

Turkey

Mid-Term Evaluation

Thematic window: Development and the Private Sector

Programme Title: Harnessing Sustainable Linkages for SMEs in Turkey's Textile Sector

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Prologue

The current mid-term evaluation report is part of the efforts being implemented by the Millennium Development Goal Secretariat (MDG-F), as part of its monitoring and evaluation strategy, to promote learning and to improve the quality of the 128 joint programs in 8 development thematic windows according to the basic evaluation criteria inherent to evaluation; relevance, efficiency, effectiveness and sustainability.

The aforementioned mid-term evaluations have been carried out amidst the backdrop of an institutional context that is both rich and varied, and where several UN organizations, working hand in hand with governmental agencies and civil society, cooperate in an attempt to achieve priority development objectives at the local, regional, and national levels. Thus the mid-term evaluations have been conducted in line with the principles outlined in the Evaluation network of the Development Assistant Committee (DAC) - as well as those of the United Nations Evaluation Group (UNEG). In this respect, the evaluation process included a reference group comprising the main stakeholders involved in the joint programme, who were active participants in decisions making during all stages of the evaluation; design, implementation, dissemination and improvement phase.

The analysis contained in the mid-term evaluation focuses on the joint program at its mid-term point of implementation- approximately 18 months after it was launched. Bearing in mind the limited time period for implementation of the programs (3 years at most), the mid-term evaluations have been devised to serve as short-term evaluation exercises. This has limited the scope and depth of the evaluation in comparison to a more standard evaluation exercise that would take much longer time and resources to be conducted. Yet it is clearly focusing on the utility and use of the evaluation as a learning tool to improve the joint programs and widely disseminating lessons learnt.

This exercise is both a first opportunity to constitute an independent “snapshot” of progress made and the challenges posed by initiatives of this nature as regards the 3 objectives being pursued by the MDG-F; the change in living conditions for the various populations vis-à-vis the Millennium Development Goals, the improved quality in terms of assistance provided in line with the terms and conditions outlined by the Declaration of Paris as well as progress made regarding the reform of the United Nations system following the “Delivering as One” initiative.

As a direct result of such mid-term evaluation processes, plans aimed at improving each joint program have been drafted and as such, the recommendations contained in the report have now become specific initiatives, seeking to improve upon implementation of all joint programs evaluated, which are closely monitored by the MDG-F Secretariat.

Conscious of the individual and collective efforts deployed to successfully perform this mid-term evaluation, we would like to thank all partners involved and to dedicate this current document to all those who have contributed to the drafting of the same and who have helped it become a reality (members of the reference group, the teams comprising the governmental agencies, the joint program team, consultants, beneficiaries, local authorities, the team from the Secretariat as well as a wide range of institutions and individuals from the public and private sectors). Once again, our heartfelt thanks.

The analysis and recommendations of this evaluation report do not necessarily reflect the views of the MDG-F Secretariat.

Mid-term Evaluation

MDG-F Joint Programme on Private Sector
Development in Turkey

“Harnessing Sustainable Linkages for SMEs in Turkey’s Textile
Sector”

Final Report

Volume I, main report

Monika Zabel

30 April 2012

Disclaimer

This report was compiled by an independent external expert. It is solely a reflection of her findings and assessments in course of the evaluation. It does not necessarily represent the views, or policy, or intentions of the United Nations Agencies or of the MDG-F Secretariat.

List of abbreviations

AA	Administrative Agent
ABIGEM	EU Turkey Business Development Centre
CSR	Corporate Social Responsibility
DFR	Draft Final Report
DISK-TEKSTIL	Trade Union of Textile Workers
DOGAKA	East Mediterranean Development Agency
EU DEL	Delegation of the European Union
FKA	Firat Development Agency
FR	Final Report
GDP	Gross Domestic Product
GoT	Government of Turkey
IGEME	Export Promotion Centre
IKA	İpekyolu Development Agency
ILO	International Labor Organization
IRAC	Innovation Research and Advisory Centre
ITKIB	Istanbul Textile and Apparel Exporters' Association
JP M	Joint Programme Manager
JP	Joint Programme
JPMC	Joint Programme Management Committee
KalDer	Quality Association
KOSGEB	SME Development and Support Administration (Presidency)
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MDGF SC	MDGF Steering Committee
MDGF	Millennium Development Goal Achievement Fund
MDG-F Joint Programme on Private Sector Development in Turkey, Mid-term evaluation	

MPTF	Multi Partner Trust Fund
MoLSS	Ministry of Labor and Social Security
MoEF	Ministry of Environment and Forestry
MoIT	Ministry of Industry and Trade
MoSIT	Ministry of Science, Industry and Technology
MOU	Memorandum of Understanding
MR	Monitoring Report
MTE	Mid-Term Evaluation
NCS	National Steering Committee
NGO	Non Governmental Organization
NRA	Non Resident Agency
PCM	Project Cycle Management
PMC	Program Management Committee
PSD	Private Sector and Development
RC	Resident Coordinator
REAP	Responsible Entrepreneurs Achievement Programme
RCO	Resident Coordinator Office
SCC	Sustainable Competitiveness Centre
SC	Steering Committee
SME	Small and Medium Sized Enterprise
SPO	Under Secretariat of the State Planning Organization
TAC	Technical Advisory Committee
T /A	Textile and Apparel
TEKSIF	Textile, Knitting and Clothing Workers' Union
ToR	Terms of Reference
TUTSIS	Turkish Textile Employers' Association
UFT	Prime Ministry Under Secretariat of Foreign Trade

UNCT	UN Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Program
UNEG	United Nations Evaluation Group
UNIDO	United Nations Industrial Development Organization
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
VCMP	Value Chain Management Platform
WB	The World Bank

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I would like to express special gratitude to the UN Resident Coordinator in Turkey, Mr Shahid Najam, for his time and interest in an open dialogue about the joint programme and about first findings and recommendations of this evaluation.

Çok teşekkürler.

Monika Zabel
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0 Executive Summary

The MDG Achievement Fund (MDG-F) is an international cooperation mechanism aiming to accelerate progress on the Millennium Development Goals (MDGs) worldwide. Established in December 2006 with a contribution of €528 million Euros (\$US 710 Mio) from the Spanish Government to the United Nations system, the MDG-F supports national governments, local authorities and citizen organizations in their efforts to tackle poverty and inequality. In September 2008 at the UN High Level Event on MDGs, Spain committed an additional €90Mio to the MDG-F.

It has 128 programmes in eight thematic windows in 49 countries across five regions of the world. All country programmes working through the UN system and with governmental and non-governmental organizations. “Harnessing Sustainable Linkages for SMEs in Turkey’s Textile Sector” is one of the programmes under the thematic window Private Sector and Development (PCD).

The Turkish “Textile and Clothing Sector” is one of the most important sectors in Turkey in terms of contribution to the gross domestic product (GDP), employment generation and net exports. There are approximately 40,000 companies in the sector, which employ an estimated 2 million workers, including the unregistered work-force. The rate of registered employment for women in this sector is estimated around 35%, which is above the national average rate of women employment (23.5%). However, women workers in the textile sectors are among the least well paid, often working in unregistered working relations. In 2009 the textile and apparel sector accounted for 18.3 billion USD of exports.

The Government of Turkey has taken a number of measures to transform the national textile and clothing sector, within the framework of the World Trade Organization rules. The recently adopted National Textile, Clothing and Leather Sector Strategy (Textile Strategy) foresees that the manufacturing capacity in the western (and more developed) regions of the country would move to the eastern (less developed) regions, including Central and South-eastern Anatolia, creating “regions” or “clusters” that specialize on different segments of the textile and clothing value chain. This strategy has been supported by a new incentives scheme, announced in June 2009 by the Prime Minister. This scheme encourages companies to move their manufacturing to or set up new companies in less developed regions of Turkey, specially the southeast, and further specifies textiles and clothing sector as a prioritized sector for investment in this region. The implementation of the national Textile Strategy requires a holistic approach based on three inter-connected pillars: (a) productivity, (b) innovation, and (c) corporate social responsibility (CSR) and sustainability.

The region targeted by this JP is a textile region in south east Anatolia and encompasses four provinces, i.e. Kahramanmaraş, Malatya, Adıyaman, Gaziantep. The programme management is situated in Turkey’s capital Ankara, also HQ of the UN implementing agencies, and in Istanbul, location of HQ of the national implementation partner Istanbul Textile and Exporters Union (ITKIB).

Main Conclusions

- The MDG-F JP modality has triggered an integrated approach of the agencies in the direction of delivering as One. It has driven UN agencies to work closer together and also to work closer with

the implementation partner ITKIB.

- The JP also made it clearer that the procedures among the UN agencies are (still) very different and not aligned. The degree of the implementation in the spirit of delivering as “One UN” was not as advanced as expected. The time required to work around this obstacle was underestimated as it was a first time experience.
- The work experience of the JP Private Sector has facilitated setting up new Joint Programmes under the UNDCS 2011 – 2015, for example the JP on Gender Equality implemented by UNDP, UNFPA and UNWOMEN.
- At the time of MTE there is ownership confirmed at national level, however, there is hardly any ownership at micro level yet. Ownership at meso level varies and has to be further analyzed.
- This JP is currently in a decisive stage. It has to carefully plan the further implementation at province level and will have to consider changes of some of the original strategies in order not to work against market forces. Overarching objective is not to implement activities but to achieve sustainable results.
- Priority has to be given to setting up forward planning and M&E instruments and to use them as programme management tools. Otherwise it will not be possible to measure progress in JP Implementation.
- Some of the outputs or specific outputs are time critical and have to be worked on with priority. Finalizing the VCMP and to bring it online are important; acquisition of paying clients can only start once a working product is available. Also the CSR Strategy and report are time critical shall they serve as input to the National Textile Strategy and the National Development Plan 2014 to 2020.
- All activities have to be completed at least 5 months and all results achieved about 2 months before JP end date to allow follow up measure to sustain the results. There is opportunity to request a second budget neutral extension of up to 6 months until June 2013, leading to a project implementation period of 30 months as originally planned.

Main Lessons Learned

- It is important to define roles and responsibilities very clearly in the beginning of the JP, and define professional and interpersonal skills required for each of the key functions. The degree of empowerment of management positions has also to be mutually agreed.
- Joint management instruments have to be put in place at an early stage of the JP, as M&E system, Forward Planning scheme, QA mechanism, Joint Assessment tools for training and capacity building interventions, Coordination Mechanism with follow up structures, communication and advocacy strategy. Regular exchange of information on progress, an outlook for the next months and discussion on challenges and solutions is a minimum requirement for coordination. “Retro-fitting” of missing management tools in course of an ongoing JP is cumbersome and time consuming, and less efficient than establishing them at the frontloaded.

- Singular interventions in training or capacity building have seldom sustainable effects. In any case there has to be an evaluation system in place as well as a follow up mechanism. When many activities are planned without follow-up support (e.g. one time training, without planned follow-up activities), there is a reduced chance of influencing long-term changes, or to achieve sustainable effects.
- If there are many projects operating in the same sector and in the same region, market segmentation at geographical and/or corporate level has to be considered, in close cooperation with other projects and support mechanism already in place in the same sector/region. Certain flexibility in JP implementation at activity level has to be allowed as long as the results can be achieved.
- If existing risks in implementation cannot be mitigated, the implementation strategy might have to be adapted avoiding these risks. Risks that have a high impact and a high likeliness have to be avoided from the outset. Lack of demand from companies, one of the identified risks, has to be analyzed for their root courses. Mitigation mechanisms should be integrated into a risk management strategy.

Recommendations for the JP

Recommendation 1
Introduce or fine-tune, respectively, management tools for the management, coordination and planning of the JP. Among these tools are (1a) a monitoring system at central and local level, (1b) an integrated quality assurance system, (1c) a coordination mechanism along the anticipated results, in combination with an integrated forward planning with set milestones.
Issue/s to be addressed: see 1a,b,c,d. Lack of a proactive programme management and integrated management tools at midterm of JP implementation. Currently some elements of “jointness” are in place, but still many elements of “silo-like” parallel implementation applied.

Recommendation 1a
Setting up a monitoring scheme with SMART indicators without any further delay and use it as a joint management tool at all levels.
Conduct a moderated M&E workshop to bring the core JP management team (mainly 4 focal points, admin officer and coordinator) on the same level of knowledge (1 day) and develop a M&E system (results framework), with SMART indicators and means of verification at all levels (activities, outputs, (contribution to) outcome), together with a clear timeline for the JP (1 day); moderator should have knowledge of M&E systems, results based management, the UN System, project management and ideally also about private sector development.
First, to look for in-house capacity, managers of other JPs, support provided by M&E officers in regional offices or at agencies' HQs for trainers/moderators of the process.
Issue/s to be addressed: see 1; Absence of a functional monitoring system. M&E is neglected in the JP; current absence of sufficient in-house M&E knowledge at JP management function and in the RC office. JP is at a crossroad where it needs strong management tools to take the programme towards achievement of results.

Recommendation 1b
Setting up an integrated quality assurance scheme for the JP as a whole, involving several implementing partners (also for processes and products involving subcontractors (consultants and NGOs) under utilization of the training assessment and capacity building tools already applied. Most suitable practices should be considered and should be agreed on to apply for all activities under responsibility of all JP implementing partners. QA scheme shall include selection and briefing of the subcontractors and performing quality assurance of all products and processes (as already done in many instances).
Issue/s to be addressed: see 1, currently different forms of training assessments applied by different implementation partners, making the internal monitoring of results/outputs to which several agencies contribute difficult.

Recommendation 1c
Set up a coordination mechanism along the anticipated results, in combination with an integrated forward planning system with set milestones that is regularly updated. Submit work plan and the budget forecast. Relate the newly established complete monitoring system with SMART indicators and revised specific outputs and outputs (where applicable), once accomplished, around integrated thematic outputs. At a later stage, apply for a budget neutral extension until March or June 2013, respectively as soon as the 70% expenditure of the second tranche of funding will be reached.
Issue/s to be addressed: see 1, using the work plan as an instrument for forward planning, providing the PMC and the stakeholders at local level with a timely overview. This also an instrument to avoid parallel, uncoordinated field visits or implementation. General delay of implementation of the JP.

Recommendation 2
To consider, for the RCO, to hire an M&E medium or senior level specialist to assume the oversight of the M&E of the Joint Plan implementation, and at the same time provide advice to the JP regarding the design and utilization of their M&E frameworks.
Issue/s to be addressed: M&E is apparently a less represented practice area in the UNCT. Criticism has been expressed in the UNCDS and recently a strategy has been agreed that which will start to be implemented in due course.

Recommendation 3
Internal and external joint programme reporting – Monitoring Reports to MDG-F, MoMs, – should be improved to make it more substantial and easy to read. The outputs and activities in MRs shall be named the same way throughout the various overviews (for example, changes proposed in the IR are in some overviews used, in others not. Long narratives on single activities or sub-activities in overview tables should be avoided, but streamlined. It should be clarified which of the changes in titles and content of activities and results have been agreed with and confirmed by the MDG-F secretariat. It should be reported against results, not against activities only. Degree of achievement and status of implementation shall be clarified. Meaning of colours in the colour-coded table to be clarified. Correct application of the tenses is important to appreciate the meaning of a sentence, for example not to use present tense if the

achievement will be in the future.

Issue/s to be addressed: So far, the reporting is not reader friendly and information provided in the tables not always consistent. The former is partly due to the MDG-F MR template, however, even in the existent template there is much room for improvement. MoMs of TAG do not provide substantial information, MoMs of PMG meetings are lacking agreed actions, responsibilities and deadlines for provision, and be more streamlined.

Recommendation 4

For the CSR Handbook to respect the set deadlines. For the transformation of the second version of the DFR to the FR, allow one agency (MTE proposes UNDP focal point and UN JP coordinator) to work closely with the consultant.

Keep close dialogue with Ministry of Industry regarding how to provide pieces of policy advice through the CSR Handbook. Involve Ministries in the peer reviewing process. Consider that the process of production of the CSR report by end of April 2012 is a time critical delivery.

The CSR Handbook can also be an important input into the 10th National Development Plan 2014 – 2020.

Issue/s to be addressed: The CSR Handbook is a core element of sustainability at macro/national level and its delivery is time critical.

Recommendation 5

Consider a reprint of the leaflets on aspects of Labour Law for the work with the Labour Inspection Office, as this is considered a useful tool in MoLSS's new strategy of inspection & training. Establish a closer link between the LIO and the trained officers and the MoLSS member of the JP PMC.

Issue/s to be addressed: No issue, but a clear expression of demand by LOB requesting a reprint of the leaflets on special aspects of Labour Law; currently there is no communication on JP established between LOB and MoLSS member of the JP PMC.

Recommendation 6

For the membership of the portal (segmentation by size and turnover shall also serve as indicators which should not replicate but leverage similar initiatives; and should not become a distorting element of the market,

Also consider segmentation of companies regarding the level of membership fee in the VCMP. 3 months free trial subscription can be considered. It should be ensured that the VCMP is fully operational and providing the data and information in demand, to set the base for its sustainable growth.

Issue/s to be addressed: With financial incentives an amount of "trial members" for the companies can be created, however, not sustained. Trial membership has to end well before JP end, as otherwise its sustainability cannot be guaranteed. It is also important that sufficient companies in the four targeted provinces express interest in such a portal, in order to generate potential impact in these provinces and not spreading the effect to thinly over the whole country.

Recommendation 7
Clarify the roles and responsibilities, in particular of the JPM, the administrative assistant, the focal point of ITKIB; avoid relating the JPM to ITKIB only. The fact that JPM is based and JP coordination office is located in the premises of ITKIB does not suggest at all that this entity belongs to this agency alone. The JPM is representing the JP and all its members.
Issue/s to be addressed: Misperceptions about roles and responsibilities; perception of the JP by the stakeholders in particular at provincial level.

Recommendation 8
The Resident Coordinator as Head of the lead agency of the JP and of the UN operations in Turkey, to accompany this JP in the following months even closer, to provide advice and act as “clearing house” should it be required.
Issue/s to be addressed: JP is at an important and decisive stage and might need support at highest management level.

Recommendation 9
The proposed Sustainable Competitiveness Centre (SCC) needs to be more closely aligned with current structures avoiding duplication of efforts and redundancies. To describe how it will be managed and how does it operate after JP end (fee for service?, are SMEs willing to pay for this)
Issue/s to be addressed: Originally planned academic partner, University of Kahramanmaras is not available to host the SCC. Multitude of programmes and support schemes are already operative and advanced. Market niche for a SCC is not yet clear.

Recommendation 10
To avoid replication or further subsidizing existing grand schemes or business support schemes (for ex. URGE or support schemes offered by the RDAs). Companies’ interest and readiness to apply should be reflected in their financial contribution.
Issue/s to be addressed: Lack of demand for services provided by JP; certain programme fatigue observed in two of the visited provinces.

Recommendation 11
To keep the momentum JP has finally gained, without rushing the implementation of activities (example: companies have hardly be informed about the CC trainings when they were about to start). Introduce an M&E system that can capture the achievement of outputs and specific outputs as well. Introduce intermediate results to be achieved.
Issue/s to be addressed: Lack of knowledge about JP and what it can offer to the sector when starting implementation of training activities at provincial level. So far only activities and sub-activities are

measured, and only in quantitative terms.

Recommendation 12

Consider to delegate a full time JPMT member to the targeted region to coordinate and promote all JP related activities planned in the four provinces. The two CC agents and stakeholders in the provinces (CoCs, RDAs etc) shall be closely involved. Coordination with other related projects or support schemes active in the provinces shall be intensified.

Issue/s to be addressed: So far there is only a dispersed and punctual presence of the JP at provincial level, typically when activities have been planned or implemented. An integrated planning at provincial level that utilized all potential synergies and avoids duplication of efforts is still missing. JP is hardly known as a "brand" at provincial level. Target groups being de-motivated by "so many projects, so little results".

Recommendation 13

To consider segmentation of companies according to their degree of interest and preparedness (for example having basic CSR measures in place, and the prioritization of provinces for all training and consultancy activities of the JP where there is still a demand for provision of business services. This has been partly done already for the REAP training and for consultancy activities.
For consultancy project s: to apply a call for proposal scheme and have a small evaluation committee for the evaluation of the proposals.

Issue/s to be addressed: Lack of demand and interest observed at corporate level. Utilization of maximum efficiency and potential sustainability of the services provided.

Recommendation 14

A budget neutral JP extension is suggested, for at least 3 months, better for 6 months until June 2013. This would allow for an actual implementation period of 30 months as originally planned. It would also allow to achieve and to sustain the results (of which many will be achieved only with delays). It would also allow working with GoT on the National Textile Strategy and on the National Development Plan that will be discussed in early 2013.

Issue/s to be addressed: Achievement of activities and sub-activities in mainly parallel (silo-like) implementation. Many activities have started but are implemented with delay. Other key and time critical outputs or specific outputs that serve as base in a sequence of JP implementation have not yet been achieved.

Recommendation 15

An exit strategy shall be part of the forward planning and budget scheme, also taking into consideration reduction of staff input for the months of an extension.

As the JP is rather cost intensive in fix cost (salaries etc), the period 01/2013 to 06/2013 shall be used to closely monitor the results achieved until 12/2012 and to sustain them.

As part of the exit strategy the Risk assessment shall be updated and mitigation strategies suggested and implemented.

Recommendation 16

Setting up a joint communication & advocacy strategy and make sure that it is shared at all possible opportunities. It shall reflect the joint identity of UN agencies and relation to ITKIB as institutional partner in this JP; include how to present the JP and how to put it in perspective to the different implementing partners at provincial level. This strategy shall be an input to the briefing of all subcontractors.

Issue/s to be addressed: It is important to have clear messages and positioning in establishing a “joint brand” for the JP, in an environment of a multitude of projects and schemes operating in the same region. In course of the field visit it was obvious that the interviewed companies in two visited provinces had hardly any or no knowledge about the JP and its objectives. Single cases were reported in which participating agencies implemented activities in the name of their agency and not in the name of the JP.

Recommendation 17

Introduce a consequent gender differentiated counting of participants/beneficiaries of JP, not only in trainings for staff, but also for employers/managers of companies trained.

Issue/s to be addressed: In some occasions gender differentiated statements have been only made for workers, but not for employers/managers.

Recommendation 18 (to the UNCT and agencies' HQ)

Review financial, management and reporting modalities among the resident and non-resident UN agencies and to explore how these modalities could be better aligned. This process has however to be initiated at and supported by respective agencies' HQ level.

Issue/s to be addressed Each UN agency has its own set of rules and procedures to implement programmes and projects. This becomes an obstacle when joint programmes want to work in an integrated approach. It makes the implementation of truly joint programmes difficult; sometimes preventing the participation of stakeholders. Applying the “One UN” concept necessitates the harmonization of these rules and procedures at HQ level. This will optimize the effectiveness and efficiency of future integrated programmes.

Recommendation 19 (to the UNCT and RCO)

Consider to hire a medium to senior level M&E specialist to enrich the RCO team and to serve all UNCT agencies. S/he can also support the monitoring of the UN DCS and can investigate how management and reporting modalities among the resident and non-resident UN agencies could be better aligned. Furthermore this specialist can support the JPTS in working with its newly revamped M&E Results Framework.

Issue/s to be addressed: Severe issues with the quality of the M&E results framework of the JP. Lack of in-house capacity to upgrade the M&E Results Framework of the JP with the staff available. Existing requirement to monitoring closely the UN DCS.

Recommendations for the MDG-F Secretariat for the ongoing JP

Recommendation 1
Release the third tranche of budget as soon as the detailed planning, with anticipated intermediate and final outputs and budget breakdown has been provided. Concrete deadlines and a budget scheme, under which the mutual efforts of the four institutions shall be made transparent, utilizing all possible synergies between the respective activities and outputs, for example adding cross cutting subjects to the technical seminars, or promoting the VCMC portal in course of the competitiveness centre training. This plan shall have two alternatives, i.e. be covering the period until 12/2012 and 3/2013 or 6/2013, respectively. It is strongly recommended to grant a budget neutral time extension of 3 to 6 months, i.e. to June 2013 latest.
Issue/s to be addressed: Issues have not been addressed by the JPMT although they were mentioned at several previous occasions by the MDG-F and were agreed to be implemented, but no changes were made.
Recommendation 2
To assume a more proactive role in the external monitoring of the JPs; follow up on implementation of agreed recommendations of the MTE. Consider to split the last tranche and make it conditional to progress in implementation and implementation of agreed recommendations of the MTE. MDG-F task manager in charge for the JP in the Textile Sector to embark on an external field monitoring visit (the first in the lifetime of this JP) early September 2012 latest.
Issue/s to be addressed: Follow up on the MTE and the implementation of agreed recommendations would foster JP implementation. Non existence of basic management and planning tools making remote assessment of JP progress rather difficult.
Recommendation 3:
Allow certain flexibility if programme design has to be changes in the first year (as long as not inception phase has been introduced to correct risk analysis or trend forecasting at the time of the application). Allow also to discuss to downgrade target numbers if they have been too ambitious in the beginning, under the condition that the targeted numbers can be sustained. All changes proposed have to be well reasoned by the JPMT.
Issue/s to be addressed: Some overambitious or unrealistic targets in the prodoc that cannot be achieved in a sustainable manner in course of implementation. Targets tend to become more important than the process to reach them.

Recommendations for future JPs (MDG-F funded and others)

Recommendation 1
Consider the introduction of an inception phase for future joint programmes. Establish the management structure, and joint QA and M&E mechanisms frontloaded, ideally during an inception phase of 3 to 6 months.
Issue/s to be addressed: JPs need a clearly defined inception phase to review management tools and implementation logic, involve stakeholders and document possible changes in management arrangements, JP strategy and monitoring system. At the end of the phase, all management tools and arrangements should be in place, eventual selection processes be concluded. This inception phase could either be a stand-alone, pre-phase, or already as part of a JP contract for the whole programme period. In any case, the further financing should be condition to the fulfillment of the above conditions.
Recommendation 2
Consider a four years implementation phase (including 0.5 years inception phase) instead of a currently three years implementation phase for future joint programmes.
Issue/s to be addressed: Time requirement have been underestimated and the existing working conditions (as for example "One UN") have been overestimated in calculation of time for implementation, currently three years. A four year period of which six months are inception phase would be more adequate for JPs with a high complexity and a multi-level, integrated approach. To clarify in the application manual if, how and to which extent staff cost can be build into the JP budgets.
Recommendation 3
Clarify the question regarding budget allocation for JP staff (focal points) and clarify also exactly what profile and experience is required. Wrong allocation of human resource can contribute to lack of efficiency and effectiveness and more critical, can destroy a trustworthy relationship established between the national implementing agency/ies and the UNCT or another agency. Provide, as far as possible, which minimum qualifications, including interpersonal skills, a JP coordination function shall contribute.
Issue/s to be addressed: Lack of clarity among the implementation partners at country level, and as a consequence different interpretation at country offices level. Interpersonal skills required of the coordination function are typically underestimated.
Recommendation 4
All participating UN agencies should allocate at least one staff members (the focal point) with a significant (full time or almost full) time input dedicated to the JP. Ideally all focal points should be residing in the same office ("One House"), or, if office space is provided, in the premises of the national counterpart.
Issue/s to address: The design has to build in time to coordinate and create consensus among the UN agencies involved, to develop common instruments (as much as they do not contradict HQ rules of regulations of each of the agencies), and to allocate sufficient resources (time, human resources, and financial resources) required.

1 Introduction

The MDG Achievement Fund (MDG-F) is an international cooperation mechanism aiming to accelerate progress on the Millennium Development Goals (MDGs) worldwide. Established in December 2006 with a contribution of €528 million Euros (\$US 710 Mio) from the Spanish Government to the United Nations system, the MDG-F supports national governments, local authorities and citizen organizations in their efforts to tackle poverty and inequality. In September 2008 at the UN High Level Event on MDGs, Spain committed an additional €90Mio to the MDG-F.

It has currently 128 active programmes in eight thematic windows in 49 countries across five regions of the world. All country programmes working through the UN system and with governmental and non-governmental organizations.

With the aim of improving aid effectiveness all MDG-F financed programmes build on the collective strength of the UN bringing several Agencies together to address issues that cut across the mandate of individual organizations. Through this process, the MDG-F is pioneering a new work paradigm between the UN agencies and provides a concrete boost to efforts to deliver as one^{1,2}.

“Harnessing Sustainable Linkages for SMEs in Turkey’s Textile Sector” is one of the programmes under the thematic window Private Sector and Development (PCD).

Table 1, Joint Programme Brief

Programme Title:	Harnessing Sustainable Linkages for SMEs in Turkey’s Textile Sector
Programme number & MDTF ref:	MDG-F-2067
Window:	Private Sector and Development
Approved Budget by NSC (US\$):	2.7 million
Participating UN Organizations:	ILO, UNIDO, UNDP
Budget Tranches transferred on:	1st Tranche -11 January 2010 2nd Tranche – 08 September 2011 3rd Tranche – not transferred
Contract signed:	8 December 2009 (30 months)
Actual start date:	January 2010
Indicative end date:	Originally 10 July 2012; a budget neutral time extension until 31 December 2012 was granted.

¹ (www.mdgfund.org/aboutus)

² www.uneval.org/documentdownload?doc_id=139&file_id=512

The Turkish “Textile and Clothing Sector” is one of the most important sectors in Turkey in terms of contribution to the gross domestic product (GDP), employment generation and net exports. There are approximately 40,000 companies in the sector, which employ an estimated 2 million workers, including the unregistered work-force. The rate of registered employment for women in this sector is estimated around 35%, which is above the national average rate of women employment (23.5%). However, women workers in the textile sectors are among the least well paid, often working in unregistered working relations. In 2009 the textile and apparel sector accounted for 18.3 billion USD of exports³.

The abolishment of the Agreement on Textile and Clothing (ATC) in 2004 liberated the global trade and thereby exposed Turkish companies to low-cost competition from Asian countries.

The sector also suffers from increased input costs and cannot compete in international markets unless a strategy is adopted towards utilization of state of the art technological tools to establish supply chain coordination and raise awareness of the impact of corporate social responsibility. On top of an already decreasing market share, the current global financial crisis creates further challenges for the Turkish textile and clothing manufacturers.

Furthermore, multinational retailers and brand companies in the textile and clothing sector take responsibility for the labour conditions and the environmental impact in their supply chains and they impose strict conditions on their suppliers. This is further enhanced by Turkey’s accession to the EU, which imposes new binding regulations that also need to be strictly followed. However, a great majority of SMEs in Turkey and even most of the large enterprises do not have adequate knowledge about how they will be affected and, therefore, what measures they need to take in order to become and/or remain competitive.

Under these circumstances, the textile and clothing industry needs to be more productive, innovative and responsive to the requirements of consumers in developed and emerging markets. Failure to demonstrate progress in these areas would likely lead to serious socio-economic problems, such as loss of hundred thousands of jobs, increasing levels of poverty, gender discrepancy and larger current account deficits.

The Government of Turkey has taken a number of measures to transform the national textile and clothing sector, within the framework of the World Trade Organization rules. The recently adopted National Textile, Clothing and Leather Sector Strategy (Textile Strategy) foresees that the manufacturing capacity in the western (and more developed) regions of the country would move to the eastern (less developed) regions, including Central and South-eastern Anatolia, creating “regions” or “clusters” that specialize on different segments of the textile and clothing value chain. This strategy has been supported by a new incentives scheme, announced in June 2009 by the Prime Minister. This scheme encourages companies to move their manufacturing to or set up new companies in less developed regions of Turkey, specially the southeast, and further specifies textiles and clothing sector as a prioritized sector for investment in this region.

³ Source: website ITKIB, www.itkib.org.tr

The region targeted by this JP is a textile region in south east Anatolia and encompasses four provinces, i.e. Kahramanmaraş, Malatya, Adiyaman, Gaziantep. The programme management is situated in Turkey's capital Ankara, also HQ of the UN implementing agencies, and in Istanbul, location of HQ of the national implementation partner Istanbul Textile and Exporters Union (ITKIB).

The implementation of the above mentioned national Textile Strategy requires a holistic approach based on three inter-connected pillars: (a) productivity, (b) innovation, and (c) corporate social responsibility (CSR) and sustainability.

To achieve the above overarching objective, the JP focuses on two interrelated and complementary outcomes;

1. Outcome 1 - Productivity and innovation capacities of the SMEs in the Turkish textile industry especially in poor and vulnerable areas strengthened through enhanced collaboration and networking for increased competitiveness. SMEs in textile and apparel sector from poor areas of Turkey, with a special focus on poor women entrepreneurs, are equipped with knowledge and tools to integrate into national and international value chains through capacity building efforts on clustering, business linkage development and effective use of ICTs; as well as through activation of an innovative ICT based Value Chain Management Platform (VCMP).

2. Outcome 2 - Sustainable development, CSR principles and gender equality are integrated into the business processes and practices of the Turkish SMEs in textile sector for increased competitiveness. A wider uptake of CSR amongst textile and apparel companies and in relevant government policies is promoted through sector assessments, the development of tools, guiding materials and case studies and sector specific CSR trainings on gender sensitive, social and environmental conduct, sustainable development and MDGs.

The JP aims to “enhance the international competitiveness of SMEs in textile and clothing sector of Turkey, especially those located in poor and vulnerable regions, in order to integrate them into the global and domestic value chains.” The JP aims helping the local business community reach a state of “responsible competitiveness” and “decent work environment”, involving both upgrading the productivity and market access of firms in poor regions, as well as benefiting local disadvantaged communities and populations, especially women who have registered labour participation rate lower than 5% in the target region of the JP.

2 Description of the evaluation

2.1 Objective of the Evaluation

Each of the JPs funded under the MDG-F with duration of more than two years will be subject to a fast Mid Term Evaluation (MTE) half-way of their implementation. The MTEs shall be typically performed at half term, i.e. after an implementation period of about 1.5 years.

This mid-term evaluation uses an expedited process to carry out a systematic, fast-paced analysis of the design, process and results or results trends of the joint programme, based on the scope and criteria included in the terms of reference. This will enable conclusions and recommendations for the joint programme to be formed within a period of approximately three months, in this particular case from December 2011 to April 2012. This evaluation has been conducted by an independent senior evaluator, contracted by the MDG-F in New York. ToR are attached in Annex 1.

The object of study for this mid-term evaluation is the joint programme, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during programme implementation.

This mid-term evaluation has the following specific objectives:

1. To discover the programme's design quality and internal coherence (needs and problems it seeks to solve) and its external coherence with the UNDAF⁴, the National Development Strategies and the Millennium Development Goals, and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action.
2. To understand how the joint programme operates and assess the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks within the One UN framework.
3. To identify the programme's degree of effectiveness among its participants, its contribution to the objectives of the Private Sector and Development (PSD) thematic window and the Millennium Development Goals at the local and/or country level.

Mid-term evaluations are highly formative in their nature, forward looking and are seeking to improve implementation of the joint programmes during their second phase of implementation. They also seek and generate knowledge, identifying best practices and lessons learned that could be transferred to other programmes. As a result, the conclusions and recommendations generated by this evaluation will be addressed to its main users: the Programme Management Committee, the National Steering Committee and the Secretariat of the Fund.⁵

⁴ Turkey does not have an UNDAF but a Development Cooperation Strategy (UNDCS).

⁵ MDG-F M&E System, undated.

2.2 Scope of the Evaluation

The MDGF M&E System sets out four units of analysis, i.e.

(1) **Joint Program level of analysis**, it is the building block for the M&E system, most of the information, evidence, conclusions and findings of the MDGF activities will be based on the study and monitoring of JPs. The final evaluation MTE will draw on primary and secondary data at central, national and local level.

(2) The **Country level of analysis**

(3) The **Thematic Window level of analysis**

(4) The fourth one is the **MDG-F level of analysis**. It consists of a systematic and rigorous synthesis of the three previous units of analysis.

A first frame for the evaluation dimensions is set out in the ToR. The Evaluation questions are clustered in three blocks, i.e. Design Level, Process Level and Result Level.⁶

Table 2, MDG-F Monitoring and Evaluation Dimensions

First Level M&E Level, Joint Programs		Related Themes and Questions (evaluation questions see ToR)
Monitoring Aspects	Input, Products, Results, Processes	
Evaluation Aspects	Design Level	- Relevance - Quality of design - Ownership in the design
	Process Level	- Efficiency - Ownership in the process
	Results Level	- Effectiveness - Sustainability

Source: MDG M&E System, page 9, and ToR Mid Term Evaluation

2.3 Evaluation Approach and Methodology

The evaluation implementation is based on a three phase approach. A work plan is attached in Annex 4.

1. Desk Phase (home base)
2. Field Phase (to Ankara and Istanbul, as well as to Kahramanmaraş, Adiyaman and Gaziantep)
3. Reporting Phase (home base)

⁶ See ToR, pages 11 to 13, Annex 1.

This evaluation is based on a mixed method approach. The starting point was the desk phase with an analysis of the literature readily made available (see list of documents consulted as part of the ToR, annex 1). Furthermore there have been briefings on the JP Textile Sector (JPTS) by a member of the MDG-F Secretariat in New York and by the JPTS coordinator in Turkey. The delivery of the Desk Phase, the IR, has been delivered in January 2012. The evaluator has previous experience with MDG-F evaluations in other countries and also with textile sector evaluations.

This JP has apparently three focal geographical areas. The JP is managed in Istanbul - the hub of the T/A industry, and the national counterpart General Secretariat of Istanbul Textile and Apparel Exporters' Associations (ITKIB) and location of the JP Coordination office - and in Ankara, where the Government of Turkey as well as the UN agencies involved in the implementation and the JP UN agency coordination are situated.

The third focal area is formed by four provinces in South Eastern Anatolia, where the companies the respective development agencies and associations of workers and employers are the beneficiaries. Thus the field phase was composed of two main stages, the first one focussing at central or macro level and a second one focussing on meso and micro level or local level. .

The field phase started with a briefing of the evaluator by the involved UN agencies, i.e. UNDP, UNIDO and ILO and the RCO team in Ankara. Thereafter the main stakeholders (see stakeholder map in annex 5) were interviewed, first in semi-structured in- depth interviews, separate for each Agency, and thereafter in group interviews, ideally according to their managerial functions.

The first stage of the field phase consisted of an in-depth briefing of the consultant, followed by stakeholder consultation at central level in Ankara and Istanbul. This included the three UN agencies involved, the committees and main functions in the JP, the major governmental counterparts at Ministry and Secretariat level. In Istanbul the national implementation partner ITKIB and other central organs of the textile industry will be visited. This required a total input of 5 days.

The in-depth series of meetings at central level was followed by visits to the provinces where the implementation of the JP takes place. Finally, the second phase consisted of three of the four sites in South East Anatolia proposed by the JP Textile Sector (JPTS) project manager, also according to logistic factors and time constraints. The evaluator pointed out that it is important to meeting beneficiaries at corporate level and at level of associations (micro and meso levels) and those individuals that benefitted training that had taken place. The methodology applied for the second stage of the field phase was a mix of direct observation at the implementation sites and local stakeholder consultation, through individual interview, group interview, and focus group discussion. Time allocation was one day for each of the three sites visited, including travelling between the cities in the evenings.

The field phase in Turkey was concluded by a debriefing of the main stakeholders in Ankara, presenting first preliminary findings, conclusions and recommendations. The debriefing has also been used to clarify some remaining questions and queries.

The third and final phase of this evaluation is the reporting phase. This report is structured as indicated in the ToR and follows the levels of analysis and questions set out in the ToR. First, a draft final report will be submitted and time allocated for feedback. After analysing the feedback a final report will be submitted to the MDG-F Secretariat.

2.4 Constraints and Limitations encountered

Due to limited duration of total field phase of ten days, the field visits of implementation sites at province level were rather short, i.e. 5 days in Ankara (prior and after site visits), 2 days in Istanbul and 3 days to visit three of the four implementation sites in Anatolian Provinces, including travel time and debriefing. The evaluator extended this period by one day of the first weekend and two days of the second weekend plus one working day (to add for a total of 14 working days) to prepare for the debriefing and to debrief at her own expenses. In addition the interview partners in the companies selected by the JPM were generally not informed about the JP and its planned activities in their respective province pointing to a communication issue.

One of the areas for further research identified in the Inception Report, the absence of a functional internal monitoring system, does not only constitute a constraint to the programme implementation, but also a limitation in performing the MTE evaluation. Thus one of the main sources of data typically used as input for an evaluation, mainly to assess the programme progress, the degree of achievement and the quality of results achieved, was not available for this work. A substantial inception report dated 03/2011 and the bi-annual internal monitoring reports remained the main printed sources of structured information. The project has not been visited by the MDG-F secretariat yet, thus a field monitoring report was not available.

2.5 Deliverables of the Evaluation and Dates of Submission

Inception Report	05 December 2011
Comments on IR	19 December 2011
Field Phase Turkey	13 to 27 February 2012
Draft Evaluation Report	09 April 2012
Feedback on DFR	30 April 2012
Final Evaluation Report	05 May 2012

3 Evaluation Findings

Prologue

The MDG-F funded JPs were the first experience for the UN agencies in Turkey in joint implementation (however, there were previous joint programming experiences) of programmes with more than two UN agencies. Turkey had applied for four JPs under the MDG-F. The JP in the textile sector was the last one to be approved, because it took a long time to agree on its design. In this particular case a private sector organization with private- public governance, ITKIB, is the lead implementing agency for the technical components of the programme, both at the national and local level.

This chapter presents the findings of the MTE, based on the desk review of the programme documents and on the field phase in Ankara, Istanbul (central level) and short site visits to Kahramanmaraş, Adiyaman and Gaziantep (meso and micro levels) based on interviews with key stakeholders or potential stakeholders of the JP and observation.

3.1 Relevance and Quality of the Design

3.1.1 Relevance and Coherence of the Design

The theme and the general approach addressed in the Project Document are relevant and related to the Private Sector Policies of the Government of Turkey. The textile sector was confirmed by the government as one of the core sectors of Turkey's Economy and as one of the export relevant sectors⁷.

The aim of the JP is to support the Government of Turkey operationalize the National Textile Strategy (2009) and to provide orientation to include elements of corporate social responsibility, sustainability and gender equality. The Government of Turkey has already introduced certain measures (e.g. incentives such as tax cuts, social security premium etc.) to implement this strategy.

The key success factors of Government's strategy coincide with the two outcomes of the JP, i.e. (1) strengthening productivity and innovation capacities of the SMEs in the Turkish textile industry through enhanced collaboration and (2) sustainable development, SCR principles and gender equality are integrated into the business processes and practices of the sector. The JP aims to support the creation of regional clusters that specialize on the textile and apparel value chain. Thus the JPTS is coherent with the strategies of the GoT.

The JP also relates to the UN Development Cooperation Strategy (UNDCS) 2011-2015⁸ and its results 6 and 7 related to "Poverty and Employment", including decent work conditions, signed in December 2010 and builds on previous experience of all implementing partners of the JP (see Annex 6, Programmes and projects synergetic with JP). The objectives of the JP – private sector development - do not contradict with the MDGs aim to End Poverty and Hunger and Foster Gender Equality.

⁷ 18.3 billion USD annual turnover in textile, raw materials and apparel in 2009, equals 5.3% of total exports.

⁸ www.un.org.tr

3.1.2 Ownership of the Design

At macro level there is interest in assuming a proactive role in implementation, in particular in the Ministry of Development and Ministry of Science, Industry and Technology, and also the Ministry of Labour and Social Security (MoLSS). Since the design stage there have been elections in Turkey, and although there is still the same political party in power, a restructuring of several of the Under-Secretariats and Ministries relevant to the JP has taken place. At current stage there is evidence for ownership in the process at macro level (see chapter 3.3).

As stakeholder and at the same time implementation partner ITKIB was involved from the design stage of the JP and assumes ownership.

There was no clear evidence for ownership in the original JP design found by stakeholders at micro and meso level in the provinces. It can be safely stated that the private sector in the four targeted regions has not been actively involved in the design of the JP and it varies to which extent it is currently involved (see ownership in implementation). The MTE could not trace back indicators of ownership at the design stage at provincial level, even less at corporate level.

3.1.3 Quality of the Design

This JP is one of four programme proposals in the call of the MDG-F JP. The call for an integrated approach in implementation was responded by three UN agencies and a Private Sector Association in the implementation of a programme at Macro, Meso and Micro level in four provinces.

This has led to a rather ambitious approach, given the new experience and in relation to the implementation time of 30 months. In the retrospective assessment at mid-term the JP design had at signature stage the following shortcomings:

- Four provinces for implementation are too many, time and budget given. As also indicated by the JPMT in the Inception Report a sample of 2-3 provinces to constitute the “region” of implementation would have been more efficient. However, no initiative was taken to change the original design and JP continues to work with the same four provinces.
- Need for close and continued coordination with other programmes in the same sector has been underestimated. In the targeted region there are a significant number of other international projects operating, targeting the same sector. Thus the local commitment is limited. If not coordinated and aligned with these other projects the aid effectiveness of implementation becomes an issue.
- The implementation logic was organized around activities and sub-activities and outputs that are still implemented by one agency (other but output 2.1 and 2.2) in the same way the UNCT was used to work on the UNDAF. It is also reported against activities and not against outputs.
- Compared to other MDG-funded JPs this programme is “rich” in human resources that are covered by JP budget, which can be considered an advantage and could potentially lead to higher management efficiency. However, the challenge for the UN agencies and ITKIB to working together in an integrated way was underestimated or not even recognized (but taken as an assumption) in the design of the JP.
- There are information and communication mechanisms like committees established. A truly integrated approach in implementation is still missing. It was also not fostered by the design and the results matrix of the prodoc.

- Behavioral and process changes are required inside the structure of the UN agencies to fully benefit of the resources available have not been addressed sufficiently in the design of the JP.
- JP M&E Results Framework as part of the Prodoc has weaknesses, i.e. indicators proposed (also at output level) are mainly activity oriented and not results based. Indicators chosen remain predominantly at activity level and do, as they stand, not enable to make an assessment of results (outputs, outcome). They are not SMART (specific, measurable, achievable/agreed, relevant and time bound).

3.2 Efficiency (process)

3.2.1 Management Model

The project document sets out a management model adopting the MDG-F guidance note of 2009. It has been the first time that this model has been tested in Turkey in four JPs. It can be generally stated that the time requirements and related challenges of managing a complex JP like this are substantial and that they have been underestimated at its outset.

Resident Coordinator

The core role was assigned to the Resident Coordinator as the authority over the joint programme. He is also member of the National Steering Committee (NSC). The Deputy Representative of UNDP in Turkey has also been proactively involved in this JP and has been sharing so far the majority of the Programme Management Committee (PMC) meetings.

The NSC and the Programme Management Committee (PMC) have been put in place and are operative. Minutes of the meetings have been produced, however, without clear tasks and responsibilities and set deadlines for completion of agreed tasks.

Joint Programme Manager (JPM) and Joint Programme Office

A key operational function for the successful implementation of the JP lies with the Joint Programme Manager (JPM) supported by the Joint Programme Office staff.

The role is explained in the prodoc as “to facilitate project implementation at the national level and ensure coherence among different components of the programme; to oversee the execution of activities, responses for technical methodological issues, carry out any reporting functions required for monitoring and evaluation of the project and to coordinate with the various.....relevantstakeholders”.⁹

The prodoc states further that the JPM will service all participating UN agencies and all JP components. The place of duty of the JPM of the JP Coordination Office is situated at the premises of the Istanbul Textile and Apparel Exporters’ Association (ITKIB). To provide support to the JP, one administrative officer and a 50% time input contract financial manager have been recruited or delegated, respectively, for the JP Office to support the JPM.

The physical presence of the JP office in the premises of ITKIB does not indicate that the JPM would be related to ITKIB only, but for the JP management team as a whole, including the three UN agencies. In the past there have been misunderstandings on the role of the JPM, not only in the internal managerial

⁹ Prodoc, page 31

setup, but also in the external communication.¹⁰ This is not only slowing down an efficient implementation process, but can also create irritation in the dialogue with other stakeholders.

The UNDP main focal point acts also UN agency coordinator for the JP, and allocates about 30% of his working hours to the JP. UNDP is otherwise represented by a Junior Professional Officer (JPO). UNIDO and ILO have full time staff paid by the JP providing about 90% time input to the JP. The UNDP JPO acts as the main connection between the UN agency coordinator and the JPM. As far as the evaluator could observe this is primarily a supporting function and not performed as “deputy UN focal point” in the JP.

It can be considered normal that in the start of the JP that several roles and responsibilities were “new” and not clear. However, it should not be considered normal at the midterm of implementation. It has hampered/slowed down the JP implementation that perception and definition of roles continued to be not sufficiently clear. This applies in particular but not exclusively for the role of the JP Manager. The lines of hierarchy and degree of empowerment of the JPM by the JPMT have to be spelled out, i.e. whether it shall be management function, as the name of the position indicates, or a coordination function between those agencies who manage and the external partners, or a position mainly focusing on mediation between the partners. All three functions would require a different professional and interpersonal profile. In absence of such a clear profile the JPM has to rely on own competence and maneuvers in a grey area of accountability.

In the project document it states “For undertaking day to day activities in the selected region composed of four provinces, a JP Site officer will be located in the premises of the main local partner, the Kahramanmaras Chamber of Commerce and Industry”.

This person is urgently needed, but apparently not yet recruited or delegated. The current contact point in the CoC, member of CoC staff and responsible for half a dozen different programmes; the dedication to each of the projects might extent the capacities, even more when the JP implementation at local level accelerates. So far there have not been any major activities under the JP other but providing premises for a workshop.

Two so called Sustainability Competence Centre Agents (SCCAs) have been recently recruited by the JP, of which one is a young professional with limited work experience (based in Adiyamar) and an experienced professional in the sector (based in Kahramanmaras). They can certainly be instrumental in improving communication. However, they will likely not able to replace the function of a JP staff member acting from inside of the structure and the region.

The need of the presence of a JPMT member in the provinces is felt to secure that the JP implements in an efficient way and in line with aid effectiveness considerations. Before mobilizing a detailed forward planning and implementation strategy has to be completed. As the focus of implementation for the remaining period of time lies in the provinces the allocation of human resources to shift to the region is logical. A rotation between the four provinces can be an option, has however to be agreed with the main stakeholders.

¹⁰ JPM has been labeled as affiliated to ITKIB on lists of participants of JP events, and also on JPM's business email address. The fact that private emails are often used instead for business correspondence is not helpful on that matter as well. This should be clarified in a joint communication code of conduct).

3.2.2 Coordination and Forward Planning

National level

The JP is not lacking narrative description how coordination between the partners works. There is indeed a coordination mechanisms put in place, as NSC, PMC, TAC, and the respective groups are meeting regularly. There is also the JPTF in place organising meetings between the implementation partners. There has been a friendly spirit between the members of the JPTF observed. Minutes of the meetings are produced, but concrete tasks to be fulfilled by which of the partners and against which deadlines are not clearly stated. Joint forward planning mechanisms have not been in place.

De facto several basic management tools were not in place or not operational, respectively. There is no integrated forward planning instrument in place, and forward planning was performed at individual agency level. In the concrete case of training provision at provincial level the JPM did not have an overview on concrete planned activities over the next three months. Individual agencies have agency related distinct training and capacity building assessment methodologies in place; it is currently lacking a common methodology applied. Otherwise it will not be able to monitor the outputs on which several agencies are working jointly.

As the implementation of the majority of activities are subcontracted to institutions or consultants it has to be assured that all parties involved are utilizing the same M&E tools to assure a comparability of results. An agreed forward planning with training mapping for each of the four implementation regions would certainly enhance the efficiency of JP implementation.

Provincial level

At the time of the MTE the JP was at the outset to rolling out various training activities (REAP CSR training, environmental training, Competitiveness Center Training) to the four targeted provinces. After having conducted site visits to three provinces and based on interviews conducted the following observations can be made by the MTE. Weaknesses detected already at the national level will become even more tangible if no clear measures are taken before further rolling out is taking place.

- There was no integrated forward planning for the work in the target regions available. Only on request short time planning by two implementing agencies was shared with the MTE. The potential participants at meso (associations) and micro (companies) level were about to be informed (Gaziantep) or have not yet been informed (Karamanmaras). This relates also to communication between the agencies and the JPM and the agencies among each other. The JPM was not always fully informed about planned activities.
- More generally, implementation of activities under the JP as observed at the provinces visited often as at short notice or at hoc. Some provinces are visited in separately by different implementers (also implementing subcontractors) at similar timings, contributing to the confusion already existing having a multitude of programmes and support schemes in the same provinces. Not always reference is made to the JP, but to the agency implementing the particular activity, according to people interviewed. JP as a brand name was hardly known.
- The general knowledge about the JP is rather low, if not existent. It was not helpful under these circumstances that the textile factory managers interviewed received the ToR of the MTE with the evaluation questions shared by the JPM, as it was, according to the statement of the majority companies the first time they heard about the JP. Understandably they have been a bit irritated. The MTE, in course, was in the position to explain the JP and its objectives to the interview partners instead of focusing on asking some questions. A brief description of the project and a list

with planned training activities would have given them an overview of the JP and its objectives. It was the JP that has proposed a number of corporate for interviews.

- Generally there was no visibility of the Joint Programme found at provincial level, in particular not at company level. Even companies that participated at singular activities of the JP or in information sessions could not remember it. JP has certainly not established a strong brand name.

In a summary of the risk assessment of March 2011, some of the risks stated in the JP risk assessment matrix do still exist in March 2012, and mitigation strategies indicated have either not worked or are not suitable to mitigate the respective risk. Regarding risk 1.3 (a) it must be stated that University will not be available for cooperation any more. Regarding risk 1.4 it can be confirmed that companies are applying already for support schemes offered by other SME support mechanism.

Table 3, Risk assessment matrix, excerpt from IR

Output No.	Description	Date identified	Type	Impact and Probability	Countermeasures
1.3(a)	Redundancies with existing SME support and advisory centers and units may decrease interest of SMEs to the services of the SCC	March 2011	Strategic	Potential Effect: SCC will have an crucial implications and form network with other centres Impact:4/5 Probability:3/5	Negotiations and moderation can be carried out with the University and İTKİB which in turn will result in a protocol signed between İTKİB and the University
1.3(b)	Difficulties in assigning staff dedicated to the operations of the SCC	March 2011	Economic	Potential Effect: Relevant staff will be selected Impact: 2/5 Probability:2/5	Selected Academics will devote considerable time to training to be held in Spain and for consultancy services to be provided
1.4	SME grant schemes implemented by the development agencies may decrease demand for the JP support scheme	March 2011	Economic	Potential Effect: Grant scheme will have a greater impact Impact: 5/5 Probability: 5/5	In order to ensure this, the support scheme will be promoted through existing networks and through local media.

3.2.3 Pace of implementation

The JP had a rather slow start. Overall, it took almost one year between contract signature and start of implementation of the JP. This was partly to the gap between the signature of the contract in August 2009 and the request for the first year funds sent on December 2009 (the funds were disbursed on 11 January 2010)¹¹. The JP Manager was selected only a few months later.

At the time of the MTE it is at the point to gain momentum in implementing activities. However, a certain interest to finish the implementation and close the JP by December 2012 was felt. In the perception of the MTE the first step must be to put basic management tools like an integrated planning and monitoring

¹¹ According to information provided by the MDG-F Secretariat in April 2012

mechanism in place and to use them, to allow a joint and coordinated planning for the remaining implementation period, and the monitoring of its results, in contrast to measuring at quantitative level only activities and sub activities. The way the JP is currently monitored cannot capture what the JP is meant to achieve. The MTE also concludes that the envisaged remaining implementation period is not sufficient to achieve and to sustain the eight outputs and the contribution to two outcomes envisaged. Activity implementation shall not be rushed, though keeping its momentum.

3.2.4 Financial Management and Expenditure Situation to date

The MDG Achievement Fund has opted for the Pass-Through Fund Management. The donor and the participating UN organizations have agreed to channel the funds through one UN organization. The programmatic and financial accountability for individual programme components rests with the participating organizations and (sub-) national partners managing those respective components of the joint programme.¹² The national partner in this programme is ITKIB

The Multi Partner Trust Fund (MPTF) office in New York is acting as Administrative Agent (AA) for this JP, receiving and distributing resources through a pass through mechanism. The MPTF Office is disseminating funds to the participating UN agencies at HQ level through a simplified fund transfer mechanism. The funds of 2.7 Mio USD in total are transferred against performance (and expenditure rate) in three instalments according to a breakdown of funds decided between the agencies in the work plan for the next implementation period.

Table 4, Budget and expenditure summary (in USD)

Organization	Project Reference	Approved budget (real-time)	Transfers (real-time)	Expenditure to date	Delivery rate ¹³ (expenditure to transfers)	Delivery rate (expenditure to approved budget)
ILO	TUR/10/50/UND	410,880	337,731	225,737.49	67%	55%
UNDP	00071159	1,428,923	1,116,085	647,888.16	58%	45%
UNIDO	FMTUR10001	858,675	736,695	456,679.69	62%	53%
Total		2,698,478	2,190,51	1,330,305	61%	49%

Source: JP Financial Manager, update 23 February 2012

Currently, two years since the first disbursement, an amount of 2.19 million USD has been transferred by the AA in two instalments, of 11 January 2010 and of 8 September 2011. This amounts to 81%. The

¹² Technical Brief, Module 6: Different Fund Management Options; no year

¹³ In this context delivery rate is referring to the financial expenditure only, and is not related to the delivery of substantial results.

expenditure rate, i.e. the budget disbursed/approved and disbursed/transferred is in average over all agencies 49% and 61%, respectively. The difference between expenditure rates of the three UN agencies is within a 20% range.

JP implementation has only recently picking up speed. However, staff cost and overheads (fixed cost) were cost items throughout the whole implementation period. Variable cost will be budgeted increasingly, as more activities are and will be implemented.

3.3 Ownership in the process

The MTE reaffirms national leadership and ownership in the private sector development process, including the textile sector. At the macro level there is also strong support of the JP by the government via its Ministries. A keen interest in certain JP interventions has been confirmed during the interviews with Ministries. Examples are the CSR assessment report and the work with the LIO of the MoLSS. The relevant Ministries are represented at JP's PMC.

The Ministries of Economy and the Ministry of Development have introduced subsidized support schemes to foster developments in the sector at corporate/cluster level and at regional level (for example Regional Development Agencies supported by the Ministry of Development with special subsidized investment schemes and b2b initiatives; one of several supported sectors is the textile sector).

The linkages and potential linkages between the JP and overarching national policies (e.g. National Textile Strategy, Ninth Development Plan, Clustering Programme.) have been clearly articulated. Some of the national partners interviewed have however expressed concern about the (slow) pace of implementation of the JP.

There is need for better alignment between the capacities to be established within the JP with the already existing capacities in Turkey. There have been companies and clusters interviewed that are already in the position to access public private co-financing schemes, for example offered by the Regional Development Agencies (RDAs). It should be considered how structures like SCC that are currently "virtual" fit into the landscape of existing SME support in the four provinces of the targeted region.

At meso and micro level the observations made at provincial level during the MTE field visits can be assessed as critical. They call for immediate action by the JP Management. There are a number of programmes targeting the same sector and/or approach as the JP, there was a general "programme fatigue" clearly felt. It was also observed that some of the designated partners do not have the required resources and/or capacities to handle a multitude of programmes with limited staff. This results in a more re-active than proactive approach towards the JP implementation. There was also a variation in the level of enthusiasm towards the JP observed between the institutions in the three Provinces visited.

At micro level the situation of the sample of companies visited was even less satisfactory. As it is already stated in the JP MR II/2012: "...Private sector involvement is not very satisfactory. The companies are reluctant to spent time on JP activities and therefore creative methods have to be used to increase and ensure the participation of the private sector." However, it is not spelled out to what kind of creative methods is made reference to.

This reiterates that the JP currently applies a "push" strategy to implement activities and not following a demand driven approach. This puts the current implementation strategy of the JP in question. The JP is obviously not broadly recognized as a valuable element in corporate business development strategies. In several cases the JP is not even known at all, even in corporate structures in which single JP activities have been already implemented or in which their managers have benefitted otherwise of the JP.

Some of the organizations at meso level that are quoted in JP documents as stakeholders are in reality less close to the JP than indicated. The University of Kahramanmaras, for example, has clearly pointed out that they would be only interested in cooperating with the SCC if they could play an active role, contributing some of their faculty members for training implementation under the SCC. According to the

interviewed university staff this was not granted by the JP. As a consequence, they declined from participation and will not sign the Memorandum of Understanding.¹⁴

The local chambers of commerce and industry of the four provinces are involved and reported to support project activities in various ways, organizing meetings, inviting companies for JP activities, etc. Both chambers interviewed in course of the MTE, in Kahramanmaraş and in Gaziantep, have an important role in awareness rising among the member companies about the JP activities like environmental, REAP or competitiveness center trainings envisaged. Information about JP trainings to be held in near future was only communicated at rather short notice. This indicates to a lack of communication in time between the JPMT and the partners at meso level.

Lack of interest of SMEs in the T/A sector to engage into several components of the JP has been confirmed by the MTE in two of the four regions. Both chambers are coordinating or supporting, respectively, a number of donor or government funded programmes and support schemes. This raises in the case of Kahramanmaraş the question of available handling capacities, in particular as the demand for inputs will likely raise the moment the training and coaching activities at provincial level will increase. A partner institution representative at provincial level summarized the situation on site as following: “So many projects, so little results”.

Table 5, Potential Stakeholders of the JP

Micro-level	Meso-level	Macro-level
<ul style="list-style-type: none"> • T/A SMEs • T/A Transnational Companies • T/A Employees 	<ul style="list-style-type: none"> • General Secretariat of Istanbul Textile and Apparel Exporters' Associations (ITKIB), • Turkish Textile Employers Association (TÜTSİS), • Textile, Knitting and Clothing Workers Union of Turkey (TEKSİF), • Trade Union for Workers of Woven, String, Knitting and Clothing Industries (Öz İplik-İş) • Trade Union of Textile Workers (DİSK-TEKSTİL) 	<ul style="list-style-type: none"> • Ministry of Labour and Social Security (MoLSS), • Ministry of Science, Industry and Technology (MoSIT), former Ministry of Industry and Trade (MoIT) • Under secretariat of State Planning Organization (SPO), • Ministry of Economy (MoE), (former Under secretariat for Foreign Trade (UFT)), • Ministry of Development • National SME Development Agency (KOSGEB),

Source: JP Inception Report, 03/2011

¹⁴ Interviews conducted with managers at this University.

3.4 Effectiveness of results

3.4.1 Progress towards achievement of anticipated results

The MTE was performed at a crucial stage of the JP, i.e. when it was in the process of rolling out its implementation in the four targeted provinces. Programme Management omissions of the past, as described in chapter 3.2, will be felt even more strongly if no respective measures are taken up without delay. These measures consists of implementation of an integrated forward planning of all four partners and for each of the four targeted provinces, closer coordination with programmes and stakeholders working in the same provinces on similar subjects and a (more) constant presence in the region. A certain “revamp” of the project management approach would also enhance the future efficiency of the JP.

At the time of the MTE there was no integrated forward planning for this JP established. Furthermore there is no M&E results framework that reports against SMART indicators and set milestones for intermediate and final results. Assumptions to hold true to reach the next level of implementation are not taken as part of the intervention logic, but serve as part of a sustainability strategy. So far, the JP did not report towards outputs or contribution to outcomes, but mainly at the activity level, and the definitions are not used very consistently¹⁵. This approach is not in line with results-based management approach, it does also not capture the specific modality of a JP, i.e. its joint implementation. This activity focused reporting makes the assessment in how far the JP has achieved or will likely achieve anticipated outputs (for ex 2.1) and specific outputs (for ex 2.1.1) rather cumbersome or just impossible. At the same time it calls for an increased mutual responsibility and joint accountability of the JPMT for the remaining period of this JP.

For many of the activities reported against the final months of the JP as per current contract is indicated as date of completion. Several of the products resulting of implementation of activities will be however inputs for the achievement of results. The implementation of a set of activities does not mean the achievement of an output or specific output.

The table below summarizes the achievements of the JP to date, its status of implementation of activities, specific output and outputs and the responsible implementing agencies. Texts in *italic* indicate changes made during the “inception period” and communicated in the Inception Report (IR) of March 2011. The full results framework as it currently stands is attached as Annex 2.

At the time of the MTE there were in particular three outputs and some related specific outputs on a time critical path, as they relate to a sequence of other events to follow.

- Output 1.1, An online Value Chain Management Platform (VCMP) An online Value Chain Management Platform (VCMP) that disseminates affordable productivity enhancing technologies is established and approved by ITKIB and accessible by sector companies and all relevant parties.
- Specific output 1.1.1, An Internet based value chain management portal is operating and accessible (1000 targeted SMEs in the region).

¹⁵ In the last MR II/2011, the different overview tables use different definitions for the same distinct outputs, specific outputs or activities. Some follow the definition of the prodoc, whereas others apply the revised ones of the IR.

- Output 1.3.: A Sustainable Competitiveness Centre (SCC) is established and activated.
- Output 2.3: A CSR Strategy for textiles and clothing sector is developed, implemented in selected firms and submitted to MoIT for consideration to be integrated into Textile Strategy.
- Output 2.4: Here in particular output 2.4.3 UN Agency support and monitoring system established. This is time critical for any further JP implementation and more of a tool than an output.

**Table 6,
Overview joint outcomes, outputs and specific outputs at programme midterm 03/2012**

JP output	Specific output	Achievements to date (03/2012)	Status and Comments by MTE
Programme Outcome 1: Productivity and innovation capacities of the SMEs in the Turkish textile industry especially in poor and vulnerable areas strengthened through enhanced collaboration and networking for increased competitiveness			
Output 1.1: An online Value Chain Management Platform (VCMP) that disseminates affordable productivity enhancing technologies is established and approved by ITKIB and accessible by sector companies and all relevant parties. UNDP, ITKIB	1.1.1: An Internet based value chain management portal is operating and accessible (1000 targeted SMEs in the region)		<p>Nine months prior to current JP end date, VCMP is not operating yet and the data base had no entries yet. A promotion campaign for the VCMP has not started. The objective of the VCMP will be to “ensure seamless collaboration between the actors of the national textile value chain”.</p> <p>ITKIB carried out negotiations with the service provider and the potential companies for launching the platform. During December 2011, ITKIB and Superonline (as service provider) came to an agreement for launching the VCMP.</p> <p>A first layout has been shared with the evaluator, it is not working web-based. Planned to work web-based in April 2012</p>
	1.1.2: Capacity development strategy on ICT is implemented (including targeted SMEs in the region)		A training plan is composed and training has started to be provided however without ICT at the moment in the targeted regions. Internet supported capacity development is only foreseen for stage 2 of the operationalisation of the VCMP, once online.
Output 1.2: The capacity of national SME support and advisory institutions in the field of clustering and business linkage development are enhanced.	1.2.1: Needs assessment report for the support in the textile sector		<p>1.2.1.1 The first draft of the report is currently ready and available (as stated in MR II/2011), data collection continues</p> <p>1.2.1.2 not done, planned for Q IV/2012</p> <p>1.2.1.3 not completed, no date of delivery; recommendations can be provided only upon completion of 1.2.1.1</p> <p>Needs assessment has been performed. Interviews with factory owners they all indicated Marketing as their first priority, whereas</p>

UNIDO, ITKIB			the actual training will start with technical topics
	1.2.2: Capacity development at minimum 4 selected business support institutions on business linkage development are reinforced/developed		1.2.2.1 completed 1.2.2.2 completed 1.2.2.3 completed, report shared with stakeholders, Report on Cluster Development Training was shared with shared with MTE, including training evaluation analysis showing very positive responses of (institutional) participants 1.2.2.4 completed
			1.2.2.5 Maras and Diyaman are selected in order to carry out cluster development activities; 2 cluster development agents (CDAs) are selected. 1.2.2.6 Information currently gathered, to be completed by IV/2012 to incorporate them into a policy note.
Output 1.3: An SME Innovation Research and Advisory Centre (IRAC) is established and activated in Kahramanmaras S. University. <i>This has been changed in the Inception Report to:</i> Output 1.3.: A Sustainable competitiveness Centre (SCC) is established and activated. UNDP, Local University ¹⁶	1.3.1 Consultancy services provided to at least 50 companies in 2 years by the IRAC <i>This has been changed in the Inception Report to :</i> 1.3.1 Advisory services are provided for at least 25 companies by the SCC		SCC not established and activated ¹⁷ ; individual consultancy services were provided in groups and individual, currently starting with provision of services. ITKIB was about to start competitive center training in the provinces at the time of the MTE. Advisory modules are prepared by ITKIB based on the needs analysis of the T/A sector at the pilot provinces. Advisory services are planned to start during March 2012, at the pilot provinces. Several changes have occurred since project start. 1. The focus of the centre has been redirected to be a sustainable competitiveness Centre SCC. 2. The Kahramanmaras State University is not available as a partner, as the university's objective in this cooperation, to contribute to the cadre of faculty/trainers, was not accommodated by the JP, according to university managers. 3. There are already governmental entities and/or private public partnerships operational that have advanced knowledge and provide advisory services and support schemes to their clients without any support of and little link to the JP.

¹⁶ Not clear to which Local University is made reference to. University of Maras is not available for cooperation with JP at the time of MTE.

¹⁷ At the time of the site visit there was an agreement made between the chamber of commerce of Kahramanmaras, but no further indication found for the existence of an SCC. The University of K., originally foreseen to host the SCC indicated that they are not interested in cooperation if they cannot contribute to the provision of trainings.

			<p>4. Meanwhile there are several programmes operational and a certain “programme fatigue” is felt.</p> <p>5. The chamber of commerce and industry in Marash has been now requested to install such a SCC. The impression of the evaluator was that the coordinator at the CoC has already a number of other projects and had so far not had much time to dedicate resources other but organising an information workshop.</p>
<p>Output 1.4: Innovation in pro-poor and gender sensitive business models is encouraged and achieved.</p> <p><i>This has been changed in the Inception Report to:</i></p> <p>Output 1.4: Sustainable business models in T/A industry encouraged and achieved (through a support scheme)</p> <p>UNDP, Chamber of Commerce and Industry in Maras</p>	<p>1.4.1. Support Scheme implemented (~10 - 12 SMEs) on innovative projects</p> <p><i>This has been changed in the Inception Report to:</i></p> <p>1.4.1 Support Scheme implemented</p>		<p>ITKIB and the PMC have decided to support the participation and VCMP membership of SMEs in pilot provinces by using the support scheme.</p> <p>Comment of evaluator:</p> <p>This output has been changed towards a reallocation of JP budget towards a subsidy on suscription to the VCMP? Accoding to which criteria shall the company be selected?</p> <p>Other, none JP related support schemes are operating already.</p>
<p>Joint Programme Outcome 2: Sustainable development, CSR principles and gender equality are integrated into the business processes and practices of the Turkish SMEs in textile sector for increased competitiveness.</p>			
<p>Output 2.1: An assessment report on sustainable development and MDGs awareness as well as on gender sensitive, social and environmental conduct among Turkish SMEs in textile and clothing sectors is prepared (....), launched and shared.</p>	<p>2.1.1. Assessment of awareness of SMEs of SD and MDGs (gender sensitive and participatory)</p> <p><i>This has been changed in the IR to:</i></p> <p><i>Awareness building strategy on gender-sensitive SD and MDGs implemented</i></p> <p>And again changed in the last MR II/2011 to Assessment of contribution to the MDGs by the Turkish T/A industry (five business models as case studies)</p>		<p>The report is under preparation. The different components - sustainability, environmental conditions, working conditions, gender equality and five business models - performed by the participating agencies and their subcontractors, are now finally completed, after some quality issues having been raised in particular related to one of the specific outputs.</p> <p>Another consultant has been contracted to amalgamate a synthesis report being output 2.1 Assessment Report on SCR in Turkish Textile and Apparel Industry.</p>

<p><i>This has been changed in the Inception Report to:</i> Output 2.1: An assessment report on CSR in Turkish T/A industry is produced and shared with the relevant Turkish authorities and institutions for validation</p> <p>UNDP, ITKIB, ILO, UNIDO</p>	<p>2.1.2 Assessment of social conduct and gender for SMEs in textile and clothing sectors (gender sensitive and participatory) <i>This has been changed in the IR to: Awareness building strategy on social conduct implemented</i></p> <p>And again has changed in the last MR II/2011 to <i>Assessment of social conduct and gender in the T/A industry</i></p>		<p>Envisaged timeline according to the stakeholders interviewed is end of April for its final version.</p> <p>The output 2.1, once completed in excellent quality, can be indeed a valuable input into the (1) revision of the Textile Strategy of Turkey published by the Ministry of Industry likely 2nd semester 2012 and in the (2) National Development Plan for Turkey 2014 to 2020).</p> <p>The delivery of sharing the product for validation and production of final output 2.1 of end of April is thus time critical.</p>
<p>Output 2.2: Awareness building strategy on sustainable development, and gender sensitive, social and environmental conduct of selected SME enterprises is implemented.</p> <p><i>This has been changed in the Inception Report to:</i> <i>Output 2.2: An overall awareness-raising strategy developed, and enterprise-level awareness building tools produced and deployed</i></p> <p>UNDP, ITKIB, ILO, UNIDO</p>	<p>2.2.1. Capacity dev. strategy – Sustainable Dev. and MDGs</p>		<p>2.2.1.1. Designing training programmes on sustainable development and MDGs</p> <p>2.2.1.2 Designing and developing the relevant training materials</p>
	<p>2.2.2 Capacity dev. Strategy - social and gender sensitive conduct</p>		<p>Team and stakeholders trained in CSR in Feb. 2011 in Turin at ILO Training center TTT seminar in Ankara, local trainers trained in CSR. SCR training activities started during end of 2011 and were continued in Q I/2012. They shall be set forth throughout 2012; in 2011 481 workers and 59 employers were trained (gender desintegration?) in Labour rights, occupational health and safety, women’s economic rights and HR management and workplace cooperation. Duration of the training is 4 hours. In some occasions gender differentiated statements have been only made for workers, but not for employers/managers.</p> <p>Comment: Participants of LOI expressed satisfaction about new</p>

			<p>methodologies of training, however found limited knowledge of the textile sector of the trainers.</p> <p>Subcontracted trainers of ILO were present at the ToT seminar in Turin as well, this however should not be paid by the JP but by ILO. The training these trainers have and will provide thereafter in course of the JP implementation are subcontracted services that of course shall be paid within the JP budget.</p> <p>MoU was signed between ILO and LIB of the MoLSS in October 2011. This is a demand driven cooperation.</p>
	2.2.3 Capacity dev. Strategy – environment & productivity		<p>2.2.3.1 Designing training programs on environmental conduct and productivity aspects; completed under utilisation of existing UNIDO REAP (Responsible Entrepreneurs achievement programme) experience.</p> <p>2.2.3.2 Designing and developing relevant training materials Already available UNIDO methodology (REAP) and new materials are/will be used during implementation of the training programme.</p> <p>2.2.3.3 Training programmes on REAP have been launched in February 2012 and will continue. Consulting sessions will be set forth until December 2012.</p>
<p>Output 2.3: A CSR Strategy for textiles and clothing sector is developed, implemented in selected firms and submitted to MoIT for consideration to be integrated into Textile Strategy.</p> <p><i>This has been changed in the Inception Report to: Output 2.3: A SCR advocacy strategy, complemented with CSR-based management and reporting tools and improved institutional capacities (developed).</i></p> <p>UNIDO, ITKIB</p>	<p>2.3.1. A CSR based management & reporting tool for Turkish SMEs in the T/A sector piloted and made available to the local private sector <i>This has been changed in the IR to: 2.3.1 A CSR-based management and reporting tool for Turkish T/A SME produced</i></p>		<p>One of the first steps was the Expert Group Meeting 3/2011 in Istanbul, aiming to (1) Discuss the relevance of social and environmental upgrading in this sector and related private standards in the supply chain, and to (2) Shape the content of subsequent technical assistance provided to SMEs in this regard. The report was shared with the MTE. Minimum Wage, Overtime work and unregistered work were determined as biggest obstacles. Findings from this meeting will be proposed as Inputs for the Textile Sector CSR Strategy. Stocktaking of the relevant existing support schemes that help potential and existing suppliers upgrade in the social and environmental domains and how to shape the related JP activities.</p> <p>2.3.1.3 Adaptation of UNIDO training material and other CSR tools and translation into Turkish context and language;</p> <p>2.3.1.4 Selection of Pilot SMEs; currently in process of pre-selection; Comment of MTE: A competitive selection process following a call for proposal scheme shall be applied.</p> <p>2.3.1.5 Implementation of CSR in target firms and development of case studies</p> <p>2.3.1.6 Integration of all results of the activities into a CSR strategy for the textile sector, as a joint product of the JP implementation partners. For consideration by the MoIT to integrate into the National Textile Strategy currently under revision. Comment of MTE: This is a time critical and important output to be</p>

			delivered!!
	2.3.2 Institutional capacities improved <i>This has been changed in the IR to:</i> 2.3.2 A CSR advocacy strategy, produced for ITKIB		2.3.2.1 Designing and implementation of training seminars on institutional development for 20 selected national experts; potential participants identified for training on UNIDO REAP Methodology on CSR.
	<i>NEWLY INTRODUCED</i> 2.3.3 Capacities of sector SME support and advisory organizations on CSR improved		n. a.
Output 2.4: Awareness of national authorities on the impact of textile and clothing sector on environment is developed and strengthened. <i>This has been changed in the Inception Report to:</i> Output 2.4: A national sustainable and responsible competitiveness agenda for the T/A Industry is created. UNDP, ITKIB	2.4.1 Awareness on environment & climate change increased <i>This has been changed in the IR to:</i> 2.4.1 National Awareness on SD, MDGs and SCR improved		Comment: Most recent MR indicated under 2.4 "communication strategy prepared and sustainability strategy developed". In the perception the sustainability strategy as to date is assessed as weak (see analysis ad chapter 3.4, sustainability)
	2.4.2 Policy note prepared <i>This has been changed in the IR to:</i> 2.4.2 A policy note on SD, MDGs and CSR produced		2.4.3. M&E system as existent is also rather weak, does not have any SMART indicators, but only quantitative, no intermediate results indicated, but typically only focusing on activity level. No integration at special output level between inputs of different implementing partner. An M&E system should have been established frontloaded to measure programme progress from the very beginning of the JP.
	2.4.3 UN Agency support and monitoring system established <i>This has been changed in the IR to:</i> 2.4.3 Establish and implement an M&E system		

Source: Inception Report, MR II/2011, Observations in course of the evaluation, interviews, documents.

Color code

Completed	Ongoing	time critical
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3.4.2 Contribution to the MDGs at local and national levels

It is too early to assess the contribution of the JP to the MDGs at local and national levels. So far little concrete evidence has been generated for contribution to the MDGs. In JP's contribution to national strategies and plans there is a good potential for contribution. At local level the JP work has started on recently to roll out.

Table 7 below provides an overview of the potential contribution of the JP implementers whereas table 8 shows the entry point of the CSR enhancement within the JP to the MDGs.

Table 7, JP Implementers and MDGs

JP Implementer	MDG No.	UNDCS 2011-2015; 9 th National Development Plan, 2007 – 2013;	Approach
ILO	MDG 3 - Promote gender equality and empower women	3.1. Democratic and Environmental Governance; 3.2 Disparity Reduction and social inclusion/result 5; 3.3 Poverty and employment/result 7	Training of staff of LI MoLSS, provision of leaflets; 1600 staff and managers in textile sector in the four targeted provinces.
ITKIB	MDG 7 - Ensure environmental sustainability	3.1. Democratic and Environmental Governance	Advocacy strategy for ITKIB
UNDP	MDG 1 – Eradicate extreme poverty and hunger MDG 8 - Develop a global partnership for development	3.3 Poverty and employment/results 6 and 7,	CSR enhancement on three levels
UNIDO	MDG 7 - Ensure environmental sustainability	3.1. Democratic and Environmental Governance	CSR strategy

Source: Responsibility sharing according to MR II/2012

Table 8: Three Levels of CSR Enhancement

Micro-level	Meso-level	Macro-level
<ul style="list-style-type: none"> • Corporate Social Responsibility assessment report • Awareness raising strategy document • Enterprise-level awareness-raising tool(s) • CSR-based management and reporting tool • Increasing capacity of core JP staff through provision of training on CSR and labour issues. 	<ul style="list-style-type: none"> • Corporate Social Responsibility assessment report • Awareness raising strategy document • CSR advocacy strategy document • Training to SME support agencies • Training of trainers • Training of target groups 	<ul style="list-style-type: none"> • Corporate Social Responsibility assessment report • Awareness raising strategy • Policy Note • Awareness raising activities

Source: JP Inception Report, 03/2011

3.5 Sustainability of Results

3.5.1 Policy Advice and Governmental Strategies

One strategy to sustain the outputs of this JP is to link them to Governmental policies and strategies. As mentioned under 3.3 effectiveness GoT is actively supporting private sector development and decentralizing business development initiatives into remote areas of the country. The JP in the textile sector opens a valuable option to sustain the outputs of the JP through contribution to public policies. On micro level it offers for companies or clusters trained under the JP to access already existing support schemes (subsidized services), i.e. bridging the gap.

Table 9, Linkages between JP Outputs and sustainable Governmental Policies and Strategies

JP output No	Micro-level	Meso-level	Macro-level
<p>Corporate Social Responsibility assessment report</p> <p>CSR report is planned to be ready in its final version by end of April 2012.</p> <p>Output 2.1, contribution to Outcome 2</p>			<p>Textile Sector Strategy (update of the 2009 version) of the Ministry of Industry – revision currently in a multi-level approval process, expected to be presented for final approval early second semester 2012.</p> <p>Draft project “Cluster Support Programme in the fields of Competitiveness and Innovation” prepared by Ministry of Science, Industry and Technology</p> <p>National Development Plan 2014 to 2020, due for 2013, by the Under secretariat at the Ministry of Planning</p>
<p>Policy Note</p> <p>On social development (SD), MDGs and CSR is not yet produced – will be part of output 2.4</p>	n.a.	n.a.	n.a.

JP output No	Micro-level	Meso-level	Macro-level
<p>Set of booklets on Labour Law</p> <p>ILO has contributed and will contribute to supporting the MoLSS and the LIO, 1000 booklets distributed and used in training by MoLSS, covering special aspects of Labour Law, for ex. In 60 questions, Rights for women workers in the Labour Law.¹⁸</p> <p>Output 2.2</p> <p>ToT programme Training of Labour Inspection Officers, output 2.2.2</p>	<p>Labour Inspection officers are providing training to employers and employees, among other regions also in the four target provinces</p> <p>Topics are special aspects of labour law and on decent work conditions aiming to decrease the rate of informal work relations.</p> <p>So far 1600 employees and employers trained in the four targeted provinces; trained by LIOs.</p>	<p>Labour Inspection Office</p> <p>LIO officers are implementing the new Inspection and Training strategy provinces and cities of Turkey.</p> <p>Textile Sector is one of the focus sectors of the LIO and I&T is implemented also in the four targeted provinces of the JP. The booklets are used as supporting material while providing I&T.</p> <p>Labour Inspection Office</p> <p>Six of the LIO officers have been trained by the JP in a CSR ToT course in Turin.</p>	<p>Labour Inspection Board, Ministry of Labour (MoLSS):</p> <p>Textile Sector is one of the focus sectors. Labour Inspection Office under MoLSS has introduced a new strategy i.e. "Inspection and Training", combining awareness rising and information of workers and employers with the inspection function.</p>
<p>Clusters of companies trained in CSR</p> <p>Individual consulting has elevated the knowledge of the group of companies and enabled them to apply for available support Schemes</p> <p>Output 1.2.2</p>	<p>Ministry of Economy</p> <p>URGE, Support the Development of International Competitiveness, a support scheme, an improvement scheme, with a 75% subsidized financing scheme following a call for proposals mechanism.</p> <p>Ministry of Development</p> <p>Support scheme of Ministry of Development through Regional Development Agencies (RDA), calls for proposals for several predefined sectors announced about six months in advance. Textile is one of these sectors. Activities of the RDAs include b2b activities, also cross border.</p>		

¹⁸ In 50 questions, working hours in the Labour Law, In 30 questions, resting rights of workers in the Labour Law, In 30 questions, special working conditions for young workers in the Labour Law , In 40 questions, wages in the Labour Law

In the assessment of the MTE the sustainable inks of the JP are currently strongest at the national level.

The likely first available main output of the JP will be the CSR report with five main components i.e. gender, five business models, environment conduct, and corporate social development and MDG/Social Development, can be a window of opportunity to contribute to the following strategies and public policies of GoT:

The Ministry of Science, Industry and Technology (Former Ministry of Industry and Trade) is currently in the process of revision of their Textile Sector Strategy (introduced in 2009) in a multi-level approval process, early second semester 2012 expected to be presented for final approval. The CSR assessment report is planned to be ready in its final version by end of April 2012. This remains a time-critical output, as it will lose its importance once the revised Textile Sector is approved without considering the inputs if the CSR report and critical discussion one of its

The same Ministry is preparing a draft project on “Cluster Support Programme in the field of Competitiveness and Innovation”, a continuation of the EU supported Cluster Programme that started in 2010.

Another important document, to which the CSR assessment report can contribute, once completed and providing the required high quality information, is the 10th National Development Plan 2014 to 2020, due for 2013.

A concrete and sustainable link has been established between the JP and the Ministry of Labour and Social Security, and in particular with its Labour Inspection Office (LIO). Several of the officers have been trained in the beginning of the JP, together with trainers working in other institutions that are stakeholders in the JP. The LIO has recently introduced a new strategy, i.e. inspection & training, ILO has contributed and will contribute to support the MoLSS and the LIO (for ex provision of leaflets on special aspects of the labour law),

As part of a ToT programme performed for the main JP stakeholders at the ILO Training Centre in Turin, six inspectors at the LOI participated and three of them were interviewed. They provided positive feedback on new training methodologies, but indicated also a lack of knowledge in the textile sector of the trainers. In summary the training has been assessed as useful in the working context of the inspectors. A reprint of the leaflets has been requested as the 1000 original printed copies had been already exhausted, while 1600 people have been trained in the four JP target provinces alone.

Another element of sustainability of the JP could be to link companies or clusters of companies benefitting of JP training or consulting with existing support/incentive schemes for the textile sector, i.e. closing an existing gap of knowledge and supporting them in writing successful applications for existing support schemes. Direct financial contributions of the JP to companies or clusters should not be taken into consideration as they are neither efficient nor sustainable. Companies can only demonstrate ownership through their own financial contribution to the envisaged investments.

3.5.2 Joint Sustainability/Phase-out Strategy

A sustainability strategy was attached to the Monitoring Report II/2011. Several assumptions addressed do not hold true (for example “interest in the JP activities at all levels”, or risks indicated in the strategy occurred (for example “legal arrangements and agreements between ITKIB and the University might not

be completed before the end of the JP”). The MTE does not consider this document a robust and concrete sustainability strategy yet.

At the point of the field visit of the MTE there were some elements of sustainability under development or established, respectively, as the table above summarizes. Other concept, as for example a sustainable business model for the VCMP, had not been developed but is under discussion.

The VCMP will be able to sustain itself through subscription fees. That would require the interest of the companies to in tangible benefits. At the moment there is an active marketing strategy under discussion that involves verifying and updating the database of textile companies (in the four targeted provinces and in overall Turkey). This process is calculated with 8 USD per contacted entry. At the time of the MTE it was under discussion to offer to interested companies a free of charge trial subscription. The indicated idea to have an 8 months trial period, coinciding with the current end date of the JP, is not a sustainable solution as the retainment rate of members would become clear only after JP ended. The question what would happen after the JP if not sufficient corporate have subscribed to the portal would become evident. Once the system is running price differentiation for subscription after trial period is a measure to target certain groups of corporates (for example by size of company, by companies' current level of CSR measures in place, whether beneficiary of the JP or not). Willingness to pay for the services provided by the VCMP is an indicator of the demand orientation of the services.

4 Conclusions and lessons learned

4.1 Conclusions

- The MDG-F JP modality has triggered an integrated approach of the agencies in the direction of delivering as One.
- It has driven UN agencies to work closer together and also to work closer with the implementation partner ITKIB.
- The JP also made it clearer that the procedures among the UN agencies are (still) very different and not aligned. The degree of the implementation in the spirit of delivering as “One UN” was not as advanced as expected. The time required to work around this obstacle was underestimated as it was a first time experience.
- The work experience of the JP Private Sector has facilitated setting up new Joint Programmes under the UNDCS 2011 – 2015, for example the JP on Gender Equality implemented by UNDP, UNFPA and UNWOMEN.
- The SME support landscape in the targeted region has changed since signature of the prodoc. The GoT has introduced support mechanism with own staff and premises and is also offering support schemes with significant budgets.
- At the time of MTE there is ownership confirmed at national level, however, there is hardly any ownership at micro level yet. Ownership at meso level varies and has to be further analyzed.
- This JP is currently in a decisive stage. It has to carefully plan the further implementation at province level and will have to consider changes of some of the original strategies in order not to work against market forces. Overarching objective is not to implement activities but to achieve sustainable results.
- Priority has to be given to setting up forward planning and M&E instruments and to use them as programme management tools. Otherwise it will not be possible to measure progress in JP Implementation.
- Some of the outputs or specific outputs are time critical and have to be worked on with priority. Finalizing the VCMP and to bring it online are important; acquisition of paying clients can only start once a working product is available. Also the CSR Strategy and report are time critical shall they serve as input to the National Textile Strategy and the National Development Plan 2014 to 2020.
- All activities have to be completed at least 5 months and all results achieved about 2 months before JP end date to allow follow up measure to sustain the results. There is opportunity to request a second budget neutral extension of up to 6 months until June 2013, leading to a project implementation period of 30 months as originally planned.

4.2 Lessons learned

- It is important to define roles and responsibilities very clearly in the beginning of the JP, and define professional and interpersonal skills required for each of the key functions. The degree of empowerment of management positions has also to be mutually agreed.
- A joint programme is also a joint learning process. The level of required M&E knowledge, for example, is often underestimated.
- Joint management instruments have to be put in place at an early stage of the JP, as M&E system, Forward Planning scheme, QA mechanism, Joint Assessment tools for training and capacity building interventions, Coordination Mechanism with follow up structures, communication and advocacy strategy. “Retro-fitting” of missing management tools in course of an ongoing JP is cumbersome and time consuming, and less efficient than establishing them at the frontloaded.
- Singular interventions in training or capacity building have seldom sustainable effects. In any case there has to be an evaluation system in place as well as a follow up mechanism. When many activities are planned without follow-up support (e.g. one time training, without planned follow-up activities), there is a reduced chance of influencing long-term changes, or to achieve sustainable effects.
- In designing a programme, or programme activities for capacity building, a follow-up plan should be part of an integral plan so that application of new knowledge and skills in practice can be supported after training, and there may be higher chance of sustainability.
- If existing risks in implementation cannot be mitigated, the implementation strategy might have to be adapted avoiding these risks. Risks that have a high impact and a high likelihood have to be avoided from the outset.
- If there are many projects operating in the same sector and in the same region, market segmentation at geographical and/or corporate level has to be considered, in close cooperation with other projects and support mechanism already in place in the same sector/region. Certain flexibility in JP implementation at activity level has to be allowed as long as the results can be achieved.
- Working towards a new corporate culture in line with One UN as future model requires behavioral and process changes/alignment, also at HQ level. This includes financial management and reporting systems, and approval processes.
- Peer reviewing of major policy or strategy documents and research work between implementing UN agencies and ITKIB are beneficial. Benefits are knowledge increase and support by peers.
- Sustainability considerations have to start already with the Project Document.
- Regular exchange of information on progress, an outlook for the next months and discussion on challenges and solutions is a minimum requirement for coordination.
- Lack of demand from companies has to be analyzed for their root causes. Mitigation mechanisms should be integrated into a risk management strategy.

5 Recommendations

5.1 Recommendations for the ongoing JP

Recommendation 1
Introduce or fine-tune, respectively, management tools for the management, coordination and planning of the JP. Among these tools are (1a) a monitoring system at central and local level, (1b) an integrated quality assurance system, (1c) a coordination mechanism along the anticipated results, in combination with an integrated forward planning with set milestones.
Issue/s to be addressed: see 1a,b,c,d. Lack of a proactive programme management and integrated management tools at midterm of JP implementation. Currently some elements of “jointness” are in place, but still many elements of “silo-like” parallel implementation applied.

Recommendation 1a
Setting up a monitoring scheme with SMART indicators without any further delay and use it as a joint management tool at all levels. Conduct a moderated M&E workshop to bring the core JP management team (mainly 4 focal points, admin officer and coordinator) on the same level of knowledge (1 day) and develop a M&E system (results framework), with SMART indicators and means of verification at all levels (activities, outputs, (contribution to) outcome), together with a clear timeline for the JP (1 day); moderator should have knowledge of M&E systems, results based management, the UN System, project management and ideally also about private sector development. First, to look for in-house capacity, managers of other JPs, support provided by M&E officers in regional offices or at agencies' HQs for trainers/moderators of the process.
Issue/s to be addressed: see 1; Absence of a functional monitoring system. M&E is neglected in the JP; current absence of sufficient in-house M&E knowledge at JP management function and in the RC office. JP is at a crossroad where it needs strong management tools to take the programme towards achievement of results.

Recommendation 1b
Setting up an integrated quality assurance scheme for the JP as a whole, involving several implementing partners (also for processes and products involving subcontractors (consultants and NGOs) under utilization of the training assessment and capacity building tools already applied. Most suitable practices should be considered and should be agreed on to apply for all activities under responsibility of all JP implementing partners. QA scheme shall include selection and briefing of the subcontractors and performing quality assurance of all products and processes (as already done in many instances).
Issue/s to be addressed: see 1, currently different forms of training assessments applied by different implementation partners, making the internal monitoring of results/outputs to which several agencies contribute difficult.

Recommendation 1c
<p>Set up a coordination mechanism along the anticipated results, in combination with an integrated forward planning system with set milestones that is regularly updated. Submit work plan and the budget forecast.</p> <p>Relate the newly established complete monitoring system with SMART indicators and revised specific outputs and outputs (where applicable), once accomplished, around integrated thematic outputs. At a later stage, apply for a budget neutral extension until March or June 2013, respectively as soon as the 70% expenditure of the second tranche of funding will be reached.</p>
<p>Issue/s to be addressed: see 1, using the work plan as an instrument for forward planning, providing the PMC and the stakeholders at local level with a timely overview. This also an instrument to avoid parallel, uncoordinated field visits or implementation. General delay of implementation of the JP.</p>

Recommendation 2
<p>To consider, for the RCO, to hire an M&E medium or senior level specialist to assume the oversight of the M&E of the Joint Plan implementation, and at the same time provide advice to the JP regarding the design and utilization of their M&E frameworks.</p>
<p>Issue/s to be addressed: M&E is apparently a less represented practice area in the UNCT. Criticism has been expressed in the UNCDS and recently a strategy has been agreed that which will start to be implemented in due course.</p>

Recommendation 3
<p>Internal and external joint programme reporting – Monitoring Reports to MDG-F, MoMs, – should be improved to make it more substantial and easy to read. The outputs and activities in MRs shall be named the same way throughout the various overviews (for example, changes proposed in the IR are in some overviews used, in others not. Long narratives on single activities or sub-activities in overview tables should be avoided, but streamlined. It should be clarified which of the changes in titles and content of activities and results have been agreed with and confirmed by the MDG-F secretariat. It should be reported against results, not against activities only. Degree of achievement and status of implementation shall be clarified. Meaning of colours in the colour-coded table to be clarified. Correct application of the tenses is important to appreciate the meaning of a sentence, for example not to use present tense if the achievement will be in the future.</p>
<p>Issue/s to be addressed: So far, the reporting is not reader friendly and information provided in the tables not always consistent. The former is partly due to the MDG-F MR template, however, even in the existent template there is much room for improvement. MoMs of TAG do not provide substantial information, MoMs of PMG meetings are lacking agreed actions, responsibilities and deadlines for provision, and be more streamlined.</p>

Recommendation 4
<p>For the CSR Handbook to respect the set deadlines. For the transformation of the second version of the DFR to the FR, allow one agency (MTE proposes UNDP focal point and UN JP coordinator) to work</p>

closely with the consultant.

Keep close dialogue with Ministry of Industry regarding how to provide pieces of policy advice through the CSR Handbook. Involve Ministries in the peer reviewing process. Consider that the process of production of the CSR report by end of April 2012 is a time critical delivery.

The CSR Handbook can also be an important input into the 10th National Development Plan 2014 – 2020.

Issue/s to be addressed: The CSR Handbook is a core element of sustainability at macro/national level and its delivery is time critical.

Recommendation 5

Consider a reprint of the leaflets on aspects of Labour Law for the work with the Labour Inspection Office, as this is considered a useful tool in MoLSS's new strategy of inspection & training.

Establish a closer link between the LIO and the trained officers and the MoLSS member of the JP PMC.

Issue/s to be addressed: No issue, but a clear expression of demand by LOB requesting a reprint of the leaflets on special aspects of Labour Law; currently there is no communication on JP established between LOB and MoLSS member of the JP PMC.

Recommendation 6

For the membership of the portal (segmentation by size and turnover shall also serve as indicators which should not replicate but leverage similar initiatives; and should not become a distorting element of the market,

Also consider segmentation of companies regarding the level of membership fee in the VCMP. 3 months free trial subscription can be considered. It should be ensured that the VCMP is fully operational and providing the data and information in demand, to set the base for its sustainable growth.

Issue/s to be addressed: With financial incentives an amount of "trial members" for the companies can be created, however, not sustained. Trial membership has to end well before JP end, as otherwise its sustainability cannot be guaranteed. It is also important that sufficient companies in the four targeted provinces express interest in such a portal, in order to generate potential impact in these provinces and not spreading the effect to thinly over the whole country.

Recommendation 7

Clarify the roles and responsibilities, in particular of the JPM, the administrative assistant, the focal point of ITKIB; avoid relating the JPM to ITKIB only. The fact that JPM is based and JP coordination office is located in the premises of ITKIB does not suggest at all that this entity belongs to this agency alone. The JPM is representing the JP and all its members.

Issue/s to be addressed: Misperceptions about roles and responsibilities; perception of the JP by the stakeholders in particular at provincial level.

Recommendation 8
The Resident Coordinator as Head of the lead agency of the JP and of the UN operations in Turkey, to accompany this JP in the following months even closer, to provide advice and act as “clearing house” should it be required.
Issue/s to be addressed: JP is at an important and decisive stage and might need support at highest management level.

Recommendation 9
The proposed Sustainable Competitiveness Centre (SCC) needs to be more closely aligned with current structures avoiding duplication of efforts and redundancies. To describe how it will be managed and how does it operate after JP end (fee for service?, are SMEs willing to pay for this)
Issue/s to be addressed: Originally planned academic partner, University of Kahramanmaras is not available to host the SCC. Multitude of programmes and support schemes are already operative and advanced. Market niche for a SCC is not yet clear.

Recommendation 10
To avoid replication or further subsidizing existing grand schemes or business support schemes (for ex. URGE or support schemes offered by the RDAs). Companies’ interest and readiness to apply should be reflected in their financial contribution.
Issue/s to be addressed: Lack of demand for services provided by JP; certain programme fatigue observed in two of the visited provinces.

Recommendation 11
To keep the momentum JP has finally gained, without rushing the implementation of activities (example: companies have hardly be informed about the CC trainings when they were about to start). Introduce an M&E system that can capture the achievement of outputs and specific outputs as well. Introduce intermediate results to be achieved.
Issue/s to be addressed: Lack of knowledge about JP and what it can offer to the sector when starting implementation of training activities at provincial level. So far only activities and sub-activities are measured, and only in quantitative terms.

Recommendation 12
Consider to delegate a full time JPMT member to the targeted region to coordinate and promote all JP related activities planned in the four provinces. The two CC agents and stakeholders in the provinces (CoCs, RDAs etc) shall be closely involved. Coordination with other related projects or support schemes active in the provinces shall be intensified.

Issue/s to be addressed: So far there is only a dispersed and punctual presence of the JP at provincial level, typically when activities have been planned or implemented. An integrated planning at provincial level that utilized all potential synergies and avoids duplication of efforts is still missing. JP is hardly known as a "brand" at provincial level. Target groups being de-motivated by "so many projects, so little results".

Recommendation 13

To consider segmentation of companies according to their degree of interest and preparedness (for example having basic CSR measures in place, and the prioritization of provinces for all training and consultancy activities of the JP where there is still a demand for provision of business services. This has been partly done already for the REAP training and for consultancy activities.
For consultancy projects: to apply a call for proposal scheme and have a small evaluation committee for the evaluation of the proposals.

Issue/s to be addressed: Lack of demand and interest observed at corporate level. Utilization of maximum efficiency and potential sustainability of the services provided.

Recommendation 14

A budget neutral JP extension is suggested, for at least 3 months, better for 6 months until June 2013. This would allow for an actual implementation period of 30 months as originally planned. It would also allow to achieve and to sustain the results (of which many will be achieved only with delays). It would also allow working with GoT on the National Textile Strategy and on the National Development Plan that will be discussed in early 2013.

Issue/s to be addressed: Achievement of activities and sub-activities in mainly parallel (silo-like) implementation. Many activities have started but are implemented with delay. Other key and time critical outputs or specific outputs that serve as base in a sequence of JP implementation have not yet been achieved.

Recommendation 15

An exit strategy shall be part of the forward planning and budget scheme, also taking into consideration reduction of staff input for the months of an extension.

As the JP is rather cost intensive in fix cost (salaries etc), the period 01/2013 to 06/2013 shall be used to closely monitor the results achieved until 12/2012 and to sustain them.

As part of the exit strategy the Risk assessment shall be updated and mitigation strategies suggested and implemented.

Issue/s to be addressed:

Recommendation 16

Setting up a joint communication & advocacy strategy and make sure that it is shared at all possible opportunities. It shall reflect the joint identity of UN agencies and relation to ITKIB as institutional partner

in this JP; include how to present the JP and how to put it in perspective to the different implementing partners at provincial level. This strategy shall be an input to the briefing of all subcontractors.

Issue/s to be addressed: It is important to have clear messages and positioning in establishing a “joint brand” for the JP, in an environment of a multitude of projects and schemes operating in the same region. In course of the field visit it was obvious that the interviewed companies in two visited provinces had hardly any or no knowledge about the JP and its objectives. Single cases were reported in which participating agencies implemented activities in the name of their agency and not in the name of the JP.

Recommendation 17

Introduce a consequent gender differentiated counting of participants/beneficiaries of JP, not only in trainings for staff, but also for employers/managers of companies trained.

Issue/s to be addressed: In some occasions gender differentiated statements have been only made for workers, but not for employers/managers.

Recommendation 18 (to the UNCT and agencies' HQ)

Review financial, management and reporting modalities among the resident and non-resident UN agencies and to explore how these modalities could be better aligned. This process has however to be initiated at and supported by respective agencies' HQ level.

Issue/s to be addressed Each UN agency has its own set of rules and procedures to implement programmes and projects. This becomes an obstacle when joint programmes want to work in an integrated approach. It makes the implementation of truly joint programmes difficult; sometimes preventing the participation of stakeholders. Applying the “One UN” concept necessitates the harmonization of these rules and procedures at HQ level. This will optimize the effectiveness and efficiency of future integrated programmes.

Recommendation 19 (to the UNCT and RCO)

Consider to hire a medium to senior level M&E specialist to enrich the RCO team and to serve all UNCT agencies. S/he can also support the monitoring of the UN DCS and can investigate how management and reporting modalities among the resident and non-resident UN agencies could be better aligned. Furthermore this specialist can support the JPTS in working with its newly revamped M&E Results Framework.

Issue/s to be addressed: Severe issues with the quality of the M&E results framework of the JP. Lack of in-house capacity to upgrade the M&E Results Framework of the JP with the staff available. Existing requirement to monitoring closely the UN DCS.

5.2 Recommendations for the MDG-F Secretariat for the ongoing JP

Recommendation 1

Release the third tranche of budget as soon as the detailed planning, with anticipated intermediate and final outputs and budget breakdown has been provided. Concrete deadlines and a budget scheme, under which the mutual efforts of the four institutions shall be made transparent, utilizing all possible synergies between the respective activities and outputs, for example adding cross cutting subjects to the technical seminars, or promoting the VCMC portal in course of the competitiveness centre training. This plan shall have two alternatives, i.e. be covering the period until 12/2012 and 3/2013 or 6/2013, respectively. It is strongly recommended to grant a budget neutral time extension of 3 to 6 months, i.e. to June 2013 latest.

Issue/s to be addressed: Issues have not been addressed by the JPMT although they were mentioned at several previous occasions by the MDG-F and were agreed to be implemented, but no changes were made.

Recommendation 2

To assume a more proactive role in the external monitoring of the JPs; follow up on implementation of agreed recommendations of the MTE. Consider to split the last tranche and make it conditional to progress in implementation and implementation of agreed recommendations of the MTE.

MDG-F task manager in charge for the JP in the Textile Sector to embark on an external field monitoring visit (the first in the lifetime of this JP) early September 2012 latest.

Issue/s to be addressed: Follow up on the MTE and the implementation of agreed recommendations would foster JP implementation. Non existence of basic management and planning tools making remote assessment of JP progress rather difficult.

Recommendation 3:

Allow certain flexibility if programme design has to be changes in the first year (as long as not inception phase has been introduced to correct risk analysis or trend forecasting at the time of the application). Allow also to discuss to downgrade target numbers if they have been too ambitious in the beginning, under the condition that the targeted numbers can be sustained. All changes proposed have to be well reasoned by the JPMT.

Issue/s to be addressed: Some overambitious or unrealistic targets in the prodoc that cannot be achieved in a sustainable manner in course of implementation. Targets tend to become more important than the process to reach them.

5.3 Recommendations for future JPs (MDG-F funded and others)

Recommendation 1
Consider the introduction of an inception phase for future joint programmes. Establish the management structure, and joint QA and M&E mechanisms frontloaded, ideally during an inception phase of 3 to 6 months.
Issue/s to be addressed: JPs need a clearly defined inception phase to review management tools and implementation logic, involve stakeholders and document possible changes in management arrangements, JP strategy and monitoring system. At the end of the phase, all management tools and arrangements should be in place, eventual selection processes be concluded. This inception phase could either be a stand-alone, pre-phase, or already as part of a JP contract for the whole programme period. In any case, the further financing should be condition to the fulfillment of the above conditions.
Recommendation 2
Consider a four years implementation phase (including 0.5 years inception phase) instead of a currently three years implementation phase for future joint programmes.
Issue/s to be addressed: Time requirement have been underestimated and the existing working conditions (as for example “One UN”) have been overestimated in calculation of time for implementation, currently three years. A four year period of which six months are inception phase would be more adequate for JPs with a high complexity and a multi-level, integrated approach. To clarify in the application manual if, how and to which extent staff cost can be build into the JP budgets.
Recommendation 3
Clarify the question regarding budget allocation for JP staff (focal points) and clarify also exactly what profile and experience is required. Wrong allocation of human resource can contribute to lack of efficiency and effectiveness and more critical, can destroy a trustworthy relationship established between the national implementing agency/ies and the UNCT or another agency. Provide, as far as possible, which minimum qualifications, including interpersonal skills, a JP coordination function shall contribute.
Issue/s to be addressed: Lack of clarity among the implementation partners at country level, and as a consequence different interpretation at country offices level. Interpersonal skills required of the coordination function are typically underestimated.
Recommendation 4
All participating UN agencies should allocate at least one staff members (the focal point) with a significant (full time or almost full) time input dedicated to the JP. Ideally all focal points should be residing in the same office (“One House”), or, if office space is provided, in the premises of the national counterpart.
Issue/s to address: The design has to build in time to coordinate and create consensus among the UN agencies involved, to develop common instruments (as much as they do not contradict HQ rules of regulations of each of the agencies), and to allocate sufficient resources (time, human resources, and financial resources) required.

ANNEXES (see volume II of the report)

Annex 1 Terms of Reference

Annex 2 Joint Programme (JP) Document, Results Framework

Annex 3 Documents consulted (to date)

Annex 4 Work Plan and people met

Annex 5 Stakeholder Mapping

Annex 6 Programmes and projects synergetic with JP

Annex 7 Involvement of Subcontractors in the JP

Annex 8 Sustainability Plan of November 2011

Annex 9 Communication Strategy

