaming in

Turkey, while specific projects focusing on gender equality have contributed to increasing women participation in politics. On cooperation for development, evaluation findings confirm the potential for assistance to LDCs in particular but as well for exchanges with other upper-middle-income economies facing similar challenges in the environmental and poverty reduction focus areas, as well as with regard to gender. Finally, UNDP's systematic advocacy work has facilitated visibility and dissemination of project outcomes.

## CONCLUSIONS

The evaluation findings led to the following conclusions:

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

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

**Conclusion 2: UNDP assistance has effectively contributed to development results in Turkey.**

However, in some cases, it has been constrained by a lack of thematic concentration as a result of UNDP being too responsive and because of comparatively small-scale UNDP support which is very much focused on pilot and preparatory assistance projects and complementary initiatives.

Development results have mainly been achieved by assisting the Turkish partners in establishing a more conducive environment for attaining national development targets and the MDGs. Particularly important contributions have been made with regard to raising awareness on development needs (e.g., youth), enhancing capacities for policy formulation and implementation (e.g.,

local government, sustainable development, climate change, etc.), and directly contributing to poverty reduction via the development of human resources (e.g., the regional development initiatives). However, effectiveness has, in some cases, been constrained by a lack of thematic concentration within the focus areas. This is particularly so with regard to the focus areas of democratic governance and the environment and sustainable development, which includes an ambitious list of priorities.

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

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

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

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

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

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

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

**Conclusion 4: Despite the strong 2004 Assessment of Development Results recommendations, the overall UNDP monitoring and evaluation practice remains weak; this hinders UNDP from doing justice to its generally effective contribution to development results.**

While the office has developed best practices for monitoring and evaluation (e.g., for the regional development initiatives), corporate UNDP monitoring and evaluation practices generally are less comprehensive than those adopted by other multilateral organizations such as the World Bank or the EC. This is largely explained by the lack of adequate funding for project monitoring and evaluation. The country office, for example, does not have a specialized monitoring and evaluation specialist. Weak monitoring and evaluation fails to do justice to UNDP's generally effective contribution to development results in Turkey. Thus, the many success stories cannot be substantiated with evidence from monitoring and evaluation, which threatens to constrain UNDP's partnerships with organizations with stronger monitoring and evaluation requirements.

## **RECOMMENDATIONS**

Recommendations address the programming and the operational levels. It should be noted that this section focuses on more strategic recommendations. Specific focus area or project-related and other punctual recommendations have been made in Chapters 4 and 5 (underlined text).

### **PROGRAMMING LEVEL**

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

The emphasis on developing a more programmatic approach is not intended to limit UNDP responsiveness in areas not directly covered by the programmatic approach; however, such interventions should be limited to areas where there is clear

mandate and added value to UNDP intervention and/or synergies with existing programmatic content. Considering the very strong presence of both multilateral and bilateral partners in the focus area of environment and sustainable development, UNDP's effectiveness in contributing to development results is likely to benefit from a stronger programmatic approach (e.g., with a focus on climate change, capacity development for climate resilient economy and eco-system and engaging the private sector to contribute to the conservation of biodiversity, the sustainable use of water resources, low emission economy and energy efficiency). Also, within the focus area of democratic governance, the development of the justice sector would require continued careful preparation and coordination with UNDP's partners in order to avoid duplication.

**Recommendation 2: UNDP country office should ensure balance between policy advice at the central level and project implementation work on the ground, guarantee stronger integration of social equity considerations at both programmatic and project levels, and pay greater attention to existing capacities regarding individual interventions.**

Within the focus areas, there should be a balance between policy advice at central level and project-level work on the ground. For example, the focus area of poverty reduction has benefited from a strong element of cross-fertilization between policy work and project-level implementation on the ground. It is important to maintain this balance across the board. Considering the increasing volume of EC interventions, such as the establishment and development of regional development agencies and business centres, UNDP can add value by intensifying cooperation with its Turkish partners at the central level to develop capacities for formulating and coordinating poverty reduction policy. Moreover, when selecting specific interventions, and following the example of the UNDP country office practice established with regard to gender mainstreaming, a similar practice for the consideration of social equity is likely to strengthen programming in line with

UNDP's mission statement, and help avoid the inclusion of projects of less immediate relevance to the three focus areas. For example, considering the country office's particularly successful engagement of the private sector in poverty reduction and environment and sustainable development, there might be further potential for strengthening such contribution by focusing activities more strongly on Turkey's least developed regions. The recent stronger focus on Turkey's less developed regions should be pursued. This shift could be supported by establishing a stronger presence in one of the emerging business capitals in Turkey's Eastern regions, while maintaining a presence in Istanbul for liaison purposes.

**Recommendation 3: Tangible outcomes, especially in politically sensitive areas, require resource-intensive and long-term interventions vis-à-vis budget and time lines. Therefore, UNDP, corporately, should consider financial and human-resource investments in these fields.**

UNDP engagement at a relevant level (to engage in policy dialogue with government partners) requires considerable capacity within the office and within the organization. Balance between what UNDP corporately wants and what the organization needs at the country office has to be ensured; the country office standard model does not work in countries like Turkey. For example, it is noteworthy that the emerging thematic area of justice and internal affairs is sustained with limited expertise at the country office level. If it is decided to further consolidate this area, the country office is advised to not only continue using in-house senior-level expertise (made available mostly by the Regional Centre in Bratislava) but also invest in senior expertise to be based at the country office.

#### **OPERATIONAL LEVEL**

**Recommendation 4: UNDP country office should continue strengthening consultation and coordination mechanisms with both national and international partners.**

As recommended by the 2004 Assessment of Development Results, UNDP country office programming in the three focus areas would benefit from more in-depth annual consultations with the State Planning Organization and other relevant governmental, NGO, academic and private-sector partners. The existing senior-level annual review meetings could become a more substantive platform for providing feedback on planned future interventions and effectiveness of ongoing or completed interventions. Moreover, considering the presence of other multilateral partners in the thematic area of justice, the UNDP country office is advised to continue strengthening partner consultations with a view to ensuring synergies and avoiding overlaps (e.g., establishment of a thematic working group). Finally, during the Assessment of Development Results consultations, the bilateral partners expressed a strong interest in receiving more systematic information on UNDP's interventions in Turkey. More regular briefings should be organized with the bilateral partners, in particular with those that have a specific development cooperation or sectoral interest in cooperation with Turkey and are therefore more likely to engage in longstanding cooperation with national partners.

**Recommendation 5: UNDP country office should continue its efforts in poverty reduction with a more widespread partnership with the private sector.**

UNDP has made an important contribution to improving social equity by directly targeting the most needy population segments (vulnerable groups and the least developed regions of the country). However, there appears to be a strong potential for strengthening UNDP's contribution to social equity in the thematic area of private sector partnership. Furthermore, UNDP has made a substantial contribution to the development results and to the governance structure for Global Compact in Turkey. UNDP should continue to facilitate and mobilize the private sector's role in corporate social responsibility in line with the Global Compact principles to achieve the MDGs.

**Recommendation 6: UNDP should continue combining its simultaneous efforts for gender mainstreaming and gender-specific project support along with strengthening cooperation among UN Agencies and investing in South-South cooperation.**

Turkey's *General Directorate on the Status of Women* is likely to benefit from additional assistance to strengthen gender mainstreaming coordination capacities, including on gender equality and women's empowerment. There is also potential for strengthened cooperation with other UN agencies, e.g., for the women's participation in local politics project, continue making use of UNFPA's experience on media issues in view of UNDP's own plans to instrumentalize the media for gender mainstreaming or UNDP's gender equality projects in poverty reduction which have the potential to yield more sustainable results should there be a cooperation with ILO in the field of decent work for women. In this sense, the gender thematic group could be strengthened to act as a "working group" to ensure complementarities between the different 'actors' interventions.

Moreover, now that the different Turkish actors are ready to move to a new stage in terms of institutional capacity development, UNDP could consider developing new gender-related initiatives and expanding existing initiatives, e.g. gender budgeting. Finally, considering Turkey's generally poor gender performance, there should be significant scope for South-South cooperation with other upper-middle-income economies with more successful gender experiences.

**Recommendation 7: UNDP should systematically develop sustainability and exit strategies.**

With growing partner capacities, and considering its own limited resources, UNDP is advised to address the issue of how institutions take ownership of development, how the results of the partnerships can be sustainable over time.

**Recommendation 8: Ensure systematic monitoring and consider a more systematic follow-up on agreed Assessment of Development Results recommendations.**

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

As noted throughout this report, there has been limited systematic follow-up on Assessment of Development Results 2004 recommendations validated by the subsequent country programme. To enhance the Assessment of Development Results' effectiveness in contributing to UNDP accountability, follow-up should be integrated within the country office's annual reporting. Ultimately, UNDP should be looking at national M&E systems and how it may use those systems to assess whether the organization is making a contribution.

## Chapter 1

# INTRODUCTION

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

### 1.1 OBJECTIVES AND SCOPE

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

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

- UNDP's strategic position in Turkey
- UNDP's performance in contributing (what and how) to development results in Turkey looking at three focus areas, namely democratic governance (DG), poverty reduction (PR) and environment and sustainable development (ENV), as well as in relation to a series of horizontal and cross-cutting issues (such as gender, South-South cooperation). Key evaluation questions thus focus on the effectiveness and sustainability of UNDP's assistance to its Turkish partners.

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

#### Box 1. What is an Assessment of Development Results?

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

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

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

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

## Box 2. Evaluation Questions

### Responsiveness

Did UNDP anticipate and respond to significant changes in the national development context (e.g., European Union accession process, increasing interest in regional development, strengthening support for the development of political and cultural rights in Turkey's Southeast)? What were the missed opportunities in programming (emerging Turkish government policy priorities, where UNDP could contribute)?

### Relevance and programme design

Is UNDP intervention relevant to Turkey's national priorities (National Development Plan)? Is it integrated in national sectoral plans/programmes? Is the UNDP intervention 'justified' by critical mass (sufficient resources, time scale)? Who has initiated the intervention (national ownership)?

### Effectiveness

Did UNDP accomplish its intended objectives and planned results? What are the strengths and weaknesses of the programme? What are the unexpected results?

### Sustainability

Is UNDP's contribution sustainable? Are the development results achieved through UNDP contribution sustainable?

### Efficiency

Is the cost of UNDP interventions comparable to other bilateral/multilateral support? Are UNDP interventions delivered according to schedule?

### Added value

What is the added value of UNDP expertise when compared with expertise offered by other bilateral/ multilateral partners? What difference does it make for the Turkish partner institutions to cooperate with UNDP instead of any other partner (other international donors/technical assistance via consultancies)?

### Approaches

Capacity development: Does the UNDP intervention integrate a capacity development approach (in line with UNDP's 2008-2011 Strategic Plan)? Private sector engagement: Does the UNDP intervention integrate private-sector engagement? Gender mainstreaming: Does the UNDP intervention integrate gender mainstreaming? South-South cooperation: Does the UNDP intervention integrate elements of South-South cooperation? Advocacy: Does the UNDP intervention integrate elements of advocacy/is the intervention integrated in wider UNDP advocacy work?

### UNDP Additional Roles and Functions

Is the intervention facilitated by UN Agency coordination (coordination among different UN agencies in the preparation or implementation of the assignment)? Is the intervention facilitated by UN regional coordination (coordination between the Regional Bureau in Bratislava and the CO in the preparation or implementation of the assignment)?

### Social Equity

Did UNDP interventions contribute to reduce vulnerabilities in the country (regarding vulnerable groups, gender equality and regional disparities)? Did they in any way influence the existing inequities (exclusion/ inclusion) in the society? Was the selection of geographical areas of intervention guided by need?

### Partnerships

How has UNDP leveraged partnerships within the government, as well as with national civil society and private sector?

## 1.2 METHODOLOGY

Drawing from the ToR, a set of evaluation questions (see Annex 4 for details on the evaluation matrix) guided the assessment of UNDP's contribution to development results in the different areas and cross-cutting issues by looking at the following evaluation criteria: responsiveness, relevance and programme design, effectiveness, sustainability and efficiency; and by exploring the UNDP added value, approaches, UNDP additional roles and functions, social equity and partnerships.

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

<b>Box 3. Field Visits</b>	
<b>Areas</b>	<b>Location</b>
Democratic Governance	Istanbul, Van, Eskişehir
Poverty Reduction	Şanlıurfa, Erzurum
Environment	Adana, Eastern Anatolia
Project Implementation Support	Sivas
Gender	Batman, Adana
Strategy issues	Ankara

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

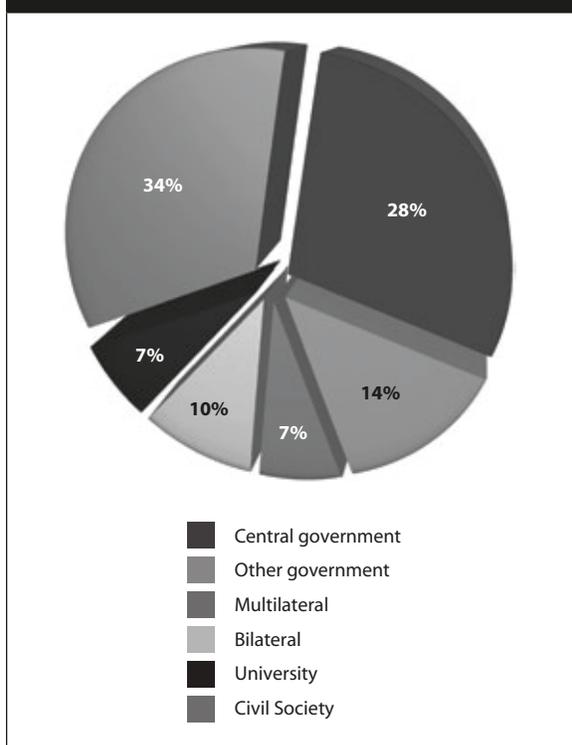
The assessment made ample use of programme and project-related documentation, such as the United Nations Development Assistance Framework (UNDAF), the Country Programme Documents (CPD) and Action Plan (CPAP), evaluations (when available), reviews (e.g., the UNDAF mid-term review), regular Country Office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

Establishing a causal relation between UNDP interventions and contribution to development results in Turkey was a real methodological challenge. The team faced difficulties in identifying the contribution of UNDP support to development results due to two factors. The first is the nature of UNDP's cooperation. The organization is neither a donor nor a provider of development assistance but rather a partner and broker of development partnerships. Secondly, the financial component of UNDP support is relatively modest in relation to the country's development goals<sup>2</sup>.

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

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

**Figure 1. Assessment of Development Results stakeholder consultations**



Source: Evaluation team records

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

### 1.3 LIMITATIONS

In conducting the Assessment of Development Results, the evaluation team was confronted with a series of obstacles, including:

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

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

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

## Chapter 2

# NATIONAL CONTEXT

This section provides an introduction to the main developments in Turkey since the last Assessment of Development Results, notes the related national responses and current development challenges, and introduces the role of external assistance. Further contextual detail is provided in the introductions to the three focus areas under Chapter 4.

### 2.1 DEVELOPMENTS 2004-2009

Overall developments in Turkey from 2004 to 2009 have been characterized by the country's important reform efforts in view of European Union (EU) accession, recurrent periods of political tensions and strong economic growth. With a view to the subsequent assessment of UNDP's contribution to development results in the focus areas of democratic governance, poverty reduction, and environment and sustainable development, the following sections highlight key political developments (including on gender issues), as well as those in the economic and environmental spheres.

#### 2.1.1 POLITICAL DEVELOPMENTS

While there had been limited progress on EU accession between 1999 and 2004 (the EU Helsinki Council recognized Turkey as a candidate

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

The lack of implementation experience, combined with weak monitoring mechanisms, explain the modest progress on Turkey's governance indicators.<sup>7</sup> In the period from 2004 to 2008, Turkey's ranking has deteriorated for the indicators 'voice

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

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

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

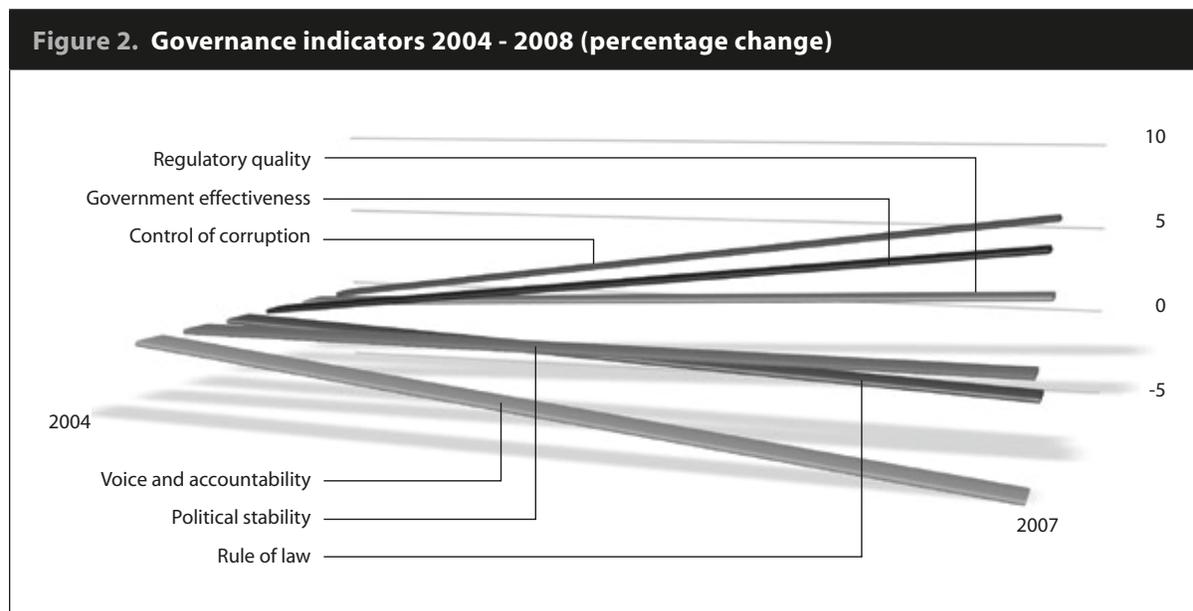
<sup>7</sup> See the World Bank database 'Governance matters 2009' <http://info.worldbank.org/governance/wgi/index.asp>, accessed on 1 September 2009.

and accountability' (by about 5 points), 'political stability' (0.1 point), 'rule of law' (by about 2 points); while the ranking has improved for 'government effectiveness' (by about 5 points), 'regulatory quality' (about 2 points) and 'control of corruption' (by 6 points). Turkey ranks well below the EU member states and some of the other candidate countries on 'voice and accountability' and 'political stability', while it is closer to the EU averages for the remaining governance indicators.

During the period under review, Turkey has experienced political tensions. Besides those related to the July 2007 general elections and the March 2009 local elections, there have been tensions over the 2005 reform of the penal code (e.g., Article 301 related to Turkish identity), Turkey's secular status (e.g., wearing of head scarves in universities, the 2008 closure case against Turkey's governing party), civil-military relations (e.g., the ongoing Ergenekon case on the alleged conspiracy of former officers to overturn the government, and discussions over the outstanding reforms of the Turkish

Armed Forces Internal Service Law and the Law on the National Security Council), and the situation of the judiciary (e.g., impartiality, outstanding establishment of regional courts of appeal, general effectiveness and independence of the system).<sup>8</sup>

Concerning gender, despite the government's efforts to improve the constitutional/legal framework to ensure gender equality (e.g., changes in the labour law to promote women employment), in practice there have only been modest improvements. In the 2007 general elections, for instance, the percentage of women parliamentarians has increased to 9.1 percent, up from 4.4 percent in 2004. Moreover, women's literacy and access to health services have improved. However, the overall situation of women in Turkey compares unfavourably with other upper-middle-income economies, including in areas such as access to education, health services, employment and participation in politics. Looking at the Gender Empowerment Measure, Turkey ranks 101st among 108 countries for which data is available, well below



Source: World Bank database 'Governance matters 2009'

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

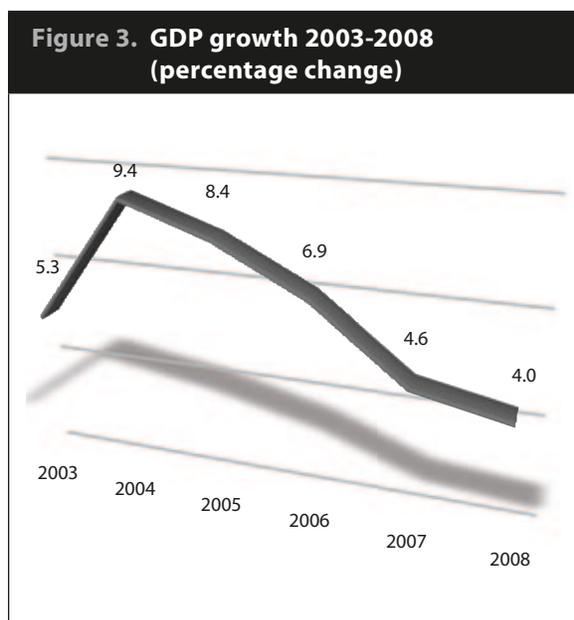
other upper-middle-income economies.<sup>9</sup> Gender inequalities are particularly serious in Turkey's least developed regions. For example, women's labour market participation stands at under 4 percent in South-Eastern Anatolia, as compared with the national average of 20 percent.<sup>10</sup> Turkey's General Directorate on the Status of Women confirms limited progress with the concept of gender mainstreaming.<sup>11</sup>

### 2.1.2 ECONOMIC DEVELOPMENTS

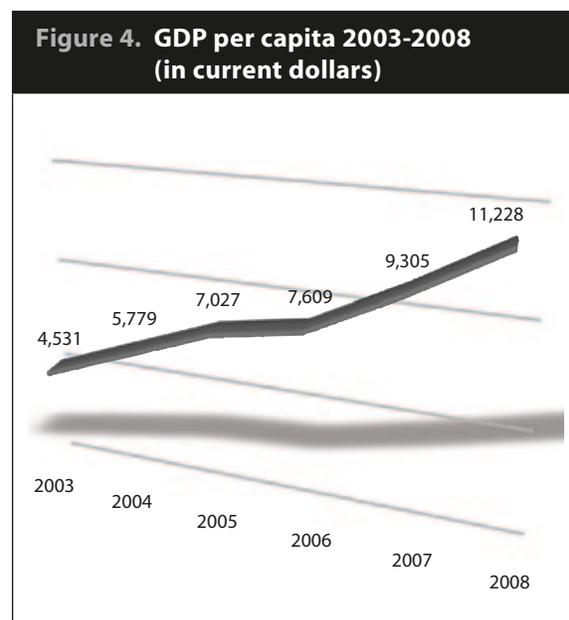
Turkey has experienced significant economic growth during the period under review, with an average annual Gross Domestic Product (GDP)

growth of nearly 7 percent between 2004 and 2008 (see Figure 2).<sup>12</sup> During this time, GDP per capita has increased by some 94 percent from \$5,779 in 2004 to \$11,228 in 2008 (see figures below).<sup>13</sup>

Data shows that within the current group of 46 upper-middle-income economies, Turkey ranks tenth with a Gross National Income (GNI) per capita of \$9,340, as compared to \$11,880 for Poland, the highest-ranking upper-middle-income economy. This is well above the EU member states Romania and Bulgaria (GNI per capita of respectively \$7,930 and \$5,490).<sup>14</sup>



Source: State Planning Organization, Annual Programme 2009



Source: State Planning Organization, Annual Programme 2009

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

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

<sup>11</sup> Republic of Turkey, Prime Ministry, General Directorate on the Status of Women, 'National Action Plan on Gender Equality, 2008-2013,' page 13.

<sup>12</sup> In current US dollars, See State Planning Organization, '2009 Annual Programme', 2009, page 6.

<sup>13</sup> In current US dollars, See State Planning Organization, '2009 Annual Programme', 2009, page 6.

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

During the 2004-2008 period, there has also been progress with regard to the Millennium Development Goals (MDGs) poverty indicators: food poverty has decreased by 60 percent to 0.54 percent of the population; complete poverty (food and non-food) has decreased by nearly 30 percent to 18.56 percent of the population; the percentage of the population living with under \$1 per day is recorded at zero (0.2 in 2004), under \$2.15 at 0.63 percent (decrease of 75 percent) and under \$4.3 at 9.53 percent (decrease of 54 percent).<sup>15</sup>

However, there are strong regional disparities with GDP in the Eastern and Southern Anatolia and Black Sea regions, some 60 percent below national figures.<sup>16</sup> The government recognizes the need for stronger regional convergence in the current 9th Development Plan (2007-2013), and

significant national and multilateral resources are allocated to regional development.<sup>17</sup> Finally, Turkey can now be considered an emerging donor country with development assistance increasing between 2004 and 2008 (amounting to \$602 million in 2007, i.e., 0.09 percent of GNI,<sup>18</sup> and further increased to \$780 million in 2008).

### 2.1.3 ENVIRONMENTAL DEVELOPMENTS

Since the last Assessment of Development Results, Turkey has made significant progress with adopting policies and environmental legislation in line with EU accession as well as international requirements.<sup>19</sup> Environmental and energy indicators show some progress since the 2004 assessment.<sup>20</sup> Municipal waste generation, for example, has remained largely stable between



Source: Türkstat poverty indicators 2007

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

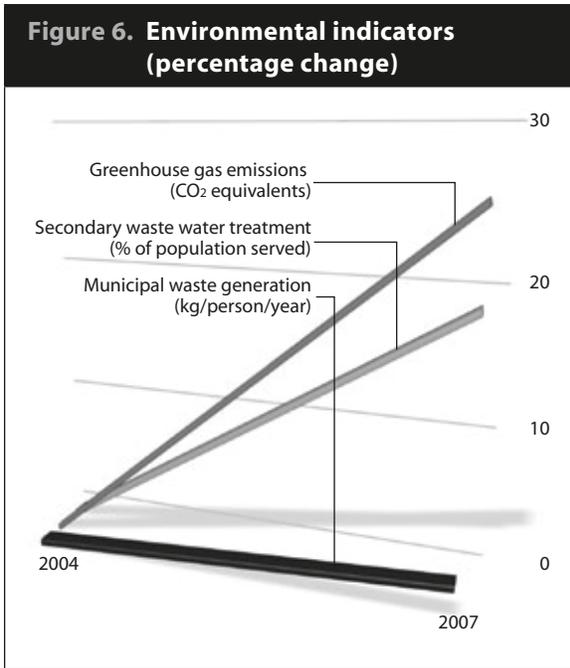
<sup>16</sup> Türkstat.

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

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

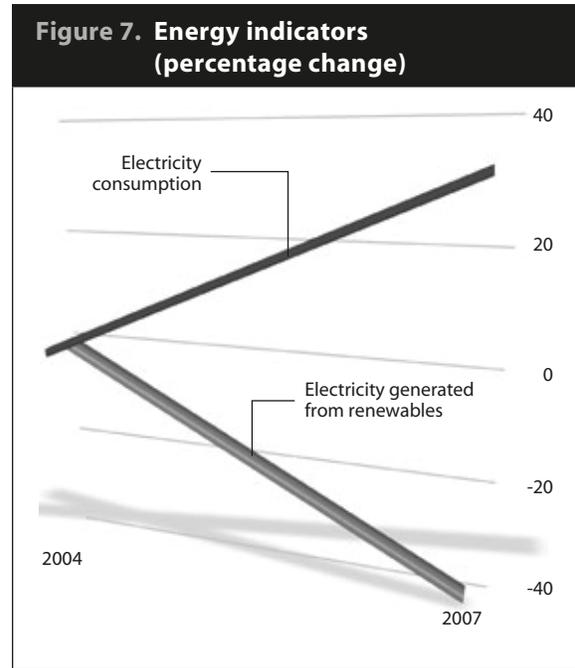
<sup>19</sup> Note in particular the ratification of the United Nations Framework Convention on Climate Change in 2004, the Environmental Approximation Strategy adopted in 2006, the Law on Environment as revised in 2006, and in the area of energy, the Energy Efficiency Law of 2007. In February 2009,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

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



Source: Eurostat database, September 2009

2004 and 2007 (waste generation has only increased by about 2 percent), and the significant investments in environmental infrastructure have helped increase secondary wastewater treatment by about 19 percent. However, overall developments are rather critical. Electricity consumption, for instance, has increased by 32 percent, the amount of electricity provided by renewable energies has decreased by 38 percent and greenhouse gas emissions have increased by nearly 26 percent. Critical developments are mainly explained by the pressure of economic growth on the environment. Moreover, much of the environmental legislation introduced in line with the accession requirements still remains to be effectively implemented (weak implementation capacities, coordination challenges or gaps between environmental actors).



Source: Eurostat database, September 2009

## 2.2 NATIONAL RESPONSE AND CURRENT DEVELOPMENT CHALLENGES

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

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

<sup>21</sup> State Planning Organization, 9th Development Plan 2007-2013, as approved by the Turkish Grand National Assembly on 28 June 2006 (Law 877).

<sup>22</sup> State Planning Organization, 9th Development Plan 2007-2013, 2006, pages 11-12.

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

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

### **2.2.1 NATIONAL RESPONSE TO DEMOCRATIC GOVERNANCE CHALLENGES**

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

The National Development Plan also includes a specific focus on the ‘effective provision of justice and security systems’.<sup>25</sup> In relation to this, a judicial reform strategy was issued in 2008,

focusing on enhancing the judiciary system (e.g., efficiency and effectiveness, access to justice, professional standards). The SPO’s Annual Programme for 2009 recognizes the outstanding challenges: ‘Nevertheless, the inability to fair trial rule as a full, to adequately follow new developments in forming legal rules, to attainability of desired standards in legal education, to eliminate problems with quality and quantity of human resources in the judicial system, to meet the physical and technical infrastructure requirements sufficiently, and slow and ineffective operations of the trial process prevent in great extent effective and equity provision of judicial services’.<sup>26</sup>

The National Development Plan does not include a specific chapter on gender or a specific gender-related development axis. However, equal opportunities are emphasized throughout the plan, in particular in relation to employment, (vocational) education and health issues, ensuring a specific focus on the participation of women or girls in relevant programmes. The most recent annual implementation plan includes a gender-specific priority, namely, ‘Participation of women in the economic and social life shall be ensured and social awareness shall be raised with regard to preventing violence against women’.<sup>27</sup> The main focus is on implementing the National Action Plan of Gender Equality of the Prime Ministry’s General Directorate on the Status of Women.

### **2.2.2 NATIONAL RESPONSE TO POVERTY CHALLENGES**

In the wider context of its growth agenda, the National Development Plan includes a specific focus on poverty reduction. Set in the context of strengthening human development and solidarity, the plan aims to eradicate poverty via a more inclusive economic growth policy with poverty

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

<sup>24</sup> State Planning Organization, 9th Development Plan 2007-2013, as approved by the Turkish Grand National Assembly on 28 June 2006 (Law 877). page 109.

<sup>25</sup> State Planning Organization, 9th Development Plan 2007-2013, as approved by the Turkish Grand National Assembly on 28 June 2006 (Law 877). page 108.

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

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

reduction to be addressed horizontally under the government's employment, education and health policies. A wide range of poverty reduction instruments is noted, including more efficient social services, income-generating projects, (vocational) education (with an emphasis on women and rural areas), government-NGO partnerships etc.<sup>28</sup> While not explicitly mentioned in the National Development Plan, most of the MDGs are reflected throughout the document.<sup>29</sup> The plan also includes a specific focus on eliminating the subsisting strong regional disparities, with a dedicated development axis focusing on regional development.

### **2.2.3 NATIONAL RESPONSE TO ENVIRONMENTAL AND SUSTAINABLE DEVELOPMENT CHALLENGES**

The National Development Plan addresses challenges in the areas of the environment and energy in the framework of its wider competitiveness objectives. With regard to energy, the plan emphasizes the importance of ensuring continuous and secure supply in line with economic growth requirements, while at the same time noting the intention to minimize pressure on the environment and improving energy efficiency.<sup>30</sup> This is mainly to be achieved via privatization, diversification of energy sources (including renewable), infrastructure investments and more efficient regulation. Concerning the environment, the concept of sustainable development is noted as a key principle guiding the use of natural resources. Moreover, the plan includes a strong focus on aligning environmental standards with international (United Nations Convention on Climate Change) and

EU accession requirements, with an emphasis on more effective implementation of environmental laws and regulations. Environmental objectives are mainly to be achieved via stronger coordination (e.g., at local level), improved information systems, strengthened research, improvements of environmental infrastructure (focus on water and waste), the introduction of environmentally friendly technology in industry, and private-sector participation.

### **2.2.4 NEW CHALLENGES**

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

## **2.3 EXTERNAL ASSISTANCE IN TURKEY AND TURKEY AS A BILATERAL DONOR**

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

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<sup>28</sup> State Planning Organization, 9th Development Plan 2007-2013, as approved by the Turkish Grand National Assembly on 28 June 2006 (Law 877). page 102.

<sup>29</sup> State Planning Organization, 9th Development Plan 2007-2013, as approved by the Turkish Grand National Assembly on 28 June 2006 (Law 877). page 102.

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

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

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

In 2007, the largest share of ODA was provided by multilateral agencies (68 percent), with most of the remainder provided by the Development Assistance Committee countries (30 percent). The single largest donor was the EC.

ODA priority areas are largely centred on Turkey's EU accession process. EU accession priorities as formulated between the Turkish government and the EC also dominate the agenda of bilateral

ODA in Turkey (most of the bilateral assistance is provided by EU member states). EU accession priorities are set out in the Accession Partnership, and focus on the adoption of the *acquis communautaire*, as organized in 32 thematic areas.<sup>33</sup>

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

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

## Chapter 3

# THE UN AND UNDP IN TURKEY

This chapter presents the framework of United Nations and UNDP activity in Turkey, including the UN response to development challenges, the role of UNDP, and the volume of UNDP activity.

### 3.1 UNITED NATIONS RESPONSE TO DEVELOPMENT CHALLENGES 2004-2009

Besides UNDP, eleven other United Nations (UN) agencies are represented in Turkey, comprising the UN Country Team (UNCT):

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

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

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

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

- Strengthened individual and institutional capacity for both democratic and environmental governance at local and central levels

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

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

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

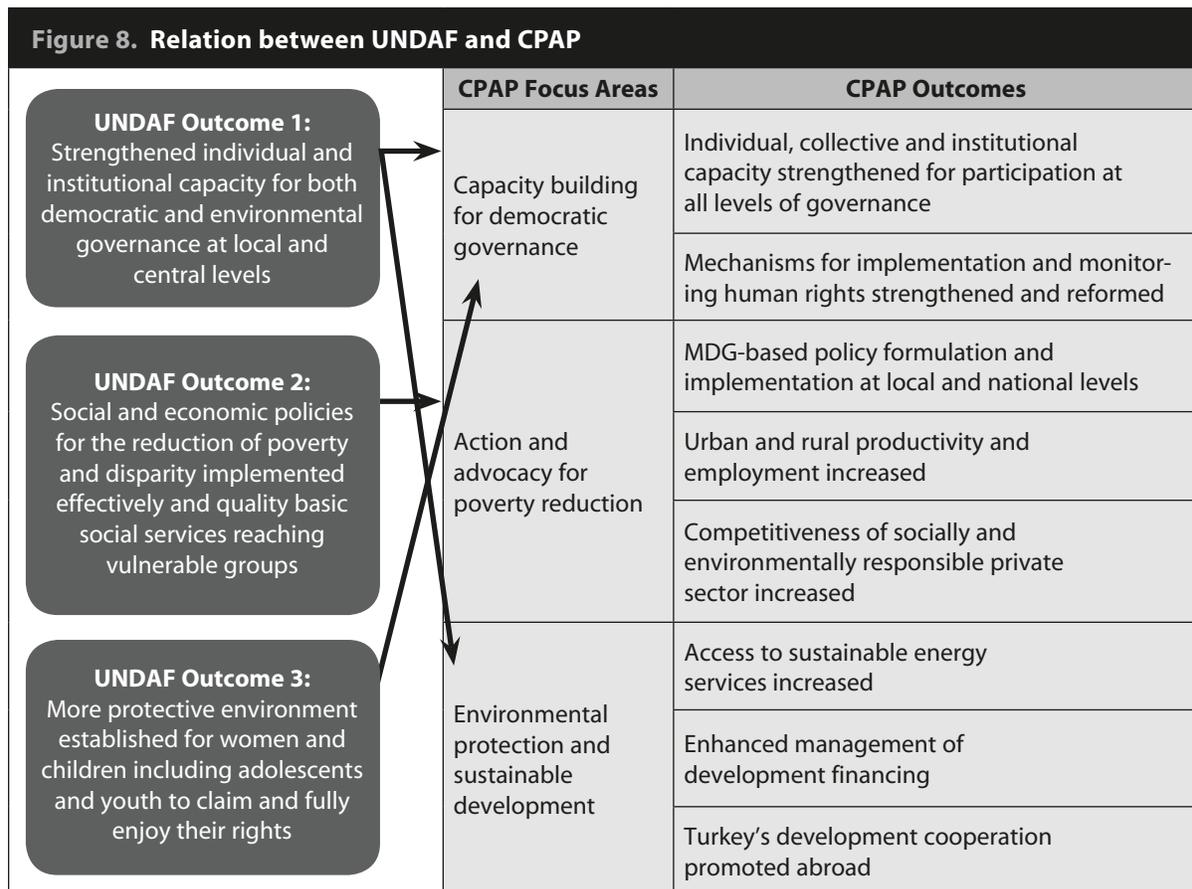
- Social and economic policies for the reduction of poverty and disparity implemented effectively and quality basic social services reaching vulnerable groups
- More protective environment established for women and children including adolescents and youth to claim and fully enjoy their rights.

In line with its mission statement ‘UNDP works for democratic governance and growth without poverty, in support of EU Accession and for the achievement of the MDGs’, the CPAP has identified the following areas for intervention in 2006-2010:<sup>38</sup> capacity building for democratic governance; action and advocacy for poverty reduction; environmental protection and sustainable development.

### 3.2 THE ROLE OF UNDP

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

Specific projects are organized within the framework of nine outcomes as shown in Figure 8 (which also shows the related UNDAF outcomes):



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

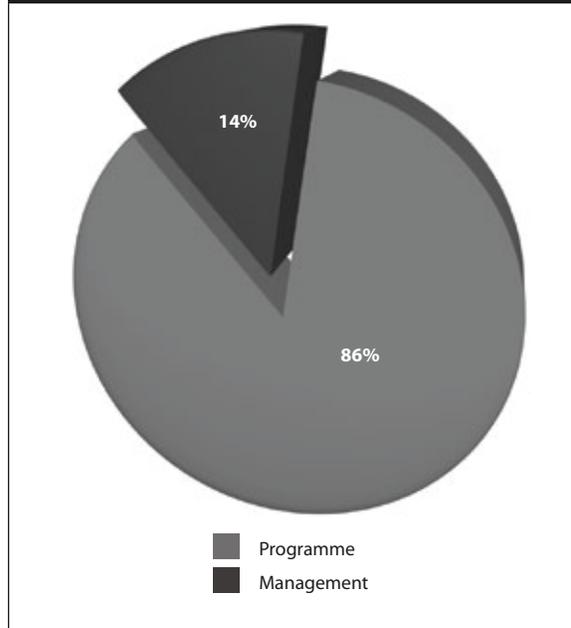
<sup>38</sup> ‘Country Programme Action Plan 2006-2010’, 2006, page 6.

### 3.3 VOLUME OF UNDP ACTIVITY<sup>39</sup>

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

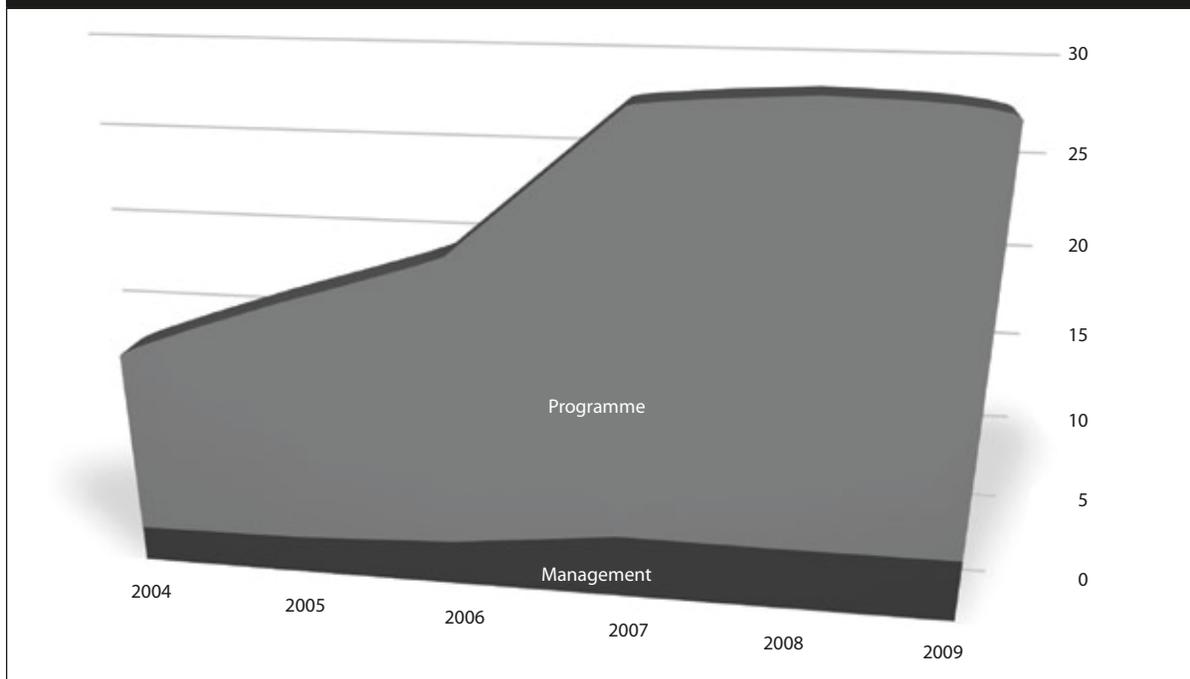
UNDP funding in Turkey derives from a wide range of sources, including the organization's own resources as well as the Turkish government, multilateral and bilateral, and private-sector funds.<sup>40</sup> UNDP resources account for about 20 percent of the total budgeted for the 2004-2009 period. Turkish government resources comprise some 38 percent, multilateral funding (including

**Figure 10. UNDP CO programme/management budget 2004-2009 (in percentage)**



Source: Executive Snapshot data, July 2009

**Figure 9. UNDP CO programme/management budget 2004-2009 (in million dollars)**



Source: Executive Snapshot data, July 2009

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

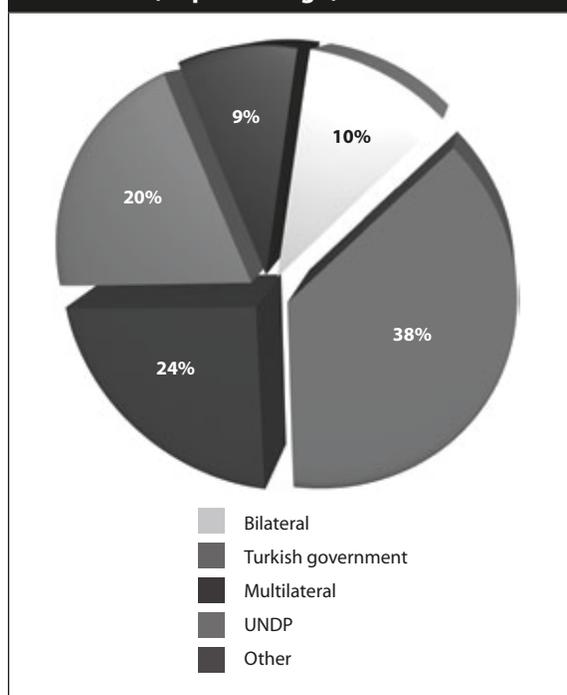
<sup>40</sup> Figures are taken from Snapshot as provided by the Evaluation Office, eo\_doc606034035, data cut-off date July 2009.

the Global Environment Facility) about 24 per cent, and bilateral resources about 10 per cent.

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

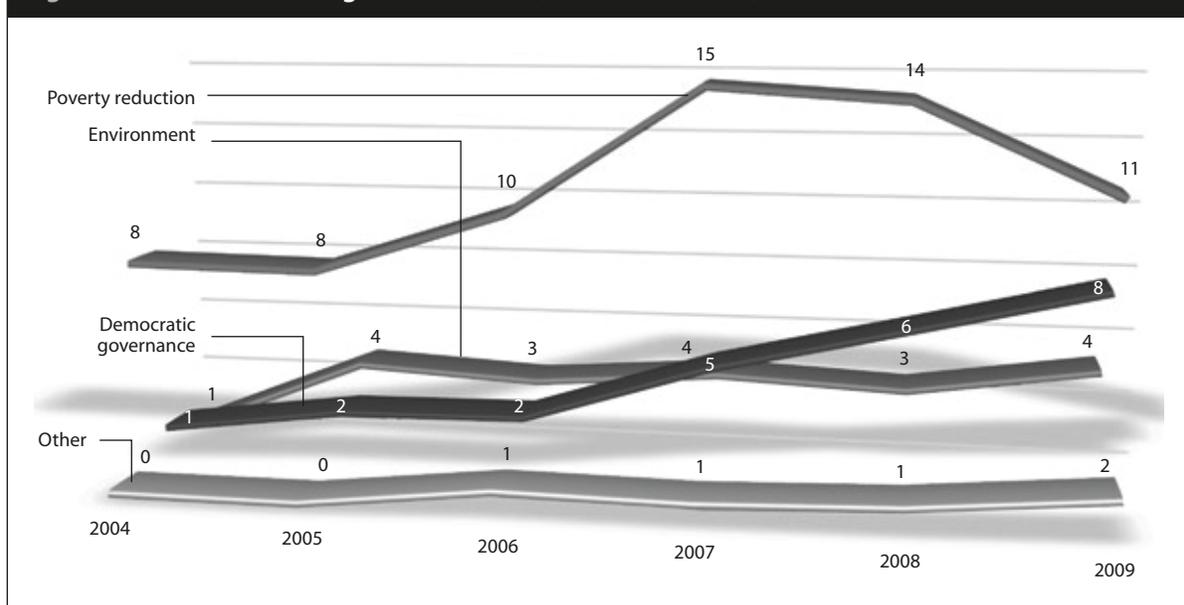
The overall portfolio is characterized by a large proportion—albeit since 2008 decreasing number—of comparatively small (including pilot projects, preparatory assistance projects and complementary initiatives) to medium interventions (58 out of the 85 interventions (68 per cent) for which figures are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

**Figure 11. Funding sources 2004-2009 (in percentage)**



Source: Executive Snapshot data, July 2009

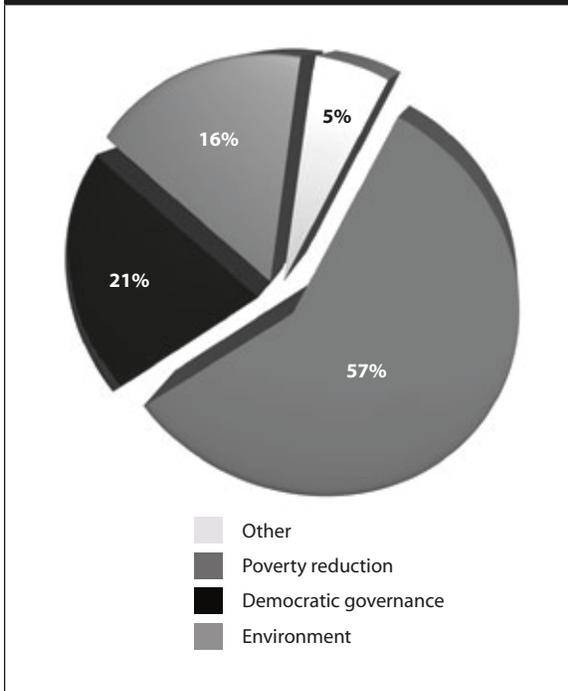
**Figure 12. Focus area budgets 2004-2009 (in million dollars)**



Source: Executive Snapshot data, July 2009

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

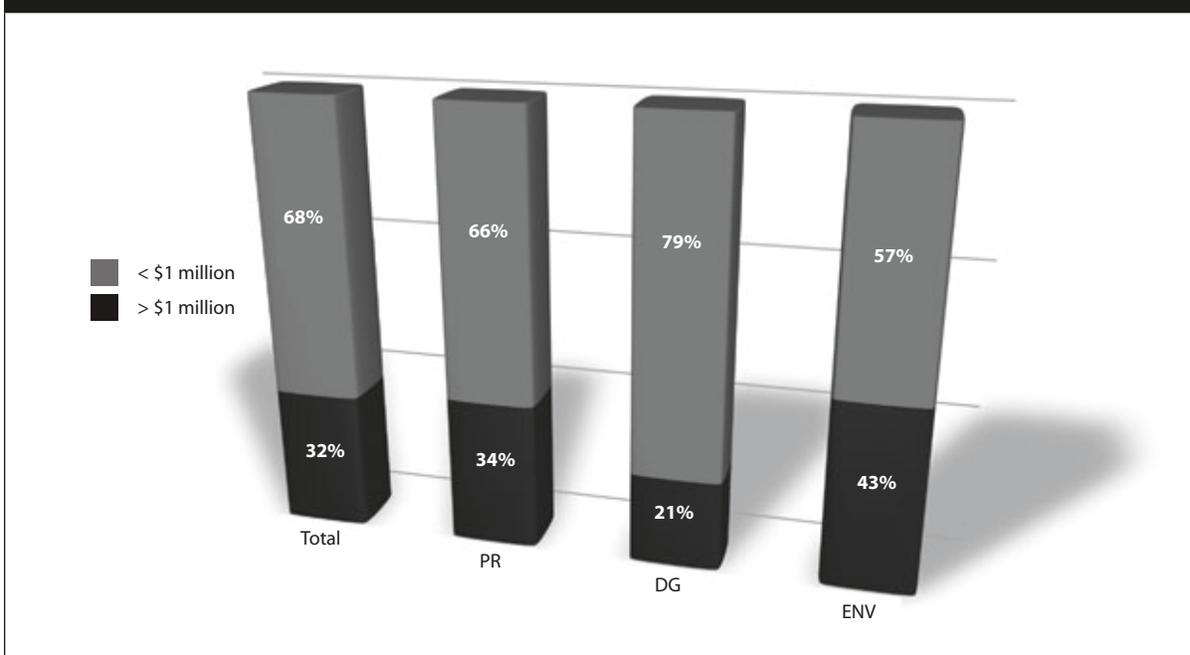
**Figure 13. Focus area budgets 2004-2009 (in percentage)**



Source: Executive Snapshot data, July 2009

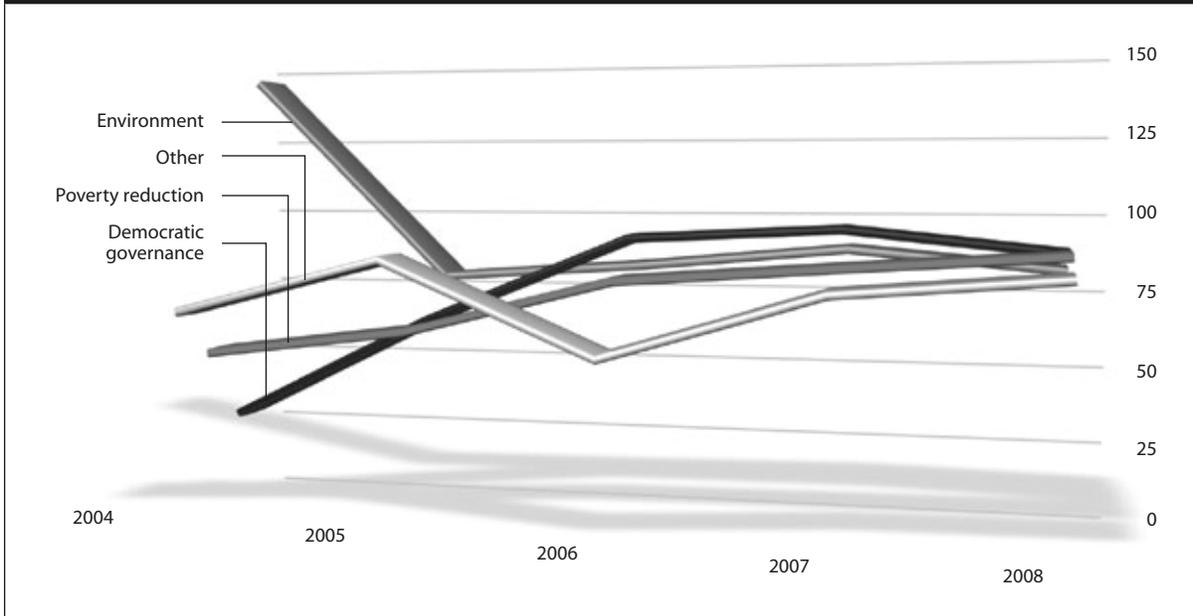
Finally, financial absorption (i.e., the percentage of actual expenditure in relation to available budget) for the years 2004 to 2008 amounts to 81 percent (average for all years and all focus areas; 2009 is not included as the year is not yet completed) (Figure 15). Financial absorption has increased steadily from just 61 percent in 2004 to 89 percent in 2008. The focus area of environment has the highest absorption rate, with an average of 88 percent over 2004 to 2008, followed by 84 percent for democratic governance, and 79 percent for poverty reduction. The overall absorption has increased during the period under review. However, between 2007 and 2008, there has been a nearly seven-point decrease for democratic governance and a six-point decrease for environment.

**Figure 14. UNDP interventions of < \$1 million**



Source: ATLAS/Snapshot data, 5 October 2009

**Figure 15. Financial absorption**



Source: ATLAS/Snapshot data, 5 October 2009

## Chapter 4

# UNDP'S CONTRIBUTION TO NATIONAL DEVELOPMENT RESULTS

This chapter reviews UNDP's contribution to national development results in the three focus areas of democratic governance, poverty reduction, and the environment and sustainable development. Moreover, UNDP contribution is assessed for a series of horizontal and cross-cutting issues.

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

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

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

The evaluation questions related to the horizontal and cross-cutting issues are mainly addressed in a separate section (4.4). However, initial findings are presented for each of the three focus area assessments.

Finally, while the Assessment of Development Results' main strategic recommendations are presented in Chapter 6, more specific focus area or project-related and other punctual recommendations are included in this chapter (underlined text).

## 4.1 DEMOCRATIC GOVERNANCE

### 4.1.1 INTRODUCTION TO THE FOCUS AREA

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

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

The focus area of democratic governance includes 30 projects for 2004-2009, with some \$16.4 million from the approved budget for 2004-2008.<sup>42</sup> Local administration reform accounts for the largest share with some 43 percent, followed by the Ministry of Interior (11 percent), the Ministry of Foreign Affairs (7 percent), and gender and youth initiatives (6 percent). The 'other' category, covering such areas as financial decentralization, HIV/Aids, civic engagement in legislation making, judicial reform, mediation, and general advocacy work, accounts for 4 percent. Considering that the Ministry of Interior is responsible for local administration reform, this partner accounts for more than half the interventions in the focus area. The portfolio is mainly characterized by comparatively small

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

interventions, 88 percent of which have a budget of under \$1 million. It is, however, contended that the small interventions are primarily sought as entry points on the various sensitive facets of governance which are only accessible to UNDP and which in the long run, through a more integrated programmatic approach, could lead to enormous potential and gains especially in vertically linking these to upstream policy and strategy frameworks.

#### 4.1.2 FOCUS AREA ASSESSMENT

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

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

With regard to overall effectiveness and sustainability, CPAP indicators related to local

administration reform provide mixed feedback. Overall developments have been positive, and UNDP has made an important contribution. However, no information is available for the only indicator looking at the quality of these developments, i.e., ‘percentage increase in satisfaction with local government service’. The intended satisfaction survey was not conducted, and there is no insight from project evaluation despite an Assessment of Development Results 2004 recommendation to build follow-up interventions on previous evaluation. (A fourth and final phase of Local Agenda 21 is under way, which envisages a satisfaction survey). The CPAP indicators on the participation of women show moderately positive developments.

##### Focus on local government/ administration reform

UNDP support for local reforms mainly aims to improve service delivery and civil society-inclusive participation and engagement. UNDP support at central and local level can be considered effective. Through strong capacity building and awareness raising, UNDP has helped shape related legislation, i.e., the Law on Municipalities (number 5393), enacted on 3 July 2005 with by-laws in October 2006 and June 2009. This has led to the establishment of City Councils in

**Figure 16. CPAP indicators**

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

every municipality in Turkey. Within the Local Agenda 21 framework, the City Councils facilitate the involvement of civil society organizations in municipal decision-making. The City Councils are supported by platforms targeting the needs of disadvantaged groups (including women, young people, disabled, etc). The establishment of the City Councils and the supporting platforms is required by the new municipal law. While the evaluation team has seen some punctual evidence for functioning City Councils (in the context of stakeholder consultations at local level), there is no comprehensive information on the effective functioning of the City Councils (especially, following the March 2009 local elections).<sup>43</sup> Prospects for sustainability are good as the legal basis for stronger participation at local government level is now established. The establishment of City Councils is a legal requirement and the municipalities need to consider their proposals. Local government is empowered via stronger revenues and UNDP facilitated the establishment of strong partnerships between government, civil society and private sector actors (with the adoption of participatory approaches for decision-making). However, oversight and support structures at the central level (Ministry of Interior) require further institutionalization and strengthening.

### **Focus on gender**

The focus area includes a strong emphasis on supporting the participation of women in both national and local decision-making. This involves the mainstreaming of a gender equality perspective in all projects (see Section 4.1.2.3), as well as projects exclusively focusing on women. As noted above, some of the CPAP outcome indicators focus on gender issues, e.g., the percentage of women parliamentarians. The evaluation team has specifically assessed the projects 'Women in Politics' and 'Enhancing Women's Participation in Local Politics and Decision Making'. Through its support to the NGO KA-DER,<sup>44</sup> and the

latter's extensive campaigning for women's political participation in view of the 2007 general elections, UNDP has contributed to development results. (This has been confirmed by Turkey's General Directorate on the Status of Women.) For the 2009 local elections capacity development workshops were undertaken at the local level. The media component of the project was re-designed (after the withdrawal of the project's media technical expertise provider) and, as a result, it now covers the whole electoral cycle period until next general election. That being said, implementation difficulties caused capacity-building activities to take place right before the election lists had been finalized and this limited effectiveness with regard to the local elections. Both projects have made a significant contribution to increasing the visibility of women and women's issues in decision-making, and raised awareness within Turkey's political parties, with an expected multiplier effect for the next general elections (scheduled for 2011).

### **Focus on youth**

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

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

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

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

the government's decision to lower the election candidacy age from 30 to 25 years.

### **Focus on justice and civic engagement**

UNDP's focus on the thematic area of justice is relatively recent. This area is not specifically covered under the CPAP, and was developed in response to identified needs, such as those in the National Development Plan. However, interventions have generally been effective. Support to the Ministry of Justice in the area of victim-offender mediation, for example, has led the Ministry to consider legal change to allow for the application of mediation to a wider range of offenses, and to allow for mediators to be drawn from a wider range of professions (currently limited to lawyers). Similarly, UNDP support to the Ministry's judiciary reform efforts have led to the establishment of a judiciary strategy paper to support EU accession. Effectiveness is supported by general advocacy work. For example, a meeting between UNDP and Ministry of Justice senior-level management focusing on restructuring of organizational administration and victim-offender mediation increased awareness beyond the technical department involved in project implementation and ensured political support. The organization of a study visit to Poland and Austria has led to bilateral cooperation, with the Turkish Ministry of Justice directly contacting its Austrian counterparts for information on the Austrian legal framework. Finally, further to receiving UNDP expert input on the engagement of civil society in legislation making, the Turkish Grand National Assembly is currently reviewing its rules of procedure to strengthen the consultation of civil society, and has already prepared a handbook to provide guidance on involving civil society.

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

The CPAP outcome 'Mechanisms for implementation and monitoring human rights strengthened and reformed' is to be monitored with a series of rather general indicators (e.g., 'Number of primary and secondary legislation

enacted to respond to EU criteria on security sector performance' or 'Rate of implementation of reform measures') for which no systematic monitoring has been conducted, and a few more specific indicators, focusing on internally displaced persons. Considering the availability of monitoring data and their particularly strong human rights focus, the evaluation team has focused on the two UNDP interventions supporting internally displaced persons (IDP).

These two interventions have focused on supporting the Ministry of Interior's efforts to improve the situation of internally displaced persons, a situation caused by terrorism in South-Eastern Turkey, and exacerbated by the second Iraq war (2003). The first intervention focused on preparing a comprehensive programme for the support of internally displaced persons (targeting the particularly affected province of Van), while the second extended the efforts to prepare a nationwide IDP action plan based on the 13 provinces that form part of the government's Return to Village Programme. Despite the small size of the two interventions (total approved budget for 2004-2008 of respectively \$568,000 and \$403,000), there is evidence that UNDP's capacity building efforts have strengthened the province-level Damage Assessment and Compensation Commissions. Stakeholder consultations confirm a more efficient processing of claims for damage compensation. Capacity building measures were supported with the development and introduction of concrete instruments (such as the 'Valuation Matrix' for assessing displacement damages or the web portal disseminating guidance on IDP issues), the establishment of new structures (Provincial Monitoring Committee in Van to oversee implementation), and targeted strategies and action plans. There are good prospects for sustainability as interventions are embedded within a pre-existing policy and legal framework (i.e., the government's 'Return to Village and Rehabilitation Programme'/Law 5233 on 'Compensation of losses resulting from terrorist acts and the measures taken against terrorism' enacted in 2004).

#### 4.1.2.3 Horizontal and cross-cutting issues

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

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

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

There is also strong evidence of UNDP building partnerships with national partners and Turkey's bilateral (e.g., the EU Member States' development cooperation agencies) and multilateral partners (mainly EC and other UN agencies). Turkish government funding has been registered for eight of the 30 projects in the focus area, while bilateral and multilateral funding has been identified for nine and three projects respectively (not including UNDP funding).<sup>48</sup> Private-sector partnerships are less developed than in the other

focus areas of poverty reduction and environment and sustainable development, which can be explained by the politically sensitive nature of some of the interventions. Private-sector funding has been registered for two projects. Noteworthy, in particular, are the successful partnerships focusing on youth issues such as the NHDR, e-inclusion and Mediterranean Youth Movement.

#### Summary of main findings

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

Overall, the area of democratic governance is characterized by a strong focus on vulnerable groups and successful advocacy work.

## 4.2 POVERTY REDUCTION

### 4.2.1 INTRODUCTION TO THE FOCUS AREA

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

The three expected outcomes for the focus area are set out in the CPAP:

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

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

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

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

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

The UNDP focus area of poverty reduction includes 46 projects for 2004-2009 with a budget of some \$58.9 million (approved budget 2004-2008).<sup>49</sup> ‘Action and advocacy for poverty reduction’ accounts for the largest share with some 74 percent of the budget, followed by implementation support with 22 percent, and ‘Engaging the private sector’ with under 4 percent. The project portfolio is characterized by comparatively small to medium interventions, with 74 percent of the projects having a budget of less than \$1 million. These include preparatory assistance initiatives preparing the ground for larger scale projects which by nature are pilot and of rather small size. The four project implementation support interventions stand out for their significant budgets of between \$1.3 million and \$4.5 million (of approved total for 2004-2008).

## 4.2.2 ASSESSMENT OF THE FOCUS AREA

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

It is difficult to quantify the extent of UNDP’s contribution to Turkey’s poverty reduction development results. The related CPAP indicators either fail to support such an assessment or were not used by the country office, and interventions were not evaluated. It is noteworthy that policy advice only accounts for a small share of the focus area of poverty reduction. Projects with a primary focus on providing policy advice at central or local level and directly related to the Millennium Development Goals account for about 10 percent of the focus area’s approved budget for 2004-2008.<sup>50</sup> The limited financial volume of UNDP’s poverty reduction work in relation to the country’s challenges makes it difficult to directly link development results to UNDP work in the area. However, there is evidence that UNDP has contributed to developing Turkey’s poverty reduction policy through a dual approach of combining policy work at the central level with the implementation of poverty reduction projects at regional and local level (the latter aspect is mainly addressed under section 4.2.2.2).

#### Focus on pro-poor policy

Working with the General Directorate of Social Assistance and Solidarity (‘National communities in practice for poverty’), UNDP contributed to a stronger awareness for the urgent reform required in the area of social assistance. This has mainly been achieved by mobilizing practitioners and facilitating cooperation among the different organizations working in the area of social assistance (e.g., establishment of new participatory coordination instruments to coordinate the activities of the 931 Social Assistance Foundations at the province and district levels).

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

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

Discussions initiated by the project contributed to the establishment of the SPO's social assistance database, tracking delivery and preventing duplication, and also provided inputs for the General Directorate of Social Assistance and Solidarity's 'Strategic Plan for 2009-2013'.<sup>51</sup> However, the modest project budget of \$124,000 and absorption rate of 84 percent have prevented stronger national engagement, and have therefore failed to lead to the desired institutionalization of coordination between the government and civil society actors.

### **Focus on microfinance**

In 2005, the Turkish government asked UNDP to support activities in the framework of the 2005 International Year of Microfinance, such as the establishment of the National Committee for Microcredit in line with UN Resolution A/58/488. Subsequent UNDP activities were delivered in the framework of two interventions: Microfinance Sector Development and Downscaling Microfinance. The two interventions' total approved budget for 2004-2008 amounts to \$385,000, i.e., 0.65 percent of the focus area's budget for 2004-2008.<sup>52</sup> Activities have included substantial research, including a joint assessment with the United Nations Capital Development Fund (UNCDF) and a Microfinance Demand Analysis, as well as the preparation of an Action Plan for Microfinance in Turkey (2005) and a pilot application with two private banks. While UNDP has been successful in increasing awareness on using microfinance for poverty reduction, the forums established for the Year of Microfinance were not maintained after the support ended (for instance, the web-based Microfinance Information Service is no longer operational), and the intended policy and legal

reforms in the microfinance sector have not been realized. The microcredit pilot initiative in cooperation with two Turkish private banks (Yapı Kredi Bankası and Türk Ekonomi Bankası) has yet to demonstrate its effectiveness. The contribution of \$50,000 per bank showed interest, but mergers/acquisitions and the financial crisis led the banks to suspend their activities.

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

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

CPAP outcome indicators focus on employment (increase in women employment, SME and public-private partnership employment) and agricultural investments. Country office follow-up on the CPAP indicators has not been systematic. However, the evaluation team's own research shows overall positive development results. Women employment, for instance, has increased from 19 percent in 2004 to 25 percent in 2006. UNDP's 'flagship' projects GAP-GIDEM and LEAP (multiple-phase regional development initiatives in South-Eastern and Eastern Anatolia) and related interventions have contributed to these development results by strengthening private-sector capacity, leading to significant job creation. It is noteworthy that capacity-building initiatives have been delivered

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

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

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

with a strong emphasis on sustainability, focusing in particular on establishing linkages between capacity building and the markets (e.g., training on handicraft production while opening local and national markets for selling the products). However, while available evidence suggests that created jobs have been successfully sustained,<sup>53</sup> the business development structures established under these regional development initiatives have only experienced limited sustainability. Considering these limitations, the Turkish partners have questioned the balance between UNDP's work in the area of policy advice on poverty reduction at the central and local level and project implementation (i.e., noting UNDP's stronger involvement in project-level work than in policy work). While a stronger emphasis on policy advice appears desirable, a continuation of project implementation is strongly recommended, mainly due to the experimentation effects inherent in the regional development initiatives. For example, while the GAP business development offices have not been sustained, they have set a model for the sustainable EU-Turkey Business Centres (ABIGEM)<sup>54</sup> as well as the recently established Regional Development Agencies.

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

UNDP has supported the above-mentioned GAP GIDEM project (Business Development Centres in four provinces in South-Eastern Anatolia) during 2002-2007, building on support initiated in 1997. Focusing on SMEs, a wide range of generic and sector-specific capacity building activities have been delivered. In terms of development results, this led to the creation of some 2,000 SME jobs as well as a 5-10 percent export increase for GAP-GIDEM clients. According to the project's impact assessment, some €10 have been generated per €1 spent, and by 2007, direct and indirect investments amounted to €27.6 million. However,

as noted above, the four Business Centres did not prove sustainable when project funding ended, as the local Chambers of Commerce failed to integrate and maintain them. Despite UNDP's significant efforts to ensure sustainability, local ownership has been insufficient to mobilize stronger support for a continuation of the business development services. Finally, the main contribution to policy development has been the project's instrumental role in shaping government policy in support of competitiveness in South-Eastern Anatolia (e.g., contributions to the GAP Master Plan, the GAP Action Plan and the Action Plan for Regional Disparities).

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

LEAP (Linking Eastern Anatolia to Progress) has been supported during 2001-2006,<sup>55</sup> and focused on developing human resource capacities in Eastern Anatolia in the areas of agriculture, entrepreneurship and tourism. Building on the experience with GAP-GIDEM, the project has been implemented in cooperation with SURKAL (Sustainable Rural and Urban Development Association), a local NGO, and Atatürk University in Erzurum. The project's evaluations have confirmed strong effectiveness in terms of raising awareness, for example, in relation to alternative income areas such as rural tourism or organic agriculture. It has also been efficacious in achieving development results in terms of building capacities of local target groups (e.g., 3,300 trainees under the LEAP agriculture component) and development actors (e.g., establishment of six 'District Development Councils', and improved coordination among local actors).<sup>56</sup> Finally, the project has contributed to shaping regional development policy through inputs to the Erzurum-Erzincan-Bayburt Regional Development Plan. However, sustainability has only been moderate. While some of the structures established under the project continue to contribute successfully to

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

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

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

regional development (e.g. ER-KADIN, the Erzurum Women Entrepreneurs' Association), others have ceased to operate. Out of the six District Development Councils established, two are no longer operational, and the remaining four have only developed limited activity since the end of UNDP support. It is noted, however, that many agricultural practices are still used by farmers, for example, in trout farming.

### **Focus on project implementation support**

The four project implementation support interventions—Ordu Giresun Project, 'MARA-Sivas Erzincan Development Project Phase I, Diyarbakir Batman Siirt Rural Development Project, and Sivas Erzincan Development Project Phase II—account for some 22 percent of the total approved budget for 2004-2008. Project implementation assistance is considered as one of the 'modalities' of delivering UNDP support, and generally consists of assisting Turkish ministries with the delivery of large multilateral funding instruments such as the World Bank, International Fund for Agricultural Development (IFAD), and the Organization of the Petroleum Exporting Countries Fund for International Development (OPEC-OFID) in thematic areas closely related to the main focus areas.<sup>57</sup> UNDP project implementation support typically includes financial management, procurement and recruitment services for ministries that either do not have sufficient capacities to deliver these tasks themselves or where domestic legislation would constrain efficiency (e.g., lengthy procurement procedures). With a view to ensuring sustainability, project implementation support integrates capacity development activities (including both, training to develop the ministry's

own delivery capacities, and training focusing on the final beneficiaries, e.g., farmers). The four project implementation support interventions in the focus area of poverty reduction support the Ministry of Agriculture and Rural Affairs (MARA) with the delivery of IFAD loans.<sup>58</sup> The evaluation team assessed the two phases of the Sivas Erzincan Development Project. There is no systematic monitoring and evaluation evidence to demonstrate effectiveness or sustainability to date, although an impact assessment is planned in 2010. The impact assessment should review the effectiveness of training delivered to final beneficiaries. Under the first phase of the Sivas Erzincan Development Project, for example, training for final beneficiaries accounts for a rather limited share of project implementation support. The total approved budget for 2004 to 2009 amounts to \$4.4 million, while the training budget accounts for about \$190,000, with only about 60 percent actually used. Some 75 farmers have received 3-12 day training in the areas of animal husbandry and apiculture, and project staff received procurement training. Considering one of the main justifications for project implementation support, i.e., efficient UNDP delivery of support, it appears that there have been serious efficiency issues, such as slow recruitment of project staff, high staff fluctuation, and inefficient corporate procurement procedures,<sup>59</sup> leading to several procurement cancellations with negative implications for undertaking activities within short agricultural seasons.<sup>60</sup> UNDP is therefore advised to review its corporate procurement procedures or to adjust project timelines (at design stage) to accommodate the UNDP corporate procurement's time requirements.

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

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

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

<sup>60</sup> Out of the total planned 46 procurements (Phase 1), 13 were not realized. UNDP country office letter to the Assessment of Development Results team of 8 September 2009.

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

The thematic area of ‘Engaging the Private Sector’ accounts for about 3.6 percent of the poverty reduction focus area’s total approved budget for 2004–2008 (\$2.1 million allocated across 11 interventions). The Assessment of Development Results has specifically focused on the issues of microfinance and corporate social responsibility.

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

#### Focus on Corporate Social Responsibility

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

#### 4.2.2.4 Horizontal and cross-cutting issues

UNDP support in poverty reduction integrates a strong focus on vulnerable groups, with most interventions centred on Turkey’s least developed provinces. Some 13 percent of the focus area interventions specifically target a single vulnerable group (mainly young people and women),<sup>61</sup> and the selection of target groups and geographic areas of intervention is clearly guided by needs (e.g., the selection of target provinces for the regional development initiatives).

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

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

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

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

### Summary of main findings

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

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

## 4.3 ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

### 4.3.1 INTRODUCTION TO THE FOCUS AREA

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

UNDP support in this focus area concentrates on seven priority thematic areas, namely, sustainable development, water governance, energy, land management, biodiversity, chemicals<sup>63</sup> and climate change. The two expected outcomes for the focus area are set out in the CPAP, i.e., 'The conservation and sustainable use of natural resources is strengthened' and 'Access to sustainable energy services is increased'. These outcomes are to be measured with the help of 27 indicators. The latter focus on the areas of sustainable development, climate change, biodiversity, the adoption of the EU

environmental acquis and related implementation issues as well as renewable energies and energy efficiency. The quality of the CPAP indicators is general, characterized by vague indicators and confusion between outputs and outcomes. It is noteworthy that there has been limited country office effort to monitor developments through, for example, surveys. The focus area includes 34 projects for 2004-2009 with a budget of some \$13.3 million (approved budget 2004-2008).<sup>64</sup> Biodiversity accounts for the largest share with some 59 percent, followed by 'other'—general environmental/sustainable development policy initiatives, disaster prevention, etc.—with 21 percent, water with 11 percent, and climate change with 8 percent. Energy efficiency and renewables appear to emerge as a new strength. While budget figures are not yet registered in the ATLAS/SNAPSHOT system, programmed interventions account for over \$9 million.

### 4.3.2 FOCUS AREA ASSESSMENT

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

The CPAP outcome 'The conservation and sustainable use of natural resources is strengthened' is formulated in a rather general way. In principle, all projects in the focus area can be related to this outcome. However, the related CPAP indicators focus more clearly on issues such as sustainable development, climate change, biodiversity, the adoption of the EU environmental acquis and related implementation. The Assessment of Development Results has specifically focused on the issues of climate change, biodiversity and water resources.

Support under this CPAP outcome is highly relevant to national priorities such as EU accession. UNDP support has been effective in contributing to development results by supporting the establishment of an institutional and policy framework conducive to improved environmental

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

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

performance. Moreover, UNDP's capacity to engage the private sector in environmental initiatives is considered of substantial added value.

### **Focus on climate change**

Climate change accounts for a significant share of UNDP's environment and sustainable development focus area. There are six interventions with a total approved budget for 2004-2008 of \$1.1 million or about 8.3 percent of the total focus area.<sup>65</sup> UNDP's contributions to Turkey's climate change policy date back to 2004 when the country ratified the United Nations Framework Convention on Climate Change (UNFCCC). Since then, there has been a continuity of support under Capacity Building for Climate Change Management, which includes support for Post-Kyoto Negotiations with special private and governmental partners' involvement and the establishment of the Voluntary Carbon Market Mechanisms. The National Climate Change Strategy was completed in 2009 with the help of UNDP. The National Climate Change Action Plan (NCCAP) and National Climate Change Adaptation Strategy are scheduled to be completed by 2012. Since Turkey's UNFCCC ratification, UNDP has made a substantial contribution to increasing awareness on climate change issues within the government, NGOs and the private sector and to establishing the institutional and policy framework to promote climate change interventions. For instance, UNDP support has been instrumental in preparing Turkey's First National Communication on Climate Change in 2007. (At the time, Turkey had not ratified the Kyoto Protocol, though most other signatories had already prepared their Fourth National Communication).<sup>66</sup> Moreover, UNDP support has contributed to introducing relevant technical and methodological expertise and provided several trainings on negotiation techniques and Green House Gas Inventory (e.g., measurement of greenhouse gas emissions or application of

systems approach to climate change). Current support is expected to further strengthen the climate change policy framework, for instance, by preparing the National Climate Change Action Plan and National Climate Change Adaptation Strategy. One of the most significant outputs of the First National Communication to UNFCCC, is the inclusion of the NCCAP into the 9th Development Plan.

### **Focus on biodiversity**

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

### **Focus on water resources**

Water accounts for a significant share of UNDP's environment and sustainable development focus area. There are ten interventions with a total approved budget for 2004-2008 of

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

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

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

\$1.5 million or about 11.1 percent of the total focus area.<sup>68</sup> The evaluation team has found evidence confirming UNDP's contribution to increased awareness on water issues, leading to first examples of more sustainable use of water resources. For example, the ongoing UNDP initiative 'Every Drop Matters' has provided support for improving water supply in the village of Tekke Kuyumcu. Suffering from limited access to drinking water, the village has seen the introduction of an innovative roof-top water harvesting system, which has had an immediate impact by providing sustainable access to water resources. Villagers no longer need to collect drinking water from faraway sources. Sustainability is supported by only using local materials and by training the villagers on the establishment of the water collection systems. The initiative has also motivated neighbouring towns to replicate these sustainable water-use approaches.

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

The CPAP Outcome of 'Access to sustainable energy services is increased' accounts for only 0.4 percent of the focus area's total approved budget for 2004-2008. However, a significant increase is projected as of 2009 with several major interventions about to start, including Energy Efficiency for Appliances (\$2.74 million), Energy Efficiency in Building (\$2.6 million) and Energy Efficiency for Industry (\$5.9 million).

Turkey has experienced limited progress with regard to the thematic area of energy services, for example, in diversification of energy sources and liberalization of energy markets. UNDP support meets national priorities to guarantee sustainable access to energy services while easing pressure on the environment by, among other things, reducing industry's high-energy intensity and promoting renewable energies.

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

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

UNDP support in the focus area of environment and sustainable development does not exclusively focus on Turkey's least developed regions though some of the biodiversity interventions are implemented in less developed areas such as the Black Sea region. There is, however, a conscious effort in raising awareness of the linkages between the environment and poverty, for instance, by clarifying the impact of environmental degradation on the MDGs.

During the 2004-2008 period, gender mainstreaming has not been very evident across the target area. However, the inclusion of a gender component under the intervention 'Enhancing the Capacity of Turkey to Adapt to Climate Change', initiated in 2008, is evidence of change in this focus area.

There is evidence of strong advocacy work supporting the effectiveness of project interventions. Significant advocacy work has surrounded UNDP's climate change and sustainable development interventions, with senior-level exchanges and conferences to support awareness and mobilize political and private-sector support for parallel project implementation. For example, a panel on the impact of climate change was convened on 22 November 2005 with interventions by Turkey's Minister for

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

Environment and Forestry, the UNDP Resident Representative, and industry representatives. ‘Sustainable Development Days’ were organized with the participation of the Deputy Prime Minister, the UN Resident Coordinator and the EC Delegation on 18 and 19 March 2008. UNDP participated in the World Environment Day celebrations in Turkey, which was organized as the final event of the project focusing on integration of sustainable development policies into sectoral policies.

Across the focus area, there is evidence of UNDP building partnerships with national partners, Turkey’s bilateral (e.g. the EU Member States development cooperation agencies), and multilateral partners (mainly the EC, and UN agencies). Turkish government funding has been registered for four of the 34 projects in the focus area, bilateral funding for three, and multilateral

funding has been identified for 11 projects (not including UNDP funding).<sup>69</sup> Private-sector partnerships are very well developed, with a particularly strong involvement in the thematic areas of water, organic farming, land degradation, renewable energy and biodiversity. Private-sector funding has been registered for 14 out of 34 projects. Particularly noteworthy is the strong involvement of Coca-Cola and the Baku Tbilisi Ceyhan Pipeline Company.

#### 4.4. HORIZONTAL FACTORS AND CROSS-CUTTING ISSUES

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

##### Summary of main findings

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

##### 4.4.1 FOCUS ON SOCIAL EQUITY

The focus area of poverty reduction has made an important contribution to improving social equity by directly targeting the most needy population segments. Some 41 percent of all projects directly target one of Turkey’s most vulnerable groups, including women (10 percent) or young people (11 percent). There has also been a focus on selecting Turkey’s least developed provinces for the implementation of project activity. Some 24 percent of all projects directly target Turkey’s least developed regions in the form of regional development initiatives.<sup>71</sup> Similarly, there have been strong efforts to ensure that projects in the focus area of democratic governance contribute to social equity, with significant achievements in the areas of local government. This has been endeavoured through the establishment of participatory mechanisms involving women, young people and the disabled and internally displaced persons. In the focus area of the

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

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

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

environment, interventions on climate change or biodiversity might not directly work with disadvantaged groups. These interventions are clearly conducted on the basis of alleviating the particularly severe impact of environmental degradation on poor people. There appears to be further potential for strengthening UNDP's contribution to social equity in the thematic area of private sector partnership and the recent stronger focus on Turkey's less developed regions should be pursued. This shift could be supported by establishing a stronger presence in one of the emerging business capitals in Turkey's Eastern regions, while maintaining a presence in Istanbul for liaison purposes.

#### **4.4.2 FOCUS ON GENDER MAINSTREAMING**

During the period under review, the country office has addressed gender issues via projects specifically targeting women (in the focus areas of democratic governance and poverty reduction) as well as via the mainstreaming of gender issues across all focus areas. While the projects specifically targeting women have made a contribution to development results (for example, women in politics), the most effective contribution has been the promotion of the concept of gender mainstreaming. There is strong evidence of gender mainstreaming within the focus areas of democratic governance (e.g., Local Agenda 21) and poverty reduction (e.g., in the regional development initiatives GAP-GIDEM or LEAP). However, it appears that gender mainstreaming has only recently been introduced in the focus area of environment and sustainable development. The focus on gender mainstreaming is in line with Turkey's National Action Plan on Gender Equality and wider national development planning, as the earlier plans' specific chapters on women have

been substituted by integrating gender elements across a range of sectoral issues, such as access to health, education, employment in the 9th National Development Plan. UNDP has assisted this approach through strong advocacy work, and specific support for the recently established Parliamentary Gender Equality Commission is foreseen. There has also been a particular focus on promoting the concept of gender mainstreaming within civil society. This has contributed to stronger NGO capacities, for example, with respect to the NGOs' advocacy work targeting government. Considering UNDP's significant added value in the area of gender, there is limited cooperation with the EC on this issue. (The EC is the largest donor in Turkey, while its attention to gender mainstreaming in the country is not very developed.<sup>72</sup>) This can be considered a missed opportunity. Indeed, the gender thematic working group involving the EC has only been established in 2008, despite a recommendation on this issue in the 2004 Assessment of Development Results.<sup>73</sup>

To strengthen systematic monitoring of gender mainstreaming, the country office has recently established a new monitoring tool to verify gender considerations across all focus areas and at all stages of project development and implementation.

#### **4.4.3 SOUTH-SOUTH COOPERATION**

The evaluation team has found limited evidence of South-South cooperation as a horizontal approach across all focus areas. Discussions with UNDP's Turkish partners have revealed that there is significant potential for South-South cooperation especially with LDCs but as well with other upper-middle-income economies facing similar challenges in the environmental and poverty reduction focus areas as well as with regard to gender (e.g., addressing regional

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<sup>72</sup> Note, however, the increasing attention to gender issues, e.g. the European Commission's National Programme for Turkey under the IPA-Transition Assistance and Institution Building Component for the Year 2008 foresees support for promoting gender equality in the work place.

<sup>73</sup> Note the Assessment of Development Results 2004 recommendation on coordination with other international agencies, page 54.

disparities in the light of the current economic crisis, dealing with the pressure of economic growth on the environment etc.). This approach would also respond to the considerations on 'East-East cooperation' as outlined in the recent RBEC strategy.<sup>74</sup>

#### 4.4.4 TURKEY AS AN EMERGENT DONOR

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

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

#### 4.4.5 FOCUS ON ADVOCACY

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

#### Summary of main findings

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

#### 4.4.6 OBSERVATIONS ON COUNTRY PROGRAMME MANAGEMENT

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

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

<sup>74</sup> UNDP, A strategy for RBEC from 2008 to 2011, January 2009.

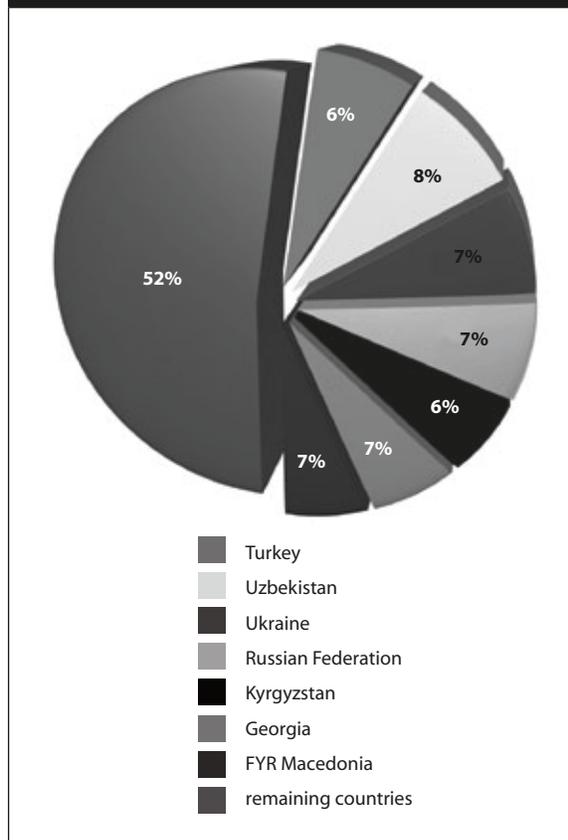
In compliance with the 2006–2010 country office Evaluation Plan, in-depth evaluations carried out in the framework of a specific project continue to be an exception. Evaluations and follow-up projects are generally not based on systematic evaluation of previous project phases.<sup>75</sup> Furthermore, two planned outcome evaluations (environment and democratic governance) were postponed to 2010. However, an UNDAF mid-term review was conducted in 2008, serving as mid-term review of the Country Programme Document, and an outcome evaluation on poverty reduction was launched in September 2009. The country office planned to conduct the environment outcome evaluation only towards the end of 2009, and the democratic governance evaluation in early 2010, which means that the team could not benefit from them. The country office explained the postponement of the two evaluations saying the longer time span between supported activities and the development of outcomes would allow for a more comprehensive assessment.

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

The country office has been effective in terms of drawing on expertise within UNDP headquarters and the Bratislava Regional Centre. The country office has regularly sought advice for the development of its programme components and focus areas (e.g., for the development of the thematic area of climate change and justice), as well as in preparation for senior level exchanges with the Turkish government. For example in 2008, the

RBEC provided 251 days of expert support to the Turkey country office. During the period 2004–2008, the Turkey office was the RBEC’s sixth most important country office client (total of 658 RBEC expert days or some 6.4 percent of total RBEC country office support). This focused mainly on programming and project identification in the focus areas of environment (mainly biodiversity and climate change) and democratic governance (mainly the justice sector), while only limited support focused on poverty reduction.<sup>76</sup>

**Figure 17. RBEC support to country offices in Europe and the CIS (percentage of total RBEC support for CO, showing only CO that account for over 6% of total support)**



<sup>75</sup> There are a few notable exceptions. The GAP GIDEM impact evaluation can be considered an example of best practice as similarly detailed impact evaluation efforts are not even undertaken for the far larger EC regional development interventions in Turkey (UNDP, Economic Impact Assessment of GIDEM Project, July 2007).

<sup>76</sup> Data for 2009 confirms the 2008 trends, with strong demand for RBEC support for democratic governance and environment and less for poverty reduction. All data facilitated by RBEC on 18 September 2009.



## Chapter 5

# UNDP STRATEGIC POSITIONING

This chapter introduces UNDP strategic positioning in middle-income economies, and then focuses on a series of strategic issues, including responsiveness, partnerships and coordination. While the Assessment of Development Results' main strategic recommendations are presented in Chapter 6, more specific focus area or project-related and other punctual recommendations are included in this chapter (underlined text).

### 5.1 UNDP STRATEGIC ROLE

As noted in section 2.1.2, Turkey ranks tenth among the group of 46 upper-middle-income economies (GNI per capita of \$9,340).<sup>77</sup> This has important UNDP programme design implications as assistance needs to be tailored according to different criteria and respond to different development challenges emanating from a low (GNI per capita of \$975 or less) or lower-middle-income economy (GNI per capita of \$976 to \$3855).<sup>78</sup>

There has been substantial discussion on UNDP assistance for upper-middle-income economies, including on the content and the form of assistance (for example, the UNDP MIC consultations in Bratislava in early 2009). With regard to the Europe and Community of Independent States (CIS) region, the approach has recently been set out in a RBEC strategy document.<sup>79</sup> Building on the identification of the middle-income economies' specific development challenges, RBEC support intends to focus on institutional development, the scaling up of poverty reduction and local governance

programmes, East-East cooperation, and 'to reinforce the UN's position as an honest broker'. The main focus areas of poverty reduction, democratic governance, and environment and sustainable development and a series of cross-cutting issues are confirmed, and the importance of partnerships with governments and multilateral partners, and coordination within the UN 'family' is highlighted.

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

However, the approach to assisting middle-income economies does not prescribe a specific sectoral focus within the wider focus areas. Indeed, the specific sectoral focus needs to be tailored to each individual country's specific development challenges. As already discussed in Chapter 4, it is with regard to the specific sectoral focus within the focus areas that UNDP's contribution to Turkey's development results is likely to benefit from additional focusing/concentration.

### 5.2 RELEVANCE AND RESPONSIVENESS

In the period under review, UNDP has been highly responsive to its Turkish partners' development needs. Stakeholders have emphasized

<sup>77</sup> GNI in current US dollars, World Bank data and statistics website, see <http://siteresources.worldbank.org/DATASTATISTICS/Resources/GNIPC.pdf> for GNI figures, accessed on 11 September 2009.

<sup>78</sup> <http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20420458~menuPK:64133156~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html>.

<sup>79</sup> UNDP, A strategy for RBEC from 2008 to 2001, updated in January 2009.

UNDP's flexibility in responding to new needs (including within ongoing projects), and this has been compared favourably with the performance of other multilateral or bilateral partners.

UNDP's Turkish and multilateral partners have specifically noted the organization's responsiveness to support development in politically sensitive areas. The Turkish and multilateral partners alike trust UNDP to deal with politically sensitive interventions, in particular, within the focus area of democratic governance. For example, the EC has signed technical cooperation agreements with UNDP in areas such as home affairs (e.g. civilian oversight over internal security), thus benefiting from UNDP's reputation for impartiality, and well established contacts with Turkish partners such as the Ministry of Interior.<sup>80</sup>

However, UNDP's strong responsiveness was, at times, also found to have a series of negative implications. There are examples of strong responsiveness having weakened thematic concentration within focus areas. This, in turn, has negatively affected UNDP country office staff resources on efficiency issues, and the organization's profile in Turkey. Some of the UNDP's interventions, while relevant to partner needs, appear less directly related to the current Country Programme Document and Country Programme Action Plan. This has particularly affected the focus area of democratic governance, though it is anticipated that these new areas of intervention such as access to justice would lead to substantial scaling and scoping up in the forthcoming programme cycle. However, there are also examples for the other focus areas.

Since 2002, for instance, UNDP has supported the Ministry of Foreign Affairs' service delivery through the use of information and communication technology. The first intervention 'Use of ICT for Increased Efficiency' was implemented during 2002-2007 (with a total approved budget for 2004-2008 of \$525,000), and the follow-up 'Enhancing Efficiency in MFA: e-Consulate' is scheduled for 2007-2010 (total approved budget for 2004-2008 of \$693,000).<sup>81</sup> This support is highly relevant to the Ministry of Foreign Affairs' needs, although it can be questioned to which extent it addresses the core of UNDP priorities with regard to democratic governance (in particular e-governance which is a crucial area for UNDP core activities). It needs to be recognized at the same time, however, that these interventions led to development of excellent rapport with the Ministry of Foreign Affairs as an important government counterpart partner.

In relation to responsiveness and thematic concentration, UNDP's emerging sub-focus area of justice, merits specific consideration.<sup>82</sup> While UNDP efforts in this area clearly respond to needs as conveyed by its Turkish partners, UNDP needs to consider the opportunity of developing this new cluster. Developments in the Turkish justice system are geared towards EU accession criteria. These requirements are mainly monitored by the EC and the Council of Europe (CoE). The latter two organizations have developed a substantial portfolio in this field (the current CoE project office portfolio amounts to some €10 million), and can facilitate access to relevant expertise (e.g. twinning with EU member state administrations, CoE in-house expertise) that is less readily available

<sup>80</sup> In the context of its programming documents, the European Commission frequently refers to UNDP's capability in politically sensitive areas. See, for example, the National Programme for Turkey under the IPA-Transition Assistance and Institution Building Component for the Year 2008. The added value of channelling funds via the UN system has been recognized in a recent evaluation of EC aid delivery via the UN. While the evaluation did not cover EU candidate countries such as Turkey, the findings appear valid for Turkey: 'The Commission indeed through its channelling benefited from a number of specific UN characteristics such as (...) privileged policy dialogue with government (...) the neutrality and legitimacy of the UN system'. See EC, Evaluation of Commission's external cooperation with partner countries through the organisations of the UN family, 2008, page iv.

<sup>81</sup> Database of UNDP Turkey projects as shown in ATLAS/SNAPSHOT system in August 2009. Note that earlier support was provided during 1998-2001: Strengthening for the Data Processing Centre of the MFA.

<sup>82</sup> The 2008 ROAR notes the formulation and establishment of a UNDP justice sector programme, page 2.

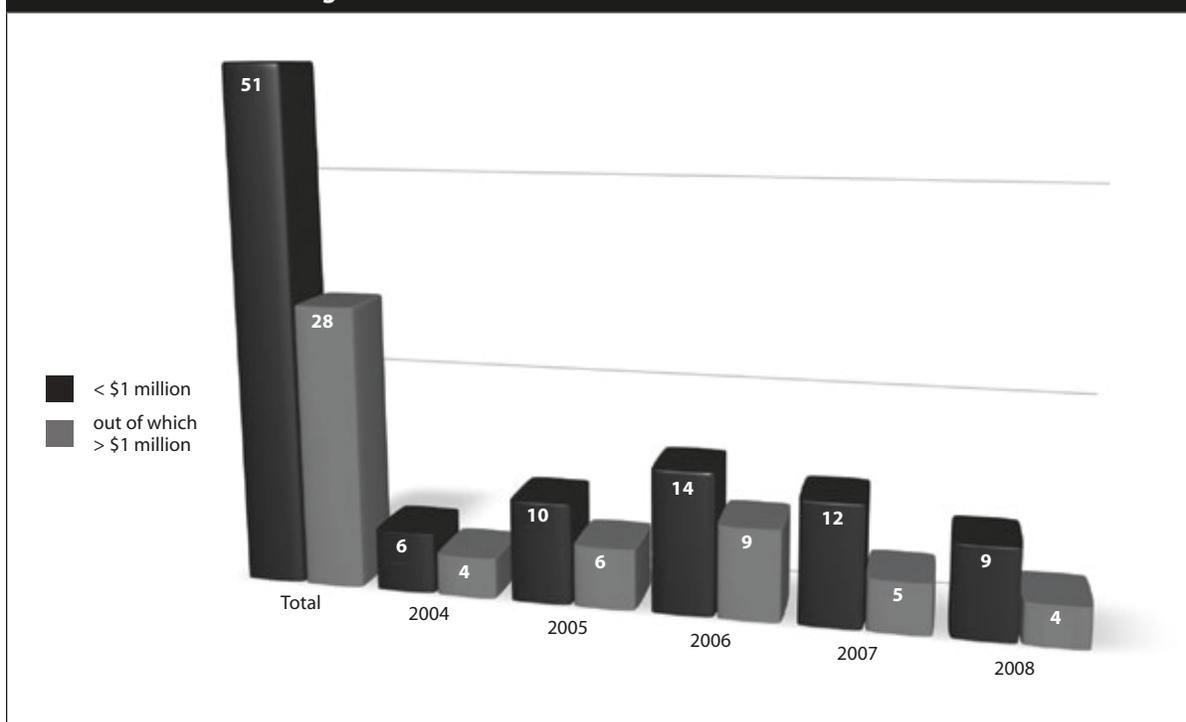
within UNDP.<sup>83</sup> To ensure genuine added value, UNDP is therefore advised to make a further development of this cluster subject to a joint review with the Ministry of Justice, and the multilateral and bilateral partners active in this area. The planned establishment of a thematic working group for the justice sector is likely to be welcomed by UNDP's partners as current coordination appears to be largely limited to the project level.

Responding to new needs or to needs that are less directly anchored within UNDP's main focus areas has also been found to put a burden on UNDP resources such as management capacity and relevant expertise to effectively address new needs. The Turkish and multilateral partners have noted efficiency issues such as slow mobilization of experts in the focus areas of democratic

governance and environment. Considering that UNDP's generally efficient project implementation performance has been a strong motivation for its partners to channel funds via the organization, efficiency issues can have negative implications for wider future cooperation. It is however contended that responsiveness to new needs has opened up vast areas of cooperation for more strategic and programmatic interventions which were hitherto-denied because of political sensitivities.

Moreover, as noted in Chapter 4, there are examples across all focus areas of responsiveness taking the form of relatively small interventions. However, the lack of critical mass has, at times, constrained effectiveness and sustainability. For instance, comparatively modest project budgets limit the scope of project activities and respective effects. Yet it should be mentioned that according

**Figure 18. Number of small to medium-scale interventions (budget <\$1 / <\$0.2 million) started during 2004-2008**



Source: ATLAS/Snapshot data, 5 October 2009

<sup>83</sup> The European Commission considers that the Council of Europe has a 'de facto monopoly' in relation to judiciary reform (including the organization of the judiciary, court management, etc). See, for example, the European Commission's National Programme for Turkey under the IPA-Transition Assistance and Institution Building Component for the Year 2008, page 3.

to the country office, a large part of the newly approved small-size projects are government funded, which is a demonstration of national engagement. The following figure shows that the number of small-scale interventions has decreased since 2006, and in 2008, small to medium-scale interventions are mainly developed in the focus area of democratic governance.<sup>84</sup>

Finally, widening the focus areas' thematic coverage has been found to affect the Turkish and multilateral partners' perception of UNDP's core competencies. The UNDP country office has an excellent reputation in its focus areas, and is considered to provide added value and outstanding expertise. Widening the focus areas would require additional capacity and ready access to corporate expertise to sustain UNDP ability to present added value over existing multilateral support. The country office is advised to make a deliberate choice before opting for the expansion of the focus areas.

### 5.3 PARTNERSHIPS

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

#### 5.3.1 GOVERNMENTAL PARTNERSHIPS

There are several examples where UNDP has been instrumental in building partnerships between different government partners, such as in integrating sustainable development into sectoral policies. The Turkish government partners have noted that UNDP's 'prestige' has facilitated pragmatic exchanges between different ministries and other public administrations that would have otherwise required lengthy and formal top-down

coordination. Moreover, UNDP has been effective in strengthening dialogue between government, NGOs, academia and the private sector. While the government is traditionally less open to involving civil society representatives in its activities, in particular in politically sensitive areas, working in the framework of a UNDP intervention has brought government and civil society representatives together (e.g., in the framework of monitoring structures established for the regional development initiatives). Finally, government partners have emphasized the efficiency of UNDP implementation. UNDP expert recruitment procedures, for instance, are generally faster than the government's own procedures.

UNDP's efforts to build strong partnerships with its Turkish government partners have contributed to the significant increase in government funding for UNDP's interventions in Turkey. Government funding has continuously increased between 2004 (\$5.3 million or 48 percent of the programme budget) and 2008 (\$14 million or 56 percent of the programme budget). However, figures for 2009 show a drop to \$10.5 million (some 46 percent of the programme budget for 2009).<sup>85</sup> Financial contribution from a Turkish government partner has been identified for 29 projects (26.4 percent of all projects).<sup>86</sup>

#### 5.3.2 PRIVATE-SECTOR PARTNERSHIPS

There is particularly strong evidence of UNDP successfully engaging the private sector, in particular, in the focus areas of poverty reduction and the environment and sustainable development. Government representatives have commented positively on these efforts, noted UNDP's international prestige as a strong motivational force for the private sector's involvement, and emphasized the significant potential for further private-sector engagement in such areas as climate change, ICT and corporate social responsibility. Private-sector

<sup>84</sup> Figures are taken from the database of UNDP Turkey projects as shown in ATLAS/SNAPSHOT as provided by the Evaluation Office on 5 October 2009.

<sup>85</sup> Snapshot data (budgets by donor/year).

<sup>86</sup> Database of UNDP Turkey projects as shown in ATLAS/SNAPSHOT system in August 2009 (this includes a total of 110 projects, mainly covering the period 2004 to 2009).

funding has continuously increased between 2004 (\$5,000 or 0.04 percent of the programme budget) and 2008 (\$2.9 million or 11.6 percent of the programme budget). However, figures for 2009 show a drop to \$2.2 million (some 9.4 percent of the programme budget for 2009).<sup>87</sup> Financial contribution from a private sector partner has been identified for 32 projects, representing 29 percent of all projects.<sup>88</sup>

### 5.3.3 MULTILATERAL PARTNERSHIPS

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

EC funding has increased significantly between 2004 (no contribution) and 2007 (\$9.3 million or 38.5 percent of the programme budget).<sup>89</sup> However, the contribution to the 2008 and 2009 budgets is significantly lower at 14.8 percent and 20.2 percent respectively. The EC has noted its appreciation of UNDP's role in facilitating support for politically sensitive projects, and the focus area of democratic governance has a strong potential for increasing UNDP-EC cooperation. Similarly, UNDP's partnership with EC in other areas such as environment and regional development will be based on principle of comparative advantage and not on public competitive procurement process. UNDP's role as a GEF implementing agency increased from \$6 million in 2004 to \$13 million by 2009 with an additional amount of \$5.9 million in 2010 within the GEF 4 replenishment period.

There has also been active cooperation with other UN agencies in areas supportive of UNDP focus areas such as climate change.

However, this represents a relatively small share in terms of contributions to the UNDP's programme budget (2.8 percent of UNDP's 2009 programme budget).

### 5.3.4 BILATERAL PARTNERSHIPS

UNDP's contribution to development results has also been supported through a more intensive cooperation with Turkey's bilateral partners. Cooperation is generally organized via the bilateral partners' diplomatic representations or development cooperation agencies. After a continuous decrease in bilateral funding between 2004 (\$3.3 million) and 2007 (\$0.7 million), bilateral funding has increased to \$4.6 million for 2009 (some 20 percent of the programme budget for 2009).<sup>90</sup> The number of bilateral donors has increased from two in 2004 to seven in 2009. Financial contribution from a bilateral partner has been identified for 32 projects (29 percent of all projects).<sup>91</sup> Direct links (working relations at sectoral level) between the Turkish and bilateral partners have been developed beyond the lifetime of UNDP support, and the bilateral partners have noted that such relations would have been difficult to establish without UNDP brokerage. The sustainability of these partnerships is likely to benefit from working with bilateral partners that have a specific development cooperation or sectoral interest in cooperation with Turkey (e.g., Swedish development cooperation focuses on Turkey; Spain has a specific interest in Turkey in the framework of UNDP-Spain MDG achievement fund). Finally, an efficiency issue in relation to cooperation with the bilateral partners has been brought to the attention of the evaluation team, i.e., efficient implementation can be further facilitated by an early understanding of the legal requirements for cooperation between UNDP and the bilateral partners.

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

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

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

<sup>90</sup> Snapshot data (budgets by donor/year).

<sup>91</sup> Database of UNDP Turkey projects as shown in ATLAS/SNAPSHOT system in August 2009 (this includes a total of 110 projects, mainly covering the period 2004 to 2009).

## 5.4 COORDINATION

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

Government partners have provided very positive feedback on UNDP's coordination efforts at the project level. Coordination is considered highly efficient with direct and regular contacts between UNDP programme managers and their counterparts in government or within other partner organizations. However, coordination efforts have been less developed at the level of the focus areas or the wider UNDP programme in Turkey. Following a recommendation made by the previous Assessment of Development Results, the Country Programme Document for Turkey (2006–2010) (point 34) notes: 'the Government and UNDP will meet on an annual basis during the 2006–2010 programming period at a high level to review the impact of the programme'. While UNDP has organized annual meetings with the SPO and the Ministry of Foreign Affairs in 2007, 2008 and 2009, there have been discussions, although no annual review, of programme impacts (substantiated with monitoring data) in addition to the 2008 UNDAF mid-term review with government participation which included UNDP's mid-term review programme. Reporting to the Turkish government has been very much limited to the project level.

Moreover, it appears that an advisory structure established in 2003, the 'UNDP Turkey Advisory Board', has not been operational during the period under review.<sup>92</sup> Instead, UNDP has established thematic structures such as working groups or advisory boards on youth, gender, poverty reduction, HIV/AIDS and internally displaced persons. However, these have not been very active over the period under review or have only been established recently, and their membership (including World Bank, European Commission and non-governmental organizations) has been somewhat restricted. There are also plans for establishing thematic working groups for the focus areas of democratic governance and environment and sustainable development.<sup>93</sup> Considering weaknesses in donor coordination in Turkey, and donor 'crowding' in some thematic areas such environment or justice, the thematic working groups can make a substantial contribution to improving synergies between the development partners, and supporting the government's own coordination efforts.

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

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<sup>92</sup> See Assessment of Development Results 2004, page 28.

<sup>93</sup> For example, the Poverty Reduction Advisory Board only includes Turkish government and university representatives. However, there is no participation of other relevant UN agencies (e.g., ILO with regard to combating child labour) or other donors (e.g., the EC). It appears that the thematic working group on gender includes a wider range of representatives.

## Chapter 6

# CONCLUSIONS AND RECOMMENDATIONS AND TRANSFERRABLE LESSONS LEARNED

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

### 6.1 CONCLUSIONS

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

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

**Conclusion 2: UNDP assistance has effectively contributed to development results in Turkey. However, in some cases, it has been constrained by a lack of thematic concentration as a result of UNDP being too responsive and because**

**of comparatively small-scale UNDP support which is very much focused on pilot and preparatory assistance projects and complementary initiatives.**

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

As in other middle-income countries, UNDP support in Turkey is to some degree characterized by small- to medium-scale interventions with modest project budgets and short implementation periods. This has been explained with the intention to first test pilot initiatives before intervening on a larger scale (some are preparatory assistance projects and complementary initiatives) as well as UNDP focus on capacity development. The evaluation team found that this approach risks putting a burden on limited partner resources for project activities. It does, however, test the Government's commitment and can encourage greater national ownership in the

longer term. The Assessment of Development Results also notes that between 2006 and 2008, the number of small-scale projects has decreased.

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

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

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

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

UNDP has successfully addressed its constraints of limited core resources by brokering and

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

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

**Conclusion 4: Despite the strong 2004 Assessment of Development Results recommendations, the overall UNDP monitoring and evaluation practice remains weak; this hinders UNDP from doing justice to its generally effective contribution to development results.**

While the office has developed best practices for monitoring and evaluation (e.g., for the regional development initiatives), corporate UNDP monitoring and evaluation practices generally are less comprehensive than those adopted by other multilateral organizations such as the World Bank or the EC. This is largely explained by the lack of adequate funding for project monitoring and evaluation. The country office, for example, does not have a specialized monitoring and evaluation specialist. Weak monitoring and evaluation fails to do justice to UNDP's generally effective contribution to development results in Turkey. Thus, the many success stories cannot be substantiated with evidence from monitoring and evaluation, which threatens to constrain UNDP's partnerships with organizations with stronger monitoring and evaluation requirements.

## 6.2 RECOMMENDATIONS

Recommendations address the programming and the operational levels. It should be noted that this section focuses on more strategic recommendations. Specific focus area or project-related and other punctual recommendations have been made in Chapters 4 and 5 (underlined text).

### PROGRAMMING LEVEL

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

The emphasis on developing a more programmatic approach is not intended to limit UNDP responsiveness in areas not directly covered by the programmatic approach; however, such interventions should be limited to areas where there is clear mandate and added value to UNDP intervention and/or synergies with existing programmatic content. Considering the very strong presence of both multilateral and bilateral partners in the focus area of environment and sustainable development, UNDP's effectiveness in contributing to development results is likely to benefit from a stronger programmatic approach (e.g., with a focus on climate change, capacity development for climate resilient economy and eco-system and engaging the private sector to contribute to the conservation of biodiversity, the sustainable use of water resources, low emission economy and energy efficiency). Also, within the focus area of democratic governance, the development of the justice sector would require continued careful preparation and coordination with UNDP's partners in order to avoid duplication.

**Recommendation 2: UNDP country office should ensure balance between policy advice at the central level and project implementation work on the ground, guarantee stronger integration of social equity considerations at both programmatic and project levels, and pay greater attention to existing capacities regarding individual interventions.**

Within the focus areas, there should be a balance between policy advice at central level and project-level work on the ground. For example, the focus area of poverty reduction has benefited from a strong element of cross-fertilization between policy work and project-level implementation on the ground. It is important to maintain this balance across the board. Considering the increasing volume of EC interventions, such as the establishment and development of regional development agencies and business centres, UNDP can add value by intensifying cooperation with its Turkish partners at the central level to develop capacities for formulating and coordinating poverty reduction policy. Moreover, when selecting specific interventions, and following the example of the UNDP country office practice established with regard to gender mainstreaming, a similar practice for the consideration of social equity is likely to strengthen programming in line with UNDP's mission statement, and help avoid the inclusion of projects of less immediate relevance to the three focus areas. For example, considering the country office's particularly successful engagement of the private sector in poverty reduction and environment and sustainable development, there might be further potential for strengthening such contribution by focusing activities more strongly on Turkey's least developed regions. The recent stronger focus on Turkey's less developed regions should be pursued. This shift could be supported by establishing a stronger presence in one of the emerging business capitals in Turkey's Eastern regions, while maintaining a presence in Istanbul for liaison purposes.

**Recommendation 3: Tangible outcomes, especially in politically sensitive areas, require resource-intensive and long-term interventions vis-à-vis budget and time lines. Therefore, UNDP, corporately, should consider financial and human-resource investments in these fields.**

UNDP engagement at a relevant level (to engage in policy dialogue with government partners) requires considerable capacity within the office and within the organization. Balance between

what UNDP corporately wants and what the organization needs at the country office has to be ensured; the country office standard model does not work in countries like Turkey. For example, it is noteworthy that the emerging thematic area of justice and internal affairs is sustained with limited expertise at the country office level. If it is decided to further consolidate this area, the country office is advised to not only continue using in-house senior-level expertise (made available mostly by the Regional Centre in Bratislava) but also invest in senior expertise to be based at the country office.

#### **OPERATIONAL LEVEL**

**Recommendation 4: UNDP country office should continue strengthening consultation and coordination mechanisms with both national and international partners.**

As recommended by the 2004 Assessment of Development Results, UNDP country office programming in the three focus areas would benefit from more in-depth annual consultations with the State Planning Organization and other relevant governmental, NGO, academic and private-sector partners. The existing senior-level annual review meetings could become a more substantive platform for providing feedback on planned future interventions and effectiveness of ongoing or completed interventions. Moreover, considering the presence of other multilateral partners in the thematic area of justice, the UNDP country office is advised to continue strengthening partner consultations with a view to ensuring synergies and avoiding overlaps (e.g., establishment of a thematic working group). Finally, during the evaluation consultations, the bilateral partners expressed a strong interest in receiving more systematic information on UNDP's interventions in Turkey. More regular briefings should be organized with the bilateral partners, in particular with those that have a specific development cooperation or sectoral interest in cooperation with Turkey and are therefore more likely to engage in longstanding cooperation with national partners.

**Recommendation 5: UNDP country office should continue its efforts in poverty reduction with a more widespread partnership with the private sector.**

UNDP has made an important contribution to improving social equity by directly targeting the most needy population segments (vulnerable groups and the least developed regions of the country). However, there appears to be a strong potential for strengthening UNDP's contribution to social equity in the thematic area of private sector partnership. Furthermore, UNDP has made a substantial contribution to the development results and to the governance structure for Global Compact in Turkey. UNDP should continue to facilitate and mobilize the private sector's role in corporate social responsibility in line with the Global Compact principles to achieve the MDGs.

**Recommendation 6: UNDP should continue combining its simultaneous efforts for gender mainstreaming and gender-specific project support along with strengthening cooperation among UN Agencies and investing in South-South cooperation.**

Turkey's General Directorate on the Status of Women is likely to benefit from additional assistance to strengthen mainstreaming coordination capacities, including on gender equality and women's empowerment. There is also potential for strengthened cooperation with other UN agencies, e.g., for the women's participation in local politics project, continue making use of UNFPA's experience on media issues in view of UNDP's own plans to instrumentalize the media for gender mainstreaming or UNDP's gender equality projects in poverty reduction which have the potential to yield more sustainable results should there be a cooperation with ILO in the field of decent work for women. In this sense, the gender thematic group could be strengthened to act as a "working group" to ensure complementarities between the different actors' interventions.

Moreover, now that the different Turkish actors are ready to move to a new stage in terms of institutional capacity development, UNDP could consider developing new gender-related initiatives and expanding existing initiatives, e.g. gender budgeting. Finally, considering Turkey's generally poor gender performance, there should be significant scope for South-South cooperation with other upper-middle-income economies with more successful gender experiences.

**Recommendation 7: UNDP should systematically develop sustainability and exit strategies.**

With growing partner capacities, and considering its own limited resources, UNDP is advised to address the issue of how institutions take ownership of development, how the results of the partnerships can be sustainable over time.

**Recommendation 8: Ensure systematic monitoring and consider a more systematic follow-up on agreed Assessment of Development Results recommendations.**

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

As noted throughout this report, there has been limited systematic follow-up on Assessment of Development Results 2004 recommendations validated by the subsequent country programme. To enhance the current evaluation effectiveness in contributing to UNDP accountability, follow-up should be integrated within the country office's annual reporting. Ultimately, UNDP should

be looking at national M&E systems and how UNDP may use those systems to assess whether UNDP is making a contribution.

## TRANSFERABLE LESSONS LEARNED

- UNDP has adopted a proactive and future-oriented partnership approach. UNDP country office has established itself as a reliable partner for the Turkish government and multilateral partners alike in dealing with politically sensitive interventions. UNDP is thus well positioned for dealing with development challenges stemming from the ongoing economic crisis as well as recent political initiatives. The RBEC might consider encouraging other country offices in the region considered to be less proactive or with difficulties in dealing with politically sensitive issues to organize an exchange of experience with the Turkey country office.
- Turkey, like some of the other upper-middle income economies, has well established national expertise in relation to UNDP's three focus areas. The UNDP country office has demonstrated its recognition of this expertise by focusing staff recruitment on national experts. This has contributed strongly to establishing relations of trust with government partners, and has facilitated the adaptation of UNDP approaches to country needs. As noted above, other country offices in the region might benefit from an exchange of experience with the Turkey country office on these aspects.
- UNDP has successfully embarked on seeking entry points in highly politically sensitive areas through small scale projects and interventions which with more strategic and programmatic framework approach could lead to substantial gains and impact through scaling up especially in the area of democratic governance and engagement of private sector.



# TERMS OF REFERENCE

## 1. INTRODUCTION

The Evaluation Office (EO) of the United Nations Development Programme (UNDP) conducts country evaluations called Assessments of Development Results to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level. Assessment of Development Results are carried out within the overall provisions contained in the UNDP Evaluation Policy.<sup>94</sup> The overall goals of an Assessment of Development Results are to:

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

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

## 2. BACKGROUND

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

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

In 2008, Turkey ranked 76th on the Human Development Index, an improvement from 84th place in 2005. While Turkey's overall progress towards meeting the Millennium Development Goals by 2015 is significant, there are serious social and economic regional and gender disparities. Incidences of poverty and inequalities are more prevalent in the eastern part of the country. Similarly, rural areas tend to be experiencing higher levels of poverty than urban centres. At the

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<sup>94</sup> <http://www.undp.org/eo/documents/Evaluation-Policy.pdf>.

national level, women have also been traditionally disadvantaged and excluded from economic opportunities and political empowerment.

In the past, environmental sustainability has received relatively little attention in Turkey although the rapid development, economic growth, industrialization and population increase place increasing stress on the vulnerable ecosystems of the country. Issues related to unsustainable exploitation of natural resources, energy instability, extensive air, water and land pollution, and inadequate waste management systems remain challenges. Forested areas are decreasing and erosion is a problem. Wetlands, protected areas and biodiversity are under pressure from urbanization, tourism and other developments. The 9th Development Plan recognizes that while environmental protection can be in the short run seen as a cost item, it enhances and makes competitiveness sustainable in the long run<sup>95</sup>.

UNDP has been implementing programmes in Turkey since the 1950s. The Country Cooperation Framework (2001-2005) was based on the national priorities expressed in the 8th Five-Year Development Plan for the same period. It was aimed to contribute to sustainable human development in two areas: (a) reduction of disparities, and (b) governance and decentralization. The previous Assessment of Development Results completed during the above period found that UNDP had contributed new ideas and agendas, built institutional capacity and achieved significant and lasting human development results in a number of areas.<sup>96</sup> While the evaluation concluded that UNDP continued to have a clear role to play in Turkey, the challenge was to focus on UNDP's comparative advantages, and to continue the new, action-oriented approach towards Turkey's EU accession and MDG agenda.

The current country programme (2006-2010) builds on the past lessons and aims to support the multiple social and economic reforms and national development priorities in line with the 9th Five-Year Development Plan (2007-2013)<sup>97</sup> and in support of UNDAF outcomes. The programme is designed around three key issues: (a) capacity development for democratic governance; (b) advocacy and action for poverty reduction; and (c) environment and sustainable development.

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

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

### **3. OBJECTIVES, SCOPE AND METHODOLOGY**

The objectives of the Assessment of Development Results in Turkey include:

- To provide an independent assessment of the progress or lack of, towards the expected outcomes envisaged in the UNDP programming documents. Where appropriate, the Assessment of Development Results will also highlight unexpected outcomes (positive or negative) and missed opportunities;

<sup>95</sup> 9th Development Plan, 2007-2013. T.R. Prime Ministry, State Planning Organization. (<http://ekutup.dpt.gov.tr/plan/ix/9developmentplan.pdf>).

<sup>96</sup> Assessment of Development Results—Turkey. UNDP Evaluation Office 2004. ([http://www.undp.org/eo/documents/ADR/ADR\\_Reports/ADR\\_Turkey.pdf](http://www.undp.org/eo/documents/ADR/ADR_Reports/ADR_Turkey.pdf))

<sup>97</sup> Op cit.

- To provide an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context;
- To present key findings, draw key lessons, and provide a set of clear and forward-looking options for the Regional Bureau for Europe and CIS (RBEC) and country office management to make adjustments in the current strategy and next country programme.

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

The overall methodology will be consistent with the Assessment of Development Results Guidelines prepared by the Evaluation Office (dated January 2009).<sup>98</sup> The evaluation will undertake a comprehensive review of the UNDP programme portfolio and activities during the period under review specifically examining UNDP's contribution to national development results. It will assess key results, specifically outcomes—anticipated and unanticipated, positive and negative, intentional and unintentional—and will cover UNDP assistance funded from both core and non-core resources.

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

## DEVELOPMENT RESULTS

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

Besides using the available information, the evaluation will document and analyse achievements against intended outcomes and linkages between activities, outputs and outcomes. The evaluation will qualify UNDP's contribution to outcomes with a reasonable degree of plausibility. A core set of criteria related to the design, management and implementation of its interventions in the country:

- **Effectiveness:** Did the UNDP programme accomplish its intended objectives and planned results? What are the strengths and weaknesses of the programme? What are the unexpected results? Should it continue in the same direction or should its main tenets be reviewed for the new cycle?
- **Efficiency:** How well did UNDP use its resources (human and financial) in achieving its contribution? What could be done to ensure a more efficient use of resources in the specific country/sub-regional context?

<sup>98</sup> <http://www.undp.org/eo/documents/ADR/framework/ADR-Guide-2009.pdf>

- **Sustainability:** Is UNDP's contribution sustainable? Are the development results achieved through UNDP contribution sustainable? Are the benefits of UNDP interventions sustained and owned by national stakeholders after the intervention is completed?

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

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

## STRATEGIC POSITIONING

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

selection of geographical areas of intervention guided by need?

- **Partnerships:** How has UNDP leveraged partnerships within the government, UN system as well as with national civil society and private sector?

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

The detailed areas of focus for the Assessment of Development Results are defined in Annex 2 to this ToR.

## 4. EVALUATION METHODS AND APPROACHES

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

### DATA COLLECTION

The evaluation will use a multiple method approach for data collection that include desk reviews, workshops, group and individual

interviews (at headquarters, regional and country level), project/field visits and surveys. The Assessment of Development Results will use triangulation as a central method, drawing information from multiple sources. Annex 3 to this ToR outlines proposed areas for project/programme visits in the field. These areas have been selected during the scoping mission in order to provide strategic coverage of UNDP programmatic activities and geographical areas of focus in Turkey.

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

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

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

## VALIDATION

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

## STAKEHOLDER PARTICIPATION

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

## EVALUATION QUESTIONS

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

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

## 5. EVALUATION PROCESS

The process, following the Assessment of Development Results Guidelines, can be divided in three phases, each including several steps.

### PHASE 1: PREPARATION

**Desk review**—Initially carried out by the Evaluation Office (identification, collection and mapping of relevant documentation and other data) and continued by the evaluation team. This will include general development related documentation related to the specific country

as well as a comprehensive overview of UNDP's programme over the period being examined.

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

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

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

- identify and collect further documentation;
- validate the mapping of the country programmes;
- get key stakeholder perspectives on key issues that should be examined;
- address logistics issues related to the main mission including timing;
- identify the appropriate set of data collection and analysis methods;
- address management issues related to the rest of the evaluation process;
- ensure the country office and key stakeholders understand the Assessment of Development Results objectives, methodology and process.

The scoping mission was carried out by the EO task manager. This ToR has been developed based on the findings of the scoping mission and stakeholder consultation<sup>99</sup>.

## PHASE 2: CONDUCTING ASSESSMENT OF DEVELOPMENT RESULTS AND DRAFTING EVALUATION REPORT

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

**Analysis and reporting**—The information collected will be analysed in the draft Assessment of Development Results report by the evaluation team within three weeks after the departure of the team from the country.

**Quality assurance**—Prior to the submission of the draft report to the country office and the regional bureau, it will be reviewed by two external development professionals, familiar with the Turkey context and evaluation methods and by select Evaluation Office staff. The report will be appropriately revised by the team leader after the review process.

**Review by the key stakeholders**—The draft report will be subject to factual corrections and views on interpretation by key clients (including the UNDP country office, RBEC, and government). The Evaluation Office will prepare an audit trail to show how these comments were taken into account. The team leader in close consultation with the Evaluation Office task manager shall finalize the report based on these final reviews.

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<sup>99</sup> The scoping mission was undertaken 23-27 February 2009 and a stakeholder workshop was held in the UN House in Ankara on 26 February 2009.

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

### PHASE 3: FOLLOW-UP

**Management response**—UNDP Associate Administrator will request relevant units (in the case of Assessment of Development Results, usually the relevant country office and regional

bureau) to jointly prepare a management response to the evaluation report. As a unit exercising oversight, the RBEC will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.

**Communication**—The Assessment of Development Results report and brief will be widely distributed in both hard and electronic versions. The evaluation report will be made available to UNDP Executive Board by the time of approving a new Country Programme Document<sup>100</sup>. It will be widely distributed in Turkey and at UNDP headquarters and copies will be sent to evaluation units of other international organizations as well as to evaluation societies and research institutions in the region. Furthermore, the evaluation report and the management response will be published on the UNDP website<sup>101</sup>.

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

Activity	Estimated Date
Collection and mapping of documentation by the research assistant	January-February 2009
EO's scoping mission to Ankara and Istanbul	23-27 February 2009
Full Assessment of Development Results terms of reference	22 April 2009
Selection of evaluation team and desk review	End of June 2009

The following are tentative:

Activity	Estimated Date
Inception report	Mid July
Main mission to Turkey	July – August 2009
Submission of 1st draft report	22 September 2009
Comments from EO and Advisory Panel	End September 2009
Submission of 2nd draft report	12 October 2009
Factual corrections from CO, RBEC, Government	October 2009
Issuance of final report	Mid November 2009
Stakeholder workshop	3 December 2009

<sup>100</sup> Planned for June 2010.

<sup>101</sup> [www.undp.org/eo/](http://www.undp.org/eo/).

## 6. MANAGEMENT ARRANGEMENTS

### UNDP

The Evaluation Office task manager will manage the evaluation and ensure coordination and liaison with the RBEC, other concerned units at headquarters level and at the Turkey country office. The Evaluation Office will also contract a research assistant to facilitate the initial desk review and a programme assistant to support logistical and administrative matters. The Evaluation Office will meet all costs directly related to the conduct of the Assessment of Development Results. These will include costs related to participation of the evaluation team, as well as the preliminary research and the issuance of the final evaluation report. The Evaluation Office will also cover costs of any stakeholder workshops as part of the evaluation.

### THE EVALUATION TEAM

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

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

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

The task manager of the Evaluation Office will support the team in designing the evaluation, will carry out the scoping mission and provide ongoing feedback for quality assurance during the preparation of the inception report and the final report.

The evaluation team will orient its work by United Nations Evaluation Group (UNEG) norms and standards for evaluation and will adhere to the ethical code of conduct<sup>102</sup>.

### THE TURKEY COUNTRY OFFICE

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

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<sup>102</sup> The UN Evaluation Group Guidelines (UNEG) Norms for Evaluation in the UN System and Standards for Evaluation in the UN System (April 2005).

## 7. EXPECTED OUTPUTS

The expected outputs from the evaluation team are:

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

The final report to be produced by the evaluation team will follow the following format:

- Executive Summary
- Chapter 1: Introduction
- Chapter 2: National context

- Chapter 3: The UN and UNDP in the country
- Chapter 4: UNDP's contribution to national development results
- Chapter 5: Crosscutting issues
- Chapter 6: Strategic positioning of the UNDP country programme
- Chapter 7: Conclusions and recommendations

Detailed outlines for the inception report, main evaluation report and evaluation brief will be provided to the evaluation team by the task manager.

The drafts and final version of the Assessment of Development Results report will be provided in English.

## TOR ANNEX 1: MAPPING OUTCOMES, RESULTS AREAS, PROJECT AND NON-PROJECT ACTIVITIES

CPAP Outcomes	Related Activities	Results Area(s)
1. Individual, collective and institutional capacity strengthened for participation at all levels of governance	<p>LA-21 - Strengthening local government</p> <p>Local Administration Reform (LAR) in Turkey</p> <p>Support to Judicial Reform in the Perspective of Organizational Administration</p> <p>Restorative Justice and Alternative Dispute Resolution</p> <p>Project for Inclusive Civic Engagement in Legislation Making in Turkey</p> <p>Civilian Oversight of Internal Security Services</p> <p>Enhancing Women's Participation</p> <p>Development of Mediation Practice</p> <p>LA21 Phase IV</p> <p>Local Administration Reform II</p> <p>Automation MFA - Enhancing Efficiency in the Foreign Ministry</p>	Democratic Governance
2. Mechanisms for implementation and monitoring human rights strengthened and reformed	<p>Mehmetcik</p> <p>Support to the Development of an Internally Displaced People (IDP) Programme</p> <p>Support to Human Rights Education of Inspectors of the Ministry of Interior</p> <p>Additional Component For the Development of IDP Programme</p>	Democratic Governance
3. MDG-based policy formulated and implemented at local and national levels	Localizing MDGs	Poverty Reduction and MDG Achievement
4. Urban and rural productivity and employment are increased	<p>ARIP</p> <p>TF - EU-SME</p> <p>LEAP - Linking Eastern Anatolia to Progress (LEAP) Phase II</p> <p>GAP Phase II</p> <p>Microfinance Sector Development</p> <p>National Communities of Practice/CoP Poverty</p> <p>PA-Project for Rural Development</p> <p>Coruh Tourism Development Project</p> <p>Integration Poverty in Utilisation</p> <p>Spain MDG Achievement Fund</p> <p>Swiss UNDP Youth Fund in Turkey</p> <p>Downscaling Microfinance</p> <p>Innovations for Women's Empowerment</p> <p>Competitiveness Agenda for the GAP Region</p> <p>MDGF-1928 Growth with Decent</p> <p>Industrial Restructuring in Sanliurfa</p> <p>MDG-F Employment</p> <p>Land Cadastre Project</p>	Poverty Reduction and MDG Achievement

**TOR ANNEX 1: MAPPING OUTCOMES, RESULTS AREAS, PROJECT AND NON-PROJECT ACTIVITIES** (continued)

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

## TOR ANNEX 2: FOCUS AREAS OF ASSESSMENT OF DEVELOPMENT RESULTS TURKEY

The annex is based on an analysis of UNDP's work in Turkey, the key programmes and non-programmatic areas, as defined during the scoping mission and validated in the stakeholder

workshop. It also defines the key crosscutting themes, approaches, partnerships, and additional roles and functions of UNDP that the Assessment of Development Results should pay attention to.

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

### ADDITIONAL CONSIDERATIONS FOR THE ASSESSMENT OF DEVELOPMENT RESULTS TO ADDRESS:

#### Crosscutting Themes

- Regional disparities
- Gender equality
- Vulnerable groups, including women and youth

#### Approaches

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

#### Partnerships

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

#### UNDP Additional Roles and Functions

- UN and donor coordination
- Project implementation support

### TOR ANNEX 3: GEOGRAPHICAL AREAS FOR FIELD VISITS

The Assessment of Development Results mission should consider covering all or most of the areas below in order to achieve strategic coverage of

the sample programme clusters identified during the scoping mission.

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



## Annex 2

# LIST OF PEOPLE MET

- Mehmet Abbasoglu, President, Board of Directors, GAP EkoDer – GAP Ecological Agricultural Development and Social Solidarity Association, Sanliurfa
- Mehmet Acikgoz, Regional Director, GAP – Republic of Turkey, Southeastern Anatolia Project Regional Development Administration, Sanliurfa
- Dr. Fikret Adaman, Bogazici University, Istanbul
- Halil Agah, Senior Rural Development Specialist, The World Bank Office, Ankara
- Meltem Ağduk, National Gender Coordinator, UNFPA Representation in Turkey, Ankara
- Doğan Akar, Project Director, Sivas Erzincan Development Project, Sivas
- Aziz Akgul-General Manager, Grameen-Turkey, Ankara
- Avni Aksoy, Head of Department, Ministry of Foreign Affairs, Department of Multilateral Economic Affairs, Ankara
- Seher Alacacı, Project Associate, UNDP Representation in Turkey, Ankara
- Serhan Alemdar, Local Project Officer, Council of Europe Project Office, Ankara
- Murat Alnıaçık, Agricultural Engineer, Sivas Erzincan Development Project, Sivas
- Şükran Altun, Manager, Multipurpose Community Centre (ÇATOM), Batman
- Molina Alvarez de Toledo, Cultural Attache, Embassy of Spain, Ankara
- Nihan Yenilmez Arpa, Expert, Ministry of Environment and Forestry, Ankara
- H. Mahmut Arslan, Assistant Planning Expert, State Planning Organization, General Directorate of Social Sectors and Coordination, Ankara
- Neriman Aşarsoylu, member of EVKAD, and participant in the training delivered in Adana under Enhancing Women's Participation in Politics and Decision Making, Adana
- İhsan Aslan, Provincial Director, Head of Projects and Statistics Department, Ministry of Agriculture and Rural Affairs, Sivas
- Gülşay Aslantepe, Director, ILO Country Office, Ankara
- Aygen Aytaç, External Relations and Human Development Report Coordinator, UNDP Representation in Turkey, Ankara
- Mahmood Ayub, Senior Adviser, UNDP Regional Bureau for Europe and the CIS, New York
- Yusuf Solmaz Balo, Deputy Director General, Ministry of Justice, General Directorate of Legislation, Ankara
- Dilek Baran, Executive Committee member, Young Executives and Businessmen Platform and Turkish Education Foundation, Istanbul
- Olçay Baş, Directorate General of Women's Status, Ankara
- Mehmet Emin Bayaslan, General Secretary, Sanliurfa Chamber of Commerce and Industry, Sanliurfa
- Berna Bayazit, Programme Associate, UNDP Representation in Turkey, Ankara

- Orhan Bilge, Social Assistance Expert,  
Social Assistance and Solidarity General  
Directorate, Ankara
- Sacit Bilici, Member of the Board and former  
chairman, Erzurum Chamber of Trade and  
Industry, Erzurum
- Boğaçan, Regional Project Manager, UNDP  
Representation in Turkey, Ankara
- Tolga Bölükbaşı, Middle East Technical  
University, Centre for European Studies,  
Ankara
- Cihan Bulmuş, Monitoring and Evaluation  
Expert, Sivas Erzincan Development  
Project, Sivas
- Melih Cadirci, KfW (German Government  
Bank for Reconstruction) Office, Turkey
- Türkan Çakar, President of Women Council,  
Şişli City Council, Local Agenda 21,  
Istanbul
- Cem Çakıroğlu, Baku-Tbilisi-Ceyhan Pipeline  
Company, Ankara
- Dr. Erol Cakmak, Former LEAP Programme  
Manager, Ataturk University, Department  
of Economics, Erzurum
- Erdal Çalikoğlu, Deputy General Manager,  
General Directorate of Electrical Power  
Resources and Research Administration,  
Ankara
- Halide Çaylan, UN Coordination Officer,  
UNDP Representation in Turkey, Ankara
- Blerta Cela, Programme Coordination  
Specialist, UNDP Gender Team, New York
- Ilyas Celikoglu, Department Head, State  
Planning Organization, Ankara
- Emre Çoban, Secretary General, Van City  
Council, Van
- Hasan Çoban, Rural Development Expert,  
Prime Ministry, Undersecretariat of State  
Planning Organization
- Zekiye Comakli, Chairman, ER-KADIN  
(Erzurum Entrepreneur Women  
Association), Erzurum
- Fazli Çorman, Deputy Permanent  
Representative, Permanent Mission of  
Turkey to the United Nations, New York
- Leyla Coskun, Deputy General Director,  
General Directorate on Women's Status,  
Ankara
- İhsan Ugur Delikanli, Regulations Department  
Head, Banking Regulation Supervision  
Agency, Ankara
- Orria Goni Delzangles, Programme Manager  
(Country Office focal point), UNDP  
Representation in Turkey, Ankara
- Rahmi Demir, President of the Board of  
Directors, Sustainable Rural and Urban  
Development Association, Ankara
- Sibel Demir, Rural Development Trainer,  
Sustainable Rural and Urban Development  
Association, Ankara
- Sirma Demir, expert, State Planning  
Organization, Ankara
- Murat Demirbük, agricultural engineer, Sivas  
Erzincan Development Project, Sivas
- Ozlem Demirel Cook, Embassy of the United  
Kingdom, Ankara
- Didem Demirkol, Coordinator, MEKSA  
Foundation – Vocational Training  
Foundation, Sanliurfa
- Özgür Deprem, Coordinator of Youth Council  
in Adana, and training participant
- Hamit Dogan, former Adiyaman Office  
Coordinator, GAP-GIDEM Project  
Management and Coordination Office,  
Sanliurfa
- Hansin Doğan, İstanbul Programme Manager,  
UNDP Representation in Turkey, İstanbul
- Rahmi Doğan, Head of Department, Ministry  
of Interior, Directorate General for  
Provincial Administrations, Ankara
- Nuri Duman, Assistant Planning Expert, State  
Planning Organization, General Directorate  
of Social Sectors and Coordination, Ankara

- Radiye Duran, beneficiary of Innovations for Women's Empowerment Project, Batman ÇATOM, Batman
- Burak Eldem, Project Administrator, UNDP Turkey–Diyarbakır Batman Siirt Project
- Sadun Emrealp, National Coordinator, United Cities and Local Governments Middle East & West Asia Section, Istanbul
- Ali Er, Finance and Procurement Expert, Sivas Erzincan Development Project, Sivas
- Erdal Ercins, agricultural engineer, Sivas Erzincan Development Project, Sivas
- Yücel Erduran, Project Officer, Technical Cooperation Department, Directorate General of Human Rights and Legal Affairs, Council of Europe Project Office, Ankara
- Idris Erkeksoy, Manager of the Adiyaman, Sanliurfa and Diyarbakir Region, KOSGEB (Small and Medium Enterprises Development Organization) Regional Office, Sanliurfa
- Tolga Ertogan, Economic and Social Development Department Head, GAP – Republic of Turkey, Southeastern Anatolia Project Regional Development Administration, Sanliurfa
- Aygül Fazlioglu, General Coordinator of Social and Human Development Sector, GAP RDA, Ankara
- Parviz Fartash, Coordinator, UNDP Regional Bureau for Europe and the CIS, New York
- Esra Ulukan Fettahoğlu, Programme Finance Associate, UNDP Representation in Turkey
- Ali Fidan, Head of Department, Ministry of Interior, General Directorate of Local Authorities, Ankara
- Rasim Firat, President, ESOB (Erzurum Chamber of Craftsmen and Tradesmen), Erzurum
- Fatma Gelir, Programme Associate, UNDP Representation in Turkey, Ankara
- Yadigar Gokalp, General Director of the Non-Contributory Payments Project Implementation Unit, Social Security Institution, Ankara
- Ulrika Richardson-Golinski, Acting Resident Representative, UNDP Representation in Turkey, Ankara
- Burçak Gorker, Cemal Kismir Turkish Economy Bank, Istanbul
- Adnan Gül, Director, Youth Services Department, Ministry of State, Ankara
- Dr. Songul Sallan Gul, Suleyman Demirel University, Isparta
- Deniz Gümüsel, Project Manager, UNFPA Representation in Turkey, Ankara
- Murat Gürsoy, Advisor, UNDP Representation in Turkey, Ankara
- M. Fatih Hacialibeyoğlu, agricultural engineer, Ministry of Agriculture and Rural Development, Ankara
- Peter Hafner, First Secretary, Economic and Social Affairs, Embassy of Switzerland, Ankara
- Naim Harputluoglu, Secretariat General, Adiyaman Chamber of Commerce, Adiyaman
- Silke Hollander, Practice Manager, UNDP Capacity Development Group, New York
- Muserref Husamoglu, junior planning expert, State Planning Organization, Ankara
- Nazmi Ilicali, President, Eastern Anatolian Agricultural Producers and Animal Breeders Union, Erzurum
- Şükran İlik, beneficiary of Innovations for Women's Empowerment Project, Batman ÇATOM, Batman
- Niyazi Ilter, Deputy Undersecretary, Ministry of Industry and Trade, Ankara
- Cecilia Bisgen Jansson, Second Secretary, Embassy of Sweden, Ankara

- Gordon Johnson, Practice Manager, UNDP Environment and Energy Group, Bureau for Development Policy, New York
- Sedat Kalem, Project Coordinator, WWF, Istanbul
- Hulusi Kantar, President, Stockbreeder Association (one of the project beneficiaries), Sivas
- Fatma Karakoc, Economic Development of Women Department Head, General Directorate of Women's Status, Ankara
- Mahmut Kardas, International Relations Department Head, Social Assistance and Solidarity General Directorate, Ankara
- Asoka Kasturiarchchi, Operations Policies and Processes Specialist, UNDP Capacity Development Group, New York
- Niyazi Kaya, General Directorate of Foundations (Vakıflar Genel Müdürlüğü), Ankara
- Hürriyet Keçeli, agricultural engineer, Ministry of Agriculture and Rural Development, Ankara
- Ali Rıza Kıl baz, EU Expert, Eskişehir Tepebaşı Municipality, Eskişehir
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- Alev Kulaç, Coordinator for City Council, Eskişehir Tepebaşı Municipality, Eskişehir
- İsmail Kumru, Secretary for City Council, Eskişehir Metropolitan Municipality, Eskişehir
- Kazım Kurt, President, City Council, Eskişehir Metropolitan Municipality, Eskişehir
- Tarık Kuşman, Director, Community Centre of Van Governorship, Van
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- Patrycja Özcan, Secretary for Political, Cultural and Press Affairs, Embassy of the Republic of Poland, Ankara
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- Dilek Öznur, Project Coordinator, EIE, Ankara
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- Cetin Sasa, Secretariat General, Mardin Chamber of Commerce, Mardin
- Keiko Sato, Lead Operations Officer, World Bank, Turkey Country Unit, Europe and Central Asia Region, Ankara
- Huriye Sayin, Acting Department Head, Social Assistance and Solidarity General Directorate, Ankara
- Manfred Schreiber, Embassy of Austria, Ankara
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- Mahmut Sevgi, General Manager, Former Project Manager for the Rural Development of LEAP Sustainable Rural and Urban Development Association, Erzurum
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- Huseyin Siseci, social assistance expert, Sivas Social Assistance and Solidarity Foundation, Sivas
- Fulya Somunkıranoğlu, Head of Department, Ministry of Environment and Forestry, Ankara
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- Özgür Tacer, Project Associate, UNDP Representation in Turkey, Ankara
- Sibel Tan, beneficiary of Innovations for Women's Empowerment Project, Batman ÇATOM, Batman
- Nurcihan Temur, Member of Advisory Board of Women Council in Adana, and training participant
- Mehmet C. Tiryaki, Project Officer, Technical Cooperation Department, Directorate General of Human Rights and Legal Affairs, Council of Europe Project Office, Ankara
- Aylin Tuncel, General Manager, Senay Cevik, Vice General Manager, Maya
- Ahmet Turhan, Governor of Batman, Batman Governorship, Batman
- Galip Tuncay Tutar, Head of Department, Ministry of Justice, Directorate General for Criminal Affairs, Ankara
- Ferda Ulutaş, Project Coordinator, TTGV, Ankara
- Atila Uras, Project Manager, UNDP Representation in Turkey, Ankara
- İlknur Üstün, Chairperson of KADER Ankara and Women's Coalition, Ankara
- Murat Uygun, Judge, Ministry of Justice, General Directorate of Legislation, Ankara
- Semiha Varol, Programme Support Associate, UNDP Representation in Turkey, Ankara
- Michael Vögele, First Secretary (Head of Section C - Financial Co-operation, Institution Building Civil Society), Delegation of the European Commission to Turkey, Ankara
- Guray Vural, Sector Manager, Microeconomics, Financial Services, Economic and Monetary Policy, Statistics, Delegation of the European Commission to Turkey, Ankara
- Jens Wandel, Director, UNDP, Europe and the CIS, Bratislava Regional Centre
- Don Wilson, Embassy of the UK, Ankara
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Ministry of Interior, General Directorate of  
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## Annex 4

# EVALUATION FRAMEWORK

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

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

Assessment of Development Results Question	Indicator	Data Collection Method	Data Sources/ Stakeholders to be interviewed
<b>Approaches</b>			
Capacity development: Does the UNDP intervention integrate a capacity development approach (in line with UNDP's 2008-2011 Strategic Plan)?	Volume of UNDP project and non-project interventions integrating capacity development	Desk research/ interviews	Project documentation/Stakeholders identified in Table 4 (Section 3.2)
Private-sector engagement: Does the UNDP intervention integrate private sector engagement?	Volume of UNDP project and non-project interventions integrating private-sector engagement	Desk research/ interviews	Project documentation/Stakeholders identified in Table 4 (Section 3.2)
Gender mainstreaming: Does the UNDP intervention integrate gender mainstreaming?	Volume of UNDP project and non-project interventions integrating gender mainstreaming	Desk research/ interviews	Project documentation/Stakeholders identified in Table 4 (Section 3.2)
South-South cooperation: Does the UNDP intervention integrate elements of South-South cooperation?	Volume of UNDP project and non-project interventions integrating South-South cooperation	Desk research/ interviews	Project documentation/Stakeholders identified in Table 4 (Section 3.2)
Advocacy: Does the UNDP intervention integrate elements of advocacy/ is the intervention integrated in wider UNDP advocacy work?	Volume of UNDP project and non-project interventions integrating advocacy work	Desk research/ interviews	Project documentation/Stakeholders identified in Table 4 (Section 3.2)
<b>UNDP Additional Roles and Functions</b>			
Is the intervention facilitated by UN Agency coordination (coordination between different UN agencies in the preparation or implementation of the assignment)?	Volume of UNDP project and non-project interventions involving more than one UN Agency	Desk research/ interviews	Project documentation/UNDP Country Office (Section 3.2)
Is the intervention facilitated by UN regional coordination (coordination between the Regional Bureau in Bratislava and the country office in the preparation or implementation of the assignment)?	Volume of UNDP project and non-project interventions involving the RBEC	Desk research/ interviews	Project documentation/UNDP Country Office/RBEC

Assessment of Development Results Question	Indicator	Data Collection Method	Data Sources/ Stakeholders to be interviewed
<b>Social Equity</b>			
Did the programmes and interventions of UNDP contribute to reduce vulnerabilities in the country (regarding vulnerable groups, gender equality and regional disparities)?	CPAP indicators for DG and PR	Desk research/ interviews	Project documentation/Stakeholders identified in Table 4 (Section 3.2)
Did the UNDP intervention in any way influence the existing inequities (exclusion/inclusion) in the society?	CPAP indicators for DG and PR	Desk research/ interviews	Project documentation/Stakeholders identified in Table 4 (Section 3.2)
Was the selection of geographical areas of intervention guided by need?	Volume of UNDP project and non-project interventions focusing on Turkey's Southeast	Desk research	Project documentation
<b>Partnerships</b>			
How has UNDP leveraged partnerships within the government, as well as with national civil society and private sector?	Volume of UNDP project and non-project interventions integrating partnerships with government, civil society and private sector	Desk research/ interviews	Project documentation/Stakeholders identified in Table 4 (Section 3.2)

## Annex 5

# LIST OF PROJECTS ANALYSED

<b>Poverty Reduction</b>	
GAP/GIDEM	<ul style="list-style-type: none"> <li>• Small and medium enterprise development in Southeastern Anatolia GAP-GIDEM 2002-2007 (15055)</li> </ul>
LEAP, including tourism, cultural heritage:	<ul style="list-style-type: none"> <li>• Linking Eastern Anatolia to Progress (LEAP) 2001-2006 (38324)</li> </ul>
Poverty – National Communities of Practice	<ul style="list-style-type: none"> <li>• Promotion of Cooperation in the Area of Social Assistance 2005 2006 (45721)</li> </ul>
Microfinance	<ul style="list-style-type: none"> <li>• Microfinance sector development 2005-2006 (44022)</li> </ul>
Private sector partnerships	<ul style="list-style-type: none"> <li>• Partnership for Development with the Business Sector 2005-2007</li> </ul>
<b>Environment And Sustainable Development</b>	
Climate change	<ul style="list-style-type: none"> <li>• Climate Change Action Plan Project 2007</li> </ul>
	<ul style="list-style-type: none"> <li>• United Nations Joint Programme – MDG-F 1680 Enhancing the Capacity of Turkey to Adapt to Climate Change 2008-2010 (58944)</li> </ul>
Biodiversity	<ul style="list-style-type: none"> <li>• Protecting Biodiversity in Eastern Anatolia - Baku Tiblisi Ceyhan Environmental Investment Programme Small Investments Fund (SIF) Project 2004-2007</li> </ul>
	<ul style="list-style-type: none"> <li>• PIMS: 1988 Enhancing Forest Protected Areas Management System 2008-2011 (5221)</li> </ul>
Water	<ul style="list-style-type: none"> <li>• The Regional Water Partnership Initiative “EVERY DROP MATTERS” 2006-2011 (54160)</li> </ul>
Energy services	<ul style="list-style-type: none"> <li>• Market Transformation of Energy Efficient Appliances in Turkey 2009-2013</li> </ul>
	<ul style="list-style-type: none"> <li>• Improving Energy Efficiency in Industry 2010-2015</li> </ul>
	<ul style="list-style-type: none"> <li>• Promoting Energy Efficiency in Buildings June 2009-(60901)</li> </ul>

<b>Democratic Governance</b>	
Judicial reform, including restorative justice, mediation	• Preparatory Assistance Project for the Development of Practice of Mediation in Criminal Justice System of Turkey 2008 (60023)
	• Support to Judicial Reform in the Perspective of Organizational Administration 2008 (60015)
	• Project for the Development of Practice of Mediation in Criminal Justice System of Turkey 2008-2010 (69611)
Civic engagement, Civilian oversight	• Civic Engagement in Legislation Making in Turkey 2008-2009 (60306)
	• Preparatory Assistance with the Ministry of Interior for Civilian Oversight of the Security Sector 2006 (43622)
	• Technical Assistance for Improvement of Civilian Oversight of Internal Security Sector 2007-2009 (60894)
Internally displaced people	• Support to the Development of an Internally Displaced People Programme in Turkey 2005-2006 (45992)
	• Support to the development of an IDP Programme in Turkey - additional component for the sustainability and scale up of the pilot activity carried out in Van province 2008-2009 (62860)
Local administration	• Support to Local Administration Reform Programme in Turkey 2005-2007(46811)
Local agenda 21	• Localizing the Millennium Development Goals and World Summit on Sustainable Development (WSSD) Plan of Implementation through the Turkey Local Agenda 21 Governance Network 2004-2006 (15057)
	• Localizing the UN Millennium Development Goals in Turkey through the Local Agenda 21 Governance Network 2006-2009
<b>Gender</b>	
Women's empowerment	• Innovations for Women's Empowerment: A workable model for women in Turkey's Southeast Anatolia Region 2008-2011 (60803)
Women in politics	• Working to increase the number of women in the Turkish Parliament 2006 (49635)
	• Enhancing Women's Participation in Politics and Decision Making 2008-2009 (61623)

## Annex 6

# ASSESSMENT OF CPAP INDICATORS

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

Practice area area	Indicator	R	B	T	Q
<b>DG (Outcome 1: Individual, collective and institutional capacity strengthened for participation at all levels of governance)</b>	1) % increase in inter-governmental revenue sharing in favour of local administrations (B: 4.2% in 1999)	+	+	-	+
	2) % increase in satisfaction with local government service (B: Satisfaction surveys to be conducted in 2006)	+	-	-	-
	3) National legal and regulatory framework, including secondary legislation, for broader civil society engagement in local administration enacted (B: Draft secondary law available (Article 76))	-	-	-	-
	4) % increase in number of local administrations that have functioning City Councils (Article 76 of Municipalities Law) (B: Number of municipalities w/ city councils 60)	+	+	-	+
	5) % of City Councils that have functioning Women's and Youth Platforms (B: Women and youth assessment pending till end 2005)	+	-	-	-
	6) % increase in seats in national parliament held by women (B: %4.4)	+	+	-	+
	7) GEM (B: GEM 0.284)	+	+	-	+
	8) Establishment of a gender equality commission in parliament	-	+	+	-
<b>DG (Outcome 2: Mechanisms for implementation and monitoring human rights strengthened and reformed)</b>	9) Number of primary and secondary legislation enacted to respond to EU criteria on security sector performance (B: EC Progress Report 2005)	-	-	-	-
	10) Rate of implementation of reform measures (b: see 9)	-	-	-	-
	11) % decrease in reported cases of domestic violence (B: 34% in 1994, with assumption of little change since then)	+	+	-	+
	12) % increase in the number of IDP beneficiaries of the Government's Return Program (B: 131.945 people returned as per 2005 Mol data)	+	+	-	+
	13) % of allocation to IDP issues in EC funded regional development programming (B: % allocation to IDP programming is nil)	+	+	-	+

Practice area area	Indicator	R	B	T	Q
<b>PR (Outcome 3: MDG-based policy formulation and implementation at local and national levels)</b>	14) % increase in local administration budgets allocated to MDG targets (B: Presently there are no baselines against which to monitor budgetary allocations for MDG targets. UNDP will help set frameworks in this regard)	+	-	-	-
	15) % increase in the proportion of GDP allocated to social/poverty assistance (B: % of GDP allocated to social assistance is 0.3%)	+	+	-	+
	16) % increase in financial services penetration (% of banked population) (B: % of banked population is 65%, significantly below OECD norms)	+	+	-	+
	17) % increase in the proportion of GDP allocated to social/poverty assistance (B: % of GDP allocated to social assistance is 0.3%)	+	+	-	+
<b>PR (Outcome 4: Urban and rural productivity and employment are increased)</b>	18) % increase in women's labour participation rate (B: Women's labour participation rate is 19%)	+	+	-	+
	19) Number of jobs created through public-private partnerships for youth (B: Project based (Youth and GIDEM) records are used for monitoring the PPP youth jobs and SME jobs in SEA region)	+	-	-	-
	20) Number of jobs created by SMEs in less developed regions (B: see 19)	+	-	-	-
	21) Percentage increase in ratio of agricultural investments from the consolidated budget to the GNP (B: 0.72 %, 2005 (Target and baseline source: Medium Term Development Plan, SPO)	+	+	-	+
<b>PR (Outcome 5: Competitiveness of socially and environmentally responsible private sector increased)</b>	22) % increase in export volume of SMEs in SEA region (B: Export volume of SEA region SMEs is 1.432 b\$, 2004 (DTM))	+	+	-	+
	23) Increase in number of Turkish firms reporting on Global Compact (B: number of Turkish companies report on the Global Compact)	+	-	-	-
	24) Number of companies in Corporate Governance index (B: No Turkish companies yet meet the Corporate Governance Index requirements)	+	+	-	+
<b>ENV (Outcome 6: The conservation and sustainable use of natural resources is strengthened)</b>	25) Number of sectoral strategies and plans incorporating SD principles developed and adopted (B: Although the SD awareness was stated in the 8th Five-Year Development Plan 2001-2005 only in few areas progress was achieved)	-	-	-	-
	26) % increase in the national, regional and local authorities SD mainstreamed decision making (B: see 25)	+	-	-	-
	27) % of national and regional communities adopting SD monitoring systems (B: see 25)	+	-	-	-
	28) % of economic and social sectors integrating SD principles (B: see 25)	+	-	-	-
	29) Number of environmental, economic and social sectors integrating climate change priorities in their activities	-	-	-	-
	30) % of governmental agencies' awareness increased in terms of climate change	+	-	-	-
	31) Number of national policies integrate climate change priorities	-	-	-	-

Practice area area	Indicator	R	B	T	Q
<b>ENV (Outcome 6: The conservation and sustainable use of natural resources is strengthened)</b> (continued)	32) Number of assistance is provided to the governmental, and private sectors to integrate EU environmental (B: Although national environmental laws have been adopted, enforcement and implementation are monitored barely)	+	-	-	-
	33) % increase in capacity building to effectively implement environmental acquis (B: see 32)	+	-	-	-
	34) Number of policies developed in accordance the EU directives to promote good environmental administration at the local and regional level (B: see 32)	+	-	-	-
	35) % increase in strategies for broader application of the experiences of the pilot areas within the country (B: see 32)	-	-	-	-
	36) Number of legislation, policies introduced in practice (B: Several protected areas and protected species are identified, no data is systematically gathered on biodiversity, hence a national wide strategy cannot be developed)	-	-	-	-
	37) % increase in protected species and protected areas (B: see 36)	+	-	-	-
	38) Nationwide strategy is developed and placed into practice for monitoring and decision making (B: see 36)	-	-	-	-
	39) % increase in the regional cooperation (B: The first phase of the activity provided some information on the future life of the Black sea without a regional collaboration)	-	-	-	-
	40) % increase in the ecological productivity of the Black Sea (B: see 39)	+	-	-	-
	41) % increase in the socio-economic development in the region (B: see 39)	+	-	-	-
	42) % decrease in land degradation and desertification (B: Only 24 % of the land is available for agricultural production. 80 % land erosion is observed.	+	+	-	-
	43) % increase in the organic farming and zero tillage practices (B: see 42)	+	-	-	-
	44) % of women involved actively in decision making and in production (B: see 42)	+	-	-	-
	45) % decrease in unsustainable natural resources use (B: to be assessed)	+	-	-	-
	46) % increase in the renewable energy use (B: to be assessed)	+	-	-	-
	47) % of women involved actively in decision making and in production (B: to be assessed)	+	-	-	-
	<b>ENV (Outcome 7: Access to sustainable energy services is increased)</b>	48) % increase in the number of national development strategies incorporating climate change concerns and adaptation mechanisms (B: Although law on renewable energy has been adopted and the a draft law on energy efficiency is under preparation, it will need support for prompt implementation)	-	-	-
49) Number of new technologies for energy efficiency introduced (B: see 48)		-	-	-	-
50) % increase of the level of renewable energy in national energy resources (B: see 48)		+	-	-	-
51) % increase in the legal and practice areas related to energy efficiency and renewable energy (B: see 48)		+	-	-	-

Practice area area	Indicator	R	B	T	Q
<b>DG/PR/ ENV (Outcome 8: Enhanced management of development financing)</b>	52) % of IFI loan volume delivered on time	+	-	-	-
<b>DG/PR/ ENV (Outcome 9: Turkey's development cooperation promoted abroad)</b>	53) no indicator	-	-	-	-





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