



Interoffice Memorandum

To: Mahmood Ayub
UN Resident Coordinator
Turkey

Date: 21 April 2008

From:
Officer-in-Charge - Partnerships Bureau
UNDP-New York

Extension: 6005

Subject: Subject: MDGF-1792: Alliances for Culture Tourism (ACT) in
Eastern Anatolia

File: MDGF 1792

I. Approval Status

On behalf of the MDG-F Steering Committee I am pleased to inform you that your Joint Programme "Alliances for Culture Tourism (ACT) in Eastern Anatolia" is hereby approved with an allocation of USD\$ 3,800,000 for two years. This figure includes 7% for indirect costs incurred by UN Participating Organizations. Please note the 1% AA fee will be reimbursed directly to the MDTF Office and need not be included in your allocation.

II. JP design comments

We have identified in section III below, some changes we require to the design of your Joint Programme. Once these adjustments have been reflected in the document, you may proceed with signature of the Joint Programme document. In addition to the Government, the UN Resident Coordinator and Participating UN Organizations should each sign the Joint Programme document. We would encourage you to ensure some visibility for this event and for the launch of implementation.

The MDG-F Secretariat, in collaboration with various experts, has reviewed the draft Joint programme presented and considers it a faithful extension of the approved concept note. We recognize that an effort has been made to address the recommendations of the Technical sub-committee and the Steering Committee although mechanisms for participation of local authorities could be further clarified.

The comments of our technical reviewer on the Joint programme document are attached for reference. The review is very positive and includes some useful recommendations you may wish to consider in the finalization of the document or during the course of the programme's implementation. Please note the changes recommended by the reviewer are not required by the Fund, unless specified under section III below.

The Secretariat considers that the programme introduces a very innovative approach linking the vulnerable and disadvantaged population groups to safeguarding and promotion of cultural heritage in order to improve the economic and social conditions and further consolidate a culture of peace. We also appreciate the geographical concentration of the proposed interventions in order to develop a pilot experience to be replicated and up-scaled in similar regions. The



programme has a clear potential to advance the achievement of the MDG, especially MDG 1, 3 and linkages with MDG 8 could more explicit.

We value that the fact that the Programme involves a cross section of resident and non-resident UN agencies, and a good mix of counterparts (including local authorities, civil society and private sector). However, we are of the view that a better identification of the beneficiaries and targeting strategies are required to ensure the complementarities among the different activities, the capacity of absorption by the targeted community as well as the successful implementation of the joint programme. Besides, it is also advisable to include mechanisms by which local authorities and communities will participate and be involved. As regards to UN agencies involved, it would be advisable to further elaborate the proposed **activities led by UNWTO** (this should be included in the annual work plan) and the establishment of specific linkages between the **output led by UNICEF** and the intended programme outcome as presented in the results framework.

The draft Joint programme design is, in general, satisfactory. The concept of **'one stop shop'** appears to be a good idea, although its design should be further elaborated to define services, targeted beneficiaries and strategies to ensure its sustainability beyond the life of this project. Government's participation in this design is essential. The programme envisages an important set of **capacity building** measures that could be enriched by explaining "how" they will be carried out. It is also advisable to make sure that beneficiaries are adequately involved, for instance, in the design of small scale income generation activities (output 3.2 led by UNDP) as well as ensuring they are represented in the inception workshop.

The budget is within the indicative budget approved by the Steering Committee and is sufficiently well-justified. The possibility of **co-financing** is mentioned but could be further specified what kind of contribution is expected.

The programme includes an analysis of feasibility and risks management measures to ensure the sustainability of results. It could also be considered the possibility of carrying out an environmental impact assessment to anticipate the **impact of tourism** in the area as well as describing with more detail if the tourist activity expected in the area is a seasonal one, if the weather could constitute a **risk for the achievement of the expected results** and if **cultural viability** has been examined in order to define a communication strategy.

The Monitoring plan could be improved by including baseline information, **additional indicators** and strengthening the **gender aspects** of the programme, especially at the level of indicators. In respect to gender approach, we noticed that the programme could benefit from including sex disaggregated data not only in the income generating activities, but also on the policy related outputs. In addition, note that the MDG-Fund Secretariat plans to work with all approved programmes during the current year to address their M&E frameworks and to develop a small number of common indicators relating to the thematic windows, UN reform, Paris Declaration process and the Millennium Declaration.



III. JP re-design requirements and/or recommendations

The Secretariat recommends that:

- A better identification of the beneficiaries and targeting strategies and mechanisms by which local authorities and communities will participate and be involved are included;
- the proposed **activities led by UNWTO** are further elaborated (this should be included in the annual work plan) and that specific linkages between the **output led by UNICEF** and the intended programme outcome are established;
- the concept of **'one stop shop'** is further elaborated to define services, targeted beneficiaries and strategies to ensure its sustainability beyond the life of this project;
- **capacity building** measures are enriched by explaining "how" they will be carried out and making sure that beneficiaries are adequately involved, for instance, in the design of small scale income generation activities (output 3.2 led by UNDP) as well as ensuring they are represented in the inception workshop;
- **co-financing** opportunities are further specified by explaining what kind of contribution is expected;
- described in more detail the **risks and mitigation strategies for the achievement of the expected results;**
- baseline information and **additional indicators are included;**
- **gender aspects** of the programme are improved.

IV. Management arrangements and delegation of authority

On receipt of a copy of the signed document, the Fund Secretariat will transfer the full three-year allocation to the custody of the Multi Donor Trust Fund (MDTF) Office pending further instructions from you.

Please note the MDTF Office will pass-through funds to Participating Organizations on instruction from you as Resident Coordinator and Co-Chair of the National MDG-F Steering Committee.

As reflected in the Fund's Framework Document (Section 9 'Formulation Process & Release of Funds) and the global MoU with Participating Organizations (Article I, 2-c) the MDTF Office will release resources on an annual, advance basis. For the first advance, these funds will be transferred on the basis of receipt of the first year Annual Workplan and the signed Joint Programme document. Subsequent annual advances will be released on instructions from you and on the basis of a) receipt of the next annual work-plan approved by the National Steering Committee; b) evidence that a formal review of the programme's progress has been undertaken not more than three months earlier, either in the form of an annual progress report (if the timing coincides) or through the minutes of a National Steering Committee where this has been discussed; and c) only when combined commitments against the existing advance have exceeded 70%. Please review the initial year budget requests carefully with participating organizations in order to ensure realistic delivery targets in this regard. The annual agency apportionment projected in the final budget attached to the signed Joint Programme document should also be reviewed and can be revised up to the time of your first funds-advance request. This is important for the reasons outlined below.



In order to allow the implementation team some flexibility to adapt the strategy to unexpected challenges and opportunities (most particularly delivery issues), and to empower Resident Coordinators in their oversight responsibilities, this memorandum also provides you with the authority over the three year duration of the programme in consultation with Participating Organizations and with the agreement of your National Steering Committee to (a) transfer up to \$1,000,000 or 20% of the total value of the project budget – whichever is lowest – *between Participating Organizations* identified in the original Joint Programme budget and/or (b) re-phase up to \$1,000,000 or 20% of the total value of the project budget – whichever is lowest - *between years*. The base-line against which these ceilings will be measured is the annual budget projection (by year and by participating organization) confirmed at the time of your first funds-advance request. The MDTF Office must be informed of any revisions of this kind, decided locally and is responsible for tracking these delegation ceilings for each programme. Any changes that fall outside these parameters will have to be referred back to the (Global) MDG-F Steering Committee for approval.

As you will appreciate, one of the MDG-F's express goals is to strengthen the role of Resident Coordinators as leaders of Country Teams. The success of the MDG-F activities will depend on your ongoing leadership and engagement. We count on you to exercise this leadership and to ensure this Joint Programme remains an ongoing, integrated effort by the UN system in support of national priorities. Please also use the National Steering Committee mechanism to help ensure national ownership by the Government in particular and involve it in important financial and programmatic oversight decisions.

The signed Joint Programme document and the completed Fund Release Form should be sent to the MDG-F Secretariat and MDTF Office within 30 days of the receipt of this memorandum. If this deadline is not possible, please inform the secretariat accordingly.

The Executive Coordinator of the MDTF Office, Bisrat Aklilu, will be in contact with any specific documentation requirements to ensure the programme meets compliance requirements for the Fund's pass-through arrangements.

With best wishes.

cc.

Bisrat Aklilu, Executive Coordinator, Multi-Donor Trust Fund Office
Ms.Kori Udovicki, Assistant Administrator and Director Bureau for Europe and the Commonwealth of Independent States, UNDP- New York
H.E. Mr. D. Juan Antonio Yáñez-Barnuevo, Permanent Representative of Spain to the United Nations
H.E.Mr. Baki Ilkin, Permanent Representative of Turkey to the United Nations
Ms. Milagros Hernando, Director-General for Planning & Evaluation, MFA Madrid
Ms. Sally Fegan-Wyles, Director, Development Group Office
MDG-F Secretariat

Joint Programme: (OPAS # and title)

MDG-F 1792: Alliances for Culture Tourism (ACT) in Eastern Anatolia

Date: February 15, 2008

1. Overall comments

The JP has been built through a vast consultation process including UN agencies, resident (UNDP, UNICEF) and non-resident (UNESCO, UNWTO), as well as national and local stakeholders, institutions and civil society representatives. The analysis made of current situation, challenges and identified needs reflect in a very comprehensive manner this participatory process engaged for the JP formulation, the same being valid as per designing the JP overall strategy, methodological approach and activities.

The project presents two major strong points:

- a. **An excellent partnership between UN agencies**, resident and non-resident, which is being reflected within the needs identification, risks analysis, strategy adoption and national ownership-oriented results and which is also illustrated by the tasks and roles breakdown between them according to their respective expertise. The JP is therefore a real synthesis and not a simple addition of the involved competent UN agencies' competencies and skills. As the RC also mentions in the submission letter, such a qualitative partnership is indeed one of the most important prerequisites for the successful JP implementation in the future.

- b. **The Kars region, targeted by the JP, is not being addressed as a stand alone area but linked to others**, as part of a larger route and model for regional development in the Anatolia region. This approach can constitute *inter alia* an important corrective measure as per the risks related to isolation due to Kars' remote location and the contingent character of the JP linkage to the success of the national Tourism Strategy plans.

2. Elaboration of the Concept Note

The JP formulation has seriously taken into account the Convener's single comment on the Concept Note, namely "the need to further clarify the mechanisms for participation of local authorities and communities". It seems indeed that this concern has been addressed first of all by the consultation mission and participatory process engaged through the JP formulation, by the working relations established with the Mayor and the Governor, as well as by the active participation of the local civil society in cultural dialogue and tourism promotion initiatives, participation that is considered among the JP assets.

Specific mechanisms have been envisaged to be set-up, in order to help promote and maintain the multi-actor character of the JP and coordinate between the interests, energy and resources of National and Local Institutions as well as of civil society, these mechanisms presumed to have a life beyond the project. This constitutes also an important factor related to the sustainability of the participation of local authorities and communities.

3. Relevance and external coherence

Global agenda

The JP is based on a clear definition of the MDG-1 at a localized level. It takes into consideration the need for addressing Turkey's regional developmental disparities through strategic and structural measures, considering equally the local and national context, as well as Turkey's relation to its neighboring countries. The MDG-1 indicators, namely Indicator 1 – percentage of population below the poverty line and Indicator 3 – Income distribution by population, by gender, are in the heart of the JP, which is addressing a pro-poor sectoral (tourism) development as its priority Outcome.

The project introduces a creative and innovative approach as per linking the vulnerable and disadvantaged populations groups to cultural heritage safeguarding and promotion, within the framework of social cohesion, pluralism and cultural dialogue for the establishment not only of economic growth conditions, but also of a culture of peace.

In this context, the references made within the JP to age-old history and multi-cultural memory of the Anatolia region in general and of Kars in particular objectively enhance this pluralism-oriented inclusive approach whilst it can be an asset for the future replication/multiplication of the project's model and results.

National policy and Institutional context

National ownership and coherence with national policies and instruments are essential components of the JP, namely the Ninth Development Plan (2007-2013), the Government's Tourism and Strategy Action Plan of 2007-2013 and the 2023 Tourism Strategy. National ownership is illustrated through the following points related to the JP formulation processes:

- Constant consultation with National stakeholders all through the formulation phase
- Alignment of the JP to the country's National objectives and strategic plans as per the regional developmental disparities reduction
- Commitment of National institutions to strengthen the linkage between national and local policies in terms of cultural heritage protection and promotion.

The proposed coordination and monitoring scheme will contribute further, if properly applied, to deepening National ownership and commitment as well as to enlarging the implication of local civil society.

UN reform

It has been previously underscored that the UN agencies' excellent partnership and working relations is an important asset and prerequisite for the JP successful and efficient implementation. Additionally, the decision to establish a UN project office in Kars and at the same time a "one stop shop"- umbrella for international presence in Kars can also contribute to consolidate/amplify the impact of UN assistance in the country.

Related to the above, there is a clear definition of UN agencies roles and tasks, based on comparative advantages and capacities.

4. Internal coherence

Programme design and delivery

1. The JP presents a comprehensive approach to cultural heritage, both tangible and intangible, as well as to natural heritage. These assets are linked, through the project's logic, to the multiple traditions and cultural expressions that left their traces within the region of Eastern Anatolia. The relations and interactions to neighboring countries' cultural expressions are also underscored and valorized as shared memory and common history.
2. The JP is using an innovative approach to introducing a model of participatory governance for strategic direction, prioritization and coordination of cultural heritage protection and cultural tourism development in Kars, as part of a less developed region of Turkey.
3. Strengthening social cohesion and pluralism is a major challenge tackled by the project, through an approach to cultural tourism that encompasses the natural and human environment of the tangible vestiges. This is an extremely positive element in regards to appreciation of cultural heritage not only as a value in itself but also an added value in relation to acceptance of others, that is for dialogue and cohesion between people of different cultures.
4. Cultural tourism is addressed by the JP as being a major economic force in Turkey, since it is part of the tourism industry in general. Employment creation, short, medium and long term employment opportunities and therefore local development through the culture and tourism potentials in Kars are strongly put in evidence and are pointed out as tools for poverty reduction and social inclusion.
5. The JP activities and outputs are in general pertinent to the outcomes and follow a logical and appropriate methodology. If fully implemented, they can have an important impact on the development of cultural tourism in Kars, creating thus the possibility for replication and/or multiplication of this action model.
6. Risks and assumptions have been clearly addressed within the interdependent aspects of the project's implementation. Local ownership and impetus can remediate to the identified potential risk of partisan interests to appropriate JP success, especially during the election periods that coincide with the project's implementation.
7. The proposed coordination schemes are appropriate and respond sufficiently to the detected needs and to local context conditions, as well as to the request of national and local stakeholders. They can be a considerable leverage for successful implementation and sustainability.
8. Cross-cutting themes have been integrated, such as Human Rights approach, Gender equality and Environmental considerations. For this latter, the mentioned dimension of Kars as a unique habitat for biodiversity, as well as UNESCO's applicable guidelines for site management and public use planning, are strong components for ensuring that the environmental impact of cultural tourism infrastructure and expansion will be carefully considered.
9. Activities addressed to children are very well designed and bear a positive future-oriented approach towards children's understanding of cultural diversity, as well as to integrate culture-related life skills within the education programmes.

Sustainability, monitoring and evaluation

The JP is designed in a way that is fully embedded in the national policies related to development goals, more specifically in terms of tourism and cultural heritage protection and promotion. It includes a strong dimension of institutional capacities building and governance

model creation. The commitment of national stakeholders is one of the project's assets to preserve and further strengthen.

Accountability, Monitoring, Evaluation and Reporting procedures are designed by a detailed action plan ensuring transparency, qualitative coordination and an efficient collection of information against Indicators all through the project's implementation. The Inception phase is designed in a way to preserve time and cost efficiency for implementation too, namely through the establishment of activities and progress indicators by quarterly timeframes.

5. Recommendations to the UNCT for modifications to the JP design

5.1. Cultural industries and especially arts and crafts, although essential components of cultural heritage and tourism development, are not sufficiently addressed in terms of their inherent added value as per the intangible cultural heritage safeguarding and local economic development. Cultural tourism development should necessarily sustain the local market's development and valorize its human resources and know-how in order to assure the sustainability and viability of the economical enhancement process. In that regards, arts and crafts present in Kars as part of Eastern Anatolia, should be more specifically targeted in terms of design improvement, production and product lines quality and producers' skills update, combined to management and marketing skills intensive training, especially if such producers are women, in their vast majority. The risk is to see local craftsmanship adopt low-cost and easy solutions for mass production in view of a touristic flow, which can seriously damage its authenticity and affect its quality.

In order to anticipate and remediate to this risk, it would be strongly recommended that activities such as:

- *"Identification of the handicrafts sector in Kars and its environs"*
- *"Training course in design and production", and*
- *"Training course in marketing of handicrafts"*

be integrated rather under *Output 2. Capacities of communities and enterprises increased for income generation and job creation in the culture based tourism sector*, whilst maintaining UNESCO's expertise, as implementing partner, in partnership with the national and local authorities and civil society.

This would be also coherent to the activity related to *"Work with identified communities and groups (rural communities, women's groups etc.) on identification of enterprise opportunities and capacity building needs – handicrafts, produce supply, accommodation, catering, retail, events"*, already listed under Output 2.1.

The same is valid for typical local food products, which can be an important source of income for local family-based and community level economy.

5.2. Cultural tourism is very correctly addressed as a source for income and as a decisive factor for economic and social development. However, due to its cultural foundations, it is also a form of development that, although bound to economic realities, is nonetheless a means by which individuals and societies can access to and gain insight of one another's places and pasts. The dimension of appropriation of their own cultural heritage by local populations through the JP implementation should be underscored in a more pronounced way and become a common thread all through the

project's activities as a major factor of integrating cultural resources to territorial economic growth.