

Cote du document: EB 2016/118/R.14  
Point de l'ordre du jour: 8 d)  
Date: 18 août 2016  
Distribution: Publique  
Original: Anglais

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Investir dans les populations rurales

République turque

Programme d'options stratégiques pour le pays

Note pour les représentants au Conseil d'administration

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Conseil d'administration — Cent dix-huitième session  
Rome, 21-22 septembre 2016

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Pour: Examen

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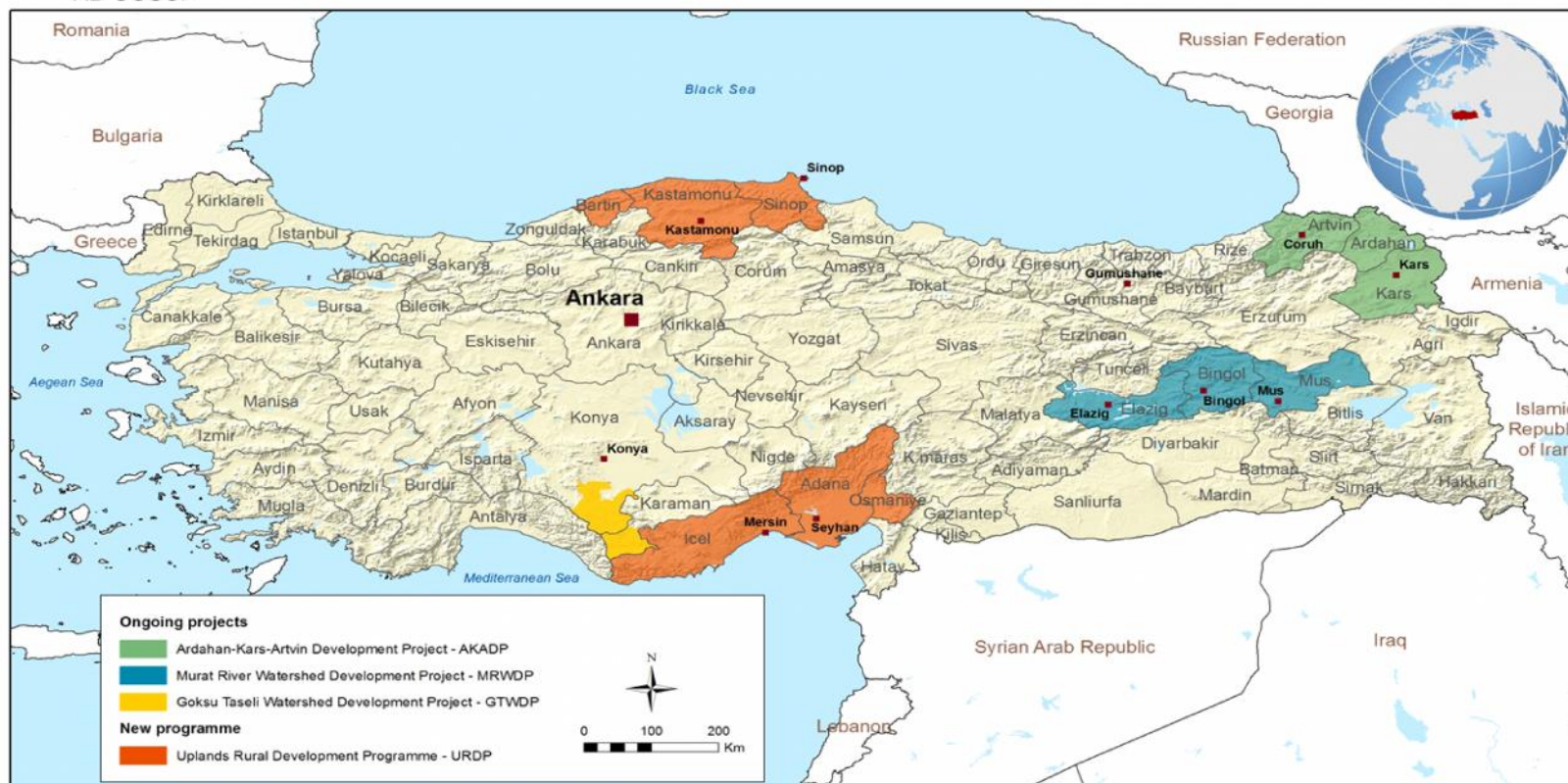
## Sigles et acronymes

COSOP-AR	Programme d'options stratégiques pour le pays axé sur les résultats
CSST	Coopération Sud-Sud et triangulaire
EPP	Évaluation du programme de pays
PIB	Produit intérieur brut
S&E	Suivi-évaluation
SAFP	Système d'allocation fondé sur la performance

# Carte du pays indiquant les zones d'intervention du FIDA

IFAD-funded programme and projects

RB-COSOP



Source: FIDA 17-05-2016

Les appellations figurant sur cette carte et sa représentation graphique ne constituent en aucun cas une prise de position du FIDA quant au tracé des frontières ou limites, ou aux autorités de tutelle des territoires considérés.

## Résumé

1. Le présent programme d'options stratégiques pour le pays axé sur les résultats (COSOP-AR) pour la Turquie couvre la période 2016-2021. Il s'agit du troisième COSOP pour le pays, mais du premier à être axé sur les résultats. La stratégie s'appuie sur l'analyse des expériences et des enseignements tirés des projets financés par le FIDA dans le pays, sur une évaluation du programme de pays (EPP) récemment terminée, ainsi que sur les procédures d'évaluation sociale, environnementale et climatique (PESEC) entreprises par le FIDA en 2015.
2. La Turquie est un pays à revenu intermédiaire de la tranche supérieure. En 2014, le revenu national brut (RNB) par habitant était de 10 830 USD. Malgré une croissance impressionnante, la Turquie est confrontée à de nombreux défis, notamment l'intégration dans l'Union européenne, les inégalités entre les sexes, la migration des jeunes, le changement climatique et les disparités régionales. Ces dernières courent principalement le long de l'axe est-ouest. L'agriculture, qui contribuait à hauteur de 8,6% au produit intérieur brut (PIB) en 2014, n'est plus le principal moteur de la croissance économique de la Turquie. Elle reste toutefois un secteur important pour l'emploi rural: entre 2007 et 2012, environ 61% de la population rurale était employée dans le secteur agricole. L'agriculture est également le secteur dans lequel les femmes travaillent le plus.
3. Depuis 1982, le FIDA a financé 10 projets en Turquie. Sur les 661,1 millions d'USD d'investissement total, le FIDA a contribué à hauteur de 189 millions d'USD. Plus de 1,35 million de ménages ont bénéficié de l'assistance du FIDA. Comme l'ont confirmé les conclusions de la récente EPP, les interventions appuyées par le FIDA se sont révélées adaptées aux besoins des ruraux pauvres et ont largement contribué à la création de leurs actifs physiques et financiers, aussi bien au niveau individuel que villageois. On estime que les projets récemment achevés se sont traduits par une augmentation moyenne des revenus de 55%.
4. Le passage de la Turquie dans la catégorie des pays à revenu intermédiaire de la tranche supérieure n'a pas mis fin à la pauvreté dans le pays. Des poches de pauvreté subsistent, en particulier dans les hautes terres. Les secteurs public et privé n'ont pas fait preuve de la souplesse nécessaire pour résoudre les problèmes existants dans les secteurs agricole et rural, et pour lutter contre la pauvreté qui touche les populations pauvres productives dans les régions des hautes terres. Ces régions ont souffert de l'insuffisance d'investissements dans tous les secteurs. Les conditions de vie y sont précaires et l'exode rural est inévitable. Cela se traduit par un recul de la sécurité alimentaire et des possibilités offertes dans le secteur de la production agricole. Par conséquent, les régions de montagne constituent un créneau stratégique pour le FIDA en Turquie, vu l'avantage comparatif que possède le Fonds s'agissant d'intervenir dans des zones éloignées et marginalisées.
5. L'objectif stratégique global du présent COSOP est de contribuer à la réduction de la pauvreté rurale dans les régions des hautes terres de Turquie. En s'appuyant sur le ciblage, l'égalité des sexes, l'autonomisation des communautés, les innovations dans une optique de reproduction à plus grande échelle et l'établissement de partenariats comme grands principes d'action, les deux objectifs stratégiques ci-après, qui se renforcent mutuellement, guideront les interventions en cours et futures du FIDA en Turquie:
  - Objectif stratégique 1: Améliorer l'accès aux marchés des petits exploitants productifs pauvres. Cet objectif sera atteint à travers: i) la formation et le renforcement des capacités de tous les acteurs des filières de production agricole, la priorité allant aux jeunes et aux femmes susceptibles de migrer, aux organisations paysannes formelles et aux groupes d'intérêt informels; ii) l'amélioration de la production agricole et des infrastructures de

stockage afin de réduire les pertes après-récolte et d'améliorer les installations d'entreposage; et iii) l'amélioration de l'accès à l'information sur le marché afin d'orienter les décisions en matière de production de façon à favoriser la qualité, la quantité et la variété.

- Objectif stratégique 2: Intégrer la gestion durable des ressources naturelles dans tous les aspects de la production agricole dans les hautes terres, et accroître la résilience au changement climatique des hautes terres. Cet objectif sera atteint à travers: i) la promotion de technologies et de bonnes pratiques de conservation des sols et de l'eau; ii) la sensibilisation et le renforcement des connaissances sur le changement climatique et l'utilisation/la dégradation des terres; et iii) la promotion de pratiques agricoles intelligentes face au climat, comme la production agricole sous abri, l'irrigation au goutte-à-goutte et par aspersion, les filets de protection contre la grêle, etc.

# République turque

## Programme d'options stratégiques pour le pays

### I. Diagnostic concernant le pays

1. Contexte national. La Turquie compte une population totale de 74,9 millions d'habitants, dont la grande majorité – 72% – vit dans les zones urbaines. Dans le Rapport mondial sur le développement humain de 2014, la Turquie figure dans la catégorie des pays à développement humain élevé et se classe au 69<sup>e</sup> rang sur 187 pays. Bien que la Turquie soit située dans la région de la Méditerranée, où les conditions climatiques sont modérées, les paysages variés et les montagnes qui traversent le pays parallèlement aux côtes nord et sud créent trois zones climatiques principales: méditerranéenne, subtropicale et continentale. Ces conditions offrent au pays de nombreuses possibilités de développer une chaîne d'approvisionnement durable de matières premières pour son secteur agroalimentaire, favorisant ainsi son statut de grand exportateur d'aliments et de boissons. De fait, la Turquie est devenue un pôle régional pour la production, la transformation et l'exportation de denrées alimentaires vers les grands marchés d'Europe et du Moyen-Orient.
2. Contexte économique. La Turquie fait partie des pays à revenu intermédiaire de la tranche supérieure avec un RNB par habitant de 10 830 USD (2014) et un PIB de 813 milliards d'USD (2014) qui placent le pays au 18<sup>e</sup> rang des principales économies mondiales. Le PIB turc a connu une croissance annuelle moyenne de 5,2% entre 2002 et 2014. La Turquie est principalement une économie de marché caractérisée par un panachage complexe entre des secteurs industriel et commercial modernes et un secteur agricole qui a considérablement changé au cours de la dernière décennie. L'agriculture assure environ 20% des emplois, même si elle ne représente que 8,6% du PIB (2014)<sup>1</sup>. Malgré une croissance impressionnante, il reste de nombreux défis à relever, y compris l'intégration dans l'Union européenne, les inégalités entre les sexes, la migration des jeunes, le changement climatique et les disparités régionales. La valeur de l'indice de développement humain ajusté aux inégalités (IDHI) de la Turquie est de 0,647, soit environ 16% de moins que celle de l'indice de développement humain, une valeur inférieure aux moyennes de l'Union européenne et de l'Organisation de coopération et de développement économiques (OCDE). La faiblesse de l'IDHI est révélatrice à la fois d'une répartition inégale des résultats au sein de la société turque et de disparités régionales. Les régions à la traîne (Anatolie orientale, Anatolie du Sud-Est et mer Noire) représentent 40% de la superficie terrestre de la Turquie, 30% de la population (environ 26 millions de personnes à la fin de l'année 2014) et moins de 20% des revenus économiques; dans ces régions, le PIB par habitant équivaut à seulement 60% de la moyenne nationale.
3. La pauvreté. Le pays a réalisé des progrès notables sur le front de la réduction de la pauvreté au cours des 20 dernières années. Selon les statistiques de la Banque mondiale, le pourcentage de la population vivant en dessous du seuil de pauvreté national a reculé, passant de 30,3% en 2004 à 2,3% en 2014 (1,6% dans les zones urbaines et 5,9% dans les zones rurales). Toutefois, d'après les statistiques du Ministère du développement, 16,3% de la population vivraient en dessous du seuil de pauvreté (1,699 USD par jour). Environ 7,3 millions de personnes (9,5% de la population) vivent dans des villages forestiers situés principalement dans les hautes terres et comptent parmi les plus pauvres du pays. L'indice d'inégalité entre les sexes de la Turquie est de 0,359, ce qui place le pays au 72<sup>e</sup> rang sur 149. Les femmes ne participent encore que peu aux processus de

<sup>1</sup> <http://data.worldbank.org/indicator>.



gouvernance, et leur accès aux ressources, telles que la terre et les financements, et le contrôle sur celles-ci restent très limités. Le secteur agricole est celui qui emploie le plus grand nombre de femmes; elles représentent 44% de la main-d'œuvre agricole.

4. Agriculture. Le secteur agricole est le premier employeur de la Turquie et contribue pour une part importante au PIB, aux exportations et au développement rural du pays. Bien qu'en régression par rapport aux secteurs industriel et des services, le secteur agricole continue de jouer un rôle essentiel dans la société turque: il emploie environ un quart de la main-d'œuvre nationale et génère l'essentiel des revenus et des emplois dans les zones rurales. Le principal problème structurel du secteur réside dans la fragmentation des terres, en raison principalement de l'incidence cumulée des lois sur les successions, qui divisent équitablement les terres entre les héritiers. La superficie moyenne des exploitations est de 6,8 hectares (ha). La fragmentation des terres dissuade les agriculteurs d'investir dans des technologies appropriées, restreint l'accès aux parcelles et à l'irrigation, limite le choix des cultures et la mise en œuvre d'interventions agronomiques en temps opportun, et augmente les coûts de production.
5. Climat et environnement. Dans l'ensemble, 85% des terres de Turquie souffrent de phénomènes d'érosion légers à graves, qui affectent 54% des forêts, 59% des terres agricoles et 64% des parcours. En outre, plus de 54% de la superficie terrestre du pays est composée d'écosystèmes semi-arides à arides menacés par la désertification. Les prévisions concernant le changement climatique, la perte de biodiversité et l'augmentation de l'aridité associées à l'expansion de l'agriculture, de la sylviculture et de l'élevage dans les régions arides sont autant de sujets de préoccupation. La Turquie fait partie des pays souffrant d'une pénurie d'eau. Les pressions exercées sur les ressources en eau proviennent de tous les secteurs, mais tout particulièrement de l'agriculture, qui consomme 75% des ressources en eau du pays. Selon le Groupe d'experts intergouvernemental sur l'évolution du climat de 2007, la Turquie devrait connaître une réduction des rendements des cultures en raison de la diminution des précipitations dans les régions semi-arides, de l'augmentation des températures et du recul des ressources en eau disponibles pour les cultures irriguées.
6. Principaux enjeux. Dans les zones rurales, les problèmes sont protéiformes et persistants, en particulier dans les régions en retard de développement et les villages des hautes terres. Parmi les problèmes figurent: des ressources humaines insuffisantes (faible niveau d'éducation et de compétences); des structures institutionnelles inefficaces, notamment les organisations paysannes; des modes d'habitat très dispersés; des investissements insuffisants pour le développement et le maintien des infrastructures physiques, sociales et culturelles; un taux élevé de chômage caché; et une diversification insuffisante des activités agricoles et non agricoles, ce qui se traduit par des revenus peu élevés et une qualité de vie relativement faible pour les populations rurales. Ces problèmes provoquent des migrations interrégionales et intrarégionales des zones rurales vers les zones urbaines, principalement de l'est vers l'ouest.
7. Risques. Dans le classement 2015 de l'indice de perception de la corruption de Transparency International, la Turquie se place en 66<sup>e</sup> position sur 168 pays (alors qu'elle était 64<sup>e</sup> sur 175 pays en 2014), avec un score de 42. Le processus d'adhésion à l'Union européenne a été le principal moteur de la lutte contre la corruption menée par le gouvernement. La sécurité a été identifiée comme un risque, avec des répercussions sur les moyens de subsistance et les investissements du secteur privé dans le pays. Toutefois, les régions cibles proposées sont en général exemptes de conflit et devraient le rester. Au niveau de la mise en œuvre, les enseignements tirés des projets antérieurs ou en cours ont révélé que les retards dans la mise en place des unités de gestion des projets

ralentissaient le démarrage des projets. Les problèmes découlent principalement d'un long processus de recrutement pour les fonctionnaires du cadre organique et d'une absence d'intérêt de la part des prestataires de services à travailler ou à se rendre dans des zones à risque sur le plan de la sécurité. Pour remédier à ces problèmes, il est possible d'adopter une approche proactive, par exemple en garantissant une approbation rapide des profils de poste du personnel des projets et en entamant les procédures de passation des marchés dès que les accords de prêt sont signés.

## II. Enseignements et résultats précédents

8. La coopération entre le FIDA et le Gouvernement turc porte sur des investissements sous forme de prêts et de dons ainsi que sur des activités hors prêts comme la gestion des savoirs, la concertation sur les politiques et l'établissement de partenariats. Le FIDA a financé 10 projets en Turquie depuis 1982. Le coût total du programme s'est élevé à 661,1 millions d'USD, y compris des fonds du FIDA (189 millions d'USD) et des cofinanceurs (148,8 millions d'USD), ainsi que la contribution de contrepartie (323,3 millions d'USD). Depuis 1982, plus de 1,35 million de ménages ont bénéficié de l'assistance du FIDA en Turquie.
9. La récente EPP a confirmé les principales conclusions des rapports d'achèvement des projets récemment clos (Projet de développement dans la région de Sivas-Erzincan et Projet de développement des provinces de Diyarbakir, Batman et Siirt), à savoir:
  - a) Actifs matériels. Les projets financés par le FIDA ont largement contribué à la création d'actifs physiques pour les ruraux pauvres, tant au niveau individuel que villageois. Parmi les récentes réalisations figurent: i) l'installation de systèmes d'évacuation des eaux usées dans 46 villages; ii) la mise en place de sept systèmes d'irrigation sur 8 892 ha (multiplication par 1,5 de la valeur des terrains); iii) la construction de 175 kilomètres de routes rurales; et iv) l'établissement et/ou la modernisation d'environ 150 granges. Les projets ont également fourni des technologies et des équipements de refroidissement, de stockage et de transport du lait à 300 associations de producteurs, augmentant ainsi les actifs matériels détenus et gérés par les communautés. Le Projet de développement des provinces de Diyarbakir, Batman et Siirt a permis de créer plus de 2 250 emplois équivalent temps plein ou emplois mieux rémunérés.
  - b) Actifs financiers. Les opérations du FIDA ont incontestablement amélioré l'accès des ménages ruraux aux ressources financières pour le démarrage ou le développement d'entreprises agricoles. Ces améliorations sont le résultat direct des systèmes de dons de contrepartie financés par le FIDA et ont permis de sensibiliser davantage les bénéficiaires à d'autres possibilités de financement, telles que les programmes de don du gouvernement (par exemple pour les bovins de race pure), le programme de don de l'Union européenne/Instrument de préadhésion pour le développement rural, et les prêts à des conditions favorables de la banque agricole turque, la Ziraat Bank.
  - c) Productivité agricole. Les investissements dans les systèmes d'irrigation ont permis de garantir une meilleure disponibilité de l'eau et d'améliorer l'efficacité de l'utilisation de l'eau dans des proportions pouvant atteindre 30%. Les agriculteurs ont signalé un accroissement de 60% des rendements moyens de betterave à sucre, de tomate, de raisin, de pomme et de blé. Les projets ont permis aux agriculteurs de diversifier leur production et de réduire leur dépendance à l'égard d'une seule culture. Une hausse moyenne de 55% des revenus a été observée dans le cadre des projets récemment achevés.

- d) Production laitière et autres entreprises. Les petits producteurs laitiers participants ont en moyenne augmenté la taille de leur troupeau de 35%, et leur production de lait de 30%, ce qui s'est traduit par un taux de rendement interne de 20%. L'appui du FIDA en faveur de l'apiculture, dans le cadre du soutien aux activités non agricoles génératrices de revenus, a permis d'augmenter d'environ 80% la production de miel par ruche.
  - e) Conditions de vie dans les villages les plus pauvres. Les systèmes de traitement des eaux usées dans les villages, les routes de desserte, les systèmes d'eau potable et les boulangeries communautaires, financés dans le cadre des projets, ont tous amélioré les conditions de vie dans les villages. Parmi les effets positifs figurent un accès accru aux marchés, une réduction de la charge de travail incombant aux femmes et un renforcement du travail coopératif. Dans les 30 villages ciblés par le Projet de développement dans la région de Sivas-Erzincan, les bénéficiaires ont confirmé que les investissements dans les systèmes de traitement des eaux usées avaient permis d'améliorer l'hygiène et la santé, en particulier des enfants. En outre, presque toutes les maisons ont été équipées d'installations sanitaires hygiéniques.
10. Les principaux enseignements applicables aux futurs investissements sont les suivants:
- a) Élaborer un plan d'investissement stratégique. Les petites et moyennes entreprises rurales ont bénéficié de l'approche des plans d'investissement stratégiques, qui permet d'établir des liens avec les marchés, d'accroître la productivité et d'améliorer les revenus des producteurs. La transposition de cette approche devrait être possible dans d'autres sous-secteurs et d'autres régions de la Turquie, tout en respectant la priorité accordée par le FIDA aux populations rurales les plus pauvres.
  - b) Élaborer un programme de dons de contrepartie. Les dons de contrepartie du gouvernement n'étaient pas axés sur les pauvres et ne prenaient pas en compte la capacité d'absorption des bénéficiaires. Le programme de dons de contrepartie du FIDA a résolu ce problème. Il convient d'assurer le suivi des procédures d'octroi des dons de contrepartie afin d'assurer la pertinence des critères d'admissibilité pour les groupes cibles, le pourcentage de la part des dons et la formation des bénéficiaires concernant les procédures régissant les dons.
  - c) Soutenir les organisations paysannes. L'appui du programme en faveur du renforcement des organisations paysannes et des organisations de producteurs a permis d'accroître les capacités de production et de gestion. Il convient de poursuivre ce type d'assistance pour améliorer la productivité, les revenus et le pouvoir de négociation de ces organisations.
  - d) Appuyer les filières agricoles favorables aux pauvres. La sélection des filières d'approvisionnement et des institutions doit viser à assurer la promotion de l'agriculture commerciale sans perdre de vue les producteurs pauvres et les exigences des institutions intermédiaires (notamment les organisations paysannes).
  - e) Renforcer le système de suivi-évaluation (S&E), jugé trop faible. Les projets appuyés par le FIDA et d'autres organismes ont pâti des insuffisances en matière de S&E, notamment pour ce qui est de rendre compte des résultats et de l'impact au niveau local, régional et national. Il convient de renforcer et d'assurer un suivi étroit des capacités des partenaires d'exécution en termes de S&E. Le FIDA doit également fournir des services de renforcement des capacités et d'appui à l'exécution.

- f) Augmenter la participation actuellement limitée du secteur privé dans les zones reculées des hautes terres. À ce jour, les programmes de développement du gouvernement n'ont pas attiré le secteur privé. Dans le cadre du partenariat mis en place avec les organismes gouvernementaux, les interventions du FIDA devraient assurer au préalable le renforcement des capacités des producteurs, ainsi que leur formation. De nouveaux produits (par exemple de nouvelles variétés) et services (par exemple des installations de stockage) devraient être introduits sur les marchés via les plans d'investissement stratégiques, en étroite collaboration avec des représentants du secteur privé au sein des filières (c'est-à-dire les petits producteurs et leurs organisations, les transformateurs alimentaires, les négociants/exportateurs).

### III. Objectifs stratégiques

11. Dans un grand pays à revenu intermédiaire de la tranche supérieure comme la Turquie, la contribution du FIDA au développement global peut sembler marginale. Cependant, les partenaires et les décideurs dans le pays attendent toujours davantage du FIDA qu'il propose de nouveaux modèles et approches, et qu'il fournisse des produits et services de savoir, tout comme s'est accrue l'étendue des compétences à mobiliser. Les succès et les résultats du programme du FIDA ont encore accru la demande. La récente volonté institutionnelle du FIDA de mettre l'accent sur les filières et l'accès au marché en faveur des pauvres va dans le sens des stratégies nationales de développement agricole et rural. Il est impératif d'identifier des moyens efficaces de renforcer les liens entre les populations pauvres productives et les marchés. Ces liens ont été négligés dans la mesure où les secteurs public et privé ont tendance à privilégier les zones plus prospères, mieux dotées en ressources et moins problématiques sur les plans géographique et écologique. Les hautes terres ont souffert d'un manque d'investissement dans tous les secteurs. Les conditions de vie y sont mauvaises, et l'exode rural est ainsi inévitable. Il s'ensuit un recul des possibilités en matière de production agricole et, dans une certaine mesure, de la sécurité alimentaire locale. Par conséquent, les régions de montagne constituent un créneau stratégique pour l'action du FIDA en Turquie, compte tenu de son avantage comparatif qui consiste à intervenir dans des zones éloignées et marginalisées.
12. L'objectif stratégique global du COSOP est de contribuer à la réduction de la pauvreté rurale dans les régions des hautes terres de la Turquie. Cet objectif s'inscrit parfaitement dans: i) la stratégie à long terme du gouvernement et les priorités des autres secteurs; ii) le Cadre stratégique du FIDA 2016-2025; et iii) les objectifs de développement durable applicables à la Turquie. En s'appuyant sur le ciblage, l'égalité des sexes, l'autonomisation des communautés, les innovations dans une optique de reproduction à plus grande échelle et l'établissement de partenariats comme grands principes d'action, les deux objectifs ci-après, qui se renforcent mutuellement, guideront les interventions en cours et futures du FIDA en Turquie:
- Objectif stratégique 1: Améliorer l'accès aux marchés des petits exploitants productifs pauvres. Pour atteindre cet objectif, il conviendra:
    - i) de former et de renforcer les capacités de tous les acteurs des filières de production agricole, en accordant la priorité aux jeunes et aux femmes susceptibles de migrer, ainsi qu'aux organisations paysannes existantes ou aux groupes d'intérêt informels; ii) de renforcer la production agricole et d'améliorer les infrastructures de stockage afin de réduire les pertes après-récolte et d'améliorer les conditions d'entreposage; et iii) d'améliorer l'accès à l'information sur le marché afin d'orienter les décisions en matière de production de façon à accroître la qualité, la quantité et la variété de la production.

- Objectif stratégique 2: Intégrer la gestion durable des ressources naturelles dans tous les aspects de la production agricole dans les hautes terres, et accroître la résilience au changement climatique des hautes terres. Pour atteindre cet objectif, il conviendra: i) de promouvoir des technologies et des bonnes pratiques de conservation des sols et de l'eau; ii) de sensibiliser et de renforcer les connaissances sur le changement climatique et l'utilisation/la dégradation des terres; et iii) de promouvoir des pratiques agricoles intelligentes face au climat, comme la production agricole sous abri, l'irrigation au goutte-à-goutte et par aspersion, et les filets de protection contre la grêle.

## IV. Résultats durables

### A. Ciblage et problématique hommes-femmes

13. Le groupe cible sera constitué de petits exploitants productifs (hommes et femmes), d'agriculteurs, d'éleveurs, et de femmes et de jeunes vivant en milieu rural désireux de travailler dans de petites et moyennes entreprises pour les filières commerciales en aval. Tous les groupes cibles doivent présenter une demande pour bénéficier des prestations du programme (autociblage). Pour bénéficier des investissements dans le cadre des dons de contrepartie, les demandeurs devront répondre à des critères d'admissibilité. La préférence sera accordée aux propositions formulées par les organisations paysannes qui comprennent au moins 30% de femmes.
14. Le ciblage géographique a identifié les régions de montagne comme des zones où il existe des possibilités d'améliorer considérablement la productivité et la rentabilité agricoles. Ces régions sont caractérisées par des disparités généralisées, non seulement entre les différentes régions montagneuses et d'autres parties de la Turquie, mais également entre les zones des hautes terres et les zones des basses terres de ces régions. Les villages de montagne sont ceux qui affichent les taux de pauvreté les plus élevés (il s'agit du premier critère pour le ciblage géographique). Ce COSOP sera axé sur un groupe cible principal et un groupe cible secondaire.
15. La stratégie relative à l'égalité des sexes et le plan d'exécution incluront des mesures visant à améliorer la production et à renforcer les liens avec le marché, ainsi que des activités conçues pour accroître l'accès des femmes et des ménages les plus pauvres aux capitaux, aux terres, aux savoirs et aux services de soutien, ainsi que leur contrôle sur ces ressources. Le plan sera réexaminé tous les ans. L'une des mesures clés consistera à établir des quotas de femmes et de jeunes pour favoriser leur accès aux services et leur participation aux organes de décision.

### B. Reproduction à plus grande échelle

16. La reproduction à plus grande échelle sera l'un des grands principes d'action, tel que stipulé dans le Cadre stratégique du FIDA 2016-2025. Les représentants du gouvernement se sont engagés à reproduire à plus grande échelle les modèles de développement durable au profit des populations vivant dans des poches de pauvreté, en particulier dans les hautes terres. Pour ce faire, il conviendra d'adopter une approche programmatique des investissements du FIDA et de reproduire à plus grande échelle les deux programmes d'investissement du FIDA en cours d'exécution, qui présentent des caractéristiques similaires – le Projet de remise en état du bassin versant du fleuve Murat et le Projet de développement du bassin versant du Göksu Ta eli – ainsi que le Programme de développement rural des hautes terres, actuellement inscrit dans la réserve. Dans le cadre de ce COSOP, la reproduction à plus grande échelle vise à accroître le nombre de petits producteurs, de femmes et de jeunes en milieu rural ayant un accès durable aux marchés (objectif stratégique 1), et à renforcer la résilience au changement climatique (objectif stratégique 2).

## C. Participation à l'élaboration des politiques

17. La participation à l'élaboration des politiques au niveau national constitue une priorité pour la stratégie de pays du FIDA en Turquie. Le rôle du programme mené par le FIDA est de contribuer à la réalisation des objectifs stratégiques susmentionnés. Plus important encore, il mettra l'accent sur les pauvres en veillant à ce que les petits agriculteurs pauvres en ressources aient accès aux prestations du programme et puissent en bénéficier. Le FIDA est en mesure d'apporter une précieuse contribution à deux activités et politiques essentielles en Turquie, comme décrit ci-dessous.
18. Renforcer l'accent mis sur les pauvres et l'égalité des sexes dans le financement, la mise en œuvre et le suivi des stratégies, des politiques et des programmes d'investissement publics. Dans le cadre du système de subventions en faveur des zones rurales, le FIDA apportera une assistance technique aux fins de l'analyse et de l'amélioration de l'efficacité des politiques de soutien à l'agriculture, en coordination avec ses partenaires, y compris les autres organismes ayant leur siège à Rome. À cet effet, le FIDA soutiendra un accès accru des petits producteurs pauvres qui ne disposent pas de garantie (hommes, femmes et jeunes) au système de subventions, tout en insistant sur la nécessité d'adopter des critères de ciblage inclusifs favorables aux pauvres.
19. Promouvoir les liens, longtemps négligés, entre les populations pauvres productives et les marchés dans les régions les plus défavorisées, notamment les hautes terres, en renforçant la participation à l'élaboration des politiques et en établissant des partenariats. Le FIDA peut contribuer à faciliter la concertation entre les acteurs du secteur privé afin d'identifier des difficultés stratégiques et opérationnelles ainsi que des solutions possibles. Le FIDA s'efforcera également de proposer des solutions mutuellement avantageuses pour améliorer l'environnement dans lequel les petits exploitants évoluent. Les investissements privés dans les zones rurales des hautes terres seront stimulés grâce à l'établissement de liens entre acheteurs et producteurs, ainsi qu'avec la Ziraat Bank ou d'autres banques commerciales, ce qui devrait favoriser l'émergence de partenariats public-privé.
20. La participation du FIDA à l'élaboration des politiques en Turquie reposera sur trois méthodes permettant d'influencer les politiques et les stratégies nationales: i) le bureau de pays du FIDA et le chargé de programme de pays participeront aux groupes de travail gouvernementaux dans le pays et collaboreront avec les partenaires de développement; ii) le bureau de pays du FIDA et le personnel des projets rendront compte des approches testées dans le cadre des projets financés par le FIDA et couronnées de succès, afin qu'elles puissent être reproduites à plus grande échelle et adoptées par le gouvernement; et iii) le FIDA promouvra des projets visant à accroître l'intégration des organisations de ruraux dans les processus politiques nationaux, afin de renforcer le rôle de plaidoyer de ces organisations.

## D. Ressources naturelles et changement climatique

21. Conformément aux conclusions de l'analyse des PESEC, le COSOP-AR s'attachera à obtenir des résultats sociaux et environnementaux durables, à promouvoir une plus grande équité sociale dans les communautés rurales, et à favoriser l'adoption de mesures d'adaptation appropriées et, le cas échéant, d'atténuation des risques liés au changement climatique. En outre, le FIDA poursuivra la concertation sur ces questions avec les autorités, ainsi qu'avec les autres parties prenantes et les partenaires de développement. Les principales mesures stratégiques recommandées sont les suivantes:
  - maintenir l'attention récemment accordée à la pauvreté dans les régions de montagne, où les ruraux pauvres risquent d'être affectés de façon disproportionnée par des pratiques non durables de gestion des ressources

naturelles, qui accélèrent l'épuisement des ressources naturelles dû au changement climatique;

- répondre à la nécessité de produire des savoirs spécifiques sur les effets du changement climatique, et/ou d'améliorer la compréhension de la façon dont les petits producteurs sont touchés;
- continuer de promouvoir les technologies de conservation de l'eau, d'informer et de promouvoir la gestion des savoirs sur le changement climatique et l'utilisation/la dégradation des terres;
- améliorer l'impact des politiques du FIDA en établissant des partenariats et en collaborant avec d'autres organismes des Nations Unies qui interviennent en Turquie et d'autres partenaires de développement techniques/financiers; et
- reconnaître que les futurs projets et programmes du FIDA doivent être orientés par les besoins des bénéficiaires en matière d'adaptation au changement climatique dans les régions des hautes terres ciblées.

## E. Agriculture et développement rural sensibles aux enjeux nutritionnels

22. Les activités appuyées par le FIDA en Turquie concernant la sécurité alimentaire et la nutrition s'attacheront à accroître la diversité des régimes alimentaires et les revenus des ménages. La diversification de la production agricole, les modèles de production alimentaire familiale intégrée (potagers familiaux, petit élevage, etc.) ou les filières sensibles aux enjeux nutritionnels seront axés sur les aspects nutritionnels et financiers. Dans le cadre de la priorité accordée aux groupes vulnérables, le FIDA s'attachera à accroître les revenus des ménages, étant donné que la faiblesse des revenus a été identifiée comme le principal facteur contribuant à une malnutrition légère et à un apport insuffisant en vitamines, en particulier chez les enfants.

## V. Réussite de la mise en œuvre

### A. Cadre de financement

23. Les activités de prêt et les activités hors prêts ainsi que les réalisations du COSOP seront le fruit d'un effort conjoint de l'équipe de gestion du programme de pays du FIDA, des organismes gouvernementaux et des partenaires et des donateurs dans le pays. Le chargé d'appui au programme de pays du FIDA, qui s'installera à Ankara avant la fin de l'année 2016, s'attachera à améliorer la collaboration et à accroître la visibilité du FIDA.
24. La réserve de projets du COSOP sera composée du Programme de développement rural des hautes terres (voir annexe VI), qui a adopté une approche programmatique et auquel ont été attribuées près de deux allocations complètes en vertu du Système d'allocation fondé sur la performance (SAFP) (pour les cycles 2016-2018 et 2019-2021). Une partie de l'allocation 2016-2018 – 1 million d'USD – sera destinée aux activités hors prêts ainsi qu'à la coopération Sud-Sud et triangulaire (CSST) en Turquie.
25. Le FIDA et ses partenaires gouvernementaux – le Ministère de l'alimentation, de l'agriculture et de l'élevage et le Ministère du développement – sont convenus que, pour des raisons de coût et d'efficacité, il était préférable de concevoir l'ensemble du Programme de développement rural des hautes terres au préalable. Le coût total provisoire de ce programme est estimé à environ 220 millions d'USD. Le FIDA travaillera en étroite collaboration avec le Gouvernement turc afin de mobiliser quelque 100 millions d'USD de contributions nationales, et s'efforcera également de mobiliser environ 50 millions d'USD de cofinancements auprès d'autres institutions financières internationales. Le Fonds de l'OPEP pour le développement international et la Banque islamique de développement ont manifesté leur intérêt à

cofinancer le Programme de développement rural des hautes terres. Des possibilités de financements supplémentaires du Fonds pour l'environnement mondial (FEM) et/ou du Fonds vert pour le climat seront également examinées.

26. Au cours de la période couverte par le COSOP, le FIDA mettra à disposition 1 million d'USD pour des financements sous forme de dons prélevés sur l'allocation du SAFP pour la période 2016-2018 à l'appui de la CSST. L'objectif est de contribuer à la concrétisation de la sécurité alimentaire en favorisant une production agricole durable et en améliorant la gestion des ressources naturelles dans les pays en développement, principalement au Proche-Orient, en Afrique du Nord, en Afrique subsaharienne et en Asie. La Turquie est bien placée pour partager ses expériences couronnées de succès et les enseignements tirés de ses stratégies de développement rural et agricole avec des pays en développement. Les activités financées porteront sur la concertation sur les politiques, le transfert de technologies, le renforcement des capacités et la gestion des savoirs. Le rôle du FIDA sera celui de défenseur, d'agent de transmission des savoirs, de facilitateur de partenariats et de catalyseur de la CSST, pour chaque pays bénéficiaire.

Tableau 1  
**Calcul de l'allocation SAFP pour la première année du COSOP**

	<i>Indicateurs</i>	<i>Note année 1</i>
A i)	Dispositif politique et juridique encadrant les organisations rurales	5,25
A ii)	Concertation entre le gouvernement et les organisations rurales	5,75
B i)	Accès à la terre	5,00
B ii)	Accès à l'eau à usage agricole	5,00
B iii)	Accès aux services de recherche et de vulgarisation agricoles	5,00
C i)	Conditions propices au développement des services financiers ruraux	4,25
C ii)	Climat des investissements pour les entreprises rurales	5,66
C iii)	Accès aux marchés des intrants et des produits agricoles	5,00
D i)	Accès à l'éducation dans les zones rurales	5,00
D ii)	Représentation	4,33
E i)	Affectation et gestion des fonds publics en faveur du développement rural	5,00
E ii)	Obligation redditionnelle, transparence et corruption dans les zones rurales	4,75
	<b>Total des notes cumulées</b>	<b>220,00</b>
	<b>Total des notes moyennes</b>	<b>5,00</b>
	Notation des projets à risque (PAR) (2015)	5,00
	Évaluation des politiques et institutions nationales (EPIN) (2014)	4,78
	Note du pays (2015)	5,00
	<b>Allocation annuelle (en dollars des États-Unis, 2016)</b>	<b>12 175 695</b>

Tableau 2  
**Relations entre les indicateurs de performance et la note du pays**

<i>Scénario de financement</i>	<i>Note PAR (+/- 1)</i>	<i>Note de performance du secteur rural (+/- 0,3)</i>	<i>Variation en pourcentage de la note SAFP du pays par rapport à l'hypothèse de base</i>
Hypothèse basse	4	4,7	-24
Hypothèse de base	5	5,0	0
Hypothèse haute	6	5,3	27



## B. Suivi-évaluation

27. Sur la base des enseignements tirés des précédentes opérations menées dans le pays, la conception des systèmes de S&E sera améliorée afin de renforcer la gestion, la mise en œuvre et la supervision des projets axées sur les résultats. Le S&E servira à générer des connaissances de nature à aider les pouvoirs publics et le FIDA à prendre des décisions éclairées, notamment en ce qui concerne la concertation sur les politiques, la gestion des savoirs et la reproduction à plus grande échelle. Le système de S&E du COSOP combinera des contributions du Système d'information et de suivi sur l'agriculture du Ministère de l'alimentation, de l'agriculture et de l'élevage, et consignera les intrants et les extrants dans une base de données centralisée. Le programme de pays et les partenaires d'exécution bénéficieront du don régional récemment approuvé par le FIDA, intitulé "Renforcer le S&E pour réduire le déficit de savoirs des interventions financées par le FIDA". L'objectif de ce don régional est de renforcer la capacité des institutions régionales à créer un programme de formation en gestion axée sur les résultats, dont bénéficieront les agents qui participent à des projets financés par le FIDA dans la région.
28. Afin d'améliorer la sélection des régions et des bénéficiaires cibles, l'équipe du COSOP et les institutions nationales utiliseront l'outil de cartographie des projets fondé sur Google. La cartographie de toutes les opérations en cours ainsi que de toutes les données socioéconomiques, environnementales et climatiques disponibles contribuera à identifier les zones et les groupes les plus vulnérables.

## C. Gestion des savoirs

29. Compte tenu de l'importance des savoirs pour l'efficacité des investissements et des activités hors prêts, et conformément aux recommandations de l'EPP, le programme de pays s'emploiera activement à générer et partager les savoirs dans l'ensemble du portefeuille. La gestion des savoirs sera renforcée par une stratégie systématique de collecte, de documentation et de diffusion des enseignements et des bonnes pratiques identifiés dans les projets financés par le FIDA en Turquie.
30. Deux produits du savoir spécifiques seront élaborés au cours de la période couverte par le COSOP. Premièrement, une étude thématique sur le développement durable et la réduction de la pauvreté dans les écosystèmes montagneux s'efforcera d'examiner les interventions mises en œuvre et de dégager des enseignements des projets financés par le FIDA dans les zones montagneuses du Maroc et de la Turquie. Les conclusions et recommandations de l'étude seront utilisées pour la conception et la mise en œuvre de projets similaires dans ces deux pays, mais également – dans le cadre de la CSST – en Bosnie-Herzégovine, en Géorgie, au Liban, en République arabe syrienne et en Tunisie. Deuxièmement, pour pallier l'absence d'une analyse de l'impact et de la performance des programmes nationaux de soutien, le FIDA aidera le gouvernement à générer des savoirs sur l'impact des subventions et des dons de contrepartie.

## D. Partenariats

31. La possibilité d'établir des partenariats plus solides avec un éventail plus large d'acteurs sera examinée, y compris avec le Ministère de l'alimentation, de l'agriculture et de l'élevage, le Ministère du développement et le Ministère des eaux et des forêts; des institutions nationales telles que l'Agence turque de coopération et de coordination; et des acteurs du secteur privé, des organisations communautaires et des donateurs. Pour ce qui est des éventuels nouveaux partenaires nationaux, le FIDA pourrait établir des partenariats avec des organismes de développement régionaux tels que le Projet d'Anatolie du Sud-Est (GAP), l'Agence de développement régional de Konya (KOP, pour le bassin de Konya), DOKAP (pour la partie orientale de la mer Noire) et DAP (pour l'Anatolie orientale). Ces organismes se sont révélés être de précieux partenaires au niveau

des provinces. Les leçons tirées de la collaboration avec l'Agence de développement régional de Konya dans le cadre de la mise en œuvre du Projet de développement du bassin versant du Göksu Ta eli renforceront les partenariats avec les autres organismes de développement régionaux.

32. La Turquie est dotée d'une économie de marché opérationnelle et a déjà adopté des politiques rationnelles et mis en œuvre des réformes structurelles en vue de réduire le rôle de l'État et d'améliorer l'environnement des affaires pour mobiliser des investissements privés. Mais, à ce jour, les programmes de développement rural menés par le gouvernement n'ont pas été en mesure d'attirer des investissements privés dans les chaînes de valeur des hautes terres. Cela s'explique principalement par: i) l'absence de liens systématiques avec le marché et le manque de fiabilité pour ce qui est de la quantité et de la qualité de la production agricole des petits exploitants; et ii) la nécessité pour les agences gouvernementales d'accompagner de manière adaptée et pertinente les producteurs afin d'améliorer la commercialisation de leurs produits. Les opérations au titre du COSOP s'efforceront de surmonter ces réticences en encourageant les entrepreneurs par le biais du programme de dons de contrepartie. Cela favorisera les partenariats public-privé, car les acteurs privés peuvent être des acheteurs, des commerçants, des investisseurs ou des fournisseurs de capitaux. En outre, le programme veillera également à soutenir le renforcement des capacités et la formation des producteurs en amont, afin de renforcer l'intégration des bénéficiaires des hautes terres au sein de marchés plus importants.

## E. Innovations

33. La récente introduction d'une approche intégrée de réduction de la pauvreté rurale et de développement socioéconomique, ascendante, orientée sur le marché et axée sur le secteur privé constitue une innovation majeure en Turquie. Tant au niveau régional qu'au niveau local, le programme proposé mettra à profit les précieuses innovations adoptées par le FIDA dans le cadre de ses techniques et méthodes. Il s'agit notamment des plans d'investissement stratégiques, de l'octroi de dons de contrepartie en faveur des pauvres et de l'agriculture intelligente face au climat. Cette dernière s'efforcera de fournir aux petits exploitants et aux communautés locales un ensemble de techniques intelligentes face au climat telles que la lutte intégrée contre les ravageurs, la production de légumes sous abri, les énergies renouvelables, l'irrigation au goutte-à-goutte, la gestion participative des parcours et le recours à des prévisions météorologiques personnalisées et fondées sur les technologies de l'information pour améliorer la gestion des semis et des récoltes en temps réel. En outre, certains programmes financés par des bailleurs de fonds internationaux présentent des caractéristiques innovantes qui améliorent la qualité et la quantité de la production agricole tout en assurant un développement intelligent face au climat pour ceux qui vivent dans les zones rurales.

## F. Coopération Sud-Sud et triangulaire

34. La Turquie et le FIDA reconnaissent l'importance de la CSST et ont déjà établi des partenariats qui allient l'expérience turque en matière d'agriculture, d'élevage et de développement forestier avec l'expérience du FIDA dans d'autres pays, en particulier en ce qui concerne le ciblage en faveur des pauvres et l'autonomisation des femmes. D'autres pays profiteront d'options améliorées en matière de politiques agricoles, spécialement pour ce qui concerne la productivité agricole, les organisations paysannes, la gestion des ressources naturelles et l'accès aux marchés. Il s'agit d'un aspect important du programme officiel d'aide publique au développement de la Turquie, qui est administré par l'Agence turque de coopération et de coordination. En 2013, l'aide publique au développement en Turquie a crû de 30% et a dépassé les 3,3 milliards d'USD. Parmi les objectifs de la politique étrangère turque figurent: étendre la portée de l'engagement de la Turquie au-delà des pays limitrophes et s'attaquer de manière proactive à des

problèmes urgents à l'échelle mondiale, y compris le développement agricole; l'approvisionnement en eau et l'assainissement; la formation professionnelle et le renforcement des capacités institutionnelles; et l'aide humanitaire.

35. La collaboration entre le FIDA et l'Agence turque de coopération et de coordination a débuté en 2014 avec le renforcement des capacités du personnel des projets financés par le FIDA au Maroc, en Tunisie, au Soudan et au Yémen. Le FIDA et l'Agence turque de coopération et de coordination évaluent actuellement les possibilités d'étendre leur collaboration à d'autres pays dans les Balkans, en Asie centrale et en Afrique. Deux initiatives de CSST au profit de la Géorgie et de la Somalie ont été discutées avec le Ministère de l'alimentation, de l'agriculture et de l'élevage et le Ministère du développement: i) fournir une assistance technique et renforcer les capacités des institutions publiques et des associations communautaires qui gèrent les systèmes d'irrigation en Géorgie; et ii) aider le Gouvernement somalien à élaborer son plan de développement économique. Pour appuyer la mise en œuvre des solutions de CSST et établir et renforcer les réseaux de coopération en lien avec la sécurité alimentaire et les situations de fragilité, le FIDA a alloué 1 million d'USD à utiliser sous forme de dons au cours de la période d'exécution du COSOP.

## COSOP results management framework

Country strategy alignment  (National Rural Development Strategy 2014-2023)	Key Results for RB-COSOP (covers 2 PBAS cycles)			Indicative Lending and Non-Lending activities (in partnership mode, with ICO)
	Strategic objectives	Outcome indicators <sup>2</sup>	Milestone indicators <sup>34</sup>	
<p>Sustainably reduce regional disparities in income (also applies to uplands) by enhancing on and off farm economic opportunities</p> <p>Reduce outmigration through actions for “development in own habitat”</p>	<p>S.O.1: Poor small farmers’ access to markets is enhanced.</p>	<p>30% increase in volume and value of sales made by producers from improved market access</p> <p>12 000 on-farm and off-farm jobs created of which at least, 60% for women and youth</p> <p>30% increase in participating households’ incomes</p>	<p>20% Government funds allocated to investments in upland areas</p> <p>At least 100 under micro or small enterprise brands created and owned by women</p> <p>25% increase in private sector investments in the rural upland areas</p> <p>At least 10,000 small producers in targeted areas report improved productivity by 30%</p>	<p>Lending/investment activities: Upland Rural Development Project (URDP): USD 35.5 million from IFAD under 2016-2018 PBAS cycle and another USD 35 million under 2019-2021 cycle for</p> <ol style="list-style-type: none"> <li>1) Western Black Sea Rural Development Project</li> <li>2) Eastern Mediterranean Rural Development Project</li> </ol> <p>Non-lending activities: Under the coordination of TIKA, MOFAL, MoD and IFAD collaborate in SSTC programs: USD 1 million allocated under 2016-2018 PBAS</p> <p>i) in Georgia, TA and capacity building for public institutions and community based associations on management of irrigation schemes with support from on-going projects</p> <p>ii) in Somalia, work with MoD to develop agriculture chapter of the Economic Development Plan.</p>

<sup>2</sup> All indicators will be gender disaggregated, when applicable

<sup>3</sup> TBD: Baseline will be established at launching of URDP

<sup>4</sup> Evaluation conducted end of 2018 and end 2021

				<p>A thematic study carried out on "Sustainable Development and Poverty Alleviation in Mountainous Ecosystems" to guide NEN and countries in the region</p> <p>Multi-sectorial policy dialogue platforms established</p> <p>A thematic study carried out on "Sustainable Development and Poverty Alleviation in Mountainous Ecosystems" to guide NEN and countries in the region</p>
<p>Promote Climate smart agriculture</p> <p>Promote sustainable natural resource management and maintain ecosystem services</p>	<p>S.O.2: Sustainable NRM is mainstreamed into all aspects of agricultural production and climate resilience enhanced in uplands.</p>	<p>40% increase in number of farmers practicing GAP and climate-smart agricultural practices</p> <p>50% reduction in post-harvest losses</p> <p>25% of farmers making production decisions using weather and climate information</p>	<p>At least 25,000 farmers shift to using efficient irrigation infrastructure</p> <p>About 5,000 farmers practicing green growth approaches on pilot basis</p> <p>At least 15.000 farmers report increased quality and quantity in production as a result of informed decisions</p>	<ol style="list-style-type: none"> <li>1) Establish a framework for collaboration between implementation partners and research system for CC adaptation</li> <li>2) Annual national roundtable to share programme results around CC and Adaptation investments and participation in international fora (1 a-year)</li> </ol>
<p>Contribute to global efforts to reduce rural poverty</p>	<p>Partnership strengthening</p>	<p>Joint SSTC initiatives with Turkey and in-country partners</p> <p>Increase in Turkey's contribution to IFAD Resources</p>	<p>At least 2 SSTC initiatives launched</p> <p>10% increase in pledge by Gov. of Turkey for IFAD-11 by early 2019</p>	<ol style="list-style-type: none"> <li>1) Synergy developed with UNDP and FAO programs for SSTC and to impact policy by building on IFAD's comparative advantage and competencies in Turkey</li> <li>2) Annual implementation review workshops with stakeholders and potential partners</li> <li>3) One annual publication to disseminate programme outcomes for heightened awareness of IFAD's comparative advantage</li> </ol>

## Agreement at completion point of last country programme evaluation

### Turkey Country Programme Evaluation Agreement at Completion Point

#### Introduction

1. This is the first country programme evaluation (CPE) undertaken by the Independent Office of Evaluation (IOE) of IFAD of the IFAD-Turkey partnership. The CPE covers IFAD operations in the country in the period 2003-2015. It includes an assessment of the 2000 and 2006 IFAD country strategies for Turkey, four IFAD-financed projects and programmes, grant-funded activities, non-lending activities (knowledge management, policy dialogue and partnership building), and south-south and triangular cooperation (SSTC).
2. The three main objectives of the CPE were to: (i) assess the performance and impact of IFAD-supported operations in Turkey; (ii) generate a series of findings and recommendations to enhance the country programme's overall development effectiveness; and (iii) provide insights to inform the next COSOP for Turkey, to be prepared by IFAD and the Government for presentation to the IFAD Executive Board in September 2016.
3. The Agreement at Completion Point (ACP) reflects the understanding between the Government of Turkey and IFAD Management of the main Turkey CPE findings and recommendations. In particular, it comprises a summary of the main evaluation findings in Section B, whereas the ACP is contained in Section C. The ACP is a reflection of the Government's and IFAD's commitment to adopt and implement the CPE recommendations within specific timeframes.
4. The implementation of the recommendations agreed upon will be tracked through the President's Report on the Implementation Status of Evaluation Recommendations and Management Actions, which is presented to the IFAD Executive Board on an annual basis by the Fund's Management.
5. The ACP will be signed by the Government of Turkey (represented by ..... in the Ministry of Food, Agriculture and Livestock) and IFAD Management (represented by the Associate Vice President of the Programme Management Department). IOE's role is to facilitate the finalisation of the ACP. The final ACP will be submitted to the Executive Board of IFAD as an annex of the new COSOP for Turkey. It will also be included in the final Turkey CPE report.

#### Main Evaluation Findings

6. The long-standing IFAD-Turkey partnership is strategically important for both IFAD and the Government of Turkey. From IFAD's perspective, Turkey is recognized as a significant player in the region and has the potential to scale up IFAD-supported development interventions, leveraging IFAD's relatively limited resources in the country. The dual role of Turkey as borrower and donor opens new opportunities for partnering. From Turkey's perspective, IFAD is recognized and appreciated for addressing regional disparities in Turkey, for its rural poverty focus, technical expertise, country experience, and its potential to bring international knowledge and experience to the country.
7. The loan-financed portfolio has generated mixed results. The CPE found that project objectives were consistent with government priorities and COSOP objectives. Interventions supported by IFAD were also relevant to the needs of the rural poor and included the introduction of appropriate technologies. Rural infrastructure has generated broad-based benefits, and the projects have made important advances in

- increasing incomes and assets, in agricultural productivity and in supporting commercialization. The portfolio demonstrated more modest achievements in terms of other objectives, for example, such as increasing rural employment and building and strengthening self-sustaining institutions of poor rural people.
8. The projects channelled resources effectively to poor villages and farm households within those villages, although with a greater focus on more capable and resourced farmers to the exclusion of the poorest farmers and without sufficiently strong mechanisms to ensure equal participation of women and men in project activities and investments. A targeting strategy ensuring adequate focus on the rural poor is essential for the IFAD-financed programme to remain relevant in Turkey, and to contribute to Turkey's commitment to reducing disparities among and within regions in the country.
  9. Moreover, ensuring appropriate support to poor smallholder farmers, key actors in the rural economy, is a vital pillar for sustainable and inclusive rural transformation in Turkey. While the projects introduced adequate sustainability mechanisms, sustainability of benefits remains an area of concern in the programme, limited by weak operation and maintenance arrangements and insufficient collaboration with the rural financial sector.
  10. Investments were generally well-managed and cost-effective, with infrastructure a highly efficient component. Project management has been generally effective, despite the challenges of understaffing and frequent rotation. Monitoring and evaluation has been a consistently a low-performing area of the programme and needs to be strengthened from both the government and IFAD side in order to be able to account for results in a more substantive manner. The innovations promoted have triggered a positive response from farmers, who have adopted the new techniques and approaches. In most cases the innovations have been incremental. On the other hand, the CPE found limited evidence of scaling up by the Government of Turkey of positive features introduced by the IFAD-supported projects in national policies and domestically-financed programmes.
  11. Performance in non-lending activities is overall moderately unsatisfactory. Several knowledge management activities have been carried out to exchange and disseminate knowledge from the programme, but overall there is room to further enhance disseminate lessons and best practices generated by IFAD-supported projects in Turkey. IFAD support to South-South-Triangular-Cooperation (SSTC) in Turkey through a regional grant is incipient and has yet to provide an adequate response to Turkey's interest and capacity in this area.
  12. Partnership with the Ministry of Food, Agriculture and Livestock is very good. The Fund also maintains a good working relation with Ministry of Development and the Undersecretariat of Treasury. There are opportunities for improvement in dialogue and communication between IFAD and the Government, with policy-level partners and implementing agencies, on IFAD's strategies and policies and the overall level and predictability of resources. Partnerships with international financial institutions are limited. Policy dialogue has been conducted mainly through the COSOPs and the projects, and within a narrow circle confined to the two main implementing agencies.
  13. Stronger partnerships with a wider range of actors, including other development partners, national institutions, civil society organizations, think tanks and academia, are needed to boost the level of ambition of the programme aiming at significantly scaling-up the benefits of IFAD-financed interventions in Turkey. Moreover, particularly in view of limited resources, ensuring coordination and complementarity with ongoing activities by the government (including the Regional Development Administrations) and other international partners is essential for programme efficiency. In this regard, collaboration with various partners under thematic

approaches (e.g. climate-smart agriculture, smallholder access to markets) merits consideration in the future.

14. There are positive signs in the evolution of the programme in connection with the plans to establish an IFAD country office in Turkey, openness to new partnerships, and recent progress in SSTC. The new COSOP is an opportunity for IFAD and the Government of Turkey to set new strategic directions to meet the expectations of the partners.
  - Agreement at completion
15. Based on the findings in the evaluation, the CPE proposes five main recommendations to be considered for the future country strategy, in the light of Turkey's rapidly growing economy, its regional status as an upper middle-income country and where IFAD can support Turkey's efforts in rural development.
16. Recommendation 1: Prepare a new IFAD Country Programme Opportunities Paper (COSOP) for Turkey. There is a need to improve the strategy formulation process so as to enable a proper analysis of IFAD's strengths and limitations in Turkey and the opportunities and threats it faces in building a more effective partnership with the Government of Turkey and other potential partners. While a process that follows past practice -involving key government entities- is necessary, it is not sufficient for addressing the diversity and depth of challenges that confront IFAD in Turkey today. The CPE makes it clear that past approaches to issues such as SSTC, partnerships, the participation of the rural poor, women and youth in project activities and benefits, new technology for resource-poor farmers, commercialization of agriculture and knowledge management (including M&E contributions, in particular) need fresh perspectives. It is imperative, therefore, to engage relevant national and international resource persons from both within and outside the public sector and the donor community in developing strategic directions that are robust and likely to work in the country context.

Proposed follow-up:

The Near East , North Africa and Europe Division of IFAD has already started preparing, in collaboration with partners in Turkey the RB-COSOP covering the two cycles 2016-2018 and 2019-2021. The RB-COSOP will incorporate the CPE recommendations as much as possible within the Turkish context.

Responsible partners: IFAD, MOFAL, MoD, MFWA, TIKA

Timeline: The RB-COSOP will be presented at IFAD EB of Sep 2016

17. Recommendation 2: Improve targeting in terms of scope and accessibility to project benefits, particularly for poorer farmers and specific target groups including women and youth. Turkey is a country experiencing growing income disparity, and so poverty reduction efforts need to identify and recognize disparities, that may exist even within rural communities. Inclusiveness is placed high in the government agenda to ensure that the benefits of growth and prosperity are shared by all segments of the society. Improved targeting approaches can be achieved through various methods, which should include several key aspects. Firstly, future programming should be more precise in identification of target groups and use participatory processes to ensure inclusion of these groups in project decision-making. Secondly, there is a need to introduce specific initiatives and new partners to make sure that the more disadvantaged are not left out. These may include Ministry of Youth and Sports to help design appropriate approaches to attract and retain young farmers, Chambers of Commerce as mentors or area-based NGOs that work with culturally and linguistically diverse communities. This improved targeting will also require better definition at the design phase of who will



benefit and how in M&E systems, as well as detailed indicators to track participation and benefits.

Proposed follow-up:

18. The IFAD experience both in Turkey and elsewhere would be tapped to strengthen the GOT's capacity to address gender mainstreaming and improve targeting. IFAD's focus on poor and vulnerable farmers in less advantaged and challenging geographies is highly relevant for addressing poverty in upland communities and would help to address inequality. Similarly to the GTWDP, the new programme under the RB-COSOP would be based on the following targeting mechanism: (i) strict targeting of very poor mountain villages; (ii) within these villages, a special focus on small producers, gender empowerment and youth, using IFAD targeting and gender checklists at design and implementation) and (iii) adjusting grant matching system to become more pro-poor. This would enable the poor farmers, rural women and youth to invest in farming and small enterprises.

Responsible partners: IFAD, MOFAL, MFWA

Timeline: The Uplands Rural Development Programme is part of the RB-COSOP under preparation. This programme is tentatively planned for submission to IFAD EB in April 2017.

19. Recommendation 3. Strengthen IFAD's non-lending activities and ensure synergies with the portfolio. Non-lending –activities (knowledge management, policy dialogue and partnerships) have been a low performing area of the country programme. Strengthening IFAD's non-lending activities in Turkey will be essential for scaling up impact and rural transformation. Ensuring adequate links between non-lending activities with the investment portfolio would contribute to synergies and improve development effectiveness. The CPE recommends in particular to strengthen and diversify partnerships and further investment in knowledge management. IFAD also needs to take advantage of opportunities to support South-South Cooperation in Turkey. The possibility of mobilizing country- specific grants and or participation in regional grants to support non-lending activities in Turkey should be explored.
20. First, IFAD needs to strengthen and diversify partnerships in Turkey. IFAD's relatively minor investment must be applied strategically, being viewed within the wider framework of key development partners' ongoing operations and Government of Turkey's commitment to the adoption of measures contributing towards reducing inequalities. In this regard, IFAD needs to strengthen and diversify its partners in Turkey to enhance its ability to leverage its programme in the country, both in policy dialogue and on the operational/financial front, including co-financing with international donors, such as the EU, the WB, UNDP, and partnering with technical services providers (e.g. FAO).
21. Moreover, IFAD needs to ensure strong coordination with national institutions and explore collaboration with new Turkish partners such as Regional Development Agencies. At the operational/local level, inclusion of NGOs and private sector with relevant skills such as participatory village mobilization, inclusive development, environment and niche markets merits consideration. In particular IFAD would benefit by engaging suitable selected private sector entities and also experienced donors directly at an early stage.
22. Second, strengthen knowledge management. A key dimension of IFAD's value added in Turkey will be linked to its capacity to further strengthen the generation and sharing of lessons from the programme in order to improve performance and to support scaling up. IFAD needs to enhance KM in Turkey, partaking its international and country experience, its technical expertise and its knowledge in involving the rural poor in design and implementation of rural investment projects, M&E, targeting and technical solutions in rural development. IFAD needs to make use of

its capacity as knowledge broker, to be able to respond to demand on state of the art knowledge products and services, and prove global reach to mobilize required expertise. A dynamic knowledge management effort requires active interaction with national research organizations, think tanks and academia, which currently seems to be limited.

23. Third, IFAD needs to facilitate exchange of knowledge and experience between Turkey and other IFAD countries, furthering current efforts within the framework of South-South and Triangular Cooperation initiatives (SSTC) as an integral part of the IFAD-Turkey partnership. This transfer of successful ideas from one country to another can lead to considerable development impact. As a broker, IFAD can engage Turkish government organizations (e.g. GDAR, GDF) and appropriate research and private sector entities in facilitating transfer of knowledge and technical expertise to IFAD operations in other countries in the region (Central Asia, the Balkans, North Africa and the Middle East), in areas in which Turkey has particular strengths, such as e.g. food processing and food safety. IFAD and the Government of Turkey would benefit from a well-articulated approach to SSTC that includes TIKA as the main partner and the direct coordinator of Turkish solution providers from the public and also private sectors. Enhancing IFAD presence in Turkey through a country office - to capitalize Turkey's experience and knowledge to provide support to other countries –could contribute in this direction. Opportunities to partner with FAO and UNDP current cooperation programmes on SSTC should be explored.

Proposed follow-up:

24. The RB-COSOP includes lending and non-lending activities. With regards to non-lending, IFAD would pay special attention to (i) knowledge management (M&E, communication and learning) for enhanced impact, outreach and scaling up. Knowledge products such thematic study on rural development of mountain zones will be prepared and shared with partners in Turkey and elsewhere, ; (ii) Partnerships with donors and IFIs will be strengthened to develop effective policy options to improve livelihoods in the uplands; (iii) South-South Triangular Cooperation, building and scaling up on previous and planned work with TIKA, FAO, UNDP and with the United Office of South-South Cooperation ; and (iv) possible agreement with Turkey to investigate opportunities to co-finance and provide technical assistance in countries of mutual interest, focusing on LDCs

Responsible partners: IFAD, TIKA MOFAL MFWA

Timeline: Non lending activities would be pursued during implementation of the RB-COSOP 2016-2021

25. Recommendation 4: Emphasis on innovation and scaling up as two key strategic priorities. IFAD and the Government of Turkey are fully aware that financing for investment projects is not the major justification to borrow from IFAD and it is not an effective single vehicle to eradicate rural poverty in the country. This is particularly relevant in Turkey in view of relatively limited availability of PBAS resources for the programme. IFAD needs to further demonstrate value added in Turkey beyond projects. In this context promoting innovation and pursuing scaling-up (two poor-performing areas in the programme) need to be regarded as strategic priorities in the future country programme.
26. Promoting innovation. First, a closer review of mechanisms for innovation is required to reduce public dependency and build sustainable institutional support. IFAD has knowledge and experience in appropriate technology and local institutional development that could assist in scaling of pro-poor interventions that would be more consistent with the portfolio's strategic objectives of empowerment and sustainable pathways out of poverty. Concerted efforts are required to find new mechanisms to strengthen collective farming and marketing initiatives to create economies of scale and value adding opportunities in relation to market demand.

There is a need to explore, in addition to better access to new markets, alternative sources of investment capital such as Islamic financing models and to build coordinated support services and local business services within the project areas that will provide both improved local economies and establish strong platforms for future growth. There are some promising examples of small women producer groups and farmer-led initiatives such as family farm consolidation and joint marketing that could be studied and further developed. This would be of benefit in the Turkey programme and also support south-south and triangular cooperation initiatives.

27. Scaling up. Second, building on additional efforts to strengthen policy dialogue and knowledge management, the IFAD-supported programme needs to shift from a project-centric approach to one aimed at influencing other partners (government, donors, private sector) including leveraging policies, knowledge and resources. This will require the adoption of a programmatic approach to scaling up in Turkey and a shifting from scaling up IFAD projects to scaling up results. Potential scaling up pathways (through projects, policy dialogue, knowledge management) need to be explored from the beginning and throughout the project cycle and will need to be supported over a longer time horizon, typically much longer than a one-time IFAD intervention. New ideas can be tested through pilot projects, as the basis of a scaling up model.

Proposed follow-up:

28. The GTWDP project and the pipeline programme under the RB-COSOP include financing of activities aimed at building the capacity of Farmers Organisations and Producers Associations to strengthen collective farming and marketing initiatives through partnership with the private sector (traders, agro-processors and exporters). In addition to the pro-poor Matching Grant Program, the new programme will explore alternative sources of investment capital through partnership and synergies with Banks like Ziraat Bank. Other innovative features would include modern growing techniques (e.g. polarization in plastic tunnels); iii) water saving irrigation techniques supported by solar energy use (e.g. on-farm drip irrigation), etc. With regards to scaling up, it is expected that the business models/innovations tested and proven to be successful through the Program would be scaled up with government budget nationally and elsewhere or by other donors.

Responsible partners: IFAD, MOFAL, MOD

Timeline: During RB-COSOP implementation 2016-2021

29. Recommendation 5: Strategic focus on women and youth. A consistent, strategic focus on gender equality and women's empowerment is required. Moreover, in order to more closely align with the social and strategic context of rural Turkey in relation to youth unemployment and rural outmigration, a strengthened focus on youth is recommended. This should be reflected in the new COSOP, including clear and specific objectives in the country strategy and in project designs. Project designs need to better include gender mainstreaming and mechanisms to ensure gender equality of access to project resources and benefits, including allocation of resources to ensure they are not ignored in implementation. In line with IFAD's 2012 Gender Policy, all future projects should also develop Gender Action Plans at the design stage. Inclusion of youth as a primary target group would be highly relevant. Rather than reliance on project activities targeting older, landowning farmers having trickle down impacts on rural youth, projects need to more directly target youth using mechanisms that are relevant to their needs and interests.
30. Additionally, the CPE recommends that IFAD support the portfolio more strongly with non-lending activities (knowledge sharing, policy dialogue and partnerships) with a particular focus on gender mainstreaming and on targeting of women and

youth, as well as more regularly deploy gender and youth experts on supervision missions to ensure that projects are supported to achieve gender equity in implementation and respond to youth specific needs. Finally, logical frameworks for future projects should include indicators, targets and means of measurement relating to the participation of and expected outcomes relating to gender and the involvement of youth.

Proposed follow-up:

31. Strategic focus on women and youth would be reflected in the RB-COSOP, including clear and specific objectives in the country strategy and in program design. The IFAD experience both in Turkey and elsewhere would be tapped to strengthen the GOT capacity to address gender mainstreaming and improve targeting. The IFAD targeting checklist and gender sensitive design and implementation approach would be applied during design and implementation of the programme, guided by mainstreaming of experiences from the GTWDP and in Turkey and elsewhere.
32. Supervision missions will include systematically gender specialists to enable projects achieve gender equity in implementation and respond to youth specific needs in mountain zones.

Responsible partners: IFAD, MOFAL MFWA

Timeline: During RB-COSOP implementation 2016-2021

## COSOP preparation process including preparatory studies, stakeholder consultation and events

COSOP preparation process including preparatory studies, stakeholder consultation and events

The consultation process for the design of the COSOP consisted of the following stages:

1. Preparation of four background studies and reports that provided key inputs to the COSOP document:
  - a. IFAD's Engagement with Middle-Income Countries: Case study of Turkey, 2014;
  - b. Social and environmental assessment (SECAP), 2015;
  - c. The Rural Finance Study, 2015;
  - d. Project completion report for Diyarbakir, Batman and Siirt Development Project, 2015
2. Participation in reviews and discussions of the Country Programme Evaluation (CPE), which was undertaken during 2015. The CPE report, findings and results were presented and discussed in a seminar held in Ankara in January 2016;
3. In-country meetings with various stakeholders to discuss IFAD's comparative advantage and its role in the country in the coming years as a the basis for IFAD's strategic positioning in Turkey, October – December 2015:
  - a. Ministry of Development
    - General Directorate of Economic Sectors and Coordination
    - Department of Agriculture
  - b. Ministry of Environment
    - General Directorate of Environmental Management
    - Department of Climate Change
  - c. Ministry of Food Agriculture and Livestock
    - General Directorate of Agrarian Reform
    - Department of Land Rehabilitation and Irrigation
    - Working Group for Externally Financed Projects
    - Department of Agricultural Environment and Protection of Natural Resources
      - Working Group for Drought and Climate Change
      - Working Group for Agricultural Pollution
      - General Directorate of Food and Control
      - General Directorate of Livestock
      - General Directorate of Fisheries and Aquaculture
      - General Directorate of Agricultural Research and Policies
      - Department of Soil and Water Resources Research
  - d. Ministry of Forestry
    - General Directorate of Combatting Desertification and Erosion Control
    - General Directorate of Forestry
    - Department of Afforestation

4. In-country consultations with donors active in rural and agriculture development, October – November 2015:
  - a. World Bank
  - b. EU
  - c. UNDP
  - d. FAO
  - e. TIKA
  - f. Technology Development Foundation
  
- Consultation with potential beneficiaries in order to identify and validate the IFAD target group, their priority issues and potential response – field visits to the Western Black Sea; Kastamonu and its districts in November 2015;
- A COSOP Mission Wrap-Up meeting with General Directorate of Agrarian Reform on November 20, 2015;
- Meetings of the IFAD delegation, led by the AVP, CSD with senior representatives of the Ministry of Food Agriculture and Livestock, Ministry of Development, Ministry of Forestry and Waters Affairs, Undersecretariat of Treasury and Ministry of Foreign Affairs in Ankara in January 2016. The IFAD delegation discussed IFAD strategic thrusts in Turkey, lending and non-lending activities as well as activities within South-South and Triangular Cooperation;
- Preparation of a full draft of the COSOP document, based on the inputs obtained in the phases described above;
- An in-house CPMT on 21 January 2016 which reviewed the draft COSOP and discussed the main features of the IFAD strategy in Turkey;
- Preparation of a second version of the COSOP document which incorporated changes in response to comments made by the in-house CPMT;
- The second review of the second draft of the COSOP document by the in-house CPMT on 8 March 2016;
- Preparation of a final draft of the COSOP document which incorporates changes in response to comments made by the in-house CPMT;
- Submission of the COSOP document to the Government of Turkey for comments and validation in March 2016

# Natural resources management and climate change adaptation: Background, national policies and IFAD intervention strategies

## Background

1. This Social Environmental and Climate Assessment (SECAP) Study<sup>5</sup> was prepared along the following methodology: i) reviewing the plans, programs, strategies and action plans of the Government of Turkey addressing environment and natural resources management (NRM) and climate change (CC); ii) meetings with key government ministries involved in development, agriculture, environment and natural resource management and international donors; and iii) conducting field visits. The results of the Study would contribute to facilitating IFAD's country program in building the resilience and adaptive capacity of the agricultural and rural development sectors in the country.

## Introduction

2. Turkey is situated on the East Thrace in Southeastern Europe and in the Anatolia in Western Asia. The Mediterranean Sea to the South, Black Sea to the North and Aegean Sea to the West border it. It is also bordered by eight countries that are Greece, Bulgaria, Georgia, Armenia, Iran, Azerbaijani exclave of Nakchivan, Syria and Iraq. The population is about 77.7 million living on an area of 783,562. 38 square km. The average elevation is about 1000 meters that increases towards the East. The undulating terrain enables the country to have different micro-climatic zones, biogeographic areas and diverse agro-ecology.

3. Land. The ratios of forest and semi natural areas, agricultural areas, water bodies, artificial areas and wetlands are, 54.04%, 42.34%, 1.64%, 1.61% and 0.36%, respectively. Only 34% of the total land is suitable for cultivation. The remaining land is used for agricultural purposes without insufficient conservation and development measures. In fact, the topography complicates agricultural activities and stimulates erosion. Lands steeper than 12% slope cover 64% of total areas. The total agricultural land is 27.510.750 ha that is significantly fragmented. Production is undertaken on 24 million ha on about 22 million individual parcels giving an individual plot size of only 1.1 ha.

4. Climate. There are three main climate zones: Mediterranean, Sub-tropic and Continental, each with distinct precipitation patterns. Average annual precipitation is 643 mm, ranging from 250 mm in the Central Anatolia to over 2500 mm in the coastal area of Northeastern Black Sea. Across the country, approximately 70% of the total precipitation falls during the period between October and April.

5. Water. The country has 25 river basins that harbor 33 rivers, 200 natural lakes, 159 dam reservoirs and 750 artificial lakes, which constitute its inland waters. However, the country is listed among water scarce countries. Water potential per capita (m<sup>3</sup>/year/person) varies significantly across the basins. In 2013, the per capita water potential was approximately 1500 m<sup>3</sup>. The total water use in 2012 was 44 billion m<sup>3</sup> out of which 73% was used for irrigation, 16% for domestic purposes and 11% for industry.

6. Forests. Turkey has a land area of 77.8 million and 27.8% (21.6 million ha) of this is classified as "forest land" and almost all is owned by the State. Approximately 63% of forests have an economic function including the production of round wood, fire-

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<sup>5</sup> The full SECAP report is available on XDesk at the following link <https://xdesk.ifad.org/sites/pn/tur/Operations/Forms/AllDocuments.aspx> or upon request.

wood and non-wood forest products, 32% an ecological function including watershed and erosion control and the remaining 5% as social and cultural.

7. Biodiversity. There are three major bio-geographical regions namely Euro-Siberian, Mediterranean and Irano-Turanian, therefore the country is one of the leading countries in the world for plant endemism: about 33% of the plant species (3 650) are endemic to Turkey. The country also has a tremendous plant genetic resource. There are 5 micro-gene centers where more than 100 species display a broad variation. According to the OECD Environmental Performance Review of Turkey protected areas reached 5.3% of country's area during the review period. Turkey plans to augment this proportion to 10%.

8. Poverty. In the last decade alone, the poverty rate was halved, from 44% in 2002 to 21% in 2011. However, regional income disparities still remain. The incidence of poverty is closely associated with altitude. Even in wealthier regions of Turkey, the incidence of poverty is significantly higher at upland areas, compared with the lowlands, due to the precarious state of the natural resource base and limited opportunities for income diversification. Rural population is decreasing in the country, from 23.3% in 2011 to 8.25% in 2014. The drivers of inter- and intra-regional migration from rural to urban areas are several: human resource-related issues, ineffective institutional structures including farmer organizations needed to support rural development, social and cultural infrastructure, high rate of hidden unemployment, insufficient diversification of agricultural and non-agricultural income-generating activities resulting in low incomes and relatively low quality of life for the rural population. Despite impressive growth many challenges remain to be addressed, including progress in EU harmonization; gender inequality; youth migration, climate change and regional disparities.

9. Agriculture. With 8% contribution to GDP (2014), agriculture is no longer the main driver of the Turkey's economic growth. However, it still maintains its importance in rural development, employment (in the 2007-2012 period, the share of agriculture in rural employment was around 61%) and the largest employer of women, export and manufacturing sector. Nevertheless, the sector has serious shortcomings where the farming community is dual faceted (roughly 2 major segments): i) those who are commercialized, well aware of global trends, national and international markets use latest technologies, interested in innovations and fully integrated into value chains, and ii) those who are generally resource poor, engaged mostly in subsistent and semi-subsistent farming, rather conservative, usually do not consider farming as a business. They are more vulnerable to unfavorable weather conditions and climate change.

10. Gender and Youth. Turkey has the lowest female labour force participation rate among the OECD countries in 2010, making it an outlier in the upper-middle-income country (MIC) group. Despite progress in legislative and strategic frameworks, significant gender disparities persist in the country. The Gender Inequality Index (GII) that reflects gender-based inequalities is 0.359 for Turkey, ranking it 72<sup>nd</sup> out of 149 countries in the 2014 index. GNI per capita is also considerably lower for women. The ratio of young population at the age group of "15-24" is 16.5% (around 13 million) in the total population of Turkey (around 78 million). A major medium-term challenge for Turkey is to boost the participation of youth and women in the labor force. Youth unemployment rate was realized as 18% in 2014, young females having higher ratios. About 19% of young people were employed in agriculture, 33% were employed in industry and 48% were employed in service sector<sup>17</sup>.

11. Climate change. There is consensus across global, national, and sub-national-scale studies indicate that climate change due to higher temperature and reduced precipitation projections in Southern Europe and Turkey might make the region more vulnerable to meteorological disasters. The issues identified at the forefront of natural disasters and climate change are increases in: i) frequency of, intensity of and period of



exposure to hydro-meteorological disasters; ii) exposure of social and economic assets in communities with few adaptation options; iii) urban floods due to severe precipitation; iv) climate induced migration due to desertification; v) the number of forest pests and fires; and vi) increases in the exposure of agricultural production to damage from hail and other meteorological events; and, vii) the adverse effects of disasters across the sectors such as agriculture, forest, insurance, energy and water. Climate change is projected to affect a variety of different social and bio-physical water related processes in Turkey, including: possible regional differences in surface water resources; possible flood and drought conditions; reservoir/storing and hydroelectricity production potential; irrigation rehabilitation and modernization; and groundwater recharge.

12. Related institutional, policy and regulatory framework. The institutional and individual preparedness and capacity to support management needs improvement, particularly as regards EU accession. Mandates of responsible central and provincial agencies (Ministry of Environment and Urbanization (MEU), Ministry of Food Agriculture and Livestock (MOFAL), Ministry of Forestry and Water Works (MFWW), local administrations, etc.) often overlap with poor inter- and intra-agency coordination and collaboration. There are a plethora of central, regional and local agencies dealing with rural development, gender and youth issues (e.g. MoD, MOFAL, MFWW, MEU, Special Provincial Administrations, municipalities, Ministry of Family and Social Policies (MFSP), Ministry of Youth and Sports (MYS), Ministry of National Education (MNE), EU's Regional Development Agencies, etc.). Mandates of these often overlap resulting in insufficient inter- and intra-agency coordination and collaboration.

13. Turkey is committed to combating climate change in accordance with the principles of "common but differentiated responsibilities" and "respective capabilities" and intends to increase its efforts through not only domestic measures but also bilateral and multilateral cooperation and support. The special circumstances of Turkey, recognized by the United Nations Framework Convention on Climate Change, makes Turkey eligible to access current and future technology, capacity-building mechanisms, and finance mechanisms under the UNFCCC for adaptation and mitigation. The country has developed various strategies and plans at the Ministry, Department and Agency levels to enhance communities' capacities to adapt to economic and environmental shocks, while promoting sustainable development and common prosperity. These documents form the policy, legal and regulatory framework for addressing environmental management and climate adaptation in the context of the various sectors of Turkey's economy. While most of the strategies appear extensive, concerns over climate change are limited to adaptation and timelines are closely aligned to 2023, the centenary year of the Republic of Turkey's establishment.

14. Recommendations. The new COSOP should renew IFAD's and Turkish Government's commitment to addressing Turkey's priorities in ENRM, CC adaptation/mitigation and social equity in rural areas. SECAP Study proposes that the new COSOP should:

- maintain newly identified focus on elevation-based poverty where the rural poor risk being disproportionately affected by poor NRM practices that increase CC-based risks of loss of natural resource base;
- underline the need for specific knowledge about climate change impacts, and/or an understanding of how people will be affected by these impacts;
- continue to promote water conserving technologies with emphasis on creating awareness and promote knowledge management on the climate change and land use/degradation issues;
- clearly identify partnering and collaboration topics and modalities with the relevant UN partners and other technical and financial development partners of Turkey;

- emphasize thrusts of IFAD by taking site-specific climate adaptation deficit of the beneficiaries into consideration and develop projects and programs that compensate for the public agencies (MOFAL, MFWW, etc.) shortcomings to extend knowledge to the targeted poor but productive producers;
- Take full advantage of geo-spatial information to inform policy dialogue and decision making.

SECAP identified the following strategic actions and next steps:

Priority Strategic Actions	Next steps
Maintain newly identified focus on elevation-based poverty where the rural poor risk being disproportionately affected by poor NRM practices that increase CC-based risks of loss of natural resource base	New projects would be designed to target poverty reduction, reduce and sustainable NRM in priority upland areas
Support the need for specific knowledge generation about climate change <u>impacts</u> , and/or an understanding of how people will be affected by these impacts	New projects would output knowledge products that enhance beneficiaries capacity to compensate for the effects of climate change
Continue to promote water conserving technologies but with more emphasis on creating awareness and promote knowledge management on the CC and land use/degradation issues that ensure climate resiliency of supported value chains	Working closely with MOFAL and local development agencies (e.g. Regional Development Agencies), improve resource use efficiency and knowledge management for climate-smart investments linked to agri-food value chains.
Improve IFAD'S policy impact by clearly identifying partnering and collaboration modalities with the relevant UN and other technical and financial development partners and other national agencies and NGOs of Turkey	At Program/project identification and design phase enter into early dialogue with international agencies i.e. FAO, UNDP, GIZ to seek partnering opportunities for enhancing technical and policy impact outcomes
Recognize that future thrusts of IFAD projects and programs need to be guided by the climate adaptation deficit of target upland beneficiaries	In order to compensate for the public agencies (MOFAL, MFWW, etc.) shortcomings to extend knowledge to the targeted poor but productive producers, develop project activities that reduce adaptation deficit in pockets of poverty
Underline the need for specific knowledge on the impact of climate change on small-scale producers;	Use IFAD experience and disseminate knowledge products

15. Proposals for activities to access GEF, GCF and other sources of funds. The SECAP team recognizes that the IFAD country program to be developed under the new COSOP would not be able to address all of the environmental, social and climate priorities of the Government. Supplemental sources of other external financing may offer opportunities for environmental issues of global significance, i.e. the Global Environment Facility (GEF) or for climate change i.e. the Green Climate Fund (GCF).

16. This Study proposes some actions that could be eligible for external financing for the COSOP team to consider. However, it must be noted that in Turkey purely financial resources are not a barrier to tackle environmental or climate change adaptation or mitigation challenges. Sharing of IFAD's experience in other geographies and similar climates by improving knowledge dissemination in identification of issues and solutions

so that smallholder farmers can access the information tools and technologies that help build their resilience to climate change.

## Country at a glance

World Development Indicators	2005	2014
Population, total (millions)	67,86	75,01
Population growth (annual %)	1.3	1.2
Population ages 65 and above (% of total)	5.99	7.27
Rural population	21.86	20.72
Rural population (% of total population)	32.2	27.6
Surface area (sq. km) (thousands)		769 630
Population density (people per sq. km of land area)	82.16	97.4
Poverty headcount ratio at national poverty lines (% of population)		2.1
Poverty headcount ratio at \$1.90 a day (2011 PPP) (% of population)	2.48	0.26
Rural poverty headcount ratio at national poverty line (% of rural population)	26.6	5.1
GNI Index (World Bank estimate)	41.72	-
GNI per capita (constant 2005 US\$)	6012.70	8627.61
GNI growth (annual %)	6.7	3.9
GNI per capita		
People		
Life expectancy at birth		75.16
Fertility rate, total (birth per woman)		2.07
Mortality rate under 5		14.30
Prevalence of underweight weight for age (% of children under 5)		1.8
months) 80 78 99		
Net enrolment rate, primary, both sexes	95.8	92.9
Net enrolment rate, secondary, both sexes (%)	63.69	87.87
Gross enrolment ratio		
Gross enrolment ratio		
Prevalence of HIV		-
Environment		
Forest area (sq. km)	101830	117150
Arable land (hectares)	23826000	20574000
Annual freshwater withdrawals		
Improved water source (% of rural population with access)	84.7	100
Improved sanitation facilities (% of rural population with access)	72	84.6
Urban population growth (annual %)		1.94
Energy use (kg of oil equivalent per capita)		83.3
CO2 emissions (metric tons per capita)	0.55	-
Electric power consumption (kWh per capita)		
Economy		
GDP Growth (annual %)	8.40	15.22
GDP per capita (constant 2005 US\$)	7117.23	8864.62
Present value of external debt (GNI)		15.37
Inflation (consumer prices)		8.85
Agriculture value added (% GDP)		8.01
Agricultural irrigated land (% of total agricultural land)	12.65	-
Industry (value added of GDP)		27.11
Services value added (% of GDP)		64.88
Exports of goods and services (% of GDP)		27.74

Imports of goods and services (% of GDP)	32.18
Gross capital formation (% of GDP)	20.20
income) 32.9 11.9 1.9	
Net migration (thousands)	
200	
Personal remittances	
Foreign direct investment	
Net official development assistance and official aid received (current US\$)	

Source: World Bank

## Concept note(s)

### Turkey: Uplands Rural Development Program (URDP)

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#### Background

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36. Within the RB-COSOP period, two PBAS allocations of about US\$36 million for cycle 2016-2018 and another (TBD) for the cycle 2019-2021 would be used to co-finance the URDP. IFAD and the Government partners (MOFAL and MOD) are in agreement that designing the entire URDP upfront is more cost-effective. The URDP would be designed in 2016/17 for implementation in two tranches as follows: (i) Western Black Sea Rural Development Project (BRDP) in Kastamonu, Bartın, and Sinop provinces (2017), and (ii) Eastern Mediterranean Rural Development Project (EMRDP) in Mersin, Adana and Osmaniye provinces (2019). The uplands of these regions have little benefitted from IFI-supported programs in the past and government's investments for improving technological and social infrastructure have not yet been translated into sustainably increased incomes for those productive but poor men and women farmers engaged in small-scale agriculture as well as potential small and micro-entrepreneurs.

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#### A. Strategic context and rationale for IFAD involvement, commitment and partnership

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(See Draft COSOP for 2016-21)

37. Turkey is experiencing growing income disparity where poverty reduction efforts need to identify and recognize that such may exist even within rural communities. Inclusiveness is high on the government agenda in order to ensure that the benefits of growth and prosperity are shared by all segments of the society.
38. The proposed approach and underlying rationale for the selection of the program areas is consistent with the RB-COSOP's programmatic approach that also fully justifies IFAD's engagement in the area. It maximizes on resident opportunities for poverty reduction solutions for uplands particularly by scaling up on the GTWDP. Using the lessons learned for the GTWDP's Mid-term review and the recommendations of the client, the Program would suitably replicate successful implementations of GTWDP.
39. The overarching national strategy would be the 2014-2023 Rural Development Strategy. It must be underlined that the Government has set a target of being in the top 10 economies and in the top 5 agricultural producers in the World by 2023, the centenary of the Republic. The programme would be congruent with the objectives of national policy and strategy documents such as The Tenth Development Plan (2014-2018), Medium Term Plan 2015-2017 (MTP), National Rural Development Strategy (NRDS), 2006-2016), National Strategy for Regional Development (2014-2023).

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#### B. Possible geographic area of intervention and target groups

40. The URDP would be implemented in 35 districts distributed as follows: 16 districts in Mersin, Adana and Osmaniye provinces of the Eastern Mediterranean region, and 19 districts in Kastamonu, Bartın, and Sinop provinces of the Western Black Sea region. Based on the 2011 Socio-Economic Development Index/Ranking (SEDI) developed by MoD, among the 81 provinces, these provinces rank Third and Fifth Degree Developed Provinces (Sixth being the least developed). However, the Program districts are in the lower segments of socio-economic development both in Turkey as a whole, as well as within their respective provinces.
41. Reflecting the coping strategies of the small farmers within fragile and risky environments, the farming systems in these uplands are based on a combination of
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crop and livestock where small-scale fruit production (mainly grapes, apples, and cherries) forage crops, wheat and barley are the common crops. Livestock production is small-scale and dominated by goat and sheep flocks. Crop productivity is low mainly due to use of outdated agronomic practices. Natural resources are degraded due to long overuse that is exacerbated by the rough topography. Women traditionally bear the burden of on-farm activities, particularly in livestock production and suffer most from poor infrastructure in the rural settlements, often being the push factor for households to migrate out. The situation is locked in a vicious cycle where unsustainable agricultural practices on small fragile plots have detrimental effect on soil structure and fertility, on the natural vegetation, and on water flow and quality. This degradation of the natural resource base further aggravates the entrenched upland poverty. Reducing regional income disparities and out migration would be addressed in these agro-ecologies where small plots, poor irrigation and marketing infrastructure, and shortcomings in competitiveness, production and marketing knowledge are issues that have accumulated over the years. This is further exacerbated by underdeveloped rural infrastructure (only around 35% of rural roads are all weather and only about 20% of the villages have sanitation facilities).

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42. The total rural population of the uplands villages of the 35 districts is 670 000 of which around 250 000 (62 000 households on the basis of an average rural household size of 4.0.) would be targeted by the URDP. The target group would be the productive poor households (women and men) with potentially adequate asset base enabling them to be engaged in mixed farming with focus on crop production and the youth with potential engagement in SMEs for post-harvest and off-farm investment. The majority of the households are semi-commercial; some have established links with the markets while others' engagement with the market is "hit or miss" in nature. They cultivate an average of 3 hectares of cropland that come in several pieces and keep around 30 heads of small ruminants and 2 cows. The land could be either i) totally rainfed (most prevalent) or ii) mostly rainfed, with some irrigated patches. They suffer from production fragmentation and poor organizational capabilities that results in failure in combining forces to move products of sufficient volume and consistent quality to satisfy the large-scale buyers' expectations, lack of training on modern techniques for upstream production and post-harvest handling, and marketing towards downstream systems and consumers.
  43. The Program would pay special attention to women and youth who are under increasing pressure to migrate to urban areas and/or out of the region due to socio-economic poverty. Incentives and participatory processes would be used to ensure their inclusion. Other stakeholders in the food value chain, such as traders, wholesalers, processors, transporters, market owner/operators, etc. would also benefit. Detailed description of the target group and targeting measures will be developed during programme design.
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#### C. Justification and rationale (including reference to lessons learned from previous interventions)

44. Reducing intra-regional income disparities and out migration would be addressed in agro-ecologies where small plots, poor irrigation and marketing infrastructure, and shortcomings in competitiveness, production and marketing knowledge are issues that have accumulated over the years.
  45. The recently closed (DBSDP and SEDP) and on-going (AKADP and MRWRP) projects generated lessons that could feed into the program: sustainably improved access to climate-resilient production and village social infrastructure, profitably developed value chains based on Strategic Investment plans (SIPs), pro-poor MGP, strengthening of FOs, and enhanced empowerment of women and youth for making
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demand-driven investment decisions that are pro-poor. The Program would identify and address the specific climate adaptation priorities of small producers including women and youth in the uplands area to minimize any climate-induced push factors to out-migrate.

46. The successful SIP approach would be replicated to ensure optimization of the financial resources of the program in favour of the rural poor. Knowledge-intensive capacity building, specifically for farming-as-a-business and integrating into value chains, would optimize beneficiaries' access to convergence funding from MOFAL, including on-going support and subsidy programs for investments and inputs. Similarly to the adjustments introduced with previous and on-going projects, the MGP procedures under the proposed programme should be adjusted to become more pro-poor and monitored to ensure appropriateness of the eligibility criteria for the target groups. The MGP proved to be quite effective improving access of collateral-constrained men and women smallholders and micro entrepreneurs to investment in production and post-harvest infrastructure and inputs, and adoption of new technologies.
47. The Program would explore the resident but untapped opportunities to build partnerships with other players currently active in rural development such as FAO and UNDP. The cost effectiveness of IFAD's contributions particularly to climate-smart agriculture and NRM would benefit from better integrating the lessons learned from such institutions, both of which have close collaboration with GEF in Turkey. During the design phase of the program partnership with UNDP, currently as sole UN agency to utilize Green Climate Fund resources in Turkey would be sought.
48. The investment atmosphere in Turkey is highly conducive to PPP and the agricultural sector remains ripe for investments of all scales. There are no legal or commercial impediments regarding the use, transfer or lease of any public investment or service to the private sector in the program area. The proximity of the URDP area to major agro-processing and trading centres would be highly advantageous.
49. The Fund's capacity as knowledge broker would be integrated into all aspect of the program's implementation to best respond to MOFAL's demand for state of the art knowledge products and innovative services. The Program would maximize on linking objectives and activities to complement MOFAL's on-going programs and programs of FAO, UNDP, GEF and the EU where enhanced collaboration would improve IFAD's impact.

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#### D. Key Program Objectives

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50. The goal would be to contribute to reduction of rural poverty and regional disparities by supporting Government initiatives and programs in the development of the area identified for the Program. The objectives would be i) to sustainably increase rural incomes by supporting value chains and capacities of the resident populations to organize, and ii) improve natural resource management skills to reduce vulnerability to local impacts of climate change. The program outcomes would include: i) producers' income from crop and livestock production sustainably increased; and i) products of higher value and variety accepted at consumer markets.

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#### E. Ownership, Harmonization and Alignment

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51. National rural development strategies recognize the need for agriculture sector to be competitive within the EU-accession framework while remaining an important contributor to food security, rural income and employment.
  52. The program presents a window of opportunity for showcasing IFAD's strengths and impacting policy by committing to a programmatic approach where scaling up of success is key. The issues targeted present opportunities for IFAD to explore and mainstream new highland/upland development modalities in Turkey for pockets of (almost) extreme poverty in the Turkish context. This could spill over into scaling up
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IFAD's experience in similar geographies in other countries.

53. Donors such as FAO and UNDP have established policy dialogue and advocacy channels with Turkish counterparts where partnership with these would be sought to offset the shortcomings IFAD has faced when operating on its own, particularly on the policy front. The planned In-Country Office (ICO) could play an important role in the envisaged strengthening of policy dialogue. The design would also seek opportunities to link the Çukurova Development Agency, under MoD, responsible regional development agency in the program area.
54. EU funds remain available for Turkey, specifically under including those under the IPARD 2. Duplication of resource targeting would be avoided. Link in to South-South programs present opportunities for partnering where IFAD's international and, particularly, regional needs and priorities could be used to target available financial, technical and human resources. Opportunities strengthen the link with UNDP and FAO's South-South and Triangular Cooperation programs, particularly those in collaboration with TIKA would be sought. The on-going TIKA cooperation program would benefit from the experience sharing opportunities and KM outcomes of the program.

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#### F. Components and activities

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55. The Program would be pro-poor and gender- and youth-equitable with two inter-related components namely: i) Agricultural Productivity and Natural Resource Management, ii) Market Access Enhancement.
    - Component 1: The component would improve overall agricultural productivity and profitability by sustainable management of available and often scarce land and water resources in upland areas through good agricultural practices and climate smart investments that reduce external shocks. Resource poor, financially challenged and ill-trained farmers suffer most from adaptation deficit. The component would support the following practices to improve the resilience of small farmers to climate change and to enhance productivity and production: i) improving farmer access to agronomic technology and information; 2) increasing the quality, capacity, and reach of extension services; 3) encouraging farmers to insure their crops against adverse weather. The focus would be on the following practices: i) shifting to drought resistant or tolerant crop types and varieties ii) change cropping pattern by altitude; iv) improving irrigation capacity and efficiency by new investments or rehabilitation to optimize application of irrigation water, including water saving irrigation techniques supported by solar energy use (e.g. on-farm drip irrigation) and on-farm construction of small water collection ponds (to harvest water from small water sources in the upland areas), v) optimizing fertilizer application, vi) improving access to meteorological data, vii) adding water storage capacity, viii) installing hail nets for fruit trees ix) improve livestock nutrition and shelter on the grazing land; x) improve farmers access to finance to enable them to access new technologies; The Project would support Good Agricultural Practices and the GlobalGap. The Project would offer comprehensive training and capacity building tailored for the smallholders (men and women) and their associations. The Project would also assist to develop participatory grazing plans and investments in overnight shelters for shepherds, portable mobile solar energy (as panels) to improve quality of for those who use highland rangelands by meeting their energy needs.
    - Component 2. Market Access Enhancement. The component would increase the incomes of the farmers through higher farm gate prices, improved market knowledge and linkages. The project would support farmers and their organizations to reduce post-harvest losses and add value to accommodate market demands for quality, volume, regularity, homogeneity, range of varieties
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and packaging and branding. The component would be commodity-focused, on the most promising crops to be identified at detailed design stage. In order for the products of higher value to reach broader consumer markets, the Component would support capacity building and investments in program areas. The support would be given to. I) individual farm holdings, ii) FOs and informal producer groups, iii) new and existing micro enterprises and SMEs. To facilitate access of small producers to markets, the Program would apply IFAD Producers-Private-Public-Partnership. The Program would finance on a pilot basis private service providers for performance-based marketing consultancy to mentor and assist the smallholders and their organizations to sustainably engage with the private operators within the value chain. It is expected that the business models/innovations tested and proven to be successful through the Program would be scaled up with sizable government budget nationally and elsewhere or by other donors. The detailed design of the Program would seek to identify income generation and employment generation opportunities specifically for women and youth.

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### G. Preliminary Environmental and Social category

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#### Category B.

56. The thrust of the Program's interventions and investments would be directed to improve agricultural practices in fragile upland ecosystems and would improve NRM practices and capacity of all beneficiaries. RB-RIMS, with inputs from MOFAL's monitoring system TARBIL, would ensure early identification of any potential adverse impact of activities where remedial action would be taken by MOFAL.
57. Reducing outmigration is among objectives and increasing local employment opportunities. The program is not expected to lead to any resettlement or economic displacement. The program would identify and address the specific climate adaptation priorities of women and youth in the area to ensure that climate-induced factors for migrating out are minimized.
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#### I. Preliminary Climate Risk classification: Moderate.

58. The proposed programme area is not identified in current predictions and databases as a high climate risk area. Rough topography brings intrinsic threats of landslides and floods. The programme would improve resiliency and exposure to shocks by supporting farmer and staff awareness and training, and climate smart investments such as small scale irrigation, vegetable production-under-cover (plastic tunnel), contour ploughing.
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### K. Costs and financing

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59. For better predictability and sustainability, as is the case with the recently approved GTWDP, a programmatic approach would be adopted. The pipeline under the two PBAS cycles 2016-2018 and 2019-2021 would consist of the "Uplands Rural Development Programme". IFAD financing framework of the programme would be the USD 35 million under the 2016-2018 cycle and a similar amount (to be confirmed end of 2018) under the 2019-2021 cycle. A tentative total cost of the programme would be around USD 220 million to be financed as follows:
- USD 35 million from IFAD under 2016-2018 PBAS cycle;
  - possibly another USD 35 million under PBAS cycle 2019-2021, to be confirmed in 2018;
  - Government contribution of around USD 100 million, and
  - Possibly cofinancing from other IFIs of around USD 50 million. During recent meetings with Arab Coordination Group in Kuwait (November 2015) and at the GC (February 2016), OFID and IsDB showed a strong interest in co-financing the programme. Options to secure supplemental funding from GEF and/or GCF would be examined. Should co-financing mobilization fall short of covering the total cost, inclusion of the provinces in the programme would take place gradually and
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accordingly.

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#### L. Organization and management

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60. The Lead Implementing Agency of the program would be the Ministry of Food Agriculture and Livestock. The overall management responsibility would rest with the General Directorate of Agrarian Reform (GDAR of MOFAL) in Ankara where a Central Project Management Unit (CPMU) would be established. The responsibility for field implementation would lie with the Provincial Directorates of Agriculture. Each Provincial Project Management Unit would be embedded in the Provincial Directorate of MOFAL and would be charged with the day-to-day field management and implementation of the Project. Several government agencies are active in the program area. Close collaboration and coordination will be sought with the following that are directly related to the objectives of the project and would complement its rural poverty reduction and marketing enhancement initiatives: i) the Regional Development Administration (KOP); ii) the Regional Directorates of Forestry of the MFWA; iii) the Governors' Offices and Ministry of National Education (MONE), Agency for Small and Medium-scale Enterprises, IPARD Local Offices and ix) the provincial Chambers of Agriculture and of Trade and Industry.
61. Each program phase would have an implementation period of 7 years to compensate for (i) history of slow program take off, (ii) lengthy in-country bureaucracy; (iii) need for lengthy upfront capacity building and training and (iv) limited construction seasons with long winters in the uplands where the Program would be implemented.

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#### M. Monitoring and Evaluation indicators

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62. Result-based-RIMS would be used. Linkages with the MOFAL's management information system TARBIL would be established. Basic indicators would cover: i) increased household assets and incomes, ii) reduced disease incidence, iii) improved horticultural productivity and profitability, iv) improved sustainability of voluntary farmers groups, vi) increase in farmers adopting farming as a business; vii) improved access to marketing facilities by user groups; and viii) numbers of producers and/or marketing groups formed or strengthened.

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#### N. Risks

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63. Risks would be minimized by adopting a participatory, menu-driven approach to increase the willingness of communities to engage in Program-sponsored interventions that would be designed to increase the resilience of the smallholders to environmental/climatic shocks.
64. Lessons from past programs and present conjecture indicate the following risks: (i) delays in the establishment of a program management units and resultant effectiveness lags (ii) inadequate provincial technical capacity and frequent staff rotation; (iii) ageing population in the program area that may limit uptake of program activities; iv) seasonally out-migrating workforce impacting local needs for harvesting; iv) lack of capacity in the national institutions for social mobilisation and cohesive marketing guidance; and v) inadequate M&E and impact assessment capacity.
65. CPE and past experience shows that M&E is weak. The program's M&E systems' dovetailing into the new TARBIL is expected to develop M&E capacity at MOFAL and feed into IFAD's RIMS to measure impact at the local, regional and national level.
66. To date, government-led development programs have not been able to attract the private sector in an efficient manner. The program design would build upon successful PPPP models to ensure that capacity developed at the producers becomes integrated into viable value chains for introduction of products into the markets.

## Appendix: Logical framework of the Uplands Rural development programme

Narrative Summary	Key Performance Indicators <sup>6</sup>	Means of Verification	Assumptions (A) / Risks (R)
<b>Goal:</b> Reduced rural poverty and regional disparities	<ul style="list-style-type: none"> <li>▪ 62,000 households in targeted areas report increased income by 20%</li> <li>▪ 62,000 households in targeted areas report improvement in assets ownership index by 20% (RIMS level 3)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Baseline and completion survey</li> <li>▪ State Statistical Committee</li> <li>▪ Government statistics</li> <li>▪ UNDP/WB reports</li> </ul>	<ul style="list-style-type: none"> <li>▪ Stable macroeconomic atmosphere (A)</li> <li>▪ Poverty reduction remains priority agenda</li> </ul>
<b>Project Development Objective:</b>			
Increased rural income from improved agricultural production and marketing activities in targeted areas	<ul style="list-style-type: none"> <li>▪ Farmers in targeted areas report increased net farm income through improved access to productive infrastructure, financial services and markets by 20%</li> <li>▪ Nb. of on-farm and off-farm jobs created</li> </ul>	<ul style="list-style-type: none"> <li>▪ Baseline &amp; completion survey</li> <li>▪ Government statistics and TARBIL monitoring</li> <li>▪ Interviews/focus groups</li> </ul>	<ul style="list-style-type: none"> <li>▪ Programme outcomes stimulate economic growth (A)</li> <li>▪ Competition weakens robustness of markets (R)</li> </ul>
Improved natural resource management to reduce vulnerability to climate change impacts.	<ul style="list-style-type: none"> <li>▪ Farmers practicing sustainable agricultural practices increased by 25%</li> </ul>	<ul style="list-style-type: none"> <li>▪ Baseline &amp; completion survey</li> <li>▪ Government statistics and TARBIL monitoring</li> <li>▪ Interviews/focus groups</li> </ul>	<ul style="list-style-type: none"> <li>▪ Provision of adequate technical assistance to support shift in practices and technologies (A)</li> <li>▪ Willingness of farmers to adopt climate resilient practices (R)</li> </ul>
<b>Component 1: Agricultural Productivity and Natural Resource Management</b>			
<b>Outcome 1:</b> Farm productivity sustainably increased	<ul style="list-style-type: none"> <li>• 16,000 small producers in targeted areas report improved productivity by 20%</li> </ul>	<ul style="list-style-type: none"> <li>▪ Baseline and completion survey</li> <li>▪ Programme M&amp;E system</li> <li>▪ MTR</li> <li>▪ MOFAL surveys and reports</li> <li>▪ TARBIL monitoring</li> </ul>	<ul style="list-style-type: none"> <li>▪ Availability of qualified service providers for group facilitation, training and extension activities (A)</li> <li>▪ Farmers are willing to invest in development of the farm production capability (A)</li> </ul>

<sup>6</sup> The final targets will be validated at base line to be conducted in year one and will be disaggregated by gender.

Narrative Summary	Key Performance Indicators <sup>6</sup>	Means of Verification	Assumptions (A) / Risks (R)
<b>Component 2: Market Access Enhancement</b>			
<p><b>Outcome 2:</b> Smallholder producers receive higher product prices</p>	<ul style="list-style-type: none"> <li>• Farm gate product value in the selected Value Chains increase by 30%</li> <li>• Post-harvest losses reduced by 20 % for smallholders producers</li> </ul>	<ul style="list-style-type: none"> <li>• Baseline survey, mid-term and completion reports</li> <li>• MOFAL surveys and reports</li> <li>• Records of wholesale and retail markets</li> <li>• Focus groups/interviews</li> <li>• TARBIL monitoring</li> </ul>	<ul style="list-style-type: none"> <li>• Competitiveness of local products are maintained (R)</li> <li>• Continuity of MOFAL staff (R)</li> </ul>

## Key file 1: Rural poverty and agricultural/rural sector issues

### Key file 1: Rural poverty and agricultural/rural sector issues

Priority Area	Affected Group	Major Issues	Actions needed
Fragmented or small plots	All upland men and women farmers	<ul style="list-style-type: none"> <li>• Erosion and soil loss due to idle lands</li> <li>• High cost of farm operations</li> <li>• Limited access to financial services due to collateral constraints</li> <li>• Low farm gate prices due to poor crop management</li> <li>• Poor quality crop as result of wrong agronomic practices and input use</li> </ul>	<ul style="list-style-type: none"> <li>• Increase unit area productivity and profitability</li> <li>• Promote voluntary consolidation (joint land use) among land owners</li> <li>• Promote contracted farming for high value crops</li> <li>• Increase awareness in absentee land owners on value of asset</li> <li>• Support greenhouse investments for small plots</li> </ul>
High off-farm unemployment	Particularly Women; youth	<ul style="list-style-type: none"> <li>• Low on-farm incomes</li> <li>• Lack of capital to diversify/establish own small enterprise</li> <li>• Lack of information and awareness on income options</li> <li>• Social pull factors of urban living</li> </ul>	<ul style="list-style-type: none"> <li>• Provide financing through grants</li> <li>• Diversify employment opportunities by supporting FOs</li> <li>• Promote PPP to attract private sector</li> <li>• Train in marketing, of tourism and branded local products</li> </ul>
Ineffective farmer organizations	All men and women farmers; youth	<ul style="list-style-type: none"> <li>• Poor/lack of member interest and in-house capacity to manage</li> <li>• Low awareness of benefits of collective action</li> <li>• Farming as a business notion not developed</li> </ul>	<ul style="list-style-type: none"> <li>• Build awareness on benefits of collective action particularly among women and youth</li> <li>• Provide project incentives for collective action such as larger grants or expended investment menu</li> </ul>
Inefficient on farm irrigation practices and water scarcity	All upland men and women farmers	<ul style="list-style-type: none"> <li>• Climate adaptation deficit</li> <li>• Prevalent open earth canal use</li> <li>• Tradition of unsustainable NRM practices</li> </ul>	<ul style="list-style-type: none"> <li>• Promote climate smart irrigation technology, infrastructure and farming practices</li> <li>• Promote GAP</li> <li>• Support greenhouse</li> </ul>

			investments <ul style="list-style-type: none"> <li>• Provide extension support to farmers for on-farm/water management</li> <li>• Improve cc and NRM elements in extension service training</li> <li>• Increase awareness that water and land are critical inputs through training programs</li> </ul>
Inability to access technical, financial services and markets	All upland men and women farmers; youth	<ul style="list-style-type: none"> <li>• Limited skills in entrepreneurship, marketing</li> <li>• Low production volumes don't attract intermediaries</li> <li>• Available market information dissemination modalities used Ineffectively</li> <li>• Poor knowledge management by extension staff</li> </ul>	<ul style="list-style-type: none"> <li>• Promote PPP to attract private sector for investments in marketing and storage infrastructure</li> <li>• Incentivize contacted farming</li> <li>• Create outreach and awareness programs to inform small producers regarding available finance mechanisms (IPARD, MOFAL)</li> </ul>
Poor livestock husbandry practices	Upland households Women and youth	<ul style="list-style-type: none"> <li>• Low meat and milk yields</li> <li>• Poor milk quality</li> <li>• Degraded pastures and rangelands</li> <li>• Insufficient forage crop production</li> </ul>	<ul style="list-style-type: none"> <li>• Provide husbandry training for youth and women</li> <li>• Introduce livestock based climate smart cropping patterns</li> <li>• Target grant allocations to improve livestock husbandry infrastructure</li> <li>• Promote village-level rangeland sustainable pasture management</li> </ul>
Lack of long term strategy for farming	Poor farmers	<ul style="list-style-type: none"> <li>• Farming as a business not understood or known</li> <li>• Specific training needed for women and youth is not targeted</li> </ul>	<ul style="list-style-type: none"> <li>• Strong country program support for farmer training, extension, awareness programs etc.</li> </ul>

## Key file 2: Organizations matrix (strengths, weaknesses, opportunities and threats analysis)

Organization	Strengths	Weaknesses	Opportunities	Threats
Ministry of Agriculture and Rural Affairs (MOFAL)	<ul style="list-style-type: none"> <li>• The major Government agency that has always dealt with food, agriculture and livestock through its 7 technical general directorates</li> <li>• Comprehensive field coverage: 81 provincial and 887 district directorates</li> <li>• Skilled and experienced staff, a total of 31,431 staff providing services at provincial, district and village levels</li> <li>• Availability of female technical staff at all levels (no gender discrimination)</li> <li>• Modern legislative base</li> <li>• High quality leadership with vision and strategy aiming at making Turkey 5th largest agricultural producer in the World by 2023</li> <li>• Field services are provided from well-equipped offices and extensive and new vehicle pool</li> <li>• Well aware and integrated into international networks</li> <li>• Internationally recognized competent research system</li> </ul>	<ul style="list-style-type: none"> <li>• Not singular responsible and authority over agriculture and rural development</li> <li>• Centralized and bureaucratic decision making</li> <li>• Fragmented responsibilities and competencies of different units within the ministry</li> <li>• Excessive reliance on subsidies and supports to create change in agriculture</li> <li>• Inefficient of use of capacity and time of experienced/senior field staff (main focus is on subsidy program implementation)</li> <li>• Time allocated to technical ground work severely limited by bureaucratic processing of the subsidies in the field offices</li> <li>• Inability to operationalize "farming as a business" concept</li> <li>• Operational focus on more fertile, productive lowlands</li> <li>• Insufficient horizontal and vertical coordination between different units</li> <li>• Centralized financial procedures slow field operations</li> <li>• Weaknesses in collection and reliability of agricultural statistics</li> </ul>	<ul style="list-style-type: none"> <li>• Generally high quality technical staff capable of implementing projects</li> <li>• Well-developed system of set of strategies toward 2023</li> <li>• GIS driven parcel identification system allows precise targeting of interventions</li> <li>• Potential to enhance agricultural productivity and profitability including on unutilized and/or underutilized small plots of poor farmers</li> <li>• Well-developed food processing industry</li> <li>• Major international exporter of agricultural products</li> <li>• Flexibility and resources to outsource technical staff</li> <li>• Use of TARBIL to cover farm management needs of small farmers</li> <li>• Collaborate with IFAD to export knowledge</li> </ul>	<ul style="list-style-type: none"> <li>• Risk of dilution of small projects in the overall system</li> <li>• Bureaucracy hinders efficient feedback</li> <li>• Lack of effective policies to promote grass root farmer organizations</li> <li>• Inability to mainstream M&amp;E into decision making/policy</li> <li>• No change in the job-description of field staff to ease them off workload of subsidy processing bureaucracy</li> <li>• Frequent institutional reorganization</li> <li>• Lack of continuity in agricultural policies inhibit investment</li> </ul>



	<ul style="list-style-type: none"> <li>• Awareness of best practice NRM particularly land and water</li> <li>• Use best practices for information technology that is mainstreamed</li> <li>• Handles an investment budget of USD300million and USD3.3billion farmer support program</li> <li>• Responsible for delivery of 5.5 million USD/annum agricultural support</li> <li>• Wealth of experience of multilateral project implementation including 30 years and 8 projects with IFAD</li> <li>• In-depth knowledge of IFAD; has board position</li> <li>• Handles multiple source of funding including EU resources under EU-IPARD funding as “payment agency”. IPARD II (2014-2020) values that EU800million.</li> </ul>	<ul style="list-style-type: none"> <li>• National Rural Network for IPARD not set up</li> <li>• Poor M&amp;E with over emphasis on /input</li> </ul>		
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Ministry of Forestry and Water Works	<ul style="list-style-type: none"> <li>• Singular, undiluted, responsibility and authority over (almost all state owned) forest (OGM) and fresh water (DSI)</li> <li>• Large central and regional and local administrative coverage and experienced, competent staff working under four general directorates and three affiliated agencies</li> <li>• Long-term experience in diverse eco-systems</li> <li>• Awareness of natural resource degradation and impacts of climate change</li> <li>• Large central and regional and local administrative coverage and experienced, competent staff</li> <li>• Services are provided from well-equipped offices and extensive and new vehicle pool</li> <li>• Well-developed notion of long-term planning and implementation</li> <li>• Experience with international projects</li> <li>• Capacity to manage large budget</li> <li>• OGM is capable of handling an annual investment budget of about USD300billion (2015)</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of consistent policy for rural development</li> <li>• Poor coordination with other actors in the rural sector</li> <li>• Limited implementation of integrated basin/watershed management</li> <li>• Rich biodiversity not translated into sustainable rural income generation (non-wood forest products)</li> <li>• Limited innovation due to traditions and institutional inertia</li> <li>• Fragmented responsibilities and competencies of different units within the ministry</li> <li>• Out dated models used by ORKÖY in 21 000 forest villages.</li> <li>• Unfinished cadaster resulting in unsolved ownership problems</li> <li>• Lack of secondary level legislation for implementation of policies</li> </ul>	<ul style="list-style-type: none"> <li>• High quality technical staff capable of implementing projects</li> <li>• Well-developed system of set of strategies toward 2023</li> <li>• Flexibility and resources to outsource technical staff</li> <li>• Rural tourism</li> <li>• Potential to reduce poverty and natural resource degradation in forest villages</li> <li>• Income generating potential of non-wood forest products</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Political and social pressures preventing implementation of strategies</li> <li>• Frequent institutional reorganization</li> <li>• Slow institutional reflexes and low flexibility due to culture of long-term planning</li> <li>• Frequent amendments to legislation</li> <li>• Inability to mainstream M&amp;E into decision making/policy</li> <li>•</li> </ul>
Rural Financial	<ul style="list-style-type: none"> <li>• Extensive rural coverage by Agricultural Bank (TCZB)</li> <li>• High liquidity of TCZB</li> </ul>	<ul style="list-style-type: none"> <li>• Poor financial inclusion of small holders</li> <li>• Interest too high for collateral-constrained</li> </ul>	<ul style="list-style-type: none"> <li>• Large unmet demand for low cost investment capital</li> <li>• Grant programs bridge financing gaps</li> </ul>	<ul style="list-style-type: none"> <li>• Endemic collateral issue of smallholders</li> <li>• Poor business</li> </ul>

Institutions	<ul style="list-style-type: none"> <li>• Access to sources of TCZB by Agricultural Credit Cooperatives (ACCs)</li> <li>• Extensive rural coverage by ACCs 16 regional unions, about 1800 primary cooperatives and 13 incorporations</li> <li>• Private sector supplying 1/3 of agricultural loans and expanding</li> <li>• Complimentary funding available for IPARD and other programs</li> <li>• Robust banking system</li> <li>• Very high repayments rates: 99% for TCZB and 97% for ACC.</li> <li>• IPARD II program avails EU800million for rural development</li> <li>• Low interest rate credits from ORKÖY, 1/7th of interest rate of agricultural credits</li> </ul>	<p>smallholders</p> <ul style="list-style-type: none"> <li>• Farmers knowledge</li> </ul>	<ul style="list-style-type: none"> <li>• Improving entrepreneurship skills on small holders' side to tap available financial and technical opportunities</li> </ul>	<p>planning results in failure of small holdings</p>
Farmers organizations (FOs)	<ul style="list-style-type: none"> <li>• Long-term presence</li> <li>• The system harbors World class organizations (Pankobirlik, Tire, Bademli coop.)</li> <li>• Long term presence</li> <li>• Long-experience and competency in MOFAL</li> <li>• Active agricultural producers union under 6 thematic categories</li> </ul>	<ul style="list-style-type: none"> <li>• Too many small cooperatives not able to impact policy</li> <li>• Fragmentation at the apex level;</li> <li>• Complex legal framework;</li> <li>• Paternalistic role of state hindering voluntarism</li> <li>• Improper and involuntary role of FOs in subsidy programs</li> <li>• Lack of training at all levels;</li> <li>• Lack of functional review;</li> <li>• Domineering members result in corrupt cooperative management</li> </ul>	<ul style="list-style-type: none"> <li>• Bring local communities around common commercial interest</li> <li>• Provide advisory services</li> <li>• Can be used to identify and partners with for PPP investment</li> </ul>	<ul style="list-style-type: none"> <li>• Conceptual biases and scared image of cooperatives (corruption)</li> <li>• Change in support policies make the FO membership redundant since there are used as a tool for agricultural support</li> <li>• Uninformed management can shift development thrust</li> </ul>

NGOs	<ul style="list-style-type: none"> <li>• TZOB having obligatory membership for all farmers</li> <li>• Governments recognize NGOs as stakeholders</li> <li>• NGOs participate in policy quorums</li> <li>• Very few rural development NGOs</li> <li>• NRM and CC actively supported by NGOs</li> <li>• NRM and CC NGOs' proven willingness to work with women and youth</li> <li>• Well-functioning grass root village associations formed for social purposes, effective in maintaining links between resident and migrated populations</li> </ul>	<ul style="list-style-type: none"> <li>• Limited policy impact</li> <li>• Financially unsustainable</li> <li>• Low life expectancy</li> <li>• Weak ownership of TZOB by small scale farmers</li> <li>• Small farmers see TZOB as only collector of dues and fees</li> </ul>	<ul style="list-style-type: none"> <li>• <input type="checkbox"/> Village associations used for dissemination of information <ul style="list-style-type: none"> <li>• Use NGOs for advocacy and beneficiary training in the areas of NRM and CC</li> <li>• Involving NGOs in program enhance their recognition in NRM and CC</li> <li>• Wide outreach through TZOB</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Populist approaches of TZOB hinder farmers' moving toward commercialization</li> </ul>
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### Key file 3: Complementary donor initiatives/partnership potential

Development partner	Nature of Program/Project	Coverage	Status	Complementarity/Synergy Potential
World Bank	Country Partnership Strategy (CPS) for 2012-2016 envisaged financing levels of USD10million. The strategic objectives and pillars are: i) enhanced competitiveness and employment; ii) improved equity and public services; and iii) deepened sustainable development.	In the context of EU harmonization standards, TA support was provided for the Government's preparation of a National Watershed Management Strategy. The Integrated Basin Management Project (under preparation) that extends this engagement will support the implementation of river basin management plans and pilot investments in two river basins, focusing on the coordination of various public institutions and different water users.	Under preparation	Potential for collaboration on rural development aspects of the Project
European Union (EU)	IPARD Program for 2014-2020	EU801million contribution is foreseen to be used for the following measures: <ul style="list-style-type: none"> <li>• Investment in physical assets of agricultural holdings</li> <li>• Investment in physical assets concerning processing and marketing of agriculture and fishery products,</li> <li>• Agro-environment-climate and organic farming measure</li> <li>• Implementation of local development strategies (Leader approach)</li> <li>• Investments in rural public infrastructure</li> <li>• Farm diversification and business development</li> </ul>	Foreseen to start in 2016	Small farmers are not eligible for EU funding (because of non-viability of small farms according to EU criteria). EU's support to bring Turkey close to EU standards in agriculture and veterinary services, particularly food safety and sanitary standards would help the small producers' link to the value chains.
FAO	<ul style="list-style-type: none"> <li>• <input type="checkbox"/>FAO Turkey Partnership Program Phase I: A trust fund financed by Government of Turkey (represented by MOFAL) support the program. Started in 2006 with USD20million contribution from Turkey. Assistance provided on food security and rural poverty reductions in six countries in Central Asia and Turkey. Phase</li> </ul>	<ul style="list-style-type: none"> <li>• Phase II with MOFAL covers work on food security and nutrition, agricultural and rural development, protection and management of natural resources, agricultural policies and food safety.</li> <li>• Program with MFWA includes: <ul style="list-style-type: none"> <li>• Sustainable land management</li> <li>• Forest policy and institutional development</li> <li>• Forest management and protection</li> <li>• Forest products and services</li> <li>• Forest and environment</li> </ul> </li> </ul>	<p>Second Phase with MOFAL just started</p> <p>Forestry Program has just started</p>	<p>To learn lessons from the completed Phase I and incorporate these in the projects in the pipeline</p> <p>Explore opportunities for collaboration with Phase II</p> <p>Work together with FAO as design partner for the</p>

	<p>II: covers 2015-2019.</p> <ul style="list-style-type: none"> <li>• Turkey Partnership Program with MFWA has a Forestry Program with trust fund contribution of USD2million by the Ministry over an initial period of five years</li> <li>• Pipeline Project: Agricultural Implications for Ecosystem Based Adaptation (EBA) to Climate Change in Steppe Ecosystems</li> </ul>	<ul style="list-style-type: none"> <li>• People and forests</li> <li>• Assessment and monitoring</li> <li>• Drought impact monitoring and land degradation assessment</li> </ul>		pipeline projects
UNDP	<p><u>Country program</u> focuses in the following core areas: i) inclusive and sustainable growth, ii) inclusive and democratic governance and iii) climate change and environment</p> <p>Target groups focus on those facing social exclusion or vulnerability e.g. unemployed women, especially in rural areas, persons with disabilities and communities in less developed regions</p> <p><u>Small Grants Program (SGPs)</u>: designed empower communities to become direct and active actors in environment and sustainable development work.</p>	<p>In climate change and environment core area, the primary target will be rural population in sensitive biodiversity/hot spot areas</p> <p>SPG Turkey will enhance and strengthen capacities of community based organizations to engage in consultative processes, apply knowledge management to ensure adequate information flows, implement convention guidelines, and monitor and evaluate environmental impacts and trends through: (1) promoting and disseminating best practices on protected area management, sustainable land use management, increasing climate resilience, maintenance of ecosystem services in GEF SGP focal areas. (2) Supporting the establishment of thematic communication and collaboration networks among NGOs, unions, local producers, scientific communities and governmental/public institutions in GEF SGP focal areas; (3) Strengthening the knowledge and capacity of local communities via thematic trainings on GEF focal areas, guidelines and monitoring and evaluation tools.</p>		<p>Collaborate for capacity building for i) inclusive and sustainable growth, and ii) climate change and environment</p> <p>Improve IFAD outreach for women and youth by using UNDP networks</p> <p>Synchronize targets for SGP to prevent overlap and enhance synergy SGP is actively pursuing partnerships which would benefit both financially, and institutionally</p>

## Key file 4: Target group identification, priority issues and potential response

Target group	Characteristics	Issues/priorities		Responses/activities
Principal beneficiaries of RB-COSOP targeting				
Farmers with marginal and adequate surplus	Own land 2-4 ha Rain-fed/irrigated agriculture Small and fragmented plots Not business oriented farmers	Limited access to financial services due to collateral constraints		Increase access to finance (grants)
		Lack of collective action /organizational capacity and governance		Increase mobilization and awareness for collective action and creation of groups Participate in FOs Exposure visits to successful FOs
		Treat farming as a means of subsistence/limited market Limited skills in entrepreneurship, marketing		Training on farming as a business and simple book keeping and entrepreneurship
		Environmental degradation, lack of/limited irrigation infrastructure		Soil and water conservation activities /rangeland management/small infrastructures for irrigation
Farmers with large surplus	Own no less than 4 ha land and agricultural production is oriented to market Large plots of irrigated land Business oriented farmers			Act as "model farmer" for the others
		Improve production quality and quantity		Improve access to finance, market and knowledge
		Individual farmers/lack of collective action		Engage actively in FOs Training on entrepreneurship
Very Poor farmers	Landless or near landless; Access to social support from government	Vulnerable livelihoods Lack of assets Lack of skills		Labor saving technologies and equipment for drying processing Introduction of poultry production to groups of poor women Technical training on poultry production Technical training on processing, drying and packaging fruits
Women	More likely to be poor, higher unemployment, work as unpaid family labor, generally disadvantaged in economic issues compared to men. Play major role in vegetable farming, production of milk and dairy products, poultry production for domestic consumption or marketing locally	Human assets	Conflicting demands on time Lack technical and business skills Less access to information than men	Target for women's participation in training and exposure visits to other cooperatives/women's groups (learning) Select as lead farmers when appropriate and promote awards events Promote participation in business skills training Strengthen gender mainstreaming in extension staff skills and message delivery
		Natural assets	According to traditional practices could not use inherited land –	Target for women's participation in clusters Women representation in cooperatives (at least 30%)
		Physical assets	Limited access to extension services, training Weak linkages to market information, markets Low rates of technology adoption	Ensure extension services gender-sensitive and inclusive through training Potential development for milk value chain and increase production of milk/dairy production.

		Social assets	Traditionally not participate in decision-making bodies Limited access to agricultural information through extension service Reticent to speak in public	Encourage attendance at project sensitization meetings and have at least 50% participants Promote group formation and strengthening among women Provide leadership and entrepreneurship training Encourage participation in farmers' associations and organization, at least 30% women.
Female-headed households (rare in the project area) (in addition to issues facing women in general, as noted above)	Among poorer HHs, with greater burden of dependents, lower earning capacity, fewer assets	Human assets	Ability to cultivate land constrained by labor especially if widowed, elderly Difficult to perform some tasks based on gender division of labor Make more use of family labor and less use of hired labor	Labor saving technology Engagement in alternative activities that can be performed at home: drying processing, jam production, poultry, and production of aromatic and medicinal plant in the garden.
		Natural assets		
		Physical assets		
Youth	People aged 15-30 with high tendency to migration	Human assets	Reticent to participate in agriculture Prefer off-farm work Migrate away from rural areas Lack of/limited technical and business skills	Training in farming as a business and entrepreneurship Mentoring programmes Select as lead farmers when appropriate Strengthen youth mainstreaming in extension staff skills and message delivery
		Natural assets	Difficulty in accessing land Delayed inheritance from elderly parents	
		Physical assets		
		Financial assets	Limited access to financial services due to collateral constraints Lack financial resources to buy inputs and technologies	Promote youth participation in FOs to collectively access financial support from the project
		Social assets		Encourage attendance at project sensitization meetings Promote group formation and strengthening among youth Provide leadership training Encourage participation in village decision-making bodies, including committees, cluster committees, irrigation association and management committee, farmers' associations and higher level farmer organizations



Nomads (relevant for Upper Taurus Mountains)	Between 120/150 families (registered/number of total nomads not yet defined). Vulnerability due to reduced access to natural resources for animal feeding, reduction of traditional grazing area, I  Limited literacy and lack of access to basic social services	Vulnerable livelihoods, depending exclusively on livestock and complementary dairy production. Lack of access to resources (water) and basic services in the project area Lack of knowledge on law and regulations/lack of participation in decision making on NRM Erosion of traditional institutions and organization	In support of existing field veterinary services Training of selected Yörüks pastoralists as Community Animal Health Workers on basic animal health practices (e.g. deworming) to improve livestock health. Use participatory methodology to increase understanding and competence through community conversations, behavior change communication for consulting with rangeland users (nomads and resident HHs) this include information on low and regulation for the rangeland as well as explaining the relevance of animal mobility for the eco-system. Support nomads families to identify representatives Include representatives in the Committees for grazing plan preparation.
	Poorest households travelling with camels	Longer travel distance due to re-routing to avoid forestry activity area and/or planted private fields.	Use participatory common property resource management/planning methods/approaches Identification and provision of services identified and selected by the communities in a menu of options: mobile veterinary services as well as small infrastructures.
	Better off families moving with tracks/larger number of flocks/shepherds hired	Longer travel distance due to re-routing to avoid forestry activity areas and/or planted private fields.	Participation to demonstration of actions for soil conservation and Use COMMOD for participatory common property resource management/planning
<b>Secondary beneficiaries of targeting</b>			
Agricultural extension staff particularly Farmer Support Teams)	Provincial and field	Limited skills in gender mainstreaming and youth Limited understanding and competence in participatory development approaches Limited skills in conflict resolution on shared resources Limited skills in community empowerment Women under-represented	Specialist training for gender focal points at all levels, from province to the field. Support the work of the Project Management Units Support the preparation of gender and social inclusion plans and manuals Integrate gender and social inclusion, as well as participatory methods into training and refresher training for extension staff Train staff to conduct participatory consultation ( i.e. nomads) Encourage secondment of women extension staff Train extensions service to undertake activities that consider the calendar and needs of the nomads. Train the extension service to conduct demand driven consultation and Commode approach.