United Nations Development Assistance Framework 2006 – 2010 Turkey

Mid-term Review
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Final Report

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EXECUTIVE SUMARY

Turkey first implemented the full cycle of Common Country Programming through the *United Nations Development Assistance Framework (UNDAF) prepared for the programming cycle 2001–2005.* However, it is only with its successor, *United Nations Development Assistance Framework 2006 – 2010 Turkey,* that a Mid-term Review has been envisaged as necessary with a view to reviewing progress in achieving the common targets stipulated in the UNDAF and also to assessing the relevance of the same to national priorities and proposing any changes if necessary..

The UNDAF Turkey was prepared by the UN Country Team (UNCT), including the World Bank, in consultation with governmental agencies, representatives of civil society and external partners such as the European Commission, taking national priorities and international commitments into consideration for the five-year programming period 2006-2010. UNDAF 2006-2010 identified three overarching UNDAF outcomes: (1) strengthening individual and institutional capacity for democratic and environmental governance; (2) reducing poverty and disparity and ensuring quality basic social services reaching vulnerable groups; and (3) establishing a more protective environment for women, children and youth for them to claim and fully enjoy their rights.

UNDAF (2006-2010) was prepared in line with the national priorities of the Turkish Government derived from the Preliminary National Development Plan (pNDP/2004-2006) and the Long-term Strategy (2001-2023). In terms of the relevance of the UNDAF Turkey 2006-2010, the Mid-Term Review concurs that the present three UNDAF Outcomes fit well with the national priorities as emphasized by the Ninth National Development Plan 2007-2013 and national MDG targets.

Overall, the UNDAF Outcomes seem to have successfully intervened in the prioritized development areas of Turkey. The efforts of the participating UN agencies have contributed substantially to the general progress made in these three major areas through their technical assistance, financial and human resources as well as via certain initiatives in the areas of institutional and individual capacity building and policy advocacy. As was indicated in the *UNDAF 2006 – 2010 Turkey*: Progress Report for 2006, the key issues which characterized all UN interventions have been dealt with under each UNDAF Outcome in terms of increased partnership with civil society and the private sector, and supporting the government's reform agenda for EU accession efforts, as well as monitoring the achievement of the MDGs. The first two years of the UNDAF cycle contributed to stimulating collaboration among UN agencies, government institutions and NGOs in these major areas, increasing the awareness of related institutions and civil society actors and capacity building, as well as mainstreaming gender and a human rights-based approach in all activities. With regard to the issues of democratic governance and poverty reduction, the roles of vulnerable groups namely women, children and youth, have been increased. However, sustainability and the development of relevant indicators remain the most challenging issues in terms of ensuring steady progress in this regard.

With reference to democratic and environmental governance, substantial steps have been taken in strengthening local participatory mechanisms through women and youth platforms and the reform capacity of local administrations as well as the role of city councils in localizing MDGs. Women's participation in politics has been emphasized at both the local and national levels. The capacity of the social partners to engage in dialogue to address economic and social issues has increased. Major success is observed in terms of the private sector's engagement in corporate social responsibility and its adherence to the Global Compact. In line with national priorities indicating the importance of the transformation to a knowledge society, several initiatives have been commenced in partnership with private sector and civil society organizations to increase the number of ICT users and to facilitate access to knowledge.

UN activities aim to promote the implementation of International Conventions and to mainstream the human rights based approach in accordance with Turkey's international and national human rights commitments. They therefore directly or indirectly contribute to raising awareness and strengthening the capacity at all levels to address human rights. In line with the progress made in the area of IDPs in Turkey (development of a Service Delivery Model and better implementation of Compensation Law), a

national action plan for IDPs is now at the stage of being prepared in order to promote durable solutions. Following the 2005 Child Protection Law, joint initiatives with governmental institutions resulted in improved implementation of the Law. Regarding environmental governance, the initiatives taken by UN agencies with the relevant ministries for joint action to enhance Turkey's capacity to adapt to climate change stand as a good example of collaboration within the UNDAF.

Notwithstanding the lack of consensus in conceptualizing pro-poor policies, UNDAF Outcome 2 in general and Country Programme Outcome 2.1 in particular are still consistent with the national strategies to reduce poverty and improve access to basic services. Therefore, the actions taken by the UNCT under UNDAF were regarded as very relevant and valuable in addressing current challenges facing the country.

Regarding education, important progress has been made in terms of promoting pre-school education, gender parity in schools, minimum standards for primary schools and catch-up education for those who remain outside the education system. Still, the cultural and social context of these developments requires a longer time to achieve the intended outcomes, and the commitment and support of relevant stakeholders is indispensable in this process.

The Mid-Term Review also points to the substantive and relevant activities of UN agencies to achieve stated country outputs in health. However the broad output indicators pose challenges to address regional disparities. A more effective effort to resolve governance and ownership issues in this transition process will be needed.

The UN system has been actively contributing to the development of policies and action plans for children, youth and women at all levels through awareness raising and capacity-building activities to support the Government in formulating and implementing the necessary legislation, plans and policies for women, children and youth. However, the deep social and cultural embeddedness of the issue of rights, which requires a great deal of change in attitudes and mindsets, ought to be taken into consideration. This is likely to require a longer period of time than the one envisaged within UNDAF, although progress to be recorded within UNDAF's lifetime is important. It is also significant that the EU is an important partner for the attainment of the majority of goals outlined under UNDAF Outcome 3, which is a factor in speeding up reforms and providing a stronger ground for advocacy and awareness-raising.

A general remark concerns the importance of inter agency collaboration and coordination in Disaster Risk Reduction in disaster prone countries such as Turkey. For the upcoming programming period, it would be essential to mainstream Disaster Risk Reduction in priority strategies for the key development sectors such as environment, governance, education, poverty reduction and health with a strong emphasis on vulnerable communities and regions. UNCT has engaged in developing strategies to incorporate DRR in UNDAF programming through organizing working group activities. Some examples of incorporating DRR into UNDAF could be listed as follows; integrating sufferers as vulnerable groups defined under UNDAF Outcome-1; increasing institutional and community capacity in preventing and avoiding adverse impacts of hazards; consolidating schools and houses and facilitating access to health services in case of occurrence of hazards; ensuring the development of specific policies and approaches for children, women and youth as vulnerable groups.

For each UNDAF Outcome, it is recommended that ways should be explored to increase the number of joint programming and funding possibilities, so as to enrich the substance of the activities along with the specialized technical support of related UN agencies.

The UN Guidelines on UNDAF, describing the results-based management approach of the UN, clearly set out the hierarchical relationship and horizontal linkage among different UNDAF results such as UNDAF Outcome, Common Country Outcome and Common Country Output.[1] The structure of the

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[1] Results based management in UNDAFs, UNDG Working Group on Programming Policies – Task Team 1, October 2007, <http://www.undg.org/docs/7960/Results%20Based%20Management%20in%20UNDAFs.pdf>

Logical Framework of UNDAF for Turkey has been scrutinized on the basis of the prerequisites set in the aforementioned UN Guidelines on UNDAF. For some parts, new Common Country Outputs are suggested following interviews with the related UN agencies.

As has been indicated in detail under pertinent outputs (Annex), it is deemed necessary to develop additional indicators within the Monitoring and Evaluation Framework so as to allow accurate measurement of the coordinated contribution of the UN agencies to the relevant Common Country Outcomes. At the same time, because UNDAF documents are typically brief without specifying the linkages between outputs and country programme outcomes on the one hand, and country programme outcomes and UNDAF outcomes on the other, the Mid-Term Review Team found it occasionally difficult to associate certain project activities to country programme outputs, to country programme outcomes, and still to more general UNDAF outcomes.

1.   Introduction

In response to the former Secretary-General Kofi Annan's call in 1997 for the United Nations (UN) to articulate a coherent vision and strategy for a unified approach towards common development goals at country level, the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) were adopted as strategic planning tools for the UN system. UNDAF is the common strategic framework for the operational activities of the UN system at the country level. It aims to provide a collective, coherent and integrated UN system response to national priorities and needs, including Poverty Reduction Strategy Plans and equivalent national strategies, within the framework of the Millennium Development Goals and the commitments, goals and targets of the Millennium Declaration, and international conferences, summits, conventions and human rights instruments of the UN system.

The UNDAF Turkey was prepared by the UN Country Team (UNCT), including the World Bank, in consultation with governmental agencies, representatives of civil society and external partners such as the European Commission, taking national priorities and international commitments into consideration for the five-year programming period 2006-2010. At the same time, numerous aspects of the Negotiating Framework signed between Turkey and the EU addresses issues that are reflected in UNDAF Turkey 2006-2010. Despite lack of significant progress in the accession negotiations in 2007 and 2008, the government claims that it is still committed to the declared goal of full membership. The UN agencies in consultation with these partners and stakeholders identified three development challenges that provided a framework for coordinated UN system activities in Turkey. In line with the recommendation that UNCTs should focus on three to five priorities in the national development framework,[2] the UNCT in Turkey identified three general UNDAF outcomes for their UNDAF 2006-2010: (1) strengthening individual and institutional capacity for democratic and environmental governance; (2) reducing poverty and disparity and ensuring quality basic social services reaching vulnerable groups; and (3) establishing a more protective environment for women, children and youth for them to claim and fully enjoy their rights.[3]

In order to ensure continuous oversight of the UNDAF process and contribute to overall purpose of Monitoring and Evaluation, the process incorporates the UNDAF Monitoring and Evaluation mechanism. It is in this context that the UNDAF Turkey Mid-Term Review of country outputs is expected to play a useful role in enabling the UNCT to reassess progress during the sub-period 2006-2008 towards the objectives stated in 2005 and re-position itself for the remaining two years of the current UNDAF cycle to be able to respond appropriately to emerging challenges.

The Mid-Term Review was carried out using a participatory approach with the objective of taking into account the extent to and the ways in which stakeholders have contributed to and/or showed awareness of the activities undertaken within UNDAF. However, it was bound to be a limited endeavour since the interviews have been conducted with only a selected number of stakeholders given the constraints of the Review process. In accordance with the *United Nations, Terms of Reference for Consultancy Services for UNDAF Mid-term Review*, three analytical Sub-Reports covering each country output have been drafted in a format reflecting the structure of the Results Matrix and Monitoring and Evaluation Framework of UNDAF 2006-2010. The methodology employed in the Mid-Term Review process in general and the Sub-Reports in particular rely on three data collection methods. First, the Sub-Report is based on a desk review of existing information regarding outputs and outcomes of UNDAF in primary documents such as previous evaluations, periodic and final activity reports, other project and programme documents, programme and project publications and printed material and related documents. Second, the Sub-Reports have benefited from guidance and support from task teams under each UNDAF Outcome Group as well as all UN agencies and the Thematic Groups on Gender, HIV/AIDS, Youth, Rural Development and Alleviation of Poverty. Third, the Sub-Reports have attempted to reflect insights gained through semi-structured interviews with a diverse set of key stakeholders, including project partners, government authorities, and civil society.

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[2] **Guidelines for UN Country Teams on Preparing a CCA and UNDAF**, February 2007.

[3] *United Nations Development Assistance Framework 2006 – 2010 Turkey.*

2.   Background

Turkey first implemented the full cycle of Common Country Programming through the *United Nations Development Assistance Framework (UNDAF) prepared for the programming cycle 2001–2005.*. However, it is only with its successor, *United Nations Development Assistance Framework 2006 – 2010 Turkey* that a Mid-term Review has been deemed necessary "to review progress of the UN system towards achieving the UNDAF outcomes in Turkey and also assess the relevance of UNDAF to national priorities and propose changes, if any."[4]

It has been both timely and challenging to conduct the Mid-term Review for *UNDAF 2006 – 2010 Turkey* at a time when activities are ongoing "to take stock of where the UN system and its development partners have come to in conceptualizing and implementing a human rights-based approach to development cooperation, at programming and policy levels".[5] It is apposite since it is taking place at a time when the turmoil in international financial markets is increasingly making it difficult not only to adopt blueprints for setting the parameters of a developmental agenda, but also to take for granted rule-based regimes for international economic relations as sources of policy ideas, policy design and implementation.

It is also challenging since it has earlier been noted, apparently in reference to *UNDAF 2001 – 2005 Turkey* ,that:

Coordination of UN agencies and their activities has long been a big challenge for the UN system. Turkey's recent experience has been no exception. The new instruments of CCA and UNDAF were too broad-gauged, unfocused and costly, and had a limited impact on the effective day-to-day cooperation by UN agencies in Turkey.[6]

Such scepticism is also echoed in a more recent evaluation of the UNDAF process in general: "Key components of the UNDAF process which form the UN business plan at country level, are of mixed

quality and do not live up to expectations". [7] More pertinently, it has been observed that

UNDAF Outcomes are often ambiguous in nature and cover very broad areas ... . As such, they end up as an umbrella for various unrelated interventions by different UNCT members, without the strategic focus expected from an UNDAF results chain.[8]

Moreover, there appears to be a series of perceived limitations regarding the implementation of the results-based management strategy as well as the monitoring and evaluation framework, as reflected in several reviews of the UNDAF process based on the observations pertaining to a number of countries.[9]

Yet, for others, reviews of the first decade of UNDAF experiences also indicated the following positive aspects: (a) they have become more focused; (b) they are doing quite well in following country processes (c) they provide good cross-cutting theme opportunities; (d) there is a higher level of government involvement; and (e) they have strengthened the UN's collective identity and built team work.[10] Either way, the lesson to be derived is that the UNDAF outcomes should not be too broad and ambiguous, and they should enhance national ownership and engage with cross-cutting themes.

Finally, while the value of a human rights-based approach (HRBA) is said to lie particularly in the transformative potential of human rights to alleviate injustice, inequality and poverty,[11] it is also indicated that there is a perceived conflict between market-oriented results and societal change implied by the

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[4] UNITED NATIONS, Terms of Reference for Consultancy Services for UNDAF Mid-term Review.
[5] Third Interagency Meeting on Implementing a Human Rights-Based Approach (Tarrytown, NY, 1-3 October 2008), www.undg.org/docs/9412/Item3.-IAW3-Concept-Note1.pdf
[6] UNDP **Country Evaluation: Assessment of Development Results: Turkey** (2004, p.7)

[7] See "Results based management in UNDAFs", Issues Note: *October 2007*, UNDG Working Group on Programming Policies – Task Team 1, http://www.undg.org/index.cfm?P=224.
[8] ibid.
[9] cf.William G. O'Neill, *Review of 2003 CCAs and UNDAFs from Human Rights Perspectives*, December 2004 ,http://www.unssc.org/web1/programmes/rcs/cca_undaf_training_material/teamrcs/file2.asp?ID=394 ;
UNESCO STRATEGY ON HUMAN RIGHTS, **The Human Rights based approach and the United Nations system**, Desk study prepared by André Frankovits -2006; and
Richard Longhurst, **Review of the Role and Quality of the United Nations Development Assistance Frameworks (UNDAFs)**, May 2006, Overseas Development Institute.
[10] Richard Longhurst, **Review of the Role and Quality of the United Nations Development Assistance Frameworks (UNDAFs)**, May 2006, Overseas Development Institute.
[11] **A Human Rights-based Approach to Development Programming in UNDP**: **Adding the Missing Link**", UNDP 2001; see also Celestine Nyamu-Musembi and Andrea Cornwall "What is the "rights-based approach" all about? Perspectives from international development agencies" **IDS Working Paper 234**, November 2004 Institute of Development Studies, Brighton, Sussex.

HRBA.[12] In regards to UNDAF, it is argued that the 'operationalizing' of the HRBA is the major challenge.

It is also noteworthy that there seems to be no available evaluation of the first *UNDAF 2001-2005* taking stock of its impact, whereas there has been an annual review to assess the progress made in the first year of the current UNDAF.[13] The available UNDAF Mid-term Reviews on other UN member countries, though invaluable, seem to be too few and far between to set a precedent for undertaking the present task in hand.

While it is true that Turkey, as a middle income country, is not expected to develop a Poverty Reduction Strategy Paper (PRSP), it was still considered necessary "to demonstrate the relevance of MDGs to Turkey".[14] While the MDG Report for Turkey could be considered as a step forward in this regard, it is still the case that the desired link between the MDGs and the policies pursued in the country are yet to be made 'more visible' as intended by the MDG Report.[15] While the Ninth Development Plan which came into effect after the initiation of *UNDAF 2006 – 2010 Turkey*, makes no explicit reference to MDGs, it is observed that the policies envisaged by the Plan are in line with those goals. No doubt, the delineation of a country outcome as well as a country output specifically aimed at the realizing of MDG targets by the *UNDAF 2006 – 2010 Turkey* is to be commended.

The following sections examine the progress made towards attaining the pertinent Country Programme (CP) Outputs and Country Programme Outcomes, and hence the contribution made to the attainment of the three UNDAF Outcomes, with a view to assessing the possibily of achieving the expected results within the established timeline and the existing framework. As the UNDAF logical framework prioritises 'results-based management', a more detailed analysis on the progress recorded by the relevant Country Programme Outputs is provided in the form of a framework similar to the UNDAF Results Matrix (Annexes 1, 2 and 3).

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[12] UNESCO STRATEGY ON HUMAN RIGHTS, **The Human Rights based approach and the United Nations system**, Desk study prepared by André Frankovits -2006.
[13] *UNDAF 2006 – 2010 Turkey*: Progress Report for 2006.
[14] **UNDP Country Evaluation: Assessment of Development Results: Turkey** (2004, p.69).
[15] **Millennium Development Goals Report Turkey 2005.**

3.   Brief Narratives on UNDAF Outcomes

3.1.   UNDAF Outcome 1

By 2010, strengthened individual and institutional capacity for both democratic and environmental governance at local and central levels

UNDAF (2006-2010) has been prepared in line with the national priorities of the Turkish Government derived from the Preliminary National Development Plan (pNDP/2004-2006) and the Long-term Strategy (2001-2023). In the case of Outcome-1, these priorities are: a) Accountable, transparent, participatory governance with international norms taken into consideration and equal opportunities for all; and b) effective environmental governance in terms of capacity and instruments. With the entry into effect of the Ninth National Development Plan 2007-2013, the national priorities adopted within UNDAF maintain their relevance: a number of those priorities have been highlighted and re-defined in detail by the NDP.

The risk map of the governance portfolio is very intense, as reflected in our semi-structured interviews with the Outcome team as well as with some of the stakeholders. This stems from the changing political environment and/or high rotation within the bureaucratic structures of the stakeholders concerned. In this respect, it has been observed that some of the programmes initiated under this UNDAF Outcome had originally been contemplated long before the formulation of UNDAF logical framework. Yet, they have gained a new relevance under UNDAF Outcome-1 in the wake of several institutional and/or legislative developments in the country. Therefore, it is noted that attaining the defined (CP) Outputs might exceed the intended timeline in certain instances.

For each CP Outcome, it is recommended that ways should be explored to increase the number of joint programming and funding options with a view to enriching the substance of the activities along with the specialized technical support of related UN agencies.

With regard to equal opportunities for all, as indicated in the national priorities in governance scheme, there is a need for a more comprehensive and concrete emphasis on the rights of persons with disabilities as vulnerable groups. This reference to the disabled should be in compliance with the UN Convention on the Rights of Persons with Disabilities adopted in December 2006, signed by Turkey in March 2007. The text of the Convention

makes direct references to UNDAF. While pertinent government institutions place significant emphasis on developing the basic life skills of the persons with disabilities and providing them with improved education opportunities (including reorganizing physical environment, delivering in-service training as well as special education service in early childhood period), more inclusive cross-sectoral programmes and projects, involving people with disabilities, should be conducted in partnership with UN agencies, the public as well as private sectors. Moreover, it is suggested that inclusive equal participation is more clearly defined so as to involve socially and economically disadvantaged groups of society in the projects and programmes aiming to achieve the CP Output 1.1 concerning participation in the decision making processes especially through city councils.

3.1.1.   CP Outcome 1.1

Increased individual, collective and institutional capacity for participation at all levels of decision-making. (UNDP, UNICEF, UNIDO, ILO, UNFPA, WHO, FAO, UNHCR)

With respect to democratic governance and local participation, the Local Agenda 21 Programme implemented by the UNDP in Turkey since 1997, selected as a world-wide "best practice" in 2001, has had a substantial impact on Turkish legislation. Local participation in decision making by means of participation in city councils has gained a legal basis in article 76 of the new law on Municipalities with the aim of "developing a common vision for the city and a sense of citizenship, and realizing sustainable development"[16]. In due course, the article foresees the establishment and effective functioning of city councils, thereby ensuring their sustainability and stimulating further participation at local level in the decision making processes. The Government of Turkey, in cooperation with the UNDP, is planning to address the major challenges faced by city councils, namely, institutionalization and the development of inclusive responsive structures for all, particularly for vulnerable groups, as an exit strategy of the Programme.

The participation of special interest groups such as women, youth, children, disabled and elderly citizens forms the indispensable aspect of the LA-21

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[16] Turkey Local Agenda 21 Program, City Councils Legal Regulations,
http://www.la21turkey.net/index.php?pages=topic&op=cat&cid=122&tid=349

Programme. For instance, the realization of the "Convention on the Rights of the Child" at local level is targeted through their active participation in local decision making processes by Children's councils and similar platforms in LA-21 cities.

Moreover, the activities of local youth councils under the programme have strongly contributed to the process of enabling young people to participate in decision-making mechanisms at an earlier age, with the age of being elected having been lowered from 30 to 25 years.

Along with youth councils, women's councils have become one of the main channels of participation in local decision making processes. They have benefited from the synergies created with efforts to promote women's participation in politics both at the local and central levels. Particularly after the lowering of the age of being elected, activities have come to focus on young women. In this respect, a stronger emphasis on the importance of collaboration between women's and youth councils and potential synergies between the two in UNDAF seems worth consideration. The institutionalisation and sustainability of women's councils beyond the LA21 programme is also an important consideration for the attainment of this CP outcome.

It is also significant to note the establishment of child rights committees as a result of UNICEF support and advocacy, although these are not directly related to city councils, in terms of increasing the number of provinces with platforms for the participation of children. These committees are led by children and established in each of the 81 provinces of Turkey. Nevertheless, there are important limitations in this respect as child participation in public decision-making remains very limited in Turkey, and progress is still needed in promoting children's participation as a way of improving governance and human rights, which involves a significant change of attitudes and mindsets.

Another important aspect is the collaboration among the UN agencies so as to increase participation at all levels of decision-making. The UN Joint Programme (UNJP) on Promoting and Protecting Human Rights of Women and Girls in Turkey has made a successful contribution towards the attainment of this CP outcome, particularly with its emphasis on opening the channels for women's participation in local decision making mechanisms. Ensuring the implementation and sustainability of these channels and Local Equality Action Plans after the foreseen completion of the programme at the end of 2008 is of

utmost significance in this respect, as is the extension of the scope of the programme to a broader scale,.

In terms of strengthening women's political empowerment, and in line with the Government's MDG target of raising the proportion of women in Parliament to 17% by 2015, the Women in Politics project implemented by UNDP contributed to some extent to the increase in the number of women parliamentarians after the 2007 general elections, although it is difficult to attribute this increase solely to the UN impact. The second and current programming phase focusing on women in local politics has just been launched and its effect in the upcoming local elections in March 2009 remains to be seen. It is important to note the significance of women's political empowerment and gender mainstreaming for the attainment of UNDAF outcomes as the increase in the number of women leaders and their visibility would give a higher profile to women's rights and gender equality in society at large. Nevertheless, considering the social and cultural roots and the long-term and difficult character of the issue, which entails crucial changes in attitudes and mindsets, the timeline to achieve this (CP) output is likely to be extended. A state policy on increasing women's participation in decision-making mechanisms would significantly contribute to the progress towards the achievement of this CP outcome..

The quota system is currently not being implemented neither in the Parliament, nor in local councils. Political Parties have not reached a consensus on the issue.

The UNDP initiatives to strengthen the capacity, employability, and awareness of young people through improving their ICT skills are in line with the national priorities defined in the 9th National Development Plan highlighting the importance of the 'transformation to an information society,' which is relevant to the commitment of Turkey to achieve the MDGs. The success of these programmes has been reflected in the active engagement of young people in using Information and Communication Technologies (ICT) and in their strengthened capacity to access information. The ICT trainings are based on volunteerism, and the willingness of young men and women to volunteer has aroused considerable interest. Large number of volunteers from local youth councils and houses have participated in the training and volunteered to provide basic ICT training and to promote the projects in their localities. The capacity of the beneficiaries to use ICT skills both in accessing information and in participating in decision making has increased. Most importantly, these

programmes constitute a good example of a multi-stakeholder approach and of the active engagement of the private sector in capacity building in ICT usage, as foreseen in the sub-target of MDG 8 to develop a global partnership for development, which reads: 'In cooperation with the private sector, make available the benefits of new technologies, especially information and communications.'[17] The UNDP has placed "ICT for development" as a cross-cutting issue in its internal scheme. Following this example, it is recommended that "ICT for development" should also be adopted as a cross-cutting objective and a primary means for capacity building, within the UNDAF logical framework, so as to make it applicable to all relevant UN agencies and assist the 'transformation to an information society'. There are already ad hoc cases of some agencies integrating the "ICT for development" approach in their projects. For example, UNICEF supports the establishment of an online forum under the justice academy for sharing experience among child courts[18] as well as envisaging activities coming under e-school initiatives.

The programmes of UNDP have been progressively attaining the objective of strengthening institutional and individual capacity for participation at all levels of decision making along with technical support in capacity building and awareness rising. UNDP's efforts to strengthen the reform capacity of local administrations along with improvements in service delivery have, to a certain extent, augmented the institutional capacity for participation at the local level. UNDP intervention areas also include supporting broader levels of civil society participation in decision-making processes and expanding the enjoyment of civil rights by Turkish citizens. However, the majority of the projects have recently commenced, and it will only be possible to observe their effectiveness and sustainability in the longer term.

Reaching civil society organisations and integrating them into the dialogue as social partners is easier than encouraging individuals to be a part of the dialogue as citizens. Initial steps have been taken with support from UNDP with respect to the participation of civil society and the citizenry in overseeing internal security and to civic engagement in legislation-making. However, incorporating the findings of the existing projects into upcoming initiatives and improving methodologies might be

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[17] UN Millenium Development Goals,
http://www.undp.org/mdg/goal8.shtml
[18] UNICEF, Turkey 2006 Annual Report, p.19

useful so as to reach the unorganized parts of civil society, especially in relation to certain sectors promoting women's rights.

Activities oriented towards increasing the capacity of social partners for dialogue with one another have faced certain in-built constraints stemming from the nature of the relationship between the social partners in the Turkish context. Some important challenges have also arisen in increasing the collective and institutional capacity of social partners and in raising awareness for the exercise of social and economic rights. Nevertheless, ILO initiatives corresponding to Outcome-1 have produced tangible results – for example, in tackling unregistered employment. ILO's work with the MoLSS and employers' and workers' confederations to tackle unregistered employment through social dialogue has contributed to raising awareness of the problem of unregistered work, which was reflected in a national-level initiative entitled "Combat against Informal Employment" led by the MoLSS in coordination with representatives of the social partners.

The (CP) outputs defined under this CP Outcome maintain their relevance to national development priorities. They are pertinent to the UNDAF logical framework as they support the ongoing work of the Government of Turkey in addressing EU political criteria and reaching the EU norms and standards in applying democracy, human rights approach and institutional capacity building as it is stressed in the 9th Development Plan.[19]With respect to the projects dealing with democratic governance and human rights mechanisms, activities under this CP Outcome have contributed increasingly to the development of the institutional capacity of the pertinent staff and provincial administrations.

Ownership on the part of the national stakeholders is essential if outputs are to be sustainable and the overall aim of developing institutional capacity is to be achieved. With regard to ownership of the beneficiaries under this CP Outcome, most of the stakeholders interviewed stress that the sense of ownership has been progressively developing. Others who had encountered difficulties in the implementation period due to language barriers or not being able to participate effectively in the whole process of project management claimed that partial ownership was developed especially during the early period of project implementation (i.e. LAR phase 1). Moreover, the high rotation of managers in the

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[19] 9th National Development Plan, p.11

related government institutions during the project implementation period was among the factors which somewhat slowed down the development of a sense of national ownership. Accordingly, stronger communication between the stakeholders and integration of the beneficiaries into every stage of project implementation -from project preparation to evaluation and monitoring- can be recommended both to enhance a sense of ownership and to reflect the consistent demands of the beneficiaries in project activities.

3.1.2. CP Outcome 1.2

Mechanisms for the implementation and monitoring of international norms and standards on human and childrens' rights strengthened. (UNDP, UNHCR, UNICEF, ILO, WHO, UNFPA, FAO)

All UN activities primarily aim to mainstream the human rights based approach in accordance with Turkey's international and national human rights commitments, and hence to contribute, directly or indirectly, to increased awareness of human rights and heightened capacity, at all levels, for addressing them. More specifically, the initiatives of the UNDP are seen to contribute to efforts to improve the conditions of vulnerable groups of society, namely "internally displaced persons", by developing service models and standardizing the implementation of the related Compensation Law as a means for durable solutions within the framework given in the Guiding Principles on Internal Displacement. UNHCR initiatives have been dedicated to institutional capacity building for Refugee Status Determination, administrative capacity building for Turkey's effort to establish reception centers and stimulation of the staffing process for the future Asylum Authority. Additionally, UNHCR indicates that the activities of the National Task Force, composed of several ministries, are believed to require spillover effects for the establishment of national asylum system in accordance with EU criteria. Overall, the vigorous activities of UNDP and UNHCR on displaced persons have contributed to raising awareness about the mechanisms for the implementation and monitoring of international human rights norms and standards through their substantial contributions in increasing awareness of international refugee conventions and of the UN Guiding Principles on Internal Displacement, and through capacity building work with relative government institutions and NGOs. However, additional initiatives for advocacy and capacity building are needed to encourage both NGOs and governmental institutions to incorporate

"displaced persons" as vulnerable groups in their projects and planning.

Additionally, the activities of the UNDP to augment the human rights insight of the local level participation mechanisms by inaugurating the human rights based approach into the localizing Millennium Development Goals initiatives, have contributed to raising the awareness of citizens and capacity of local city councils.

Private sector engagement and adherence to the global compact is deemed essential as MDGs rely on sustainable economic activity while sustainable business relies on a stable social and economic environment. To this end, it is acknowledged that achieving the MDGs and investing in human capital and community empowerment provides a sound environment for the private sector to increase its productivity and competitiveness and to be able to reinvest in society. UNDP activities raising awareness of this fact have been instrumental in securing the engagement of large number of private sector companies and their adherence to the Global Compact

Following the adoption of the first ever Child Protection Law in 2005, UNICEF, together with other relevant public institutions, has focused on facilitating the improved implementation of the law by means of increasing the institutional capacity in implementing the provisions as well as strengthening the coordination and collaboration among pertinent institutions. Establishing preventive and protective mechanisms for children at risk and in contact with the law has become the focus of interest.. Accordingly, the willingness and the capacity of juvenile justice professionals to implement relevant legislation, including alternative measures, has increased. Through the technical support and advocacy of UNICEF, the inter-sectoral dimension, which is deemed necessary for the full implementation of new children protection law, has been enhanced, and cooperation among the relevant government bodies in the area of child justice has been improved. Moreover, parenting education programmes developed for parents with children aged 0-6 years and 7-19 years have contributed to raising the awareness of families and positively altered their attitudes by improving their communication skills. In addition, substantial progress has been made in institutional capacity building for the improvement of the care and protection of children deprived of their liberty through in-service training provided to guards and psychosocial personnel in contact with these

children. Advocacy by UNICEF and the Ministry of Justice in the areas of alternative dispute resolution and non-custodial treatment has increased the awareness of child justice professionals concerning alternatives to deprivation of liberty. The implementation of these alternatives is essential if the child justice system in Turkey is to come up to international standards and norms. It is also necessary for the full implementation of the first-ever child protection law adopted in 2005, which foresees the use of alternatives to deprivation of liberty. Although some improvements in juvenile justice have been made, such as increasing the number of child courts in accordance with the new law or improving living conditions in detention centres and Education Houses, there remains a need to disseminate the child courts to each and every province of Turkey, to scale up the improvements in conditions in detention centres and Education Houses and to shorten the duration of trial for children. Besides, it can be inferred from the progress reports that the coordination among the agencies at the provincial level needs to be strengthened and that adequate monitoring systems need to be established.The coordination and collaboration among institutions within the child protection system is of utmost significance with a view to ensuring the effective protection of the child. UN's contribution to the work to be conducted within provincial coordination agencies, as foreseen by the relevant Law and subsequent Regulations, would be useful with respect to giving voice to the coordination and collaboration problems among all relevant institutions, discussing ways to overcome these problems, and sharing best practices. Even though the juvenile justice professionals and personnel have become more familiar with the provisions of new Child Protection Law, the preventive and protective mechanisms are still not adequate for children at risk and in contact with the law. With regard to the juvenile justice system, national stakeholders stated that most government personnel and juvenile justice professionals are more willing to work with national consultants than international ones, given that national consultants have knowledge on Turkish legislation and are more capable of understanding and scrutinizing the particular conditions in Turkey.

The (CP) output "Child justice system consistent with international standards and norms developed" seems to be set at a higher level than an output ought to be, since its target is very broad and generalized. To that extent, analyzing the UN impact in the process seems very difficult. It is recommended to increase the "institutional capacity development" dimension of the output such as *"**Government**

capacity built to align the child justice system with international standards and norms."

The (CP) Outputs on capacity building for the improvement of the juvenile justice system and child protection mechanisms seem to have been well placed under the (CP) Outcome for "mechanisms for the implementation and monitoring of international norms and standards on human and children's rights strengthened". Nonetheless, additional CP Outputs referring to capacity building in the overall justice system for a holistic human rights based approach are necessary parallel to the expansion into new areas consistent with harmonization programme of Turkey, and in the light of recently developed initiatives between MoI and UNDP with regard to judicial reform. Accordingly, it is suggested that a new (CP) Output along the lines of *"Government institutional and reform capacity built in the field of judiciary with a strengthened human rights based approach in the Turkish justice system"* should be formulated under this (CP) Outcome.

As part of the ILO programme on the elimination of child labour, Provincial Action Committees (PACs) were established in the project provinces. The PACs operated under the auspices of the provincial governors and had representatives from key government agencies, NGOs, employers' and workers' associations, and universities to ensure that the methodologies and actions are in place for the application of ILO Conventions 138 on Minimum Age and 182 on Worst Forms of Child Labour. The PACs played a crucial role in the identification, production and dissemination of replicable experiences and of proven models for the prevention, withdrawal, and rehabilitation of child labour.

3.1.3. CP Outcome 1.3

Strengthened management and protection of ecosystems for environmental sustainability

The interventions of UNDP in the environmental dimension of sustainable development and its efforts to integrate sustainable development into sectoral policies correspond to the CP Outcome "Strengthened management and protection of ecosystems for environmental sustainability". Subsequent to the initiatives aimed at building the required capacity and developing a national strategy for sustainable development by integrating sustainable development into sectoral policies, pilot sector areas were determined and the related ministries collaborated and contributed to the

preparation of a policy paper on sustainable development. Accordingly, these attempts contributed to strengthening the capacity of the National Sustainable Development Commission. Additionally, a platform was established where the cross-sectoral policy impacts were discussed and negotiated. The pilot platform was composed of experts of Ministry of Energy and Natural Resources, Ministry of Agriculture and Rural Affairs, Ministry of Environment and Forestry, Ministry of Public Works and Settlements, Scientific and Technological Research Council of Turkey together with other key relevant actors from NGOs, private sector and universities.

It is essential to provide an economic perspective of sustainable development and a clear picture of the economic gains from mainstreaming sustainable development in business. In addition to this, mainstreaming gender in improving energy efficiency and conservation will further increase productivity and competitiveness. The engagement of civil society and the private sector in promoting environmental sustainability will also serve the purposes of adopting energy efficiency models in business and increasing public awareness about preserving biodiversity. UNDP's actions in preserving biodiversity and developing methodologies for energy efficiency by means of "promoting ecologically sustainable enterprises benefiting local environment NGOs and other civil society organizations" have integrated the pro-poor approach into environmental sustainability and are still in the process of including the perspective of gender mainstreaming. The energy efficiency initiatives were also strengthened by the development of projects in the field of buildings, appliances and industry. These initiatives were also approved by the GEF Secretariat under the Climate Change operational programme. UNIDO participates in UNDAF through its comparative advantage in combining economic competitiveness with a sound environment. UNIDO contributes along with FAO, UNEP and UNDP in the Joint programming on "Enhancing Capacity of Turkey to adapt to Climate Change" as well as collaborating with the UNDP on Industrial Energy Efficiency.

The contribution of FAO has been mostly focused on the sustainable management of ecosystems, namely fisheries and forests, as well as protecting bio-diversity. Being a regional agency, its mandate exceeds the borders of Turkish Republic and know-how gained in Turkey is being shared with other countries in the region.

The 9th National Development Plan stipulates that "with the participation of the relevant parties, a National Action Plan that sets forth the policies and measures for reducing greenhouse gas emissions will be prepared. Thus, responsibilities concerning UN Framework Convention on Climate Change will be fulfilled".[20] In line with the efforts of the Joint Programme of UNEP, FAO, UNIDO and UNDP, it is recommended that "climate change adaptation" should be mainstreamed within the UNDAF logical framework to strengthen the capacity of related actors to manage climate change risks and to contribute to the implementation of United Nations Framework Convention on Climate Change.

Most importantly, it is considered that the Joint Programme of UNDP, FAO, UNIDO and UNEP on enhancing Turkey's capacity for climate change adaptation might set a good example of collaboration among UN agencies, as well as setting coherent multi-facet approach for achieving MDGs and realizing sustainable development via defining common intervention areas based on UN agency-specific added value.

3.2.   UNDAF Outcome 2

By 2010, social and economic policies for poverty and disparity reduction implemented effectively and quality basic social services reaching vulnerable groups promoted.

In terms of the relevance of the UNDAF Turkey 2006-2010, the Mid-Term Review shows that UNDAF Outcome 2 focusing on reducing poverty and improving access to basic social services in general, and Country Programme Outcome 2.1. emphasizing pro-poor policies in particular, fit in with the national priorities, national and international partners' policies including national development goals and MDGs. Although the incidence of extreme poverty in Turkey is very low, the 2007/2008 Human Development Report shows that while Turkey ranks 84th in terms of HDI, it is 66th in terms of GDP per capita. The gap between income and human development rankings clearly shows that Turkey is not achieving the human development which her level of economic development can afford. Moreover, the government's Millennium Development Goals Report (State Planning Organization, 2005) suggests that that it will be difficult for Turkey to attain some of

the MDGs by 2015. Country Programme Outcome (CPOc) 2.3 requires "pro-active strategies to increase demand and strengthen delivery of quality basic health services reaching vulnerable groups to be implemented". These are well formulated relevant strategies to cover and include broad and comprehensive UN assistance interventions through its agencies to respond health priorities. Country Programme Outputs (CPOp) 2.3.1 to 2.3.7 also cover the most important priority areas to a large extent. CCA mentioned health priority issues like primary health care structural development, environmental health, care of the elderly, occupational health and safety, accidents and emergency situations, communicable disease surveillance and health management information systems could also be included as outputs to have programme activities. For instance, with regard to communicable disease surveillance, in 2006, UNICEF and General Directorate of Special Education Guidance and Counselling Services prepared Psychosocial Support Material on Bird Flu and provided information and training on this issue. Accordingly, 260 formators coming from 81 provinces were trained on the issue and delivered trainings to 424.729 people during 2006-2008.

3.2.1.   CP Outcome 2.1

Pro-poor policies developed through partnership with civil society and private sector for social and economic development at all levels of society to achieve the MDG targets for all.

There is a lack of consensus among the development community in conceptualizing pro-poor policies (in terms of what are pro-poor policies and what do pro-poor policy processes actually mean in practice), which makes it even more difficult to operationalize (i.e. measure) them.[21] For practical purposes, these can be narrowly defined as constituting policies that generate increases in incomes of the poor at a rate at least equal to the rate of economic growth and which result in reductions in income inequality and in the incidence and depth of poverty. As high economic growth in the post 2001 crisis period had not translated into declining levels of unemployment, inequality and poverty, the government emphasized strengthening human development and social

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[20] 9th National Development Plan, p.87

[21] Kakwani, N., S. Khandker, H. H. Son (2004) *Pro-poor Growth: Concepts and Measurement with Country Case Studies*, UNDP International Poverty Centre, August 2004, Working Paper No.1
Zepeta, E. (2004) *Pro-poor growth: what is it?*, UNDP International Poverty Centre, September 2004, No.1, One pager
Osmani, S. (2005) *Defining pro-poor growth*, UNDP International Poverty Centre, January 2005, No.9 One pager

solidarity (which can be considered a pro-poor strategy) as a central development axis in the Ninth Development Plan covering the period 2007-2013 (State Planning Organization, 2006) and targeted improving income distribution, social inclusion, and the fight against poverty all of which are captured under the Country Programme Outcome 2.1. When seen from this perspective, the political, economic and social environment and the national priorities that guided the priorities and approaches of Turkey UNDAF 2006-2010 when the document was compiled in 2005 remain largely unchanged during the programming period, and therefore UNDAF Outcome 2 in general and Country Programme Outcome 2.1. in particular are still consistent with the national strategies to reduce poverty and improve access to basic services. Therefore, the actions taken by the UN agencies under UNDAF were regarded as very relevant and valuable in addressing current challenges facing the country.

With respect to the relevance of the Country Programme Outputs ranging from 2.1.1. to 2.1.8., while they remain neither mutually exclusive (i.e. there remain overlaps between policy instruments under some of the Country Programme Outputs) nor jointly exhaustive (i.e. policy instruments under all Country Programme Outputs do not collectively fully capture the vast array of potential results intended in the Country Programme Outcome), these Outputs cover some respectable ground in addressing poverty and inequality. Additionally, the Country Programme Outputs vary in terms of their importance in addressing Country Programme and UNDAF Outcomes making it difficult to monitor them through the same lens. (For example, Country Programme Output 2.1. on monitoring and achieving MDGs can be considered to include the others given that the initiatives under other Country Programme Outputs serve the goal of achieving the MDGs.)

At the same time, because UNDAF documents are typically brief without specifying the linkages between outputs and country programme outcomes on the one hand, and country programme outcomes and UNDAF outcomes on the other, the Mid-Term Review Team found it occasionally difficult to associate certain project activities to country programme outputs, to country programme outcomes, and to still more general UNDAF outcomes.

In terms of the delivery of the planned interventions, UNDP has assumed the leadership role in addressing most of the Country Programme Outputs under Country Programme Outcome 2 of UNDAF Turkey 2006-2010. UNFPA has been key in collecting and compiling statistical and disaggregated data and information, and making these available for policymakers and practitioners in formulating and implementing social and economic policies. UNIDO, ILO, and UNHCR have taken on auxiliary roles in addressing specific issues within their institutional remits.

Most activities undertaken in the area of pro-poor policies seem to have been implemented at individual agency level. There has been a lack of deliberate concerted efforts by the agencies involved in reducing poverty and inequality. There could be two justifiable reasons for this. First, it seems that UNDAF Turkey 2006-2010 was formulated synthetically - that is, by soliciting from each UN agency its priorities in elaborating UNDAF Outcomes. Second, because of its institutional focus, UNDP has been assigned a central and almost exclusive role in this Country Programme Output. Due to these factors, the Mid-Term Review Team suspects, systematic inter-agency collaboration and cooperation in achieving UNDAF results on a more general level has been neither needed nor sought. Despite this, however, the individual agencies' initiatives have yielded significant results.

One generally problematic aspect of the UNDAF Monitoring and Evaluation Framework (M&EF) under this Country Programme Outcome is the question of the indicators that were identified to measure progress in each area. In some cases, no benchmarks have been identified. In others, the indicators themselves do not act as valid measures gauging the level of progress. Therefore, the M&EF needs to be revised consulting members of the UNCT and possibly also outside experts working in the area of poverty and inequality.

With respect to the results achieved by interventions under different Country Programme Outputs, progress in achieving Country Programme Output 2.1.1. on monitoring and achieving MDG targets has been significant. UNDP activities contributed to enhanced civil society and public participation in localizing MDGs by strengthening local governance structures which, in principle, is expected to contribute more directly to human development through enhanced levels of "empowerment" and increased "capabilities" and "entitlement", defined as set of alternative commodity bundles that a person can command using her rights and opportunities. In this way, these initiatives are contributing not only to raising awareness about MDG targets but also to the achievement of the MDGs themselves by mitigating against "capability

deprivation" and hence against poverty. In general, mainstreaming MDG targets in government policy documents contributes to higher levels of "ownership" not only on the part of the stakeholders pursuing these goals but also on the part of government agencies. The initiatives taken in this area seem to be effective in translating global goals into national objectives. While the government began to emphasize its commitment to attacking poverty after the MDG Declaration in 2000, it has taken the challenges of poverty and social exclusion more seriously in the aftermath of the economic crisis of 2001. Consequently, the commitment to combating poverty was reflected in the Eighth and Ninth Development Plans. MDGs also feature in the government's other development instruments such as the Long-term Strategy 2001-2013 and the Medium-Term Programmes for 2006-2008 and 2008-2010, as reflected in the 2005 MDG Report for Turkey prepared with technical support provided by the UNRCO. With respect to the indicator corresponding to this Country Programme Output, which helps gauge the efforts of UNCT against the proportion of people living under the poverty-line (according to the EU standards disaggregated by sex), the UNDAF M&EF does not specify a baseline rendering monitoring and evaluation difficult. On a more general reading, however, a balance-sheet of achievements with respect to the MDGs points to declining levels of poverty. Although extreme poverty has practically been eliminated as of 2006, a significant portion of the population is currently living close to the food and non-food poverty line at 17.8 percent – a rather high level for a middle income country. This figure is all the more significant when one considers the fact that the threshold level of income below which a family of four would be considered in food and non-food poverty remains higher than the official minimum wage in the country. At the same time, the aggregate figures do mask severe regional and gender disparities with the incidence of poverty being more prevalent in the eastern and south-eastern part of the country, in rural versus urban settings, and in segments of the population with lower levels of education. All this indicates that UNDAF efforts to achieve the MDGs in general and to combat poverty in particular should be pursued further not only to go on reducing aggregate poverty levels towards the EU average but also to reduce disparities.

UNDP's support for Turkey's poverty and social assistance schemes is a central initiative under the Country Programme Output 2.1.2. on pro-poor sectoral development policies including social assistance. UNDP has been instrumental in helping build a national poverty reduction agenda through advocacy, research and networking. The Output

prioritized supporting policy dialogue on poverty with a view to ensuring that Turkey's development efforts produce pro-poor results in line with the MDGs for all citizens. While these activities are important contributions to the policy-making process, by re-directing the attention of national policymakers towards existing disparities and how to reduce them, UNCT should consider incorporating more direct interventions for combating poverty and social exclusion themselves into UNDAF under this Country Programme Output. With respect to this Country Programme Output's goal of inclusion of asylum seekers and refugees into the social support network within the framework of integration policies, UNHCR is contributing to the implementation of pro-poor sectoral development policies by targeting refugees and asylum seekers with a high likelihood of experiencing poverty. The agency identifies the problems and gaps concerning the integration of refugees and asylum seekers and aims to integrate them into social support networks through the framework of integration policies. It also pursues pro-poor policies in collaboration with the relevant state authorities and within its own mandate in a sufficiently efficient and effective manner. With respect to the indicator corresponding to this Country Programme Output, which is the level of income distribution by population disaggregated by sex, the initiatives taken under this Output may help improve income distribution only indirectly. While the above activities certainly draw the attention of policymakers, practitioners and other stakeholders to social, gender and regional disparities underlying the current state of distribution, and advocate policies to resolve the problems in question, improving income distribution requires larger policy efforts which may surpass the capabilities even of governments. At the same time, the indicator specified may not necessarily capture the changes that UNCT efforts are helping to make. This lacuna renders the monitoring and evaluation of UNCT efforts more difficult.

Progress in achieving Country Programme Output 2.1.3 on providing statistical and disaggregated data and information and making them available in the process of social and economic policy formulation and implementation has been steady. As the leading agency in this Output, UNFPA implemented a series of surveys in order to meet the SRH information and service needs of young people, to contribute to data on population and development, and to assess the progress made and lessons learned by parliamentarians in their national, regional and global activities. Other major UNFPA activities include

contributing to the monitoring of the progress in achieving MDGs by the Turkish government, supporting the development and dissemination of Turkey's National Action Plan on Ageing, and supporting TURKSTAT for the maintenance and upgrade of the Databank. UNDP contributed to the targets of this Country Programme Output by preparing the National Human Development Report for 2008 containing a wealth of information on the state of the Turkish youth and providing data essential for policy formulation in the areas of education, labor markets, health and participation in social life. ILO's efforts include the publication of a report on women's entrepreneurship presenting a wealth of data on micro-income generating projects in which women were involved. It presents detailed information on skill training and income generating activities and programmes, and the level of employment by and the number of enterprises created within these projects. The data and the analysis provided in the Report may constitute the basis for formulating and implementing social and economic policies in the area of women's entrepreneurship. With respect to the indicator corresponding to this Country Programme Output as indicated in the M&EF, the Gini coefficient may constitute only one of the indicators that can be calculated on the basis of statistical and demographic data and information that will be made available for use in social and economic policy formulation and implementation. This implies that the said indicator cannot constitute a valid measure which helps gauge UNCT's activities under this Output. The Mid-Term Review Team suspects that there might have been an error in the indicator selected for this Output and that the Gini coefficient may have been intended to act as an indicator for Output 2.1.2.

In addressing Country Programme Output 2.1.4, on enhancing private sector competitiveness through alignment with the Global Compact and improved product standards, UNDP has been supporting private sector development to increase Turkey's competitiveness in global markets and the alignment of private sector practice to EU norms. In this context, UNDP has been helping to integrate Turkey's SMEs in global value chains through the clustering and internationalization programmes in the Southeast Anatolia region. Additionally, UNDP has assumed the leadership in introducing the UN Global Compact Network in Turkey to deepen the principles of the Global Compact among social dialogue actors, and engaged the private sector in the achievement of the MDGs through promoting Corporate Social Responsibility within the framework of the Global Compact. At the same time, the agency seeks to

address local development challenges by engaging the private sector in comprehensive public private partnerships. In this way, the private sector has become a strong supporter and active contributor to UN efforts, and especially to the efforts of UNDP, on harnessing ICT for development, promoting environmental awareness and empowering youth as social and commercial entrepreneurs. The agency has also facilitated private sector led enterprise solutions to poverty by brokering partnerships among business, government and non-government sectors to achieve commercially viable pro-poor investments, for the realization of micro-credit products for disadvantaged young entrepreneurs. In addition to UNDP's efforts, UNIDO is involved in formulating a strategic plan for the realisation of the Commercial Standardization of Instrument Testing of Cotton (CSITC) in Turkey. Aside from the fact that these efforts are expected to help improve product standards with respect to cotton, the Mid-Term Review Team has not been provided with detailed information for linking this activity to the general aims of the present Country Programme Output. UNDAF M&EF identified the proportion of SMEs guided and channeled to increased investment opportunities as an indicator corresponding to this Country Programme Output. While this indicator may constitute a measure of the Country Programme Output 2.1.5. (see below), it is not able to reflect the achievements under the present Country Programme Output in a valid way. Instead, the indicator identified for Country Programme Output 2.1.6. on the number of civil and private sector partnerships may constitute a valid measure of the track-record of activities listed under the present Country Programme Outcome.

UNDP has assumed the leadership role in addressing targets of the Country Programme Output 2.1.5. on the rationalization of incentives and other investment policies for ensuring maximum impact on regional disparity reduction and employment creation. The agency effectively contributed to shaping government approaches to regional development, which formerly focused solely on infrastructure investments, but which now reflect a sustainable human development approach. Within the context of regional development efforts mainly targeting the GAP region, UNDP's activities centered on the GAP-GIDEM (Entrepreneur Support Centers in the GAP Region) initiative. This culminatedin the launching of the "Competitiveness Agenda for the GAP Region", which is a promising development given that the Agenda was recently adopted by the Turkey government. A study on the economic impact assessment of GIDEMs attests to progress on this

front. The companies that were supported by GAP-GIDEMs have been successful in securing about 4 million Euros in the form of incentives and credit. Also, it is estimated that every Euro spent in the project in the GAP region created an impact of approximately 10 Euros. While this figure may not be exact, at the least, it points to a positive direction in terms of the GAP-GIDEM Project's regional impact. Additionally, it is also reported that almost all clients previously supported by GAP-GIDEMs remain in business. By supporting GIDEMs in this way, UNDP seems to be on the right track towards helping to incorporate pro-poor and pro-women approaches into socio-economic policies, particularly in the area of SMEs. The main challenge facing initiatives in the area of SME support remains ensuring the sustainability of the business development services in the less developed regions. UNDAF M&EF identified the number of civil and private sector partnerships as an indicator corresponding to this Country Programme Output. Absence of business development service providers in underdeveloped regions is often regarded as a "market failure", justifying GIDEM-like interventions. International experience demonstrates that the self-sustainability of GIDEM-like structures hinges heavily on the level of social capital of the region. GIDEM-like structures, elsewhere, are often sustained through public-private partnerships. To the extent that public and private sector partnerships create an enabling environment for GIDEM-like structures, the number of public-private partnerships may constitute a valid measure of the Country Programme Output 2.1.4. At the same time, the indicator identified for Country Programme Output 2.1.5, concerning the proportion of SMEs guided and channelled to increased investment opportunities may constitute another measure of the track-record of activities listed under this Output, in which case the above efforts seem to be very successful.

Although the Country Programme Output 2.1.6. on increased integration of gender-sensitive SMEs in national and global value chains through entrepreneurship and business development services, clustering, use of appropriate technologies and vocational training focuses specifically on entrepreneurship and business development services with a specific reference to gender-sensitive SMEs, there seem to be significant overlaps with respect to the aims and activities stated in the Country Programme Output 2.1.5. Thus UNCT should consider merging these two Outputs for reasons of parsimony. The indicator corresponding to this Country Programme Output as indicated in the M&EF, which is given as the establishment of

national mechanisms and the approval of an action plan for micro-finance implementation by Parliament, applies to the Country Programme Output 2.1.7., which makes a direct reference to UNCT initiatives on micro-finance.

UNDP has assumed a leading role in achieving the targets of the Country Programme Output 2.1.7. on implementing local level poverty initiatives including micro-finance with civil society and private sector partnership for social and economic empowerment of the poor including women and youth. The agency's efforts through the LEAP Programme have helped to stimulate regional development and raise awareness on a host of income generating activities. Although the Programme was completed at a time when the programming period for UNDAF Turkey had begun, it appears that the agency decided to continue with the Tourism Component, which grew out of a subproject of the LEAP Programme. The fact that this initiative focuses on community-based tourism which is considered to be a sector for pro-poor growth and that it targets the Northeastern and Eastern Anatolia regions, which are characterized by the lowest levels of socio-economic development, make it very well-placed. To the extent that the project is community-based and therefore constitutes an example of a local level initiative, it has potential for serving the Country Programme Output 2.1.7. At the same time, with respect to initiatives on micro-finance, UNDP has been involved in designing and proposing enabling legal, regulatory environment and application models for the use of micro finance in national poverty reduction programmes with a specific focus on women. UNDP also provided support to two commercial banks in designing microfinance services targeting young people, and one of these banks has recently launched these services. While a positive discrimination towards women is needed in any such initiative at the moment, this may change over time. Another intervention that addresses this Country Programme Output was UNDP's programme on sustainable development in the GAP Region. While its two components addressing children and youth were being finalized at the beginning of the UNDAF programming period, interventions on strengthening the socio-economic conditions of women continued until 2007. While there has been significant progress in terms of social development of all three targeted groups, the extent to which these interventions adequately increase individual economic welfare (planned for women) remains open to question, as does their sustainability. In addition to UNDP's efforts, ILO participated in targeting this Country Programme Output by addressing child labor, which

is a result of the poverty of families. ILO implemented poverty reduction projects in cooperation with the HAK-İŞ labor confederation and two municipalities to provide vocational training for family members of working children. It is reported that 322 family members in Gaziantep and 80 in Şanlıurfa became employable. The indicator corresponding to this Country Programme Output in the M&EF concerning the number of local initiatives on organic agriculture in large part does not apply to this Country Programme Outcome. However, it was reported by the UNCT that this indicator was prepared in relation to the organic animal husbandry initiative in Eastern Anatolia, a joint initiative of UNDP and a private sector partner. While this Output was seen as a local economic development initiative, it can be reviewed under Outcome 2.1.8. and this indicator applies better to Country Programme Outcome 2.1.8., which makes a direct reference to organic farming. However, the development of environmentally sound alternative income generating activities, which is given as the second component of this indicator, applies directly to the activities of the "Eastern Anatolia Tourism Development" project, implemented by UNDP. Gauged against this latter component of the indicator, UNCT interventions are on the right track with notable progress.

UNDP's initiatives on strengthening integrated regional development and reducing socio-economic disparities address the Country Programme Output 2.1.8. on piloting gender-sensitive rural development and productivity models, including organic farming techniques and agro-industrial innovations in less developed regions. UNDP's pilot initiative on the Integration of Sustainable Development into Sectoral Policies Project, the objectives of which range from the adoption of organic farming to increasing energy potential, has made commendable progress, reaching groups well above the targets. FAO's Sustainable Mountain Development Project and FAO assistance on controlling Foot and Mouth Disease had results that contributed to enhancing the resource bases of farmers, especially poor farmers, so affecting their livelihood and income levels. The indicator for this Country Programme Output in the M&EF, which is concerned with the number of initiatives supported to improve the level of incomes and nutritional status of the poor, remains only indirectly relevant for this Country Programme Output.

3.2.2. CP Outcome 2.2

Children's, especially girls' enrolment in pre-school, primary and secondary education increased. (UNICEF, WHO, ILO)

A general remark about CP Outcome 2.2 concerns a problem of correspondence between the CP outputs and the defined indicators. In the existing Monitoring and Evaluation Framework, indicators on CP outputs 2.2.1, 2.2.2, 2.2.4 and 2.2.5 seem to be missing; and those concerning 2.2.3 can be further developed. As part of our discussions with UNCT Outcome 2 group, suggestions concerning these indicators are provided below.

Pre-school education is gaining a wider basis in Turkey. As of the 2007-8 school year, 701,762 children were enrolled in pre-school education. This is up from 148,088 in the 1994-1995 school year[22]. Despite the limited availability of government funding, the government is showing an increasing commitment to early childhood development, mainly due to UNICEF advocacy efforts. The 9th National Development Plan set a target of 50% enrolment in pre-primary education for the 5-6 age group by the end of 2012. MoNE has adopted a policy of making pre-school education compulsory in 30 provinces. Nevertheless, pre-school education is currently limited to better-off families, leaving socially excluded children out of the system. The inclusion of more children from disadvantaged groups into pre-school education is of utmost importance. A pre-school education campaign, based on the KAP survey on attitudes to pre-school education, is to be launched by MoNE Pre-school Education GD with the technical support of UNICEF in provinces with disadvantaged families. The activities of UNICEF in the form of a commissioned report on the nature and characteristics of demand for pre-school education in order to inform decision-makers in formulating policies and in the form of advocacy work providing possible strategies for a national policy are significant for raising awareness and changing mentalities. UNICEF is currently working on piloting and disseminating community-based pre-school education models across 10 cities, which is also expected to provide employment opportunities for women. The interest shown by the EU in ECD issues, as a result of UNICEF advocacy, is also helping to motivate government partners.

While strengthened early childhood education is now viewed as critical to strengthening the efficiency of the basic education system as a whole, the

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[22] MoNE, National Education Statistics: Formal Education 2007-2008

effectiveness of activities is limited since cost is a main constraint (due mainly to physical constraints in the form of availability of classrooms and teachers). Achieving this output constitutes a substantial financial commitment on the part of the government facing many immediate pressures.

Considering the relevance of CP Output 2.2.1 on the establishment of a pre-school education policy at the national level to CP Output 2.2.4, which envisages that 30 percent of children in urban areas complete pre-school and that community-based pre-school models are developed in rural areas, it would be useful to consider linking CP outputs 2.2.1 and 2.2.4 or placing them consecutively.

The indicators for outputs 2.2.1 and 2.2.4, which are currently missing from the UNDAF Monitoring and Evaluation Framework, could be developed to include the following in line with the planned and ongoing UNICEF projects:

- *Number of girls and boys under six enrolling for and attending pre-school education services*

- *Number of girls and boys age six completing pre-school education and enrolling for primary education*

- *Quality, modular, and gender sensitive community based and institutional pre-school education and day care programmes with parenting education and management of day care components*

- *Community based child day care and pre-school education service models, including cost analysis and a licensing system, for municipalities and NGOs*

The current structure of UNDAF would benefit from reflecting the change in the strategy concerning the output on rolling out of child-friendly school criteria (CFS) to at least 30 percent of primary schools. The original strategy for CFS was based on the capacity-building of schools to fulfil the criteria and the main aim was accreditation. This is currently being phased out, mainly due to limited progress recorded with the scaling up of CFS criteria, in favour of the development of minimum standards in primary education. UNICEF promoted the establishment of minimum standards for primary schools, comprising targets for the schools to attain and planning and monitoring instruments for both the central organisation of MoNE and schools. Minimum standards in primary education are envisaged to be applied to all primary schools, and not only in 30 percent, as set out in CP output 2.2.2, through a

software programme to be used by the schools for self-assessment, and on the basis of the e-school application of MoNE. This implies an important policy change and requires a revision and reconsideration of current CP output 2.2.2 so as to reflect this change. A possible re-formulation of the output, to be elaborated upon with counterparts, could be as follows:

- *'Minimum standards for primary schools developed, nationally adopted and effectively used by all primary schools for self-assessment.'*

- *The correspondent indicator could be defined as: 'Percentage of schools fulfilling the minimum standards'.*

Concerning gender parity in primary school enrolment and advocacy for secondary school girls' enrolment, the net schooling ratio in primary education was 96.1 percent for girls and 98.5 percent for boys in the 2007-8 school year. This compares to 78.9 percent and 90.3 percent respectively in 1997-8. For secondary education, the respective percentages are 55.8 for girls and 61.2 for boys in 2007-8, up from 34.2 and 41.4 a decade earlier. The government target set in the Strategic Plan 2008-2012 of the General Directorate on the Status of Women is to achieve 100 percent schooling for boys and girls at all educational levels by 2010[23]. UNICEF has played an important part in the reduction of the gender gap in primary education through the support it provided for the Girl's Education campaign of MoNE. The campaign started in 2003 in ten provinces with the highest gender gap in primary enrolment and was later extended to 81 provinces. UNICEF supported the external evaluation of the campaign in 2007 and recommended that specific strategies should be developed so as to reach those sections of society which have proved most difficult to reach during the campaign for economic or cultural reasons. Currently, there are efforts to institutionalise the Girls' Education campaign and to establish a system for monitoring out-of-school children. Efforts are also ongoing to develop local models.

The advocacy efforts of the campaign also contributed to an increased emphasis on girls in the World Bank-supported conditional cash transfer and to the development of a catch-up education programme for children aged 10-14 years who had dropped out or never attended school (see CP Output 2.2.5). The EU is an important partner in the effort to improve access to education and ensure gender equity in Turkey. Due to UNICEF advocacy, annual

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[23] KSGM (2007), Stratejik Plan 2008-2012, Ankara.

EU progress reports have contained numerous references to children out of school and the lack of gender equity in school enrolment. Work on catch-up education is funded almost entirely by the EU through the EU-funded project carried out with UNICEF technical support.

The indicator for CP Output 2.2.3 in the existing M&E Framework is defined as 'Gross and net enrolment rates of boys and girls in primary school (desegregation to include incidence of asylum seeking children enrolled), while the existing data collection system of MoNE (e-school) detects the number and address of children who do not attend primary education and who do not go to school . The new indicators could be suggested as follows:

- *Number of children out-of schools*

- *Number of children not attending primary education*

Concerning the establishment of a quality primary education programme for never-enrolled and out-of-school girls and boys aged 10-14, UNICEF's catch-up education programme provides important input. This programme, developed on the basis of the needs identified during the Girls' Education campaign and in order to strengthen the implementation of the Child Protection Law, aims to ensure that children in the 10-14 age group, especially girls, who never enrolled in a school or who do not attend school despite being enrolled, are provided with a condensed programme that takes into consideration their previous attainments, and with psychosocial support so that they can adjust to school life and be reintegrated in the formal education system. An implementation guideline has been prepared including monitoring and evaluation indicators and the MONE e-school database has been improved to monitor out-of-school children and catch-up education implementation.

Catch-up education represents a major policy shift, and requires a significant financial commitment on the part of MoNE. UNICEF's advocacy efforts with the EU are highly appropriate as the EU appears as a critical actor in terms of both putting pressure on the Turkish government in the accession process and providing the much needed funding for catch-up education in Turkey. There is a need to develop appropriate indicators for this output, and an appropriate indicator could be:

- *Number of children integrated into primary education after completing catch-up education*

As regards access to schools monitored for asylum seeking and refugee children, and developing supportive tailor-made education programmes for the children of asylum seekers and refugees, it is difficult to measure progress on the basis of the information made available. While UNHCR's activities to provide education assistance to needy asylum-seekers and refugees and advocacy efforts to increase awareness may contribute to an increase in attendance in schools, there is no data to evaluate this. Moreover, no information was made available to review progress on tailor-made education programmes for the children of asylum seekers and refugees, which would require the identification of separate indicators.

As regards child labour, during 2006-2007 more than 4,891 boys and girls who participated in ILO's EU-funded child labour programme were withdrawn from work and placed in education. In the agricultural sector 3,780 children were withdrawn from the worst forms of child labour and directed to schools, 120 of them to boarding schools.

3.2.3. CP Outcome 2.3

Pro-active strategies to increase demand and strengthen delivery of quality basic health services reaching vulnerable groups implemented.

MDGs 4, 5 and 6 envisage reducing under-five mortality by two thirds and maternal mortality by three quarters between 1990 and 2015; and halting and beginning to reverse the spread of HIV/AIDS and the incidence of malaria and major diseases by 2015.

The Turkish Demographic and Health Survey (TDHS), which is the most representative and comprehensive quinquennial national health data source, in 2003 highlighted the severe regional discrepancies in health indicators. A representative survey, the Turkey National Maternal Mortality Study, conducted in 2005 gave the maternal mortality ratio as 7.4 per 100,000 live births in the West but 68.3 per 100,000 live births in the North-east Anatolian and East Black Sea regions. These health indicators are worse than those for any other countries in the European region and are inconsistent with its level of economic development. CCA and UNDAF process took these findings into account in developing health priority strategies.

UNICEF and UNFPA are the main UN agencies undertaking activities to produce the present UNDAF

outputs. By contrast, WHO, despite its remarkable array of health infrastructure development activities, cannot find necessarily stated outputs in UNDAF.

Considering the need for a more complete reflection of integrated agency roles and activities, the UNDAF approach should be supported with matrix managerial mechanisms employing structured joint planning, monitoring and evaluation exercises at more frequent periods, using common framework sheets for planning and reporting and having incentives/sanctions for closer inter-agency collaboration and cooperation to reach the "One UN" goal.

It should be noted that any UN agency programme project prepared mainly within the context of Outcome 2 would ideally have components for intervention linked to the first (governance) and third (women and children rights) outcomes so as to fully meet the UNDAF approach.

In general, the list of the country programme outputs can be revised to add more detailed output statements. For the Monitoring and Evaluation Framework, the list of country programme outputs also needs to be placed in the matrix table besides their country programme outcomes, and their relevant indicators need to be included alongside their relative outputs. The list of indicators, too, could be revised and more indicators could be added through a working group activity.

The UN agencies mentioned have to collaborate closely with the two main actors in health sector development assistance: the World Bank (WB) and the European Commission (EC). Thus the UNDAF has to be revised in the light of WB/EC supported substantive activities, highlighting the UN's guiding role for integrating MDG based approaches and strategies.

Last but not least UNDAF should incorporate strategies to respond to the leadership roles required of Turkey in health and development issues in the Greater Middle East Region as underpinned in the CCA.

Overall, the review indicates that the substantive and relevant activities of UN agencies UNICEF, UNFPA and WHO achieve stated country outputs. However the broadness of the outputs poses challenges in addressing nationwide discrepancies. The rationale for transition strategies is not understood, stakeholders lack ownership and primary health organization infrastructure becomes incapable of

assuming public health roles. WHO could be expected to address and resolve governance and ownership issues in the transition process more effectively, facilitating the use of the experience of national stakeholders in finding solutions to policy issues, mediating with the World Bank (the lead agency for transition), and reinstating the UN's MDG holistic approach.

UNICEF and WHO are the leading UN agencies performing assistance activities to achieve CPOp 2.3.1 on immunization. There are carefully constructed annual work plans for increasing routine immunization, measles elimination and maternal neonatal tetanus (MNT) elimination including capacity building (in-service training with materials, financial support for MNT and measles campaigns and acute flaccid paralysis surveillance training), advocacy and social mobilization on routine immunization and MNT elimination, and monitoring and evaluation of immunization programmes. However, more efforts are needed to support staff and primary health infrastructure in the Eastern and rural areas to respond to great discrepancies in immunization coverage. Health transition changes are creating uncertainties and the dissolution of the health centre system team work decreases the motivation and commitment of multi-professional health manpower for preventive services. Primary health care activities of health centre teams are critical for overcoming wrong cultural beliefs on vaccination in hard-to-reach but most needy areas.

UNICEF is the leading agency undertaking assistance activities for the output on exclusive breastfeeding (2.3.2). This relevantly planned project has been effective with proven impact in increasing and exceeding the targeted numbers of baby friendly hospitals and "Golden Baby Friendly Provinces" and in setting up support groups of hard-to-reach mothers in vulnerable societies. In 2007, 90 percent of hospital deliveries were in BFHs. It would be useful if the existing monitoring system, which promotes scaling and sustainability, is restructured within the framework of this initiative.. A national code for breast milk substitutes is expected to be enacted taking into account the process of harmonization with EU legislation and a code watchdog system is planned to support its implementation. It should be kept in mind, however, that an effective breastfeeding campaign can only be sustained with the continuity of committed primary health care staff established working closely with the families in the needy community.

CPOp 2.3.3 is so broad and loaded that it resembles a sub-outcome, posing challenges in meeting UN agency activities for the expected production.

Reproductive health programmes constitute the core and key intervention in alleviating disparities and improving the health of the vulnerable population and at the same time supporting sustainable development. UNFPA has been assisting TAF in implementing a reproductive health training programme since 2002, mainly through the development of IEC materials, capacity building for peer educators and counsellors, and condom promotion and distribution. The programme trains about 500,000 soldiers every year. In this period the MoH undertook an immense activity with the European Commission "Reproductive Health Programme in Turkey", with a budget of about 60 million Euros. It is understood that UNFPA carefully adjusted its assistance activities considering the contents of this programme to avoid overlapping. The UNFPA could be expected to assist the sustainability of capacity gained as a result of the EU-supported Reproductive Health Programme and the programmes which it has implemented itself through expansion activities planned within the UN mandate of providing guidance for the accomplishment of RH-related MDGs in close collaboration with other UN agencies within the UNDAF approach. UNFPA's Caucusus and Greater Middle East interventions could create synergy for effective and sustainable RH programmes.

CPOp 2.3.4 is a key strategy output targeting the most priority health needs of the young population who constitute a large portion of Turkey's population. Their unmet SRH needs constitute a matter of critical concern. UNFPA has been the main agency providing assistance for support youth volunteer groups, peer education programmes with training and monitoring activities, the education network through Youth Peer Education Electronic Resource (Y-PEER) model, youth SRH policies for creating a youth friendly quality services environment, research and scientific meetings all to improve their access to meet SRH needs. The Standard Progress Reports underline the constraints: huge number of young people to reach with a limited number, and high turnover, of peer educators; the prevailing wrong beliefs, taboos and conservative attitudes of the community. An important national opportunity is the remarkable development of the MoH primary level and hospital SRH services offering more quality youth friendly services. Therefore the project activities should seek more effective partnership with the MoH. On the other hand, health transition organizational changes constitute a potential opportunity for the continuation of primary level team work for SRH and development of youth friendly services. WHO has

also provided relevant and effective "guidance and technical support to increase coverage and intensify action towards improving RH of young people".

In trying to reach MDG-6, UNDAF considers the activities for the output on STI/HIV/AIDS (2.3.5) as cross-cutting interventions in all RH programmes. The Activity Map of Thematic Group (TG) indicates UN agency contributions in the areas of HIV/AIDS in Turkey. UNFPA implemented projects aiming to strengthen the male involvement, NGOs dealing with HIV/AIDS, advocacy activities and the HIV/AIDS Thematic Group. UNICEF is a main contributor to the TG. Life Skills-Based Education (LSBE) in schools has been an ongoing activity from 2007. The activities of the UN TG for HIV/AIDS include: situation analysis; KAB studies on condom use; advocacy for budget allocation and MoNE programmes; NGO and private sector support for people living with HIV (PLHIV); IEC support for social events and media, and training sessions for high-risk groups in partnership with the government, NGOs and the private sector. TG-supported activities for this output seem relevant and effective, but more effective collaboration and joint planning (with monitoring and evaluation) is needed among the thematic group agencies, and a stronger partnership with the MoH programme components and the NAC would enhance the cost-effectiveness, expansion and sustainability of the interventions. As external funds are phased out, more committed government budget allocation and policy support, with action plans, are needed for the sustainability of the programmes.

Improving the nutritional status of children is a main and cross-cutting strategy to achieve all MDGs. Although the stated CPOp 2.3.6 is relevant also in the context of UNDAF Outcome-2, it should be kept in mind that a holistic multi-sectoral primary healthcare approach is needed to deal with the problems of child nutrition. Economical support interventions should be linked with education, women's empowerment and preventive health care focusing on MCHFP services. UN agencies can have better planning and cooperation with joint projects to target the problem. UNICEF's carefully prepared child nutrition improvement activities are designed to be linked and integrated interventions spanning breastfeeding (Output 2.3.2) the parenting education package (Output 3.2.1) and control of iodine and iron deficiencies and including training, advocacy and sector mobilization components reaching stakeholders from service providers and families/mother support groups/the community to parliamentarians and industry. The comprehensive activities seem relevant, cost-effective and inclusive

for stakeholders, and have the potential to be sustainable on a national scale. The combined household consumption and urinary iodine level survey showed the remarkable increase in the national median urinary iodine level since 2002 as a proof of the effectiveness of UNICEF's multi-dimensional efforts. The MoA organization has been active in the training of shopkeepers, bakers and farmers for the promotion of iodized salt use. Yet a constraint arises due to the availability of non-iodized salt through the informal economy and for the industrial use through the formal economy, calling for better monitoring capacity in some provinces. Households in rural and Eastern parts still are not aware of the importance of iodized salt consumption. These constraints can best be tackled with a multi-functional/sectoral integrated effective primary health care system reaching every household especially in the hard-to-reach communities in question. In terms of explaining the importance of iodised salt consumption to the rural areas and hard-to-reach households, it would be substantially effective to benefit from the MoA, the Province-District Directorates, as well as key influential actors in society such as muhtars, village councils, imams, teachers, and the like.

Considering the results (presented in the introductory section) of the TDHS (2003) and National Maternal Mortality Survey (2005) with respect to regional discrepancies in child and maternal mortality rates and in prenatal, neonatal (0-28 days of age) and post-natal (0-6 weeks of age) care coverage rates, CPOp 2.3.7, despite its broad content, has key relevance. Thus, UNDAF needs to formulate more detailed output statements reflecting UN agencies' comprehensive and integrated interventions. UNICEF, UNFPA and WHO country offices all have relevant, valuable contributing activities to achieve this output. While UNICEF focused on NRP training (between the years 2000-2005, this initiative is being continued with the resources of MoH for the period 2005-2010), UNFPA, with more limited resources, carefully planned and monitored its support activities to complement ongoing MoH activities within the context of the RHPT and often offered developed standard materials for use and drew attention to the UN targets (MDGs) and principles. As stated previously, multi-functional/sectoral primary health care supported by higher-level comprehensive care institutions through efficient health systems referral infrastructure are needed for the accomplishment of safe-motherhood initiatives and emergency obstetric care (EmOC). It is worth recalling that a national monitoring mechanism is of key importance for achieving targets to reduce maternal and child deaths.

The "Turkey National Strategic Plan for Women's Health and Family Planning" with its detailed comprehensive activity plan covering all actors at central and local levels, designated the legally established "Population Planning Advisory Council" with stronger gender emphasis and full representation of all the related national sectors. Revitalization of this national policy monitoring mechanism will facilitate achieving UNDAF output and outcomes in the direction of the Cairo ICPD Action Plan.

3.3.   UNDAF Outcome 3

By 2010, a more protective environment established for women and children, including adolescents and youth, to claim and fully enjoy their rights

UNDAF Outcome 3 was prepared in line with the national priorities of the Turkish Government derived from the Long-term strategy (2001-2023), the Preliminary National plan (pNDP/2004-2006) and the Medium-term Programme (MTP/2005-2007). This priority concerns the consolidation of a protective environment or women, children and youth with equal opportunities and promotion of services to these groups. It is observed that, particularly in line with Turkey's accession process to the EU, this national priority and the provisions of UNDAF relating to it maintain their significance. On the other hand, some UNDAF outputs and outcomes could benefit from a number of highlights and reconsiderations.

An important note for UNDAF Outcome 3 in general concerns the parallels and interlinkages between this outcome and UNDAF Outcome 1, particularly as it concerns children's rights. Country Programme (CP) Outputs 1.2.5 to 1.2.8 concern, respectively, the development of a child justice system consistent with international standards and norms, the application of gender-sensitive and child-friendly reintegration measures for children in conflict with the law by law enforcement officials, judiciary and social workers, the improvement of child protection mechanisms in order to prevent children, especially adolescents, living in urban centres from coming into contact with the law, and the nationwide introduction and implementation of preventive mechanisms for vulnerable children. All of these are pertinent for the

attainment of UNDAF Outcome 3. Although the implications of these for the attainment of the goal of strengthened capacity for democratic governance through promoting mechanisms for the implementation of international human rights are clear, the mutual reinforcement between these outputs and the ones under Outcome 3 are significant and a re-consideration along these lines might be worthwhile for the remaining implementation period of UNDAF. If the current framework is to be maintained, a reconsideration of CP Outcome 1.2 to incorporate women's rights might be a useful exercise, as the issue of women's rights is indispensable for strengthening democratic governance mechanisms for the implementation and monitoring of international norms and standards.

Another general remark concerns the strong social and cultural embeddedness of the issue of rights, which involves a great deal of change in attitudes and mindsets. This is likely to require a longer period of time than that envisaged within UNDAF, although progress to be recorded within UNDAF's lifetime is equally important. It is also significant that the EU is an important partner for the attainment of the majority of goals outlined under UNDAF Outcome 3, which provides a stronger ground for advocacy and awareness-raising.

Specifically, while UNDAF Outcome 3 provides a much-needed framework for the promotion of a protective environment for women and children to claim and fully enjoy their rights, a stronger emphasis on other vulnerable groups, including persons with disabilities and migrants, as well as on specific groups of women and children, such as poor, disabled and migrant women and children, who have different needs and who face different barriers in exercising their rights, seems worth considering.

3.3.1. CP Outcome 3.1

Political and budgetary commitment increased and enabling laws, policies, plans and social budgets adopted and effectively implemented for women, children and youth. (UNICEF, UNFPA, ILO, WHO, UNHCR, IOM, UNDP)

The UN system has been actively contributing to the development of policies and action plans for children, youth and women at all levels through awareness raising and capacity-building activities to support the Government in formulating and implementing the necessary legislation, plans and policies for women, children and youth.

Note that the national level documents mentioned above as National Priority 3 do not necessarily have specific sections solely devoted to women, children, and youth. Rather, under general headings such as employment, the will of the government in the related issue is expressed in additional qualifiers, such as "…special attention will be paid to youth employment creation ... to increasing women's labour force participation", etc. However, it is also true that Turkey has either committed itself to prepare national policy documents and action plans (e.g. Youth Employment Network, an initiative of ILO/World Bank/UNSG) or will soon commit itself to doing so (in the case of National Reform Programmes of the EU regarding employment).

ILO and UNDP have been active and both agencies have successfully laid critical groundwork by preparing key reports that clearly have the potential to be used extensively in the preparation of the national policy documents mentioned above. ILO has sponsored a women's entrepreneurship evaluation report and a youth employment analysis report, which was discussed and formulated with the social partners as an input to the National Youth Employment Action Plan. In addition, a women's employment evaluation report was prepared in 2006-2007. UNDP's National Human Development Report in 2008 focused on youth including employment and inclusion issues. These were successful outcomes of these agencies. In addition, ILO is now in a lead position and UNDP a key participant in the organization of the first Youth Employment Summit in Turkey in November 2008. This summit followed closely from the dissemination and follow-up activity space of the NHDR, which itself benefited significantly from the earlier ILO reports.

The UN Joint Programme on Promoting and Protecting Human Rights of Women and Girls in Turkey (UNJP), which was developed by the Gender Thematic Group (GTG) and has been implemented by UNFPA since December 2005 together with UNICEF and UNDP, provides a major input for the attainment of this outcome. UNJP has been successful in its aim of creating an enabling environment for women's empowerment, integrating women's issues into the decision making structures, including the development of plans, programmes and policies. A significant component of UNJP has focused on a variety activities to increase national and local political and budgetary commitment for women and girls.

UNJP is important as the first comprehensive study on women at the local level and a good practice of gender programming. The six cities where UNJP has been implemented, which are to be certified as 'Women Friendly Cities', have gained significant experience in integrating women's issues into the agenda of local policy-making through the Local Equality Action Plans (LEAPs) which they have adopted. The focus of UNJP on cities with considerably different socio-cultural and economic characteristics is also significant in terms of observing the impacts to be created. It is important to extend the project to other cities and establish the grounds for wider comparison. UNJP, originally envisaged to be implemented for a two-year period, has already been extended until the end of 2008. It will benefit considerably from another year's extension with regard to the implementation and sustainability of the 5-year LEAPs of the six cities and the success of the grant programme introduced by the programme partner from the private sector.

UNICEF has also been active in contributing to this CP outcome through: its emphasis on the development of social policies on children's rights; the development of a child justice system in line with international standards and norms; increased awareness of child rights among policy and decision makers, civil society, the media, parents and children including adolescents; commitment among parliamentarians to establish a mechanism to monitor children's rights, and improved reporting, complaints and enforcement systems for children's and women's rights. Particularly through its advocacy work, UNICEF was able to invoke an interest on the part of national stakeholders in the development of a strategy for combating child poverty, as well as the introduction of a child ombudsman system. Moreover, UNICEF worked for the inclusion of children's issues in political party manifestos in the run up to the general elections of 2007, thereby increasing the salience of issues such as protection of vulnerable children and quality education. As the EU remains a major force for positive change in social policy and child rights, it is significant that UNICEF advocacy also helped lead to the inclusion of extensive references to children's rights in the 2007 EU Progress Report for Turkey, which raises the salience of the issue and prepares the ground for improvement.

IOM's activities under this CP Outcome focus on the alignment of migration legislation and policies with the relevant EU *acquis communautaire* in line with the EU accession process. These activities aim to provide support to Turkish institutions in their fight against human trafficking and in the protection of victims in line with EU directives. The agency focuses: on the promotion of women's and children's rights through training activities planned for MoI and MoJ, as well as NGOs working in the counter trafficking area and women's and children's rights; on efforts to include the promotion of women's and children's rights within the research process; and on efforts to include women's and children's rights-based indicators within the data gathering system to be established. IOM has observer status within the national Task Force on Combating Trafficking in Human Beings, which was established in 2002, and has been actively cooperating with the national authorities in combating trafficking in human beings, an area in which increasing political commitment is being shown.

As regards the implementation of a national time-bound policy and programme framework for the elimination of the worst forms of child labour, the activities of the ILO should be mentioned. ILO has been active in the issue of child labour in Turkey since 1992 as one of initial countries of ILO's International Programme on the Elimination of Child Labour (IPEC). During the period for this evaluation, it has completed a National Time Bound Policy and Programme Framework project and an EC-funded project to support the NTBPPF. Both projects were carried out in close cooperation with MoLSS, MoNE, SHÇEK, trade union confederations, employer associations, municipalities and NGOs and were implemented in 21 provinces. It has also sponsored another TURKSTAT survey. Together with the earlier surveys conducted in 1994 and 1999, this survey is the only statistical source of data for Turkey. It shows that the incidence of child labour continues to fall. This is mainly due to the increase in the minimum schooling requirement along with the EU membership process. ILO and IPEC have to be credited with consistent high-profile awareness-raising efforts that directly engaged Turkish authorities in the issue. This is a successful outcome of the UN agency ILO.

In terms of encouraging parliamentarians to establish a mechanism to monitor and analyse budgetary expenditures, the annual Work Plans of UNFPA for the period 2006-2010 highlights the establishment of a parliamentary gender equality commission so as to pave the way for the incorporation of gender budgeting and gender mainstreaming in all legislation as one of the agency's key goals. Recently, activities have focused on awareness-raising with a view to increasing the knowledge of

MPs and relevant government institutions concerning violence against women.

With regard to increasing the knowledge of policy and decision-makers, professionals, parents, civil society, media and children, including adolescents, on children's rights, an important component of UNICEF's activities focuses on informing the media about children's issues at the same time as building up a network of journalists who are sensitive to children's rights and able to develop news stories about children's issues. Nevertheless, progress in this respect faces important challenges relating to the general social, economic and cultural conditions, whereby the public shows limited interest in rights-based media, television is the preferred source of information rather than newspapers, and television usually tends to favour entertainment over raising important issues.

Finally, it is important to note that CP output 3.1.4 is closely intertwined with output 3.2.3 focusing on the awareness of policy and decision makers and the media on women's rights. The two outputs might benefit from a re-formulation bringing them together in a way that includes both women and children so as to encourage an integrated perspective.

3.3.2. CP Outcome 3.2

Prevention and protection mechanisms established and awareness raised to reduce harmful practices, violence, abuse, neglect, exploitation. (UNICEF, UNDP, UNFPA, ILO, UNHCR)

UNICEF is the major agency contributing to the promotion of positive child raising practices, including timely birth registration, amongst parents and caregivers, with its emphasis on the education of parents so as to raise the capacity of families and prevent neglect and abuse, as well as to provide employment for women, and to positively prepare children for better achievement at school. The 'My Family' initiative ensures the availability of a high-quality, gender-sensitive and interactive parenting education programme. While an overall national policy is still to be developed, important steps have been taken in terms of the institutionalisation and sustainability of parenting education within MoNE and SHÇEK. However, the participation of fathers remains limited in the programme. The programme depends on strong collaboration among a wide range of local and national institutions. At all levels, intersectoral coordination is a critical factor. While an increasing sense of ownership is observed on the

part of MoNE, at the local level, sectors need to coordinate so that all the basic needs of poor families are met. Strong ownership from provincial and district governors is needed to bring about this coordination. Another component of UNICEF activities focuses on the improvement of parenting for children of 7-19 years of age through a parenting education programme. 2007 saw progress in the development and testing/implementation of this parenting training model. Efforts for the expansion of the implementation of the model are underway.

A constituent of this CP Outcome concerns the awareness of adolescents and youth, including those out of school, those living outside of parental care and/or with special needs, asylum seekers/refugees, on how to protect themselves from harmful practices, violence, abuse, neglect and exploitation. In this respect, UNICEF has special projects aiming to provide policy and decision makers and society with access to data about adolescent rights and needs, and to develop the skills of adolescents at risk and improve communication within vulnerable families through the development and implementation of a comprehensive, user friendly and gender-sensitive Life Skills Based Education (LSBE) package. The participation of adolescents themselves is a central goal and strategy in this regard, and the package, including curricula, teaching aids and material for use by and with adolescents both in and out of school, is to be implemented through a peer education strategy. Still, success in this programme depends on the ownership of relevant stakeholders and the availability of government funding, which is currently limited. This is mainly related to the invisibility of adolescents compared to the 18-25 age group, who have the right to vote and who show up in unemployment figures, and therefore, who are more a centre of attention for politicians. The attainment of this target within UNDAF, therefore, might require more time than envisaged as it involves attitudinal change.

UNHCR focuses on the awareness-raising of refugees and asylum seekers through the multi-functional Gender and Children Team (GCT) which it established in 2000. The team aims to mainstream gender and age in order to promote gender equality and respect for women's and child rights and to enhance the protection of refugees. UNHCR's refugee protection training programmes have included training activities for Government officials on sexual and gender-based violence. The Implementation Directive (Ministry of Interior/General Directorate of Security) dated 22

June 2006 is another a positive impact of GCT's mainstreaming together with the training activities.

The prevention and protection activities that IOM conducts in Turkey and in the region are reflected in terms of raising awareness and promoting the rights of women and vulnerable groups so as to ensure that the human rights of trafficked persons are respected and that they have full to access to justice. The IOM participates in a national referral mechanism, which has been established in Turkey to protect and meet the needs of trafficked persons, to co-ordinate counter human trafficking efforts with the countries of origin and to prosecute those responsible. Participating in this mechanism are national law enforcement agencies and NGOs along with IOM. The system is designed to ensure effective coordination of the major stakeholders involved in combating human trafficking and providing assistance to trafficked persons.

UNFPA is the main agency contributing to increasing the awareness of policy and decision makers and the media on women's rights and gender equality, especially violence. UNFPA's activities in favour of the establishment of a parliamentary gender equality commission are noteworthy as they significantly contribute to the achievement of this target in the context of policy and decision makers. In 2008, these activities had the target of the establishment, by a group of male MPs, of an informal committee to combat violence against women. Significantly, at the end of 2007, a group of women MPs from the ruling AKP submitted a proposal for the establishment of a gender equality commission within Parliament.

A significant component of UNFPA activities focuses on awareness-raising on gender-based violence through media campaigns and work with parliamentarians and other decision makers on the basis of social research on gender bias in media, education, and culture. The agency has organised national and international conferences and workshops on violence against women and honour killings, and those conducted with Hürriyet for the last three years received special attention from the public, government and the NGOs. UNFPA's endeavour to establish a Corporate Alliance to stop violence against women through partnerships with the private sector is another noteworthy development in terms of widening the basis of collaboration and raising awareness at a broader level. It is also significant to underline that UNFPA has supported the Federation of Journalists Associations of Turkey since 2004 with various activities, including the organisation of a competition among young journalists on special themes such as gender equality, VAW and honour killings. Moreover, the UNFPA Country Programme is mainly directed towards VAW and generally aims to raise public awareness, to find more resources on gender, and to write projects with various government stakeholders including MOI, SHÇEK, etc. It has become a support programme for various activities of the agency highlighting common projects implemented in common areas. The agency is also effective through a partnership with the EU on VAW. These efforts have been instrumental in raising the awareness of the general public on VAW.

In terms of the development of minimum standards of care and protection for children in need of special protection, which will contribute to the establishment of a child protection model, UNICEF has been the major actor. The agency provides an important contribution through: its support for the dissemination of information on child abuse, the development of minimum standards for the care of children living without parental care; its emphasis on the need to improve the child protection and justice systems; the development of gender-sensitive and user-friendly in-service training materials and the establishment of training teams for professionals working in child justice and protection systems, and its support for increased access for children within the child justice system to services supporting their psychosocial development. The ownership of the process by the main stakeholder MoJ is an important contribution to the achievement of this target. A significant component is the Juvenile Justice Training, which benefits from the development of a set of human-rights based, gender-sensitive training material on the implementation of child rights and the child protection law. The efforts being made for the institutionalisation and sustainability of the training programme, including a monitoring model and a cost analysis, for all the professions concerned are remarkable in this respect. As of 2007, a comprehensive set of minimum standards for the care of children living without parental care for any period and for any reason in line with best international practice was defined, but not formally agreed. Importantly, a common outlook with the EU is a key factor making it possible for UNICEF to support and influence efforts to improve conditions in the area of child protection as activities under this component are funded solely by the EU.

Concerning the establishment of a comprehensive national child labour monitoring mechanism in line with international standards against child labour,

based on the evaluation in 3.1.2, all critical ingredients of this mechanism were designed, developed and established in the Child Labour Unit of MoLSS as a result of ILO's EC-funded project on the elimination of worst forms of child labour. National level implementation and functioning by the authorities will have to be evaluated later.

3.3.3. CP Outcome 3.3

Capacities strengthened at both national and local levels for reporting on, protecting and enforcing the rights of women and children based on/emanating from the Programme of Action of the International Conference on Population and Development. (ILO,

UNJP has been influential in the progress made towards the improvement of the coordination mechanism among institutions responsible for women, children and youth, with its focus on creating an enabling environment to promote and protect the rights of women and girls. The implementation of the programme has so far entailed local and national stakeholders with significant experience in practices directed towards the development of women's human rights which have the potential to change the lives of women and girls in the programme cities. The LEAPs prepared by the six cities contain enhanced provisions on measures and policies to improve women's rights in areas as diverse as participation in local decision making mechanisms, urban services, protection against violence, economic empowerment and employment, education and health services. They also focus on measures to be adopted for specific groups of women such as migrant and poor women. It is important that measures are taken to promote the sustainability and implementation of LEAPs. Also, the emphasis on specific groups of women would benefit from an extension to include groups such as women with disabilities and single mothers who have different needs and who face significant barriers in exercising their rights.

The emphasis of UNJP on activating local actors and strengthening policy dialogue and networking between local governments and women's NGOs around the specific problems which women face has contributed to the creation of an environment where national decision makers, local authorities and civil society can work together and actively participate in the decision making process to ensure promotion and protection of rights of women and girls.

UNFPA contributes significantly to improved reporting, complaints and enforcement systems for women's rights through the twin priorities of (1) strengthening the capacity for women's protection services through the establishment of norms and standards with the collaboration of relevant government institutions and NGOs, and (2) strengthening the institutional capacity of the General Directorate for the Status of Women (GDSW). Under the first priority, UNFPA has set a target of eight provinces with at least one shelter up to international standards established/operated by the government by 2010. Under the second priority, UNFPA has provided technical support to the implementation of the 'Combating Domestic Violence against Women Project' within the framework of the EU funded Development of Gender Equality Programme. In this context, a National Action Plan on Combating Domestic Violence against Women (2007-2010), which defines the roles to be played by various public institutions and establishments, has been prepared. Additionally, efforts are ongoing for the establishment of a database model, development of a service provision model for women under risk or subject to violence, development of various awareness and in-service training programme modules, as well as the preparation and implementation of a national communication strategy.

UNFPA is also active in strengthening the capacity of the state's central and local institutions, as well as that of NGOs, to combat domestic violence against women, with a view to: developing service delivery models to strengthen women who are subject to or at risk from domestic violence; increasing the capacity of public institutions and establishments providing services for those women, and raising the awareness of stakeholders in the struggle against domestic violence while developing communication and cooperation amongst those stakeholders. A national campaign 'Stop violence against women' has been supported by UNFPA and GDSW since 2004 with the aim of raising the awareness of society, of women themselves and of those providing services to women; as well as increasing the capacity of institutions providing services to victims.

With respect to children's rights, mention must be made of UNICEF's activities focusing on the development of a child justice system in line with international standards and norms, on securing the commitment of members of parliament to establish a mechanism to monitor children's rights; and improved reporting, complaints and enforcement systems for children's rights are noteworthy. In

particular, UNICEF has been advocating with its counterparts for the introduction of a child ombudsman system in Turkey, and recorded some progress in this direction in the sense that there is now more willingness to have a dialogue about what it means to establish a child ombudsman with statutory powers and what the effects might be.

ILO organized a training programme for the staff of the Child Labour Unit of the Ministry of Labour and Social Security on the reporting of the implementation of child labour conventions 138 and 182 at the ILO International Training Center in Turin. Within the framework of the Rehabilitation of Children Working in Streets project, implemented by ILO together with GAP RDA, and the resulting UNDP-GAP programme, the partnership among public and civil society organisations specialising in children working in streets and under risk has been supported, and efforts are under way for the establishment of a participatory governance mechanism in this field.

While progress is being made, mainly through UNICEF activities, towards increasing the willingness and capacity of professionals working in the field of juvenile justice to respect children's rights and implement relevant legislation, obstacles remain in terms of the rapid turnover of personnel, the inadequate level of specialisation in these professions and a continuing lack of coordination at the local level. Physical provision and the number of professionals are also still insufficient. Due to the burden on the child courts and lack of staff, the average length of trial in child courts may still be longer than in adult courts. Appeal procedures are also extremely time-consuming.

IOM's activities aim at strengthening the administrative capacity of the Task Force on combating human trafficking in order to render interaction among the members more efficient. The agency also focuses on capacity-building activities for municipalities to enable them to deal with migration-related problems and to develop a framework for the integration of migrants at the local level.

particular have been successfully determined in line with the national priorities.

It is essential to indicate that not all the UN agencies are subject to same programmatic cycle, some of them, for instance, work on demand base.

For the remaining programming period, it would be useful to ensure the measurability of the indicators as well as their correspondence with Country Programme Outputs and general outcomes.

From the very onset of UNDAF programming cycle, it is observed that pertinent projects and programmes conducted within the framework of UNDAF have extensively increased the collaboration among/within UN agencies as well as government bodies. It is vital to mobilize all necessary material, human and institutional resources so as to ensure the sustainability of outcomes of individual projects and therefore broader UNDAF Goals.

Concluding Remarks;

UNDAF Outcomes in general and Common Country Programme Outcomes and Outputs in