

Turkey

Mid-Term Evaluation

Thematic window: Culture & Development

**Programme Title: Alliances for Culture Tourism in Eastern
Anatolia**

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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.

Evaluation of “Alliances for Culture Tourism in Eastern Anatolia”

Executive summary



Eva Otero

30 April 2011

Premises, context, objectives and methodology

This final evaluation is summative in nature and seeks to determine to what extent the UN Joint Programme “*Alliance for Culture Tourism (ACT) in Eastern Anatolia*” is implementing its activities, delivering outputs and attaining outcomes that produce development results.

This evaluation includes the collective examination and assessment of the programme by stakeholders and beneficiaries. The evaluation framework was people-centered whereby stakeholders and beneficiaries are the key actors of the evaluation process and not the mere objects of the evaluation.

The evaluation followed a six-step process: (1) engaging stakeholders and conducting a brief needs assessment; (2) describing the programme and evaluation framework; (3) refining the evaluation framework and designing data collection tools; (4) gathering credible evidence; (5) consolidating data and writing the report; (6) sharing the draft report with the main users for feedback then finalization. During the evaluation, the following research tools and data sources were used:

- Desk review: including strategy documents, reports, and research publications that were examined together with additional relevant documentation gathered during the field mission. Stakeholder map: We compiled a stakeholder map built to identify and classify the JP’s partners and staff members involved with the programme. The map served two purposes: it provided a snapshot of the range of the programmes’ partners, and it was used to select potential interviewees and workshop participants.
- In-depth informant interviews and participatory workshops: The evaluation team conducted semi-structured interviews and participatory workshops with 53 key informants selected based on the stakeholder map.
- Direct Observation: Due to time constraints, observation was selective looking at a few activities when feasible and paying special attention to management processes and stakeholders behaviors that are central to the evaluation questions.
- Debriefing workshop: We organized a debriefing workshop with the Programme Management Committee at the end of the field mission to share preliminary conclusions and a remote session with the MDG-F secretariat.

Description of the development intervention

The Joint Programme (JP) “*Alliances for Culture Tourism in Eastern Anatolia*” is being implemented by the Ministry of Culture and Tourism (MoCT) of Turkey and by the United Nations agencies UNDP, UNESCO, UNICEF and UNWTO. The programme has been running since December 2008 with a total budget of US\$ 3.8 million.

The JP primarily aims to contribute to poverty reduction through mobilization of cultural heritage in the Kars province by safeguarding tangible and intangible cultural heritage and developing capacities of communities and enterprises for income generation and job creation in the field of tourism. The primary beneficiaries are the local citizens of Kars, who are/could be involved in cultural tourism activities or related sectors. Additional efforts have been made to ensure that women benefit equally from the activities.

Findings of the evaluation

DESIGN

- The vertical logic joining all components of the JP is good. It is easy to join the dots between particular activities, the results they are aiming to achieve and the final purpose of the JP. The only component where the vertical logic appears to be weaker is Output 3.4. Although to an extent the connection is apparent, no one disputes that it is somewhat a bit of a long shot. It is also worth pointing out that the results of this particular output would need a long term effort beyond the life of the programme to have an effect on poverty reduction.
- There is a big question mark around whether the budget allocation was done balancing adequately the strategic objectives of the JP. Actually, during the course of the evaluation, two agencies (UNWTO and UNESCO) were heavily associated with the main aims of the programme, i.e. tourism and culture. However, although they coherently have the largest share of implementation in terms of number of outputs, they are also the two agencies with least money allocated for each of their outputs.
- The high price of the UNDP outputs is partially explained by the fact that they were actually the lead agency bearing all costs related to the management of the programme.
- Ideally, either UNWTO or UNESCO could have leaded the JP. Ideally, either UNWTO or UNESCO could have leaded the JP. However, a conscious decision was taken to keep UNDP as a lead agency because: (a) the overall objective of the programme was poverty reduction which falls within the mandate of UNDP (b) UNDP had the capacity to cost-effectively coordinate and manage the programme through consultative process (c) UNWTO &/or UNESCO were nonresident agencies. As is evident however both UNWTO and UNESCO managed to implement their components i.e. Tourism & Culture satisfactorily as per the budgetary allocation.
- During the process of the redefinition of the components of the JP (inception phase) the ownership of national stakeholders increased significantly. The process involved countless and painful meetings and negotiations but as a whole, this inception period is regarded as highly valuable and beneficial for the Programme. The design improved significantly although the definition of the activities still remained largely imprecise.
- The JP is totally aligned with the national policies at the central level. At the local level there is a question mark about the will and capacities of the local authorities to fully embrace the purpose of the programme.
- At present the M&E framework of the JP offers limited opportunity for learning. There are not enough qualitative indicators. The information is collected in a scattered way and the financial information available is insufficient to make sound managerial decisions.

COORDINATION

- Despite the geographical challenges the coordination among UN agencies has been found to be generally good. This is thanks to constant meetings, frequent travels and

the good work of the PM. UNDP as the leading agency was seen to be largely responsible for the facilitation and coordination among the agencies while UNICEF was seen to be too focused on their own component.

- The coordination with the national stakeholders was also good both at the central level and at the local level. This is due to the inclusive spirit of the JP and to the “human factor”. The professional and human caliber of the staff in the programme contributed greatly to a smooth coordination among such a large and varied amount of stakeholders.
- Due to its size and varied composition the PMC did not provide the appropriate venue to take governance decisions although it was a valid space to exchange information and promote coordination among stakeholders. Strategic decisions were taken either bilaterally (after preliminary decisions were taken internally within UN) or in an effective but informal coordination venue among UN agencies. The programme would have benefited from a more structured space, smaller than the PMC and formed only by decision makers, to produce strategic advice and a timely oversight of the JP.
- A good number of synergies have been produced among the different components. In some cases it has been due to a good design that enabled the work of different UN agencies under the same output. In other cases (most of them) the synergies have appeared organically due to the good collaborative disposition of the stakeholders and the frequent spaces for information sharing and learning provided by the JP. The PMC and the coordination team (particularly the PM) have helped these synergies greatly.
- The ownership of national stakeholders ranks very high. They were involved during implementation at different levels; representing the programme; shaping the outputs; and delivering activities. This high involvement also meant that UN agencies frequently had to adapt to the decision-making mechanisms and tempo of their partners which on occasions produced considerable delays.

IMPACT

- Although, it is difficult to assess the overall impact when the JP has not fully been completed, we can conclude that overall the JP has contributed (even though we do not know to what extent) to increasing the overnight stays in Kars and to develop the tourism infrastructure. The Joint Programme has also produced some results in terms of promoting income generation opportunities within the tourist sector in Kars, mainly attributed to the Grant Scheme initiative. We could find more concrete examples of impact at the level of developing capacities and promoting a conducive policy framework for cultural protection.
- Info tour to Kars organized by the JP for tour operators is credited among a significant number of stakeholders to have been a useful tool to enhance capacities for local businesses. The Study Tour to Spain contributed greatly to enhancing the ownership of national stakeholders. It was also appreciated for its inspirational value. The clustering methodology has been fully understood and some of the local stakeholders even expressed the intention of taking it on board within their own institutions.
- The main achievement when promoting a conducive policy environment has been the Tourism Master Plan approved by the Turkish government in December 2010. Another important achievement of the Programme in this regard has been the steps taken

towards the approval of a Ani Site Management Plan. However, both pieces of policy need further thought, resources, time, commitment and capacity to be implemented fully.

- Awareness raising in Kars has frequently been identified as the most successful area of the JP. However we could not find evidence to conclude that awareness has been raised outside the limits of the JP itself.
- The JP was tremendously inclusive and has tried to reach out to a well balanced mix of beneficiaries from different social and cultural backgrounds in Kars. The gender outreach was also very good. Stakeholders understood the need to involve both women and men at all stages of the programme.
- There is a very clear expectation among beneficiaries that the JP should serve as a trigger to a broader development process in Kars.

SUSTAINABILITY

- The issue of sustainability has emerged repeatedly as the main concern that the stakeholders have regarding the JP. Despite a good ownership by the national stakeholders and the excellent capacities, at least at the central level, the general feeling is that more needs to be done if the results of the JP are to be sustained as well as to realize the full potential of the seeds that it has planted.
- Some early measures have been taken already by the implementing partners. For example, UNICEF is talking to the Ministry of Education to broaden the partnership base that could institutionalize the training modules produced by Ankara University. UNDP is in contact with the EC to formalize a follow on project on dairy products in Kars. The MoCT is working on a protocol to establish Children's Museums in the country. Also, there have been conversations to strengthen tourism regional platforms for future fundraising and strategic sustainability. However further measures and considerable more thought and planning should happen in order to ensure the sustainability of the programme.

Recommendations

We have just two main recommendations to make.

- We would recommend the team works on a detailed exit/sustainability paper, drawing the road map of how the Programme's results should become institutionalized. But also, it should be operational looking at small details.
- In order to finalize all activities, to accompany the handing over of the Programme and to produce a meaningful sustainability paper, the JP would need at least 6 months extension.

Evaluation of “Alliances for Culture Tourism in Eastern Anatolia”



Eva Otero

25 July 2011

Evaluation of the UN Joint Programme “Alliances for Culture Tourism in Eastern Anatolia”

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This report has been produced by independent evaluators, commissioned by the MDG-F Secretariat. As such, the views put forward in this report should not be considered as those of the MDG-F. The views expressed in this report reflect those of numerous informants, sources and research conducted by the evaluation team. Any comments regarding this report can be forwarded to the evaluation team by email or telephone at:

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Acronyms and Terms

Acronym	Term
CH	Cultural Heritage
EC	European Commission
EU	European Union
GDP	Gross Domestic Product
ICH	Intangible Cultural Heritage
JP	Joint Programme
MDG	Millennium Development Goals
MDG-F	Millennium Development Goals Fund
MoCT	Ministry of Culture and Tourism
NGO	Non-governmental Organisation
NSC	National Steering Committee
OECD	Organization for Economic Cooperation and Development
PM	Programme Manager
PMC	Programme Management Committee
SMEs	Small and Medium Enterprises
ToR	Terms of Reference
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UN	United Nations
UNDAF	United Nations Development Assistant Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNWTO	United Nations World Tourism Organisation

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Introduction

(1) The task of an evaluator is never a simple one. After just several weeks of interaction within a programme, one cannot appreciate its depth and complexities in the same respect as those who work in the programme day in and day out. The evaluation seeks to determine what has been the progress up until now and how this progress relates to the goals of the programme. Although, it is more than likely that the implementing partners will already have a great knowledge in terms of what the outcomes of the programme have been so far and the impacts of implemented activities. Much of what has been produced in this report will not be new to the management. So, what is left for the evaluator to offer is an outside perspective. By talking to other stakeholders, the evaluator can also offer feedback that others have not been able to provide directly. What we as evaluators anticipate, however, is that by putting in writing and stating what you as managers already know, will make a cause for celebration and also for change where needed.

Premises, Context, objectives and methodology

Objective of the evaluation

(2) As stated in the ToRs this Final Evaluation is **summative** in nature and seeks to determine to what extent the UN Joint Programme “*Alliance for Culture Tourism (ACT) in Eastern Anatolia*” is implementing its activities, delivering outputs and attaining outcomes that produce development results. It also aims to generate substantive knowledge on the MDG-F thematic window of *Culture and Development* by identifying best practices and lessons learned that could be useful to other development interventions at national and international level. It also analyses the worth and merit of the Joint Programme’s design and process of implementation. This final evaluation focuses on assessing the implementation status, measuring outputs, and estimating development results and potential impacts generated by the Joint Programme, based on the scope and criteria included in the ToRs. The conclusions and recommendations generated by this evaluation will be passed on to the main users: the Programme Management Committee, the National Steering Committee and the Secretariat of the Fund.

(3) The unit of analysis or object of study for this evaluation is the Joint Programme, understood as the set of components, outcomes, outputs, activities and inputs that were detailed in the Joint Programme document and in associated modifications made during implementation.

Methodology applied

(4) This evaluation includes the collective examination and assessment of the programme by stakeholders and beneficiaries. The **evaluation framework was people-centered** whereby stakeholders and beneficiaries are the key actors of the evaluation process and not the mere objects of the evaluation. The evaluation process aims to be reflective, action-oriented and seeks to build capacity by: (1) providing stakeholders and beneficiaries with the opportunity to reflect on the programme’s progress and obstacles; (2) generating knowledge that informs future practice; (3) providing beneficiaries and stakeholders with the tools to transform their environment and to get to the desired effects.

(5) This evaluation followed a six-step process: (1) engaging stakeholders and conducting a brief needs assessment; (2) describing the programme and evaluation framework; (3) refining the evaluation framework and designing data collection tools; (4) gathering credible evidence; (5) consolidating data and writing the report; (6) sharing the draft report with the main users for feedback then finalization.

(6) The first step was to understand how the evaluation might be used and what the main users needed to learn from the final report. At the same time, we constructed a preliminary description of the Joint Programme – the need, the purpose, the components, the logic model and a brief account of the main progress so far. After better understanding the needs and the scope of the programme and of the evaluation, we refined a mixed methods evaluation approach and designed appropriate data collection tools.

(7) In answering the evaluation questions, we drawn from the best available evidence across a range of sources, such as interviews, workshops and third party research and documents. The final report presents the main findings and answers to those questions on the basis of evidence.

(8) During the evaluation, the following research tools and data sources were used:

(9) Desk review

The implementing partners provided a large preliminary body of documents. They include strategy documents, reports, and research publications that were examined together with additional relevant documentation gathered during the field mission. We also reviewed a number of third party reports and official documents.

(10) Stakeholder map

We compiled a stakeholder map built to identify and classify the JP's partners and staff members involved with the programme. The partners and staff were classified according to a) their relation with the programme (management, including PMC and evaluation reference group, direct partner, indirect partner and bird's eye viewer), b) Type of Organisation (National Government; Local Government, Civil Society – NGOs and associations, Academy, UN, and other international organizations).

(11) The map served two purposes: it provided a snapshot of the range of the programmes' partners, and it was used to select potential interviewees and workshop participants.

(12) In-depth informant interviews and participatory workshops

The evaluation team conducted semi-structured interviews and participatory workshops with 53 key informants selected based on the stakeholder map. Efforts were made to ensure a range of voices were represented covering all the categories of the stakeholder map.

(13) For each of the potential group, particular questions and group dynamics were drawn up that addressed some of the core evaluation questions and also intersected with the informants' background. Although the interview sheets and the design of the workshop were highly structured, the evaluation team freely followed-up on any emerging issues that appeared relevant to the core questions. The interview/workshop questions were sent to the informants in advance. Providing respondents with time to think is often a more effective way to elicit solid evidence.

(14) Direct Observation

Observation serves to better understand the nature, problems, and successes of some programme's activities and processes. Due to time constraints, observation was selective looking at a few activities when feasible and paying special attention to management processes and stakeholders behaviors that are central to the evaluation questions.

(15) Debriefing workshop

Sharing conclusions before they are final as often as possible with the people who have provided the information is a critical part of the analysis process. To this end we organized a debriefing workshop with the Programme Management Committee at the end of the field mission to share preliminary conclusions and a remote session with the MDG-F secretariat.

Limitations of the evaluation

(16) Most interviews and workshops were conducted in Turkish assisted by a translator. As such, this introduces a non measurable degree of deviation that should be taken into account when considering findings.

(17) Common time and resource constraints for conducting rapid assessment evaluations limit the ability to capture all relevant information. This is particularly notable when we face complex interventions that take place in culturally sensitive environments.

Description of the development intervention

The need

(18) Despite Turkey's remarkable economic progress and advancement towards attaining the MDGs, regional and gender based inequalities continue to constrain the attainment of the MDGs overall, but particularly in the country's Eastern Anatolia region. Some provinces of the region remain the poorest in Turkey with HDI levels far below the national level.

(19) Kars, situated in the Northern tip of Eastern Anatolia, has an HDI value of just 0.644 compared to the national average of 0.757 and the poverty rate is estimated to be around 31% compared to 18% for the national average. Furthermore, the per capita income is over 250% lower than the country average. Yet according to the UNDP-Turkey 2006, the region shows great economic potential in the commercial and tourism sector and combined with the region's highly valuable cultural assets could be key for poverty reduction in the area¹.

(20) Yet, despite the region's array of cultural and natural richness such as the ancient city of Ani and the variety of monuments and sites of multiple cultural and religious significance, these products need to be provided with content and connections to the destination to be strengthened, by improving the road network and building the required infrastructures.

(21) In addition, due to human development challenges, the people of Eastern Anatolia have little opportunity to benefit from and appreciate the wealth of cultures and traditions that surround them. Social cohesion must be strengthened and pluralism in the cultural realm needs to be better understood and safeguarded.

The purpose

(22) The Joint Programme (JP) "*Alliances for Culture Tourism in Eastern Anatolia*" is being implemented by the Ministry of Culture and Tourism (MoCT) of Turkey and by the United Nations agencies UNDP, UNESCO, UNICEF and UNWTO. Beside this, the Ministry of Foreign Affairs is also partner of the JP and member of the Programme Management Committee (PMC). The programme has been running since December 2008 with a total budget of US\$ 3.8 million.

(23) The JP primarily aims to **contribute to poverty reduction through mobilization of cultural heritage² in the Kars** province by safeguarding tangible and intangible cultural heritage and developing capacities of communities and enterprises for income generation and job creation in the field of tourism. The primary beneficiaries are the local citizens of Kars, who are/could be involved in cultural tourism activities or related sectors.

¹ Joint Programme Document, June 2008

² It needs to be noted that a conscious decision was taken by UNWTO and the Ministry of Culture and Tourism to expand the Tourism Master Plan for Kars to include **nature and winter tourism as well as cultural tourism**.

(24) Local and national institutions are also direct beneficiaries, since the JP aims at developing their institutional capacities in planning, conservation and management of cultural heritage sites.

In this JP, additional efforts have been made to ensure that women benefit equally from the activities. Women have been particularly encouraged and supported to undertake economic activities and gain economic benefits. The JP also aimed to contribute to social cohesion by recognizing pluralism and cultural diversity, and by reducing income disparities between people of Kars and the rest of the country.

Components³

(25) Outcome 1: **A model for strategic direction, prioritisation and safeguarding of tangible and intangible cultural heritage and cultural tourism delivery in Turkey's less developed regions produced and implemented in Kars.**

- Output 1.1: Policy for the protection and enhancement of cultural assets in Kars presented for adoption by national authorities. (Implementing partner – UNESCO)
- Output 1.2: Training programme for site management capacity development commenced. (Implementing partner – UNESCO)
- Output 1.3: New information delivery and marketing system established in Kars. (Implementing partner UNWTO)

(26) Outcome 2: **Capacities of communities and enterprises increased for income generation job creation in the culture based tourism.**

- Output 2.1: Enterprise and community needs for income generation in tourism sector identified. (Implementing partner – UNWTO)
- Output 2.2: Community initiatives started for enterprise development in cultural tourism in Kars. (Implementing partner – UNWTO)
- Output 2.3: Business development services strategy in place. (Implementing partner - UNDP)
- Output 2.4: Culture tourism and wider sector enterprise cluster established. (Implementing partner - UNDP)

(27) Outcome 3: **Capacities of local authorities and civil society in promoting social cohesion and dialogue through fostering pluralism.**

- Output 3.1: *Convention* on Intangible Cultural Heritage follow up initiated in Kars and Eastern Anatolia (Implementing partner – UNESCO)
- Output 3.2: Awareness raising on diversity of Cultural Heritage, empowerment in cultural industries and fostered intercultural dialogue. (Implementing partner – UNESCO)
- Output 3.3: The governance structure involving civil society government partnerships in cultural heritage promotion of function. (Implementing partner – UNDP)
- Output 3.4: Children's Understanding of Cultural Diversity and ability to resolve conflict increased through the provision of cultural and life skills based education programmes within the Child Rights

³ According to Programme Outline, 23 February 2011

Committees of İstanbul, Ankara, Eskişehir, Kayseri, Sivas, Erzincan, Erzurum and Kars. (Implementing partner – UNICEF)

Programme duration

(28) This Joint Programme runs from December 2008 until July 2011. Initially it was due to finish in December 2010 but the JP acquired a non cost extension of six months.

Logic Model of Change

STRATEGIES

- Raising awareness in Kars about Tangible and Intangible Heritage.
- Developing capacities for the sustainable development of tourism, its promotion and management, targeting professionals and public institutions at local and national level.
- Promoting a conducive policy environment and appropriate tools intended to ensure the effective safeguarding, management and promotion of cultural heritage.
- Engagement of the civil society and the private sectors through direct income generation opportunities in the tourism sector.
- Promotion of national ownership and coordination with strong local participation, gender consideration and civic engagement.
- Ensure horizontal operational coherence through the establishment of a local project office.

ASSUMPTIONS

- The proper safeguarding and management of cultural heritage is necessary for the development of sustainable cultural tourism.
- Development of the commercial and tourism sectors in Kars will reduce poverty and link to local economic growth.
- Developing the cultural tourism sector in Kars will contribute to social cohesion and reduce regional income disparities.
- Tourism will continue to expand in Turkey.
- Cultural and tourism potential of Kars will be included and operationalised in the national and local development plans targeting the region.

INFLUENTIAL FACTORS

- Tourism is a major economic force in Turkey.
- Cultural Tourism is expected to expand in the next 10 years.
- Turkey is committed to the highest standards of conservation and protection of cultural heritage, in line with applicable conventions and international standards.

PROBLEM OR ISSUES

- The people of Eastern Anatolia have little opportunity to benefit from and appreciate the wealth of cultures and traditions that surround them due to human development challenges.
- Some provinces of Eastern Anatolia, including Kars, are amongst the poorest with an average HDI below the national average.
- Regional and gender based inequalities constrain the attainment of MDGs in the Eastern Anatolia region.
- Policy options are limited for the people of the region to attain economic and social opportunities.
- Current policies, tools, and expertise in the safeguarding of cultural heritage can be further improved, especially at local level.
- Kars province suffers of an intense emigration, especially of labour force

COMMUNITY ASSETS/ NEEDS

- Turkey's Eastern Anatolia region is home to highly valuable cultural assets and natural heritage
- The region has an important economic potential (commercial and tourism sector).

EXPECTED RESULTS

Pro-poor sectorial (tourism) development policies implemented with a framework of social cohesion and integration, by recognising pluralism, cultural diversity and the establishment of a culture of peace in Eastern Anatolia and with neighboring areas.

- Outcome 1- A model for strategic direction, prioritization and safeguarding of tangible and intangible cultural heritage and cultural tourism delivery in Turkey's less developed regions produced and implemented in Kars.
- Outcome 2- Capacities of communities and enterprises increased for income generation job creation in the culture based tourism.
- Outcome 3- Capacities of local authorities and civil society in promoting social cohesion and dialogue through fostering of pluralism.

Level of analysis

(29) The object of analysis of this evaluation is the Joint Programme within the framework of the MDGs and the general aims of the thematic window for *Culture and Development*.

(30) As a result of the documents reviewed and a brief needs assessment conducted previously to the field mission, the below evaluation framework was drafted encompassing four levels of analysis; design of the JP including M&E; implementation process; results; and sustainability. The findings section in this report is organized according to these four units of analysis.

Level of analysis	Evaluation questions
Design	Were the M&E indicators relevant to measure the outputs and outcomes of the JP? Were they well understood by the JP team?
	To what extent do the objectives and strategies of the JP respond to national, regional and local plans?
	To what extent and how were the different stakeholders involved in the design stage of the JP?
	To what extent and in what ways has ownership or the lack of it, impacted on the results of the JP?
	Was the identification of the problems with their respective causes, clear to all stakeholders in the joint programme?
	To what extent was joint programming suited for the JP and was it the best option for the JP?
	To what extent did the JP take into account specific interests of women?
Implementation	To what extent were the participating agencies coordinating with each other, with the government and with civil society?
	What have been the main challenges and advantages of working together (UN agencies)? Did the JP build on the added value and comparative advantage of each UN partner?
	To what extent did the JP's management/governance model contribute to respond to development needs?
	Were innovative approaches to development considered during the implementation of the JP?
Results	Have any good practices, success stories, lessons learned or transferable examples been identified?
	To what extent is the JP contributing to solve the needs and problems identified in the design phase?
	What is the degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned?
	To what extent is the joint programme reaching the beneficiaries as planned?
	What types of differentiated effects are resulting from the joint programme in accordance with the sex and cultural diversity of the beneficiary population, and to what extent?
	To what extent is the JP helping to influence the National public policy framework?
	To what extent is the joint programme meeting the beneficiaries' expectations?
Sustainability	To what extent have the JP decision making bodies and implementing partners undertaken the necessary decisions and course of actions to ensure the sustainability of the effects of the JP?
	To what extent did national and/or local institutions support the JP?
	Did these institutions show technical / financial capacity and leadership commitment to keep working with the programme or to scale it up?
	Have capacities been created and/or reinforced in national partners?
	To what extent have the local communities developed a sense of ownership to the project activities?
	Which measures can be taken for the future in order to ensure the sustainability?
	To what extent have the partners and stakeholders (including Ministries) understood and integrated the JP core values in their development strategies?

Findings of the evaluation

Design

(31) The design phase is the period that commenced from the concept paper to the finalization of the inception report in May 2009.

The vertical logic of the Joint Programme

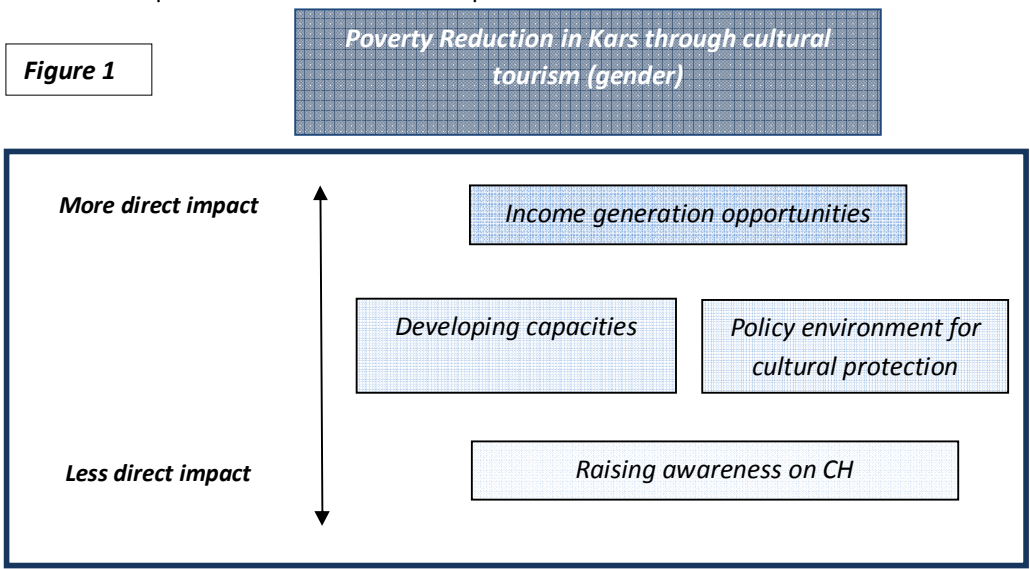
(32) By vertical logic of the JP we are referring to how the strategies used by the JP relate to the main purpose of the Programme and how this responds to its original design.

(33) To analyze the vertical logic we devised, with the help of the JP team, a simplified theory of change that categorizes the main strategies used by the JP depending on whether they have more or less direct impact on the main objective the JP which, according to most stakeholders, is to contribute to *“Poverty Reduction in Kars through cultural tourism with a special focus on gender”* (see figure 1). This purpose responds largely to the original design of the JP. However, in practice the initial focus on cultural tourism has significantly broadened to include other types of tourism such as winter tourism and eco-tourism.

(34) To achieve the main purpose of the JP, it was identified that first and foremost awareness needed to be raised amongst the population of Kars regarding tangible and intangible cultural heritage. This would be the first precondition for attaining the main aim of the JP, although it is also the strategy that has the least direct impact on the ultimate goal.

(35) The second level of preconditions refers to *“developing capacities”* for the sustainable development of tourism, its promotion and management, targeting both professionals and public institutions at local and national level. At the same level of impact we additionally identified the promoting of a conducive *“policy environment”* and appropriate tools intended to ensure the effective safeguarding, management and promotion of cultural heritage.

(36) The third level refers to strategies used to engage civil society and the private sector of Kars through direct *“income generation opportunities”* in the tourism sector. This strategy tends to produce a more immediate impact in the economic development of Kars.



(37) The implicit logic of the programme indicates that if cultural awareness is raised with an understanding of leveraging culture for increased tourism activities with additional income generation it would be easier and more sustainable to work in the next strategic level i.e. *“developing capacities”* and *“promote a conducive policy environment”*. Equally, if capacities are developed, the policy environment is conducive and the right tools are in place, this will translate into income generation activities that will contribute to the economic development of the area through cultural tourism. The logic also creates a “two way high way”, this means that *“income generation activities”* are also rightly seen as entry points to both create awareness and build capacities.

(38) UNESCO and UNICEF were the two agencies more involved at the level of *“awareness raising”* (mapping of intangible CH, brochures on the legislative and normative framework for the safeguarding of Cultural Heritage in Turkey, Children’s room in the Museums, etc.) while UNDP was the only agency working directly in income generation activities mainly through their Grant Scheme. UNWTO, UNDP and UNESCO worked intensively on components intending to build capacities for the private and the public sector and on promoting a conducive policy environment and appropriate tools for cultural protection (such as, Tourism Master Plan, Ani Site Management Plan, Digitization of tangible Cultural Heritage, Establishment of a Culture House, Clustering methodology, etc.).

CONCLUSION

In general we can conclude that the vertical logic joining all components is good. It is easy to join the dots between particular activities, the results they are aiming to achieve and the final purpose of the JP. The only component where the vertical logic appears to be weaker is Output 3.4. There is a broad consensus among stakeholders that it is more difficult to establish how improving children’s understanding of cultural diversity in Istanbul, Eskişehir, Ankara, Kayseri, Sivas, Erzincan, Erzurum and Kars is going to impact the economic development of Kars through cultural tourism. Although to an extent the connection is apparent, as the main objective of this output is to increase cultural understanding and social cohesion which is in line with the initial priorities of the MDG-F Culture and Development window, no one disputes that it is somewhat a bit of a long shot. It is also worth pointing out that the results of this particular output would need a long term effort beyond the life of the programme to have an effect on poverty reduction.

The weak vertical logic of this component was one of the main reasons behind the fact that UNICEF was seen to be a bit too focused on its own component as we will explain under the “implementation” chapter.

Budget allocation

(39) The **unbalanced budget allocation** among the different outputs of the project and the imprecise financial forecasting during the design phase were frequently brought up as one of the main weakness of the JP.

(40) To illustrate this we did a simple analysis linking the number of outputs implemented by each agency and the budget allocated to each agency.

	Budget	% over total budget	Number of outputs	Average price of output
UNDP	\$1.697.450	45%	3	\$565.817 ⁴
UNESCO	\$830.320	22%	4	\$207.580
UNICEF	\$670.890	18%	1	\$670.890
UNWTO	\$601.340	16%	4	\$150.335

(41) According to the analysis, while the average price of a UNWTO output was around 150,000 US dollars, the price of the output implemented by UNICEF was more than four times higher at around 670,000 US dollars. A legitimate question from an efficiency perspective would have been whether the UNICEF output was expected to contribute four times more to the purpose of the programme.

CONCLUSION

In general there is a question mark around whether the budget allocation was done balancing adequately the strategic objectives of the JP. Actually, during the course of the evaluation, two agencies (UNWTO and UNESCO) were heavily associated with the main aims of the programme, i.e. tourism and culture. However, although they coherently have the largest share of implementation in terms of number of outputs, they are also the two agencies with least money allocated for each of their outputs.

Ideally, either UNWTO or UNESCO could have leaded the JP. However, a conscious decision was taken to keep UNDP as a lead agency because: (a) the overall objective of the programme was poverty reduction which falls within the mandate of UNDP (b) UNDP had the capacity to cost-effectively coordinate and manage the programme through consultative process (c) UNWTO &/or UNESCO were nonresident agencies. As is evident however both UNWTO and UNESCO managed to implement their components i.e. Tourism & Culture satisfactorily as per the budgetary allocation.

The inception phase and ownership of the stakeholders

(42) The Joint Programme had a slow start. The final document was signed in November 2008 and first financial installment sent December 2008, while the inception report was completed 5 months later in May 2009 (inception phase). There were a number of reasons why this occurred. Firstly, there were several changes in some key positions. Most noticeably both the Mayor and the Governor of Kars who were involved during the conceptualization phase (from concept paper to signature of the document) changed before the JP got signed. Secondly, no one disputed that a number of activities and strategies, as they were

⁴ The high price of the UNDP outputs is partially explained by the fact that they were actually the lead agency bearing most costs related to the management of the programme.

defined in the original project document, were too imprecise to be implemented and therefore needed to be reformulated. This was particularly acute in those activities implemented by UNWTO. Thirdly, some of those strategies were outdated during conceptualization. For example, the Ani Site Management Plan envisaged in the original document the setting up of an advisory board that the MoCT had already established when the project was signed in November 2008⁵.

(43) This need for reformulation, largely originating from a lack of detailed design and changes that happened due to delays in commencement of the UNJP, was turned into one of the biggest strengths of the Programme. The team, under the leadership of UNDP, took the time from March/April 2009 to May 2009 to do a thorough review of the JP using the platform to engage all key stakeholders. As a result the ownership of the design by most stakeholders ranks extraordinarily high. Actually, a significant number of informants when asked *“Since when were you involved in this programme?”* answered *“Since the very beginning”*, although what they really meant was from the inception phase.

CONCLUSION

During the process of the redefinition of the components of the JP the ownership of national stakeholders increased significantly. The process involved countless and painful meetings and negotiations but as a whole, this inception period is regarded as highly valuable and beneficial for the Programme. The design improved significantly although the definition of the activities still remained largely imprecise.

Alignment with National Policies

(44) The JP is totally in line with the National Policies. Most significantly with the Ninth Development Plan (2007 – 2013), especially with the heading 547 *“tourism sector will be directed towards reducing the imbalances of welfare and development within the country. Moreover, economic and social development will be realized by developing tourism in regions, which have tourism potential but have not been sufficiently addressed”*⁶. It is also fully aligned with the 2023 Tourism Strategy which in its chapter 3.10 *“Strategy of City Branding”* states that *“Culture tourism shall be revived and cultural branding efforts initiated for increasing the credibility of Adiyaman, Amasya, Bursa, Edirne, Gaziantep, Hatay, Konya, Kutahya, Manisa, Nevsehir, Kars, Mardin, Sivas, Sanliurfa and Trabzon cities”*⁷

(45) At the local level we could collect several testimonies indicating that the JP objective is broadly in line with local priorities. However, there were also strong voices who **questioned the vision, will and/or the capacity of particularly the Municipality to embrace fully the purpose of the Programme** which may have serious consequences in the sustainability of the initiative.

(46) It has to be noted here that although the JP makes a clear connection with the MDGs, especially with MDG 1 *“contributing to the realization of MDG-1 at a localized level”*⁸, in practical terms this connection is less obvious. This is due to the fact that the MDGs are clearly not the main developmental agenda of Turkey.

⁵ JP Document first signed in June 2008 and than revised and signed again in November 2008.

⁶ State Planning Organisation *“Ninth Development Plan 2007-2013”*

⁷ MoCT, *“Tourism Strategy of Turkey – 2023”*

⁸ JP Inception report, 2009

(47) The JP's expected results are in accordance with country outcome 2.1 in UNDAF 2006-2010 related to poverty reduction. Specifically, the JP is consistent with outcome 2.1, *"Pro-poor policies developed through partnership with the civil society and the private sector for social and economic development at all levels of society to achieve the MDG targets for all"*.

CONCLUSION

The JP is totally aligned with the national policies at the central level as well as with the common targets/results of the UN system. It contributed to the 2006-2010 UNDAF results and will also add value to the common results of the UN system identified for 2011-2015. At the local level there is a question mark about the will and capacities of the local authorities to fully embrace the purpose of the programme.

M&E

(48) **At present the M&E framework of the JP offers limited opportunity for learning.** There are a number of reasons for this. Firstly there are not enough quality indicators that are ultimately responsible for answering the very important question *"so what?"*

(49) For example, against an indicator such as *"Realization of awareness-raising activities on the safeguarding of cultural heritage, and production of related information materials"*, one can rightly report that *"seven brochures aimed at raising awareness on the legislative and normative framework for the safeguarding of cultural heritage in Turkey has been completed"*. However, it would not give information about how the brochures reached the intended audience and most importantly whether and to what extent they contributed to raise awareness.

(50) In other cases a proxy indicator such as *"Number of arrivals in Kars"* although appropriate in the absence of more in-depth and costly monitoring tools, would not be able to measure whether and how an increase of arrivals translated into the reduction of poverty in Kars or whether it has benefited only the owners of big hotels, for example.

(51) Without timely information about not only the "What?" but also the "So what?" it is difficult to take informed managerial decisions about the "Now what?"

(52) On a separate but related issue, the JP includes a high number of workshops and training programmes. During the course of the evaluation we found evidences that at least some of these programmes had M&E systems intended to measure the quality of the trainings. However, the quality information produced by these reporting systems owned by different stakeholders like Ankara University and the MoCT were not making their way back to a joint venue and only quantitative information was fed centrally under indicators such as *"Number of Capacity building activities of local and national stakeholders"*.

(53) Last but not least, the **financial monitoring is insufficient to make informed decisions and to strategically assess the efficiency of the activities and strategies conducted under the JP.** At present, the only financial monitoring produced by the JP was about the delivery rates. This situation may be due to the HQ MDG-F procedures and requirements.

CONCLUSION

At present the M&E framework of the JP offers limited opportunity for learning. There are not enough qualitative indicators. The information is collected in a scattered way and the financial information available is insufficient to make sound managerial decisions.

Implementation

Coordination among stakeholders

(54) The coordination among the UN agencies in this Joint Programme is particularly challenging mainly due to the geographical spread of the main partners with two out of four UN implementing agencies as non-resident, one located in Venice and another in Madrid. Additionally, there is a site team naturally located in Kars that has to coordinate with the UN colleagues working in Ankara. **Despite these challenges the coordination has been found to be generally very good.** Several factors have contributed to this.

(55) The JP provides a number of **frequent spaces which allows information flows** among UN agencies. There are frequent travels scheduled from Ankara to Kars and vice versa. Also, the entire team meets weekly in a telephone conference that is rated very well as a tool to share information.

(56) The human factor was identified as a key element contributing to the good coordination among the agencies. This is true for the entire MDG-F team but particularly, the **JP Manager was unanimously praised** for her inclusiveness, responsiveness and transparency when dealing with the multiple stakeholders. She is a pillar for this good information flow.

(57) On the other hand, as previously mentioned, **UNICEF was seen to be rather too focused on its own component.** They were often not part of the coordination meetings and there was a general perception that they were more “on the side” rather than a key player. Still, UNICEF is adequately informed of the activities and strategies of the other agencies as are the other agencies informed on UNICEF’s activities.

(58) **UNDP** as the leading agency is seen to be **largely responsible for the facilitation and coordination among the agencies.** Not only do they carry the institutional commitment as leading agency, but also the personal commitment of the staff in charge of the programme, especially the Deputy Representative and the UNDP Programme Manager.

(59) The coordination among UN agencies is very important. Yet it is far more important how the coordination happens among national stakeholders both at the state level and at the local level. In general, **the coordination with government and other national stakeholders ranks very high.** These are the key factors for this success.

- **(60) This JP is extraordinarily inclusive,** for instance, the Programme Management Committee is composed of more than 30 stakeholders who meet regularly. During the course of the evaluation it was apparent that **the PMC is a valid place where a variety of stakeholder’s voices are heard.** The PMC has become a large and transparent melting pot. All members are treated with equal deference and respect. Everyone has a saying and also gains an insight to how the rest of the team is progressing.
- **(61) Apart from the PMC there are several other venues of exchange both in Ankara and in Kars. At the local level, the coordination meetings facilitated by the Programme were regarded by local authorities to have disciplined the coordination dynamics among the tourism sector.** We will analyze this further under “results”.

- (62) Under the leadership of the United Nations Resident Coordinator the entire UN team was singled out to be the key factor for the successful coordination among stakeholders. All UN staff was praised by their national partners to be flexible, helpful, available and pleasant to work with. One informant said that *“working with UN is the best part of my job”*. A special mention must be made to the local team in Kars that has been very successfully managing the expectations of the local partners and beneficiaries. In general it is fair to say that **the JP would not have got to this point if it were not for the professional and human caliber of the programme team, especially given the limitations of the design.**

(63) Although, as mentioned previously, the programme is extraordinarily inclusive, there are a couple of instances where the partnership was not as wide as it should have been. The Tourism School in the KAFKAS University was identified as partners that were underused. Also within the UNICEF component, due to its national scope, they have been more focused on national partners than on local partners. As a result, the potential of Civil Society in Kars may have been underutilized.

CONCLUSION

Despite the geographical challenges the coordination among UN agencies has been found to be generally good. This is thanks to constant meetings, frequent travels and the good work of the PM. UNDP as the leading agency was seen to be largely responsible for the facilitation and coordination among the agencies while UNICEF was seen to be too focused on their own component.

The coordination with the national stakeholders was also good both at the central level and at the local level. This is due to the inclusive spirit of the JP and to the “human factor”. The professional and human caliber of the staff in the programme contributed greatly to a smooth coordination among such a large and varied amount of stakeholders.

Governance

(64) By governance we mean the set of decisions that define (and re-define) expectations of stakeholders, grant power, promote synergies, or verify performance. It is an integral part of the management process.

(65) According to the MDG-F guideline, the PMC is entrusted to take these kinds of decisions but in reality this varies greatly from programme to programme. **In the present JP the PMC is primarily a venue for information exchange with limited decision-making potential. Its inclusiveness makes it too big for governance decisions to be made.** This is a common dilemma that PMCs have to face. They can either be representational, as is the case in this JP, or operational if the size of the PMC is kept smaller.

(66) As stated under “implementation” the PMC, chaired by the Resident Coordinator when available is a melting pot composed of MoCT officials, grantees, academics, local authorities and UN agencies. The members are a mixture of technical and senior staff, some with a wide overview of the programme and others focused on just one component. This variety, as well as its size has made it **impossible for it to be the right venue to produce strategic advice and a timely oversight of the JP.**

(67) On the other hand, the issue of the **National Steering Committee has only emerged on a few occasions** and it does not seem to have a substantive role to play in the overall governance of the Programme.

(68) So then, where were those governance decisions taken? **Primarily governance decisions were taken bilaterally by each agency with their national/local stakeholders after preliminary decisions were taken internally within UN.**

(69) **When the JP demanded the redefinition of the interrelation of different components or a change in the course of the JP that involved different agencies, there was an effective but informal venue of coordination among UN agencies typically involving UNWTO, UNESCO and facilitated by UNDP.** This group had to take certain strategic decisions especially when the previously weak design of the JP demanded a reorientation of the outputs and activities. This form of governance was nonetheless rather organic.

(70) However, even if an operational forum for strategizing and governing the JP would have been reinforced officially, it would have required more information to be able to have taken governance decisions. As mentioned under “M&E”, the JP does not have enough information about the real impact that the activities and outputs are having. Also, there is not a full financial picture of the JP to be able to understand clearly the efficiency of its components. Without these two pieces of reporting it is very difficult to take any kind of informed, proactive and **joint** managerial decisions.

CONCLUSION

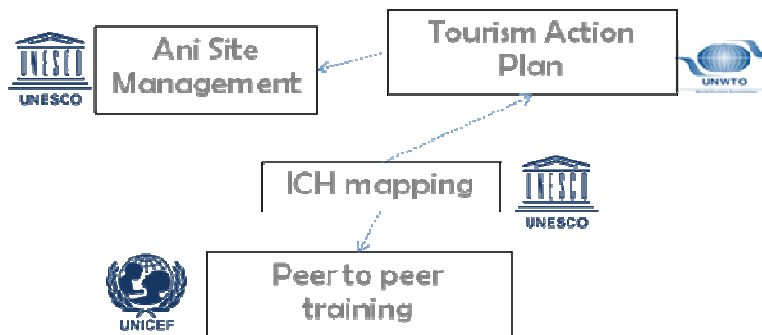
Due to its size and varied composition the PMC did not provide the appropriate venue to take governance decisions although it was a valid space to exchange information and promote coordination among stakeholders. Strategic decisions were taken either bilaterally (each agency with their national stakeholder) after preliminary decisions were taken internally within UN, or in an effective but informal coordination venue among UN agencies. The programme would have benefited from a more structured space, smaller than the PMC and formed only by decision makers, to produce strategic advice and a timely oversight of the JP.

Interrelation among components

(71) Despite these challenges, during the evaluation we could determine **a number of successful synergies among different components both at the local and at the national level.** Some of these synergies were organic, not planned, for instance the Ankara University met with the producers of traditional dolls, and one of UNDP local grantees then advised them on how they could display their product in the Children’s Room of the Kars museum. Also among the grantees of the programme there were a number of unplanned synergies.

(72) Other synergies were intentionally designed, some institutionally and others personally by particular staff members. In this regard, we have to mention the work of the Child/Youth Participation Focal Point of UNICEF whose personal commitment brought about a number of synergies between UNICEF and other components.

(73) **A good example of how these synergies happened by design is the interrelation among the mapping of Intangible Culture, the Tourism Master Plan, the Ani Site Management Plan and the Peer to peer trainings for the Children’s Room in the Museums.** The early results of the Intangible CH mapping prepared by UNESCO were fed into the Tourism Action Plan led by UNWTO. Part of the Tourism Action Plan was also fed into the Ani Site Management Plan Development Framework. Also some of the mapping of ICH was fed into the peer to peer training organized by UNICEF.



CONCLUSION

We can conclude that a good number of synergies have been produced among the different components. In some cases it has been due to a good design that enabled the work of different UN agencies under the same output. In other cases (most of them) the synergies have appeared organically due to the good collaborative disposition of the stakeholders and the frequent spaces for information sharing and learning provided by the JP. The PMC and the coordination team (particularly the PM) have helped these synergies greatly.

Ownership of stakeholders during implementation

(74) The **ownership of stakeholders during the implementation phase ranks extraordinarily good at national level** and good at the local level. The partners were fully involved at three different levels:

(75) Representation: Often the national stakeholders of the Programme and most concretely the MoCT were entrusted with representation functions. For example, during the recent workshop organized in Sarajevo by UNESCO, on Knowledge Management System for the MDG-F's "Culture and Development" window, several officials of MoCT participated as representatives of the Programme's National Implementing Partner.

(76) Shaping products: The national partners are also fully involved in shaping the outputs through their inputs and suggestions. They also often have the final seal of approval. A good example was the process of the Tourism Master Plan facilitated by UNWTO. The draft of the Plan went through countless revisions and consultations by the MoCT. The final version incorporated all the suggestions by the Ministry and was officially approved on 22 December 2010.

(77) Delivering activities: Most of the stakeholders are involved in hands-on delivery of various activities. For example, the MoCT are delivering tourism trainings using their own experts; the Intangible Cultural Heritage Field Research Training has been led by MoCT staff; the UNICEF module is fully designed by the Ankara University and is being delivered by the Agency for Children's Protection.

(78) This extraordinary involvement and ownership has however come with a price tag. Different partners have different paces and procedures and **the JP had to adapt and respect the decision-making mechanism and tempo of other stakeholders** (approvals, bureaucracy, etc). **Sometimes this has translated into severe delays and it has had a spillover effect on other interrelated activities and outputs of the JP.** The close involvement of the National stakeholders and the transparency exercised by the JP also resulted in a number of heavy negotiations where **different agendas had to be accommodated often dealing with very sensitive cultural issues.** Several examples emerged on these lines with two being mentioned the most. On the one hand, the process of preparing and approving the Tourism Master Plan and on the other, the process of developing the Ani Site Management Plan.

(79) Also the National Programme teams were not placed within National stakeholder's premises but in UN offices, (except the Site Manager's office that was located in the Provincial Directorate of Culture and Tourism). An opportunity to increase ownership and capacity may have been lost as a result of this arrangement.

CONCLUSION

The ownership of national stakeholders ranks very high. They were involved during implementation at different levels; representing the programme; shaping the outputs; and delivering activities. This high involvement also meant that UN agencies frequently had to adapt to the decision-making mechanisms and tempo of their partners which on occasions produced considerable delays.

Progress analysis

Delivery rates (January 2011)

	Total budget Approved	Total Amount Transferred	Total Budget Committed	Total Budget Disbursed	Delivery rate
UNDP	\$1,697,450	\$1,697,450	\$1,373,761	\$1,259,871	81%
UNESCO	\$830,320	\$830,320	\$ 687,470	\$583,964	82%
UNICEF	\$670,890	\$670,890	\$545,000	\$545,000	81%
UNWTO	\$601,340	\$601,340	\$445,025	\$367,007	74%
TOTAL	\$3,800,000	\$3,800,000	\$3,051,256	\$2,755,836	80%

(80) Although during the first months of implementation the progress of the Programme was slow, at the time of the evaluation the delivery rate was satisfactory and most of the outputs were either completed or about to be completed according to the formulation. Below shows a detailed analysis by outcome and output⁹.

⁹ A detailed analysis of the progress rate of all activities as reported by the JP team during the evaluation is also attached.

Outcomes/Outputs	Evaluation Assessment	Progress rate reported	Agency
JP Outcome1: A model for strategic direction, prioritization and safeguarding of tangible and intangible cultural heritage and cultural tourism delivery in Turkey's less developed regions produced and implemented in Kars.	Under this outcome the JP has produced a number of very important tools to safeguard the CH of Kars. However not much has been achieved yet in terms of implementing and/or operationalising these tools. This is the case of the digitization process; the Ani Site management and the Tourism Plan.		
<i>1.1 Policy for the protection and enhancement of cultural assets in Kars presented for adoption by national authorities</i>	There has been a great advancement setting the digitization process of tangible heritage. The software is there, the space and the staff have been trained in Kars. The actual digitization has still not started. Some activities about awareness raising with MoCT on legislative framework were done (like a number of brochures distributed in 81 provinces) but we do not know the extent of the impact of these activities.	100%	UNESCO
<i>1.2. Training programme for site management capacity development commenced.</i>	The preparation of a draft management plan was launched, based on a participatory approach ensuring the involvement of all relevant partners and stakeholders. The draft Management Plan is expected to be approved by July 2011. The completion of this Plan has been identified as a key factor for the development of tourism in the area. There is concern that the timeline for approval might be too tight.	100%	UNESCO
<i>1.3 Site management processes for Ani launched.</i>	All relevant documents such as files, projects, maps have been digitalized and the software system developed. Feasibility Analysis on terrestrial measurements of 20 sites and registered buildings in Province of Kars was completed. A first set of training activities for the line ministry/offices was also completed, and the process is well advanced for the procurement of hardware materials and the provision of related training.	100%	UNESCO
<i>1.4 A cultural tourism strategy and action plan agreed to by national authorities within the context of the "Brand City Programme"</i>	Tourism Master Plan approved on 22 December 2010. Some of the activities associated with this Plan in the Programme documents have not been completed yet which suggests that those elements could not be incorporated in the Master Plan as planned. A positioning and visioning statement has been agreed but not a full flesh Marketing Strategy.	63%	UNWTO
<i>1.5 New information delivery and marketing system established in Kars</i>	Many of the activities planned under this output were to be implemented once the Master Plan was approved, which happened only last December.	25%	UNWTO

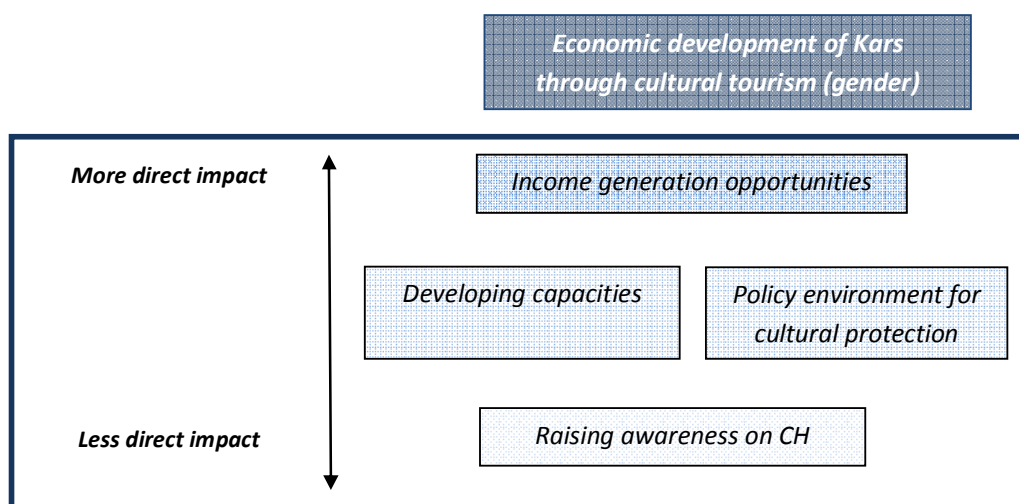
JP Outcome2: Capacities of communities and enterprises increased for income generation job creation in the culture based tourism	Capacities have been increased in Kars for the creation of culture based tourism and other types of tourism through a number of training programmes . Some modest results have been achieved in income generation activities through the Grant Scheme.		
2.1. Community initiatives started for enterprise development in cultural tourism in Kars	We have evidences that most activities have been done or started under this output ; vocational trainings, study tours.	50%	UNWTO
2.2. Business development services strategy in place	Under this output the study tour to Spain was financed as well as the info tour for tourism operator to Kars and on the job trainings with KARTAB.	100%	UNDP
2.3. Culture tourism and wider sector enterprise cluster established	A Grant Scheme for small business was launched and the cluster methodology was established. The activities have been done and the quality is highly satisfactory. There are still some minor activities pending regarding further fair participation.	100%	UNDP
JP Outcome 3: Capacities of local authorities and civil society in promoting social cohesion and dialogue through fostering of pluralism	The outputs included in this outcome are somehow disjointed. They refer to the management structure of the programme as well as to very varied awareness raising activities. It is difficult to make an assessment at the level of outcome as a whole and how outputs relate to it. Alternatively we have analysed it through the construction of the implicit ToC used by the programme. Awareness raising is often the component that stakeholders perceived as having been the most successful but many outputs, including some outside this outcome, have been identified as having been responsible for this awareness raising.		
3.1. 2003 Convention on Intangible Cultural Heritage follow up initiated in Kars and Eastern Anatolia	A series of awareness-raising workshops and trainings were held in partnership with MoCT, for facilitating the making of the ICH National Inventory, involving stakeholders from Kars and other provinces of Eastern Anatolia. Two basic brochures on the Convention's implementation were preprinted, to be distributed by MoCT.	100%	UNESCO
3.2. Awareness raising on diversity of Cultural Heritage, Empowerment in Cultural Industries and fostered intercultural dialogue	<p>A high quality mapping for ICH was conducted in collaboration with Kafkas University and under the supervision of MoCT, which has become an essential input for other activities in the programme. The document is still pending publication.</p> <p>A "Culture House" for the promotion and safeguarding of the Minstrels tradition was established and inaugurated, and a MoU for its management signed between the City of Kars and the local Minstrels' Association. Support was provided to the organisation of the Minstrels' Festival 2010, in Kars, in partnership with the City of Kars and the MoCT.</p> <p>An audio CD collecting Minstrels Performances from the region was produced and released, in partnership with MoCT</p> <p>A two-volume book on Eastern Anatolian Folk Tales prepared and published, in partnership with MoCT</p> <p>One activity (i.e. the translation and printing of the World Heritage in Young Hands info-kit) was removed from the work-plan as its implementation was already under-way by Turkish National Commission for UNESCO</p>	100%	UNESCO

3.3. <i>The governance structure involving civil society-government partnerships in cultural heritage promotion functional</i>	This output refers to the core cost of the programme . The running costs of the office in Kars; the communication strategy; coordination mechanisms including PMC, cluster working group and the M&E framework. All activities are on track.	100%	UNDP
3.4. <i>Children's understanding of cultural diversity and ability to resolve conflict increased through the provision of cultural and life skills based education programmes within the Child's Rights Committees of İstanbul, Eskişehir, Ankara, Kayseri, Sivas, Erzincan, Erzurum and Kars.</i>	Two Children rooms were opened in Kars and Ezurum ; with Ankara University peer to peer training module were designed . Peer to peer trainings were conducted in several Turkish towns. Concretely, the JP delivered trainings to 370 children and 170 adults on several aspects including how museums can increase awareness on cultural heritage. A "Train of the Friendship" to go from İstanbul to Kars is being planned.	60%	UNICEF

Results

Impact analysis

(81) As briefly stated in the progress analysis, the shortfalls in the design of the programme led us to use a simplified theory of change to summarize the impact. Ideally, we would have used the outcomes of the JP and how outputs relate to them as a framework to assess impact. However due to the limitations in the design we felt that the analysis that follows would be clearer.



Overall purpose

(82) We will start at the overall level, in terms of how the JP has contributed to economic development of Kars through cultural tourism. During the course of the evaluation we collected some evidences indicating that on the one hand, **the number of overnight stays in Kars has increased from 2008 to 2010, and on the other hand, that the tourist infrastructure has improved significantly in the town.** It is also worth noticing that at the overall level the JP contributed to UNDAF 2.1. facilitating interaction between the UN system.

(83) We can safely assume that **the JP has contributed to both indicators although we do not know to what extent. We do not have solid evidence of whether the improvement of these two indicators has benefited**

the target audience of the programme, i.e. the most vulnerable people in Kars and specially women, or if it has contributed to place them within the value-chain of tourism products. We do have however some qualitative testimonies that the Programme has contributed to the economic empowerment of women in Kars, as we will analyze more carefully under Nuran's life story.

(84) In general it is very **difficult to assess the overall impact at this stage when the activities of the programme have not yet concluded. A better option could be to conduct an ex-post evaluation at least 6 months after the programme has ended.** The option would be better suited to capture possible economic impacts in the mid-term.

Income generation

(85) The Joint Programme has produced some **results in terms of promoting income generation opportunities** within the tourism sector in Kars. Mainly these results can be attributed to the Grant Scheme initiative. An example of these results frequently mentioned were the Cheese Museum although we could not find concrete evidence of income generation in this case. The Scheme took great care in promoting women empowerment through this initiative, making sure the right audiences were reached.

(86) During the evaluation it was also apparent that **the JP contributed to strengthening the relationship in the commercial sector around tourism** in Kars which in some cases translated directly into income generation. For instance, thanks to these incipient commercial relationships the "Karstore" has started selling items produced by other beneficiaries of the JP like traditional dolls.

Developing capacities and promoting a conducive policy framework for cultural protection

(87) The Joint Programme heavily **used training activities in several of their outputs. However, the scattered M&E system of these trainings does not make it possible to assess their real impact**, as we already analyzed under the M&E chapter. We know how many people were trained and when but there is no information available to evaluate to what extent they were actually useful for the attendants. Nonetheless, the quality of the experts delivering the trainings and the organizations involved lead us to assume that they have indeed contributed to building capacities in several areas tackled by the Programme.

(88) Despite the limitation of the monitoring system of the multiple trainings, **at this level is where we have more concrete examples of impact.**

(89) The **Info tour to Kars organized by the JP for tours operators** from Ankara is credited among a significant number of stakeholders to have been a useful tool to enhance capacities for local businesses in the area of promotion and management of sustainable tourism in Kars. However, at this early stage, we could only find one example of an operator starting activities in Kars as a result of the Info tour.

(90) The **Study Tour to Spain** was also singled out as a valid means to create a common sense of purpose among key stakeholders of the JP particularly those from Kars. Most significantly, it contributed greatly to enhancing the ownership of national stakeholders. It was also appreciated for its inspirational value that has already been translated into concrete results like the "Karstore", a souvenir shop and a cafe that was envisioned by his promoter during the Study Tour and is now a reality in Kars.

(91) The **clustering methodology** was also very well considered among stakeholders. The use and meaning of the methodology has been fully understood and some of the local stakeholders even expressed the intention of taking it on board within their own institutions. Many pointed out that the process of the methodology, i.e. the constant meetings, has helped to discipline the coordination of local actors around the cultural tourism sector. The activities that were implemented as part of the roadmap include on the job trainings for hotel staff and an info-tour to promote Kars tourism potential to tour agencies.

(92) The **digitization process** of tangible cultural assesses and the efforts to preserve the **Minstrel tradition** were also frequently mentioned as concrete results of the JP in the area of capacity building.

(93) We also found several examples of how the JP has contributed to promoting a conducive policy environment and appropriate tools to safeguard, manage and promote the cultural heritage and the tourism in Kars.

(94) The main achievement in this regard is the **Tourism Master Plan** approved by the Turkish government in December 2010. Although this was a remarkable achievement it is worth mentioning that the Master Plan offers a general framework for action, a kind of scaffolding. The implementation of the Master Plan will have to be done mainly at the regional and local level where intensive capacity building would be needed according to key experts. It would be essential that the sustainability plan takes this into account in order to make the best use of this important step.

(95) Another important achievement of the Programme when promoting a conducive policy environment has been the steps taken towards the approval of a fully fleshed **Ani Site Management Plan** that is expected to include agreed policies, suggestions, precautions, definitions, precise roles and responsibilities to restore, manage and protect the ancient site of Ani in the vicinity of Kars.

(96) At the time of the evaluation a framework entitled "*Ani Site Management Plan Framework Development Study*" was being used as a road map by the members of the team since August 2010. This framework was "*intended to provide the team who would prepare the Ani Site Management Plan, and the Site Manager (or Head of Site Management Board for Ani) with information concerning the activities carried out so far in relation to the site, to refer them to sources and experts, and to present a road map towards the completion of the management plan*"¹⁰.

(97) The full Ani Site Management Plan was at the time of the evaluation in its final stages before approval according to key informants. However in general we could pick up an air of concern that the Plan was not going to be finalized before the end of the JP. Although the MoCT expressed several times their intention of following up the process until the end regardless of the end date of the JP, this situation needs to be realistically reflected and considered within the sustainability plan of the JP.

(98) On a more general note, it is worth noticing that in a highly centralized country like Turkey the JP was credited by several government officials at the national level to **have put Kars within the "radar" of the central government**.

¹⁰ "*Ani Site Management Plan Framework Development Study*", Final report August 2010

(99) These achievements in capacity development have had repercussions for the sustainability of the Programme as will be shown in the next chapter.

Awareness raising

(100) Awareness raising about the protection of cultural heritage and the potential tourism of Kars was **frequently identified as the main achievement of the JP**. The focus was so strong that some informants would identify this as the main purpose of the JP instead of “economic development of Kars”. **Many activities were credited with having contributed to this awareness raising and very especially the mapping of intangible cultural heritage.**

(101) However, although we could collect numerous testimonies of stakeholders to conclude that the level of awareness has definitely **been raised within the limits of the Programme (which include several key opinion leaders and key figures in Kars and Ankara)** we did not find evidences of wide impact over the population of Kars as a whole.

CONCLUSION

Although, it is difficult to assess the overall impact when the JP has not fully been completed, we can conclude that overall the JP has contributed (even though we do not know to what extent) to increasing the overnight stays in Kars and to develop the tourism infrastructure. The Joint Programme has also produced some results in terms of promoting income generation opportunities within the tourism sector in Kars, mainly attributed to the Grant Scheme initiative. We could find more concrete examples of impact at the level of developing capacities and promoting a conducive policy framework for cultural protection.

Info tour to Kars organized by the JP for tour operators is credited among a significant number of stakeholders to have been a useful tool to enhance capacities for local businesses. The Study Tour to Spain contributed greatly to enhancing the ownership of national stakeholders. It was also appreciated for its inspirational value. The clustering methodology has been fully understood and some of the local stakeholders even expressed the intention of taking it on board within their own institutions.

The main achievement when promoting a conducive policy environment has been the Tourism Master Plan approved by the Turkish government in December 2010. Another important achievement of the Programme in this regard has been the steps taken towards the approval of a fully fleshed Ani Site Management Plan. However, both pieces of policy need further thought, resources, time, commitment and capacity to be implemented fully.

Awareness raising in Kars has frequently been identified as the most successful area of the JP. However we could not find evidence to conclude that awareness has been raised outside the limits of the JP itself.

Nuran Özyılmaz – a life story

(102) The impact of many of the activities and strategies used by the Programme are reflected in the following “life story”. It illustrates how the Programme has contributed to transform peoples’ lives, not in a dramatic way but rather by building on what was already there.

"I am the first business woman in Kars"

(103) Nuran Özyılmaz was born in Kars. Her parents were local business people so she had it in her blood. She attended secondary school and commercial vocational school in Kars and got married rather young right after she finished her studies. It was an arranged marriage from which four daughters were born. She has suffered a lot of social pressure because she did not bear any boys. However, **Nuran has fought hard to give**



her daughters a good education and to become an economically independent woman, often without the support of her husband.

(104) For 18 years she had a business selling and knitting wool. She started the business selling part of her dowry. After the profit decreased due to changes in consumer habits she began thinking about other alternatives. After consultation with her daughters she opened a little bistro with just four tables selling traditional food that became very popular. Soon some prominent people in the town started visiting her

restaurant and encouraged her to expand the business.

(105) In December 2008, she opened **her new restaurant specialized in goose**, an old tradition in Kars. She had to resort to bank loans and her own enthusiasm and of course the huge help and support of her daughters. Until this point she never **received any support from the institutions or from her husband**.

(106) At the beginning of 2009 the team from the Joint Programme and particularly the site manager spotted Nuran's potential and started visiting the restaurant. **Nuran was invited to attend the JP meetings and many of the trainings organized.** *"I was very happy, feeling as a student again"* says Nuran *"I attended all the meetings and trainings. I was never late for one, never left earlier. **They have helped me to become a business woman. I have learnt how to run the restaurant professionally**" "My staff has also received some technical training where they learned many useful things".*

(107) In December 2009 she was **invited to join the study tour to Spain**. At first she took it as an award but soon she realized the practical gains she was to take from it. According to Nuran's testimony the trip gave them all confidence. **They realized the potential of Kars in terms of history, religious traditions, intangible cultural heritage** such as traditional food and how all that could be translated into income generation.

(108) In Spain Nuran saw people who valued and respected their country and their heritage. She was shocked at the realization that in Kars they were demolishing historic buildings to build new ones. In her own words **"we realized that renovation is about protection not demolition"**.

(109) Although she knew most of the people who went on the tour, she points out that **the trip was important for networking**. When they came back they attended many trainings, workshops, group dinners and discussions that were very important **to create an embryo of a tourist commercial sector in Kars**.

(110) In April 2010, Nuran **together with a few women goose breeders created the Goose Foundation**. By this time Nuran was aware of the difficulties and needs that goose breeders faced. They are mostly women and it is tremendously difficult for them to make a living as the trade is mostly dominated by men, typically their husbands. **Women are rarely in control of the money and therefore dependent to men. Nuran's restaurant through the foundation buys directly from the women.**

(111) In 2010 the **Foundation received a grant from the Joint Programme**. Nuran heard about the Grant Scheme initiative in one of the JP meetings. **Nuran received training about how to write and manage a project** *"My life is a project, I thought, so I can do this!"*

(112) The money from the grant **helped Nuran and the members of the Foundation to gain self-confidence, it raised their awareness about the importance of their own work and it also helped them get some income**. They had the opportunity to exchange information with experts from the University on goose breeding; **their knowledge on the subject significantly expanded which enabled the women to then assess future needs** about cool storage rooms, health and hygiene education, incubation techniques, etc. **The women from the Foundation were delighted with the Programme, with their certificates and even with the press coverage.**

(113) **The Joint Programme did not change Nuran's life dramatically**. She was already a dynamic and charismatic entrepreneur with a passion for women's empowerment. **What the programme did was support her at the right times. According to Nuran, the programme changed her perception about Kars**. It has shown her how to work collectively and it has given her and her colleagues self-confidence to sell and promote their products. *"It is about how to promote our products" she concludes "but it is about Kars, not about us as individuals"*.

Reaching the beneficiaries

(114) The evaluation would have benefited from a deeper and more systematic analysis of the beneficiaries, in terms of who they were, the linkages among them and the long term impact the programme was likely to have on them. However, we encountered a limitation that needs to be stated at this stage. After conducting the evaluation, the image we had about the beneficiaries of the programme was somehow patchy. It was well beyond the scope of the evaluation to go through each activity to simply confirm the number of beneficiaries and in most cases we could not go beyond validating how many attended the activities and the gender disaggregation.

What we could do was get a number of conclusions related to how the JP did at reaching out:

- (115) This programme is by all means **extraordinarily inclusive**. Only occasionally did we hear voices indicating that maybe it did not reach all cultural/social groups as it should have done. However, during the course of the evaluation **we could not find any evidences of the JP having any kind of bias to reach certain groups over others**. There was though a slight feeling that some people may have felt discomfort not to be included in certain activities, such as the Study Tour to Spain. **The JP should have carried out more efforts in explaining the criteria behind the selection processes.**

- **(116) The participation of women was above everybody's expectations.** The JP made an extraordinary effort reaching out to women. **The reports of activities we could consult had a good disaggregation of gender data and the importance of reaching both men and women was widely understood among a vast majority of stakeholders consulted during the evaluation.**

(117) We could also verify that the expectations of the beneficiaries involved in the evaluation and other stakeholders were fully met. However, **it is loud and clear that the JP is expected to have continuity. Most informants felt that it should serve as a trigger for a broader development process in Kars.**

CONCLUSION

The JP was tremendously inclusive and has tried to reach out to a well balanced mix of beneficiaries from different social and cultural backgrounds in Kars. The gender outreach was also very good. Stakeholders understood the need to involve both women and men at all stages of the programme.

There is a very clear expectation among beneficiaries that the JP should serve as a trigger to a broader development process in Kars.

Best practices

Grant Scheme

(118) The **Grant Scheme launched by the JP was identified widely by most stakeholders as the most obvious best practice of the Programme** for a number of reasons. Firstly for its direct effect on income generation and therefore its direct potential to reduce poverty in Kars. Secondly, for its efforts to mainstream gender and to reach women entrepreneurs and lastly for its contribution to the good collaboration and synergies among UN agencies and among other stakeholders. The Development Agency (SERKA) expressed the intention to replicate and sustain this initiative, although it is not clear in what exact terms.

Study Tour to Spain

(119) The Tour to Spain was frequently **mentioned as an example of best practice** of the programme. Apart from the reasons mentioned under *"Developing capacities and promoting a conducive policy framework for cultural protection"*, the Study Tour was also an example **of good coordination among UN agencies, specifically UNDP and UNWTO.** The design of the Tour's programme was also very relevant to the aims, objectives and cultural context of the JP. Also, **the organization of the logistic of this activity was particularly praised by the participants.** It is important to mention this last point regarding the administrative and secretarial support, as there is a tendency to only give visibility when something goes wrong.

Gender mainstreaming

(120) The Programme has internalized fully the importance of gender mainstreaming. Indeed gender has been integrated in most of the programme's strategy papers and action plans. As a result gender and women empowerment has emerged as an important topic that has been reflected at all levels of the Programme. Furthermore, the issue of gender frequently emerged during the course of the evaluation and it seems that the **constant efforts of all the team in this regard has led the Programme to go beyond being**

gender neutral to actually ensure that it is creating a positive impact for women as well as for men. This **process could have been better documented through an appropriate M&E system with impact indicators on gender.**

Sustainability

(121) There are four aspects that would typically decide whether or not a development initiative is sustainable; the ownership of national stakeholders; the capacity (financial and technical) and the commitment of the national stakeholders; the extent to which the programme has contributed to significantly raise those capacities and commitment and finally the concrete measures that the Programme has taken towards sustainability. Under this chapter we will analyse each of those aspects.

Ownership of National Stakeholders

(122) As mentioned already in several parts of this report, the **ownership of national stakeholders ranks very high.** At the central level, we mean those institutions based in Ankara and very especially the MoCT, this level of ownership has been achieved due to two main reasons. First because **the government itself has a long term vision until 2023** that fully embraced the aims of this Programme and secondly because the JP has made **great efforts to constantly adapt its purpose and strategies to accommodate those of their governmental partners.** A good example of these efforts was the process of preparation and approval of the Master Tourism Plan that we have analysed earlier.

(123) **At the local level we found more of a mixed message about the level of ownership.** A good example will be the seven year agreement signed with the Municipality to maintain the Minstrels Cultural House. Although the agreements are there, many doubted that the local authority is providing appropriate services to the installation. In addition, during the evaluation it was stated that the protection of the Minstrel tradition requires an institutionalized long term focus.

(124) At the level of Civil Society, it seems that at least **within the confinements of the Programme, citizens are embracing the core values that the JP stands for,** i.e. protection of cultural heritage, poverty reduction, improving social cohesion, women empowerment, the potential of cultural tourism, etc.

Political and financial support (capacity and commitment)

(125) **It is clear that Turkey has the financial capacity to sustain this JP.** Turkey is already a middle income country ranking number 83 in the last UNDP Human Development Report. It is also one of the countries with better economic prospects in the world. According to the January edition of the *“Global Economic Prospects 2011 Report”* prepared by the World Bank, Turkey’s gross domestic product (GDP) growth is expected to register 8.1 percent in 2010. The growth of the global economy in 2010 is estimated to be around 3.9 percent, while the growth figures for the Organization for Economic Cooperation and Development (OECD) countries is estimated at 2.7 percent. Furthermore, Turkey increased their official development aid in 2009 by 2.1% according to OECD¹¹.

¹¹ http://www.oecd.org/document/0,3746,en_2649_34447_44981579_1_1_1_1,00.html

(126) In tourism, Turkey received 19 billion dollars in revenue through the tourism industry in 2010¹² and it ranks 7th in terms of the number of visitors it attracts annually. **It is undeniable that the country also has the technical capacity to sustain a Programme of which the main aim is to support tourism.**

(127) However, Turkey is a heavily centralized country and it is very apparent that **there are substantial differences between the capacities both financial and technical, installed in Ankara and in other regions, such as Kars.** During the course of the evaluation it became clear that **although the central capacity is out of the question, the capacities in Kars need to be further enhanced.**

(128) In terms of commitment, there was a **consistently firm, formal and explicit commitment by all governmental partners at both central and local level to sustain most outputs of the Programme.** A concrete example is how several times officials of the MoCT expressed their firm purpose to support and promote the Minstrel tradition.

(129) However, there were also many voices that showed **concern and somewhat distrust that such a commitment would take a concrete shape.** Either because they did not believe that the commitment is really there or because they doubted the capacity at local level to carry it through or because they feared that the commitment could change if changes in the political forces were to occur. This is, as we have mentioned previously, particularly clear at the local level.

Capacities being created

(130) As we analysed in detail under the chapter *“Impact analysis”* **the JP has had some successes developing and creating capacities in national stakeholders both at the central level and at the local level;** technical knowledge has been shared, like the digitization or the clustering methodology. A number of trainings have been delivered that have contributed to a certain extent to enhance capacities of local stakeholders in the tourism sector. In this regard, it was also valued the international perspective that the UN brought to the Programme, bringing outside expertise from different continents.

(131) However, as mentioned previously there is a big gap between the central and the local capacities. It was far out of the scope of the Programme to create in two years the entire capacity needed in Kars to make the cultural tourism industry flourish. **An important step however has been that many actors in central government positions declared that they have gained deeper knowledge of the local reality and that Kars has been put on the “radar” because of this JP.** However, the efforts will need to be nurtured and sustained further in this direction.

CONCLUSION

The issue of sustainability has emerged repeatedly as the main concern that the stakeholders have regarding the JP. Despite a good ownership by the national stakeholders and the excellent capacities, at least at the central level, the general feeling is that more needs to be done if the results of the JP are to be sustained as well as to realize the full potential of the seeds that it has planted.

¹² <http://www.euromonitor.com/turkey/country-factfile>

Some early measures have been taken already by the implementing partners. For example, UNICEF is talking to the Ministry of Education to broaden the partnership base that could institutionalize the training modules produced by Ankara University. UNDP is in contact with the EC to formalize a follow on project on dairy products in Kars. The MoCT is working on a protocol to establish Children's Museums in the country. Also, there have been conversations to strengthen tourism regional platforms for future fundraising and strategic sustainability. However further measures and considerable more thought and planning should happen in order to ensure the sustainability of the programme.

Recommendations

(132) In view of the above and taking into account that this is a final evaluation, we have just two main recommendations to make.

1. **We would recommend the team works on a detailed exit/sustainability paper.**

- (133) This paper should be strategic, drawing the road map of how the Programme's results should become institutionalized. But also, it should be operational looking at small details.
- (134) The sustainability paper needs to ensure that future plans have a positive impact on the social cohesion. It should have the main focus on getting the smaller entrepreneurs firmly into the value chain.
- (135) For this paper to be useful it is essential that it includes budgets and financial commitments for the future. Part of the strategy should therefore focus on advocating for budget allocations at national and local level.
- (136) Particular attention should be given to strengthening capacities especially at the local level and detailing who would be responsible for maintaining these capacities in the future.

2. (137) In order to finalize all activities, to accompany the handing over of the Programme and to produce a meaningful sustainability paper, **the JP would need at least 6 months extension.**

- (138) The extension of the JP should have three main objectives; First, finalizing all the remaining activities without compromising on the quality due to time constraints, especially seeing though the approval of a fully fledged Ani Site Management Plan. Second, preparing a thorough exit strategy as indicated in recommendation 1. Third, securing official commitments to ensure future sustainability at central and local level.
- (139) During this extension core staff members need to be maintained in their present positions and extra resources would need to be drawn and mobilized.

Lessons learned

- (140) Throughout all stages of the JP, particularly during the design stage i.e. formulation and inception, the JP should have **revisited the vertical logic of every component** (the "so what?"). The design of an appropriate **M&E system with a greater emphasis on impact indicators and more transparent financial monitoring would have greatly helped this process.**
- (141) The **budget allocation among the agencies seems to have been unbalanced.** The budget should have been clearly aligned with the strategic objectives of the JP and coherent with the share of the implementation by each agency. It would have been particularly advisable to review more carefully the output led by UNICEF and to clarify further the specific linkages between this output and the intended programme purpose.

- (142) The formulation of **certain activities particularly (but not only) those included in the Tourism Marketing Strategy were on occasions too general**. Consequently, the quality of the products and outputs and the progress against expectations were difficult to assess.
- (143) The design of **interrelated outputs facilitated the successful coordination among agencies and encouraged synergies** and joint action.
- (144) The inception phase gave **great emphasis on engaging key stakeholders. This is one of the strengths of the Programme** and it became critical to ensure national ownership.
- (145) **A structured strategic thinking process would have needed a proactive and formal space where governance decisions could have been taken systematically**. Although the PMC served as an excellent venue for information sharing, its size was too big to govern the JP.
- (146) Despite not having a formal decision making space for joint governance, the JP adopted **a flexible and practical approach to the stakeholders needs and suggestions during inception and implementation phase. This was extremely important to achieve good results**.
- (147) Facilitating the **information flow and sharing spaces among stakeholders was key for good coordination**, to reinforce the national ownership and to promote synergies.
- (148) **Gender mainstreaming required a constant attention** from the design phase through to the implementation to the exit strategy. The JP successfully internalized the importance of gender mainstreaming.