

Signatura: EB 2016/118/R.14  
Tema: 8 d)  
Fecha: 18 de agosto de 2016  
Distribución: Pública  
Original: Inglés

**S**



Invertir en la población rural

## República de Turquía

### Programa sobre oportunidades estratégicas nacionales

#### **Nota para los representantes en la Junta Ejecutiva**

##### Funcionarios de contacto:

##### Preguntas técnicas:

**Khalida Bouzar**

Directora

División de Cercano Oriente, África del Norte y Europa

Tel.: (+39) 06 5459 2321

Correo electrónico: k.bouzar@ifad.org

##### Envío de documentación:

**William Skinner**

Jefe

Oficina de los Órganos Rectores

Tel.: (+39) 06 5459 2974

Correo electrónico: gb\_office@ifad.org

**Dina Saleh**

Gerente del Programa en el País

División de Cercano Oriente, África del Norte y Europa

Tel.: (+39) 06 5459 2780

Correo electrónico: d.saleh@ifad.org

Junta Ejecutiva— 118º período de sesiones  
Roma, 21 y 22 de septiembre de 2016

---

Para **examen**

# Índice

|  |            |
|--|------------|
| <b>Acrónimos y siglas</b>  | <b>iii</b> |
| <b>Mapa de las operaciones financiadas por el FIDA en Turquía</b>  | <b>iv</b>  |
| <b>Resumen</b>   | <b>v</b>   |
| <b>I. Diagnóstico del país</b>   | <b>1</b>   |
| <b>II. Enseñanzas y resultados previos</b>   | <b>3</b>   |
| <b>III. Objetivos estratégicos</b>   | <b>5</b>   |
| <b>IV. Resultados sostenibles</b>  | <b>6</b>   |
| A. Focalización y género   | 6          |
| B. Ampliación de escala  | 6          |
| C. Actuación normativa   | 7          |
| D. Recursos naturales y cambio climático   | 7          |
| E. Agricultura y desarrollo rural que tienen en cuenta la nutrición  | 8          |
| <b>V. Ejecución satisfactoria</b>  | <b>8</b>   |
| A. Marco de financiación   | 8          |
| B. Seguimiento y evaluación  | 9          |
| C. Gestión de los conocimientos  | 10         |
| D. Asociaciones  | 10         |
| E. Innovaciones  | 11         |
| F. Cooperación Sur-Sur y triangular  | 11         |
| <br>   |            |
| <b>Apéndices</b>   |            |
| <b>I. COSOP results management framework</b><br>(Marco de gestión de los resultados del COSOP)   | <b>1</b>   |
| <b>II. Agreement at completion point of last country programme evaluation</b><br>(Acuerdo en el punto de culminación de la última evaluación del programa en el país)  | <b>3</b>   |
| <b>III. COSOP preparation process including preparatory studies, stakeholder consultation and events</b><br>(Proceso de preparación del COSOP, incluidos los estudios preparatorios, las consultas con las partes interesadas y las actividades)   | <b>10</b>  |
| <b>IV. Natural resources management and climate change adaptation: Background, national policies and IFAD intervention strategies</b><br>(Gestión de los recursos naturales y adaptación al cambio climático: antecedentes, políticas nacionales y estrategias de intervención del FIDA) | <b>12</b>  |
| <b>V. Country at a glance</b><br>(Panorama general del país)   | <b>17</b>  |
| <b>VI. Concept note(s)</b><br>(Notas conceptuales)   | <b>19</b>  |

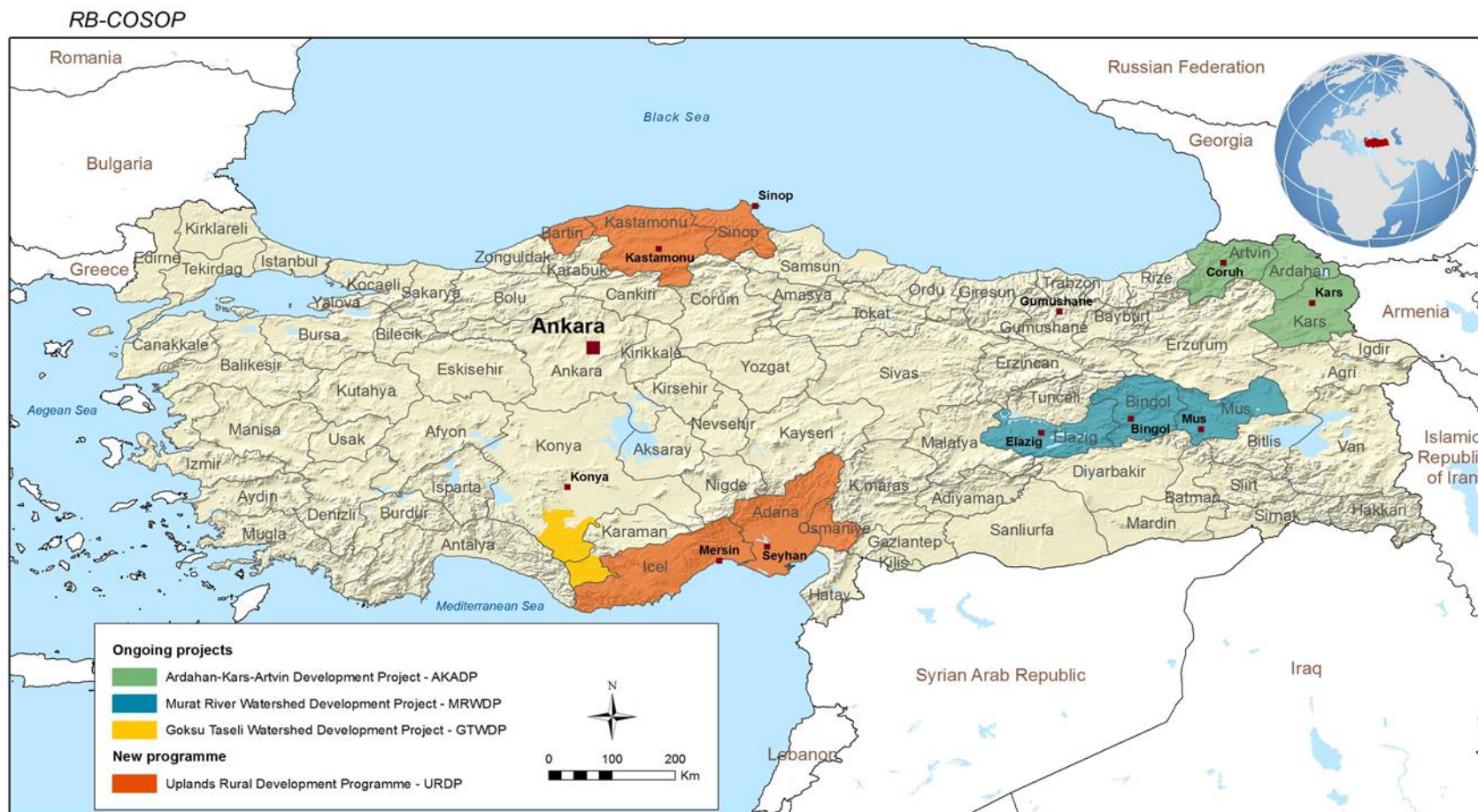
**Expedientes principales**

|  |           |
|--|-----------|
| <b>Key file 1: Rural poverty and agricultural/rural sector issues</b>                                      | <b>27</b> |
| (Cuestiones relacionadas con la pobreza rural y el sector agrícola y rural)                                |           |
| <b>Key file 2: Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT] analysis)</b> | <b>29</b> |
| (Matriz de organizaciones [análisis de las fortalezas, oportunidades, debilidades y amenazas])             |           |
| <b>Key file 3: Complementary donor initiative/partnership potential</b>                                    | <b>34</b> |
| (Posibilidades complementarias de asociaciones o iniciativas con donantes)                                 |           |
| <b>Key file 4: Target group identification, priority issues and potential response</b>                     | <b>36</b> |
| (Identificación del grupo objetivo, cuestiones prioritarias y posible actuación)                           |           |

## **Acrónimos y siglas**

|          |   |
|----------|---|
| AOD      | asistencia oficial para el desarrollo   |
| BIsD     | Banco Islámico de Desarrollo  |
| COSOP-BR | programa sobre oportunidades estratégicas nacionales basado en los resultados |
| EPP      | evaluación del programa en el país  |
| FMAM     | Fondo para el Medio Ambiente Mundial  |
| IDH      | índice de desarrollo humano   |
| IDH-D    | índice de desarrollo humano ajustado por la desigualdad                       |
| IPARD    | Instrumento de Preadhesión en favor de Desarrollo Rural                       |
| OCDE     | Organización para la Cooperación y el Desarrollo Económicos                   |
| OFID     | Fondo OPEP para el Desarrollo Internacional                                   |
| PBAS     | sistema de asignación de recursos basado en los resultados                    |
| PIB      | producto interno bruto  |
| RNB      | renta nacional bruta  |
| SyE      | seguimiento y evaluación  |
| TIKA     | Organismo Turco de Cooperación y Coordinación                                 |

## Mapa de las operaciones financiadas por el FIDA en Turquía



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

Map compiled by IFAD | 17-05-2016

Las denominaciones empleadas y la forma en que aparecen presentados los datos en este mapa no suponen juicio alguno del FIDA respecto de la demarcación de las fronteras o límites que figuran en él ni acerca de las autoridades competentes.

Mapa elaborado por el FIDA | 01-06-2016

## Resumen

1. El presente programa sobre oportunidades estratégicas nacionales basado en los resultados (COSOP-BR) para Turquía abarca el período 2016-2021. Se trata del tercer COSOP para el país, pero el primero en estar basado en los resultados. La estrategia aprovecha el análisis de las experiencias y enseñanzas extraídas de los proyectos financiados por el FIDA en el país, la evaluación del programa en el país (EPP) completada recientemente y el estudio efectuado por el FIDA en 2015 conforme a los Procedimientos para la evaluación social, ambiental y climática.
2. Turquía es un país de ingresos medios altos. En 2014, la renta nacional bruta (RNB) per cápita fue de USD 10 830. Pese a su impresionante crecimiento, Turquía se enfrenta a numerosos desafíos, entre ellos la integración en la Unión Europea, las desigualdades de género, la migración juvenil, el cambio climático y las disparidades regionales. Las disparidades regionales se registran en gran medida a lo largo del eje Este-Oeste. La agricultura, que en 2014 representaba el 8,6 % del producto interno bruto (PIB), ha dejado de ser el principal motor del crecimiento económico de Turquía pero conserva su importancia por el empleo rural. Entre 2007 y 2012 esta actividad dio empleo a cerca del 61 % de la población rural y también es el sector donde más mujeres trabajan.
3. Desde 1982, el FIDA ha financiado 10 proyectos en Turquía. De los USD 661,1 millones invertidos en total, el FIDA ha aportado USD 189 millones. Más de 1 350 000 hogares se han beneficiado de la asistencia del FIDA. Como han confirmado recientemente las conclusiones de la EPP, las intervenciones respaldadas por el FIDA fueron pertinentes a las necesidades de la población pobre de las zonas rurales y contribuyeron sustancialmente a la creación de activos físicos y financieros, tanto a nivel individual como de aldea. En el marco de los proyectos concluidos recientemente, se calcula que los ingresos aumentaron en promedio un 55 %.
4. La transición de Turquía a la condición de país de ingresos medios altos no ha erradicado la pobreza en el país, sino que continúa habiendo focos de pobreza, sobre todo en las tierras altas. Los sectores público y privado no han abordado con suficiente agilidad los problemas de los sectores agrícola y rural, ni la pobreza asociada que afecta a la población pobre productiva que habita en estas tierras altas. En ellas se observan los efectos de unos bajos niveles de inversión en todos los sectores, y unas condiciones de vida precarias que hacen que la emigración rural sea algo inevitable. El resultado ha sido una disminución de la seguridad alimentaria y de las posibilidades para la explotación agrícola. En consecuencia, las zonas montañosas de Turquía constituyen la zona específica en la que el FIDA ha de intervenir dada su ventaja comparativa en el ámbito de las operaciones en zonas remotas y marginadas.
5. El objetivo estratégico general del presente COSOP es contribuir a reducir la pobreza rural en las tierras altas de Turquía. Utilizando la focalización, el género, el empoderamiento de las comunidades, las innovaciones con fines de ampliación de escala y el establecimiento de asociaciones como principales principios de actuación, los dos objetivos estratégicos siguientes, que se refuerzan mutuamente, guiarán la actuación presente y futura del FIDA en Turquía:
  - **Objetivo estratégico 1: mejorar el acceso de los pequeños agricultores pobres productivos a los mercados.** Este objetivo se logrará mediante: i) la capacitación y el fomento de la capacidad de todos los actores participantes en las cadenas de producción agrícola, prestando especial atención a los jóvenes con mayor tendencia a emigrar, las mujeres, las organizaciones formales de agricultores y los grupos informales de interés; ii) la mejora de la infraestructura agrícola productiva y de almacenamiento a fin de reducir las pérdidas posteriores a la cosecha y mejorar las instalaciones

de almacenamiento, y iii) la mejora del acceso a información sobre los mercados que permita orientar las decisiones con vistas a aumentar la calidad y los volúmenes de producción y diversificarla.

- **Objetivo estratégico 2: incorporar la gestión sostenible de los recursos naturales en todos los aspectos de la producción agrícola en las tierras altas y mejorar la capacidad de resistencia al clima en las tierras altas.** Este objetivo se logrará mediante: i) la promoción de tecnologías y mejores prácticas de conservación del suelo y el agua; ii) la sensibilización y generación de conocimientos sobre el cambio climático y el uso o la degradación de la tierra, y iii) la promoción de prácticas agrícolas atentas al clima, como la producción de cultivos bajo cubierta, el riego por goteo y de aspersión, las redes de protección contra el granizo, etc.

# República de Turquía

## Programa sobre oportunidades estratégicas nacionales

### I. Diagnóstico del país

1. **Contexto del país.** Turquía tiene una población total de 74,9 millones de habitantes. La gran mayoría, el 72 %, vive en zonas urbanas. En el Informe de Desarrollo Humano de 2014 Turquía figura en la categoría de desarrollo humano alto, en el puesto 69 de un total de 187 países. Aunque el país está situado en el Mediterráneo, donde las condiciones climáticas son moderadas, los distintos paisajes y las montañas que se ubican en sentido paralelo a las costas septentrional y meridional originan tres zonas climáticas principales: la zona mediterránea, la zona subtropical y la zona continental. Esta diversidad otorga al país un gran potencial para generar una cadena de suministro de materias primas sostenible para su sector de la elaboración, lo que ayuda a consolidar su papel destacado de exportador de alimentos y bebidas. De hecho, Turquía se ha convertido en un polo regional para la producción, la elaboración y la exportación de productos alimenticios a los grandes mercados europeos y de Oriente Medio.
2. **Contexto económico.** Turquía es un país de ingresos medios altos, con una RNB de USD 10 830 (2014)<sup>1</sup> y un PIB de USD 813 000 millones (2014); ello la convierte en la decimotercera economía del mundo. Entre 2002 y 2014, la tasa media de crecimiento del PIB fue del 5,2 %. La economía de Turquía, principalmente de libre mercado, es una compleja combinación de un sector industrial y comercial moderno con un sector agrícola que ha experimentado cambios considerables en el último decenio. La agricultura concentra cerca del 20 % del empleo, aunque solo representa el 8,6 % del PIB (2014). Pese a su impresionante crecimiento, el país debe abordar numerosos desafíos, como la creciente integración en la Unión Europea, las desigualdades de género, la migración juvenil, el cambio climático y las disparidades regionales. El valor del índice de desarrollo humano del país ajustado por la desigualdad (IDH-D) es 0,641, un 16 % inferior al valor de su Índice de Desarrollo Humano (IDH) y por debajo de la media de la Unión Europea y de la Organización para la Cooperación y el Desarrollo Económicos (OCDE). Este bajo IDH-D refleja la desigual distribución de los logros en el seno de la sociedad turca y las disparidades regionales. Las regiones más rezagadas (Anatolia Oriental, Anatolia Sudoriental y la región del Mar Negro) ocupan el 40 % de la superficie terrestre de Turquía y concentran el 30 % de la población (cerca de 26 millones a finales de 2014) y menos del 20 % del ingreso de la economía. El PIB per cápita en estas regiones representa solo el 60 % del promedio nacional.
3. **Pobreza.** El país ha hecho notables progresos en la reducción de la pobreza en los últimos 20 años. Según las estadísticas del Banco Mundial, el porcentaje de población que vive por debajo de la línea de pobreza descendió del 30,3 % en 2004 al 2,3 % en 2014 (1,6 % en las zonas urbanas y 5,9 % en las zonas rurales). Sin embargo, según las estadísticas del Ministerio de Desarrollo, aproximadamente el 16,3 % de la población vive por debajo de la línea de pobreza (USD 1,699 al día). Unos 7,3 millones de personas (el 9,5 % de la población) viven en aldeas ubicadas en zonas de bosque, principalmente en las tierras altas e, independientemente de si están ubicadas en el eje Este-Oeste, figuran entre las más pobres del país. El índice de desigualdad de género de Turquía es de 0,359, lo que la sitúa en el puesto 72 de un total de 149 países. Las mujeres participan todavía escasamente en la gobernanza, y es muy limitado el acceso y el control que tienen de recursos como la tierra y la financiación. Desempeñan tareas principalmente en el sector agrícola, donde representan el 44 % de la mano de obra.

<sup>1</sup> <http://datos.bancomundial.org/indicador>



4. **Agricultura.** El sector agrícola es la mayor fuente de empleo en Turquía y contribuye notablemente al PIB, las exportaciones y el desarrollo rural del país. Pese a estar perdiendo importancia frente a los sectores industrial y de servicios, la agricultura sigue desempeñando una función esencial en la sociedad turca, pues emplea a un cuarto de la mano de obra y genera la mayor parte de los ingresos y oportunidades de empleo en las zonas rurales. El principal problema estructural del sector radica en la fragmentación de la tierra, debido sobre todo al impacto acumulativo de las leyes sucesorias que dividen la tierra en partes iguales entre los herederos. La superficie media de tierra por agricultor es de 6,8 hectáreas. Esta situación disuade a los agricultores de invertir en tecnologías adecuadas, restringe el acceso a las parcelas y el riego, limita la elección de los cultivos, dificulta la realización de las labores agrícolas de acuerdo a un calendario y aumenta los costos de producción.
5. **Clima y medio ambiente.** En general, el 85 % de la superficie terrestre de Turquía sufre algún grado de erosión del suelo, de leve a grave, que afecta al 54 % de las zonas boscosas, al 59 % de las tierras agrícolas y al 64 % de los pastizales. Por otro lado, más del 54 % de la superficie de Turquía consiste en ecosistemas áridos y semiáridos amenazados por la desertificación. Las previsiones con respecto a la incidencia del cambio climático, la pérdida de biodiversidad y el aumento de la aridez, sumadas al aumento de la producción agrícola, forestal y ganadera en las regiones áridas, suscitan una creciente preocupación. Turquía figura en la lista de países con escasez de agua. La presión sobre los recursos hídricos proviene de todos los sectores, especialmente de la agricultura, que utiliza el 75 % del agua del país. Según el informe de 2007 del Grupo Intergubernamental de Expertos sobre el Cambio Climático, se prevé que Turquía experimente un descenso en los rendimientos agrícolas debido a la disminución de las precipitaciones en las regiones semiáridas, el aumento de las temperaturas y la menor disponibilidad de agua para actividades de riego.
6. **Principales desafíos.** Los problemas que afectan a las zonas rurales son multidimensionales y persistentes, en especial en las regiones rezagadas y aldeas de las tierras altas. Entre ellos cabe destacar las deficiencias en materia de recursos humanos (bajo nivel educativo y de habilidades); la ineficacia de las estructuras institucionales, como las organizaciones de agricultores; la alta dispersión de los patrones de asentamiento; la falta de inversión en el desarrollo y mantenimiento de obras de infraestructura física, social y cultural; una elevada tasa de desempleo encubierto, y la insuficiente diversificación de las actividades agrícolas y no agrícolas, que generan ingresos bajos y una calidad de vida relativamente baja para la población rural. Estos problemas provocan la migración de las zonas rurales a las urbanas, principalmente del este al oeste del país, entre distintas regiones y dentro de la misma región.
7. **Riesgos.** En 2015, el índice de percepción de la corrupción de Transparency International situó a Turquía en el puesto 66 de un total de 168 países (dos puestos más abajo que en 2014, cuando ocupaba el lugar 64 de 174), con una puntuación de 42. El proceso de adhesión a la Unión Europea ha sido el principal motor de los esfuerzos del Gobierno de lucha contra la corrupción. La seguridad se había identificado como un riesgo que influye en los medios de vida y el nivel de inversión del sector privado en el país. Sin embargo, las regiones de intervención propuestas están en general libres de conflicto y se prevé que seguirán estándolo. A nivel de ejecución, las enseñanzas extraídas de los proyectos anteriores y en curso indican que los retrasos en el establecimiento de las unidades de gestión de los proyectos demoraron su puesta en marcha. Los problemas obedecieron principalmente a los largos procesos de contratación de algunos funcionarios del cuadro orgánico y a la falta de interés de los proveedores de servicios en trabajar o desplazarse a zonas expuestas a riesgos de seguridad. Estos problemas se habrían resuelto adoptando un enfoque proactivo, por ejemplo, asegurándose de aprobar

rápidamente las descripciones de los puestos de trabajo del personal de los proyectos y de poner en marcha los procesos de adquisición de bienes y contratación de servicios inmediatamente después de firmar los convenios de préstamo.

## II. Enseñanzas y resultados previos

8. La cooperación entre el FIDA y el Gobierno de Turquía comprende préstamos de inversión y donaciones, así como actividades no crediticias como la gestión de los conocimientos, el diálogo sobre políticas y el establecimiento de asociaciones. El FIDA ha financiado 10 proyectos desde 1982. El costo total del programa ascendió a USD 661,1 millones, que incluía fondos del FIDA (USD 189 millones), fondos de los cofinanciadores (USD 148,8 millones) y contribuciones de las contrapartes (USD 323,3 millones). Desde 1982, más de 1 350 000 hogares se han beneficiado de la asistencia del FIDA a Turquía.
9. La reciente EPP confirmó las principales conclusiones formuladas en los informes finales de los dos proyectos concluidos recientemente (el Proyecto de Desarrollo de Sivas y Erzincan y el Proyecto de Desarrollo en Diyarbakir, Batman y Siirt), que se exponen a continuación.
  - a) **Activos físicos.** Los proyectos financiados por el FIDA contribuyeron sustancialmente a la creación de activos físicos para la población rural pobre, tanto a nivel individual como de aldea. Entre los logros recientes cabe destacar: i) la instalación de 46 sistemas de alcantarillado en las aldeas; ii) el desarrollo de siete sistemas de riego en una superficie de 8 892 hectáreas (lo que multiplicó por 1,5 el valor de la tierra); iii) la construcción de 175 kilómetros de caminos rurales, y iv) la construcción o modernización de aproximadamente 150 graneros. En el marco de estos proyectos también se proporcionaron tecnologías y equipos de refrigeración, almacenamiento y transporte de leche a 300 asociaciones de productores, lo que aumentó el número de activos físicos que poseían y gestionaban las comunidades. El Proyecto de Desarrollo en Diyarbakir, Batman y Siirt dio lugar a más de 2 250 nuevos puestos de trabajo equivalentes a tiempo completo o empleos mejor pagados.
  - b) **Activos financieros.** Las operaciones del FIDA mejoraron manifiestamente el acceso de los hogares rurales a los recursos financieros necesarios para poner en marcha una empresa agrícola o expandirla. Estas mejoras son consecuencia directa de los programas de donaciones de contrapartida financiados por el Fondo y de un mayor conocimiento, por parte de los beneficiarios, de otras opciones de financiación como los programas de donaciones del Gobierno (por ejemplo, para ganado de pura raza), el programa de donaciones de la Unión Europea conocido como Instrumento de Preadhesión en favor del Desarrollo Rural (IPARD) y los préstamos en condiciones favorables que concede el banco agrícola de Turquía, el Ziraat Bank.
  - c) **Productividad agrícola.** La inversión en sistemas de riego mejoró la disponibilidad de agua y el uso eficiente de este recurso en más de un 30 %. Según los agricultores, los rendimientos de la remolacha azucarera, el tomate, la uva, la manzana y el trigo aumentaron en promedio un 60 %. Los proyectos permitieron a los agricultores reducir su dependencia de un único cultivo e introducir medidas de diversificación. En el marco de estos proyectos concluidos recientemente se observó un incremento medio de los ingresos del 55 %.

- d) **Producción lechera y otras empresas.** Por medio de su participación, el pequeño productor lechero medio consiguió aumentar el tamaño de sus rebaños en un 35 % e incrementar la producción de leche en un 30 %, lo que dio lugar a una tasa interna de rendimiento del 20 %. El apoyo del FIDA a la apicultura como actividad rural no agrícola generadora de ingresos permitió aumentar la producción de miel en aproximadamente un 80 % por colmena.
- e) **Condiciones de vida en las aldeas más pobres.** El apoyo proporcionado para construir sistemas de alcantarillado, caminos secundarios, sistemas de agua potable y panaderías comunitarias mejoró el nivel de vida en las aldeas. Entre los efectos positivos se destacan el mayor acceso a los mercados, la reducción de la carga de trabajo de las mujeres y el fomento de la cooperación en grupo. En el marco del Proyecto de Desarrollo de Sivas y Erzincan, los beneficiarios de 30 aldeas confirmaron que la inversión en los sistemas de alcantarillado había mejorado las condiciones de higiene y salud, especialmente entre los niños. Además, casi todas las casas se equiparon con instalaciones sanitarias higiénicas.
10. Las principales enseñanzas aplicables a futuras inversiones son las siguientes:
- a) **Incluir un plan estratégico de inversiones.** El enfoque de planes estratégicos de inversiones dio lugar a vínculos con los mercados, una mayor productividad y mejores ingresos para los productores que redundaron en beneficio de las pequeñas y medianas empresas rurales. Este enfoque podría reproducirse en otros subsectores y áreas geográficas de Turquía, respetando la atención prioritaria que presta el FIDA a los habitantes más pobres de las zonas rurales.
- b) **Ofrecer un programa de donaciones de contrapartida.** Las donaciones de contrapartida concedidas por el Gobierno no estaban enfocadas a la población pobre, ni tenían en cuenta la capacidad de absorción de los beneficiarios. El programa de donaciones de contrapartida del FIDA resolvió esta cuestión. Los procedimientos aplicados a este programa deben ser objeto de seguimiento para asegurarse de que se empleen los criterios idóneos para seleccionar a los grupos objetivo, se fije el porcentaje de donación adecuado y se capacite a los beneficiarios sobre los procedimientos relativos a las donaciones.
- c) **Apoyar a las organizaciones de agricultores.** El apoyo prestado para fortalecer las organizaciones de agricultores y de productores contribuyó al aumento de la producción y las capacidades de gestión. Si se da continuidad a este apoyo se logrará mejorar la productividad, los ingresos y el poder de negociación.
- d) **Respaldar las cadenas de valor favorables a la población pobre.** La selección de las cadenas de suministro y las instituciones tuvo como objetivo promover la comercialización de los productos agrícolas sin desviar la atención de los productores más pobres y de las necesidades de las instituciones intermediarias (como las organizaciones de agricultores).
- e) **Mejorar las deficiencias del sistema de seguimiento y evaluación (SyE).** Los proyectos respaldados por el FIDA y otros organismos presentaron deficiencias en materia de SyE, sobre todo a la hora de presentar información sobre los resultados y el impacto a nivel local, regional y nacional. Es necesario fortalecer las capacidades de SyE de los asociados en la ejecución y someterlas a un seguimiento riguroso. Asimismo, el FIDA debe fomentar la creación de capacidad y prestar apoyo a la ejecución.

- f) **Aumentar la participación del sector privado, actualmente limitada, en las tierras altas remotas.** Hasta la fecha, los programas de desarrollo impulsados por el Gobierno no han logrado atraer al sector privado. A la hora de asociarse con los organismos gubernamentales, las intervenciones del FIDA deberían garantizar que la capacitación y el fomento de la capacidad a nivel de los productores se realice de antemano. Deberían introducirse en el mercado nuevos productos (por ejemplo, variedades nuevas) y servicios (por ejemplo, de almacenamiento) a través de los planes estratégicos de inversiones, en estrecha colaboración con los representantes del sector privado de la cadena de valor en cuestión (es decir, pequeños productores/organizaciones y transformadores de productos agrícolas o comerciantes/exportadores).

### III. Objetivos estratégicos

11. En un país extenso y de ingresos medios altos como Turquía, la contribución general del FIDA al desarrollo puede parecer insignificante. No obstante, los asociados y responsables de la formulación de políticas en el país están acudiendo más al FIDA para que demuestre nuevos modelos y enfoques, y proporcione productos y servicios, al igual que ha aumentado el alcance con respecto a los conocimientos especializados que se deben movilizar. El éxito y los resultados del programa del FIDA han acentuado aún más esta demanda. La atención institucional que viene otorgando más recientemente el FIDA a las cadenas de valor y el acceso de la población pobre a los mercados respalda las estrategias nacionales de desarrollo agrícola y rural. Es sumamente necesario hallar medios eficaces de fortalecer los vínculos entre la población pobre productiva y los mercados. Se trata de un vínculo desatendido, ya que los sectores público y privado se han concentrado en zonas más prosperas, más rentables y dotadas de mayores recursos que plantean menos problemas de tipo geográfico y ecológico. Las tierras altas han padecido los efectos de unos bajos niveles de inversión en todos los sectores y, dadas las precarias condiciones de vida, la emigración rural resulta inevitable. Como consecuencia, disminuyen las oportunidades de producción agrícola y, en cierta medida, corre peligro la seguridad alimentaria local. Por consiguiente, las zonas montañosas de Turquía constituyen la zona específica en la que el FIDA ha de intervenir dada su ventaja comparativa en el ámbito de las operaciones en zonas remotas y marginadas.
12. El objetivo estratégico general del programa sobre oportunidades estratégicas nacionales (COSOP) es contribuir a reducir la pobreza rural en las tierras altas de Turquía. Este objetivo está en plena consonancia con: i) la estrategia a largo plazo del Gobierno y las prioridades de otros sectores; ii) el Marco Estratégico del FIDA 2016-2025, y iii) los Objetivos de Desarrollo Sostenible aplicables a Turquía. Utilizando la focalización, el género, el empoderamiento de las comunidades, las innovaciones con fines de ampliación de escala y el establecimiento de asociaciones como principales principios de actuación, los dos objetivos siguientes, que se refuerzan mutuamente, guiarán la actuación presente y futura del FIDA en Turquía:
  - **Objetivo estratégico 1: mejorar el acceso de los pequeños agricultores pobres productivos a los mercados.** Este objetivo se logrará mediante: i) la capacitación y el fomento de la capacidad de todos los actores participantes en las cadenas de producción agrícola, prestando especial atención a los jóvenes con mayor tendencia a emigrar, las mujeres, las organizaciones formales de agricultores y los grupos informales de interés; ii) la mejora de la infraestructura agrícola productiva y de almacenamiento a fin de reducir las pérdidas posteriores a la cosecha y mejorar las instalaciones de almacenamiento, y iii) la mejora del acceso a información sobre los mercados que permita orientar las decisiones con vistas a aumentar la calidad y los volúmenes de producción y diversificarla.

- **Objetivo estratégico 2: incorporar la gestión sostenible de los recursos naturales en todos los aspectos de la producción agrícola en las tierras altas y mejorar la capacidad de resistencia al clima en las tierras altas.** Este objetivo se logrará mediante: i) la promoción de tecnologías y mejores prácticas de conservación del suelo y el agua; ii) la sensibilización y generación de conocimientos sobre el cambio climático y el uso o la degradación de la tierra, y iii) la promoción de prácticas agrícolas atentas al clima, como la producción de cultivos bajo cubierta, el riego por goteo y de aspersión, las redes de protección contra el granizo, etc.

## IV. Resultados sostenibles

### A. Focalización y género

13. El **grupo objetivo** estará compuesto por pequeños agricultores productivos (hombres y mujeres), agricultores, pastores, y mujeres y jóvenes de las zonas rurales dispuestos a trabajar en pequeñas y medianas empresas vinculadas a las fases iniciales de las cadenas de valor comerciales. Todos los grupos objetivo deberán presentar una solicitud para acceder a los beneficios del programa (autofocalización). Los solicitantes que aspiren a recibir inversiones por medio de donaciones de contrapartida deberán cumplir los criterios de admisibilidad. Se dará prioridad a las propuestas procedentes de organizaciones de agricultores que incluyan al menos un 30 % de mujeres.
14. En la **focalización geográfica** se determinó que en las regiones montañosas había buenas posibilidades de introducir mejoras sustanciales en materia de productividad y rentabilidad agrícolas. Se registran desigualdades sistemáticas entre las diferentes zonas montañosas y otras partes de Turquía, sino también entre las partes altas y bajas de las regiones montañosas. Las aldeas de montaña sufren una mayor incidencia de la pobreza, lo cual es el primer criterio de la focalización geográfica. El presente COSOP tendrá un grupo objetivo prioritario y un grupo objetivo secundario.
15. La **estrategia en materia de género** y el plan de acción para su aplicación incorporarán medidas destinadas a mejorar la producción y desarrollar vínculos con los mercados, así como actividades diseñadas para aumentar el acceso de las mujeres y de los hogares más pobres al capital, la tierra, los conocimientos y los servicios de apoyo, y para ampliar su control de los mismos. El plan será revisado cada año. Una de las principales medidas será fijar cuotas que promuevan el acceso de las mujeres y los jóvenes a los servicios y su participación en los órganos de adopción de decisiones.

### B. Ampliación de escala

16. La **ampliación de escala** será uno de los principales principios de actuación, tal como se establece en el Marco Estratégico del FIDA 2016-2025. Los representantes gubernamentales se han comprometido a ampliar la escala de modelos de desarrollo sostenibles en focos de pobreza, sobre todo de las tierras altas. Para lograrlo, se aplicará un enfoque programático a las inversiones del FIDA y se ampliará la escala de dos programas de inversión en curso del Fondo que tienen características similares –el Proyecto de Restauración de la Cuenca del Río Murat y el Proyecto de Desarrollo de la Cuenca del Río Göksu en Taşeli–, así como el Programa de Desarrollo Rural de las Tierras Altas, actualmente en tramitación. En el marco del presente COSOP, la finalidad de la ampliación de escala es aumentar el número de pequeños productores, mujeres y jóvenes del medio rural que goza de un acceso sostenible a los mercados (Objetivo estratégico1) y fortalecer la capacidad de resistencia al cambio climático (Objetivo estratégico2).

### C. Actuación normativa

17. La actuación normativa a nivel nacional es una prioridad de la estrategia del FIDA en Turquía. El programa impulsado por el FIDA tiene por fin contribuir al logro de los objetivos estratégicos mencionados. Su papel será principalmente orientar la atención hacia la población pobre, asegurándose de que los pequeños agricultores con escasos recursos tengan acceso al programa y sus beneficios. El FIDA puede aportar un particular valor agregado a las dos operaciones y políticas centrales de Turquía que se describen a continuación.
18. **Reforzar la atención prestada a la población pobre y las cuestiones de género** en la financiación, aplicación y seguimiento de las estrategias, políticas y programas de inversiones del Gobierno. En el marco del sistema de subvenciones en las zonas rurales, el FIDA brindará asistencia técnica para analizar y aumentar la eficiencia de las políticas de apoyo al sector agrícola en coordinación con otros asociados, incluidos los demás organismos con sede en Roma. A tal fin, el FIDA promoverá el acceso al sistema de subvenciones de las mujeres, hombres y jóvenes que desarrollan actividades agrícolas en pequeña escala y no poseen garantías crediticias, al mismo tiempo que divulgará la necesidad de adoptar criterios de focalización inclusivos favorables a la población pobre.
19. **Promover los vínculos desatendidos desde hace largo tiempo entre la población pobre productiva y los mercados** en las zonas más desfavorecidas, como las tierras altas, mediante la actuación normativa y el establecimiento de asociaciones. El FIDA puede ayudar a facilitar el diálogo entre los actores del sector privado con miras a identificar las dificultades operativas y en materia de políticas, y hallar posibles soluciones. Asimismo, tratará de proponer soluciones mutuamente beneficiosas que permitan mejorar el entorno en que operan los pequeños agricultores. La inversión privada en las tierras altas rurales se estimulará vinculando a los compradores con los productores y creando vínculos con el Ziraat Bank o con bancos comerciales, lo que propiciará el surgimiento de asociaciones público-privadas.
20. A fin de influir en las políticas y estrategias nacionales la actuación del FIDA en Turquía se articulará en torno a los siguientes tres métodos: i) la oficina del FIDA en Turquía y el gerente del programa en el país participarán en los grupos de trabajo gubernamentales y colaborarán con los asociados en el desarrollo; ii) la oficina del FIDA en Turquía y el personal de los proyectos divulgarán información sobre los enfoques puestos a prueba con éxito en los proyectos respaldados por el Fondo para que el gobierno estudie su adopción y reproducción a mayor escala, y iii) el FIDA promoverá los proyectos que fomenten la participación de las organizaciones de la población rural en los procesos normativos nacionales, lo que reforzará la capacidad de estas organizaciones de defender sus intereses.

### D. Recursos naturales y cambio climático

21. En consonancia con las conclusiones del estudio efectuado conforme a los procedimientos del FIDA para la evaluación social, ambiental y climática, el COSOP-BR auspiciará el logro de resultados sostenibles en la esfera ambiental y social, promoverá una mayor equidad social en el seno de las comunidades rurales y alentará la adopción de medidas adecuadas para adaptarse a los riesgos asociados al cambio climático y, cuando sea posible, mitigarlos. Además, el FIDA mantendrá un diálogo sobre estas cuestiones con el Gobierno y otros interesados y asociados en el desarrollo pertinentes. Las principales medidas estratégicas que se recomienda adoptar son las siguientes:
  - Mantener este nuevo enfoque de concentración en la pobreza asociada a zonas elevadas allí donde la población pobre corre el riesgo de verse desproporcionadamente afectada por prácticas insostenibles de gestión de los recursos naturales que acentúan el agotamiento de estos recursos debido al cambio climático;

- responder a la necesidad de generar conocimientos específicos sobre el impacto del cambio climático o de entender en qué medida afecta a los pequeños productores;
- seguir promoviendo las tecnologías de conservación del agua, crear mayor conciencia sobre el cambio climático y el uso o la degradación de la tierra y promover la gestión de los conocimientos sobre estos temas;
- aumentar el impacto normativo del FIDA mediante la asociación y colaboración con otros organismos de las Naciones Unidas presentes en Turquía y otros asociados técnicos y financieros en el desarrollo, y
- reconocer que los proyectos y programas futuros del FIDA deben guiarse por las necesidades de adaptación al clima de los beneficiarios del programa situados en las tierras altas.

## **E. Agricultura y desarrollo rural que tienen en cuenta la nutrición**

22. Las actividades respaldadas por el FIDA en Turquía en materia de seguridad alimentaria y nutrición irán orientadas a diversificar la dieta alimentaria y aumentar los ingresos de los hogares. Las actividades relacionadas con la diversificación de la producción agrícola, los modelos integrados de producción casera de alimentos (huertos domésticos, cría de ganado menor, etc.) o las cadenas de valor sensibles a la nutrición se centrarán tanto en los aspectos nutricionales como en los económicos. Centrándose en los grupos vulnerables, el FIDA abordará el bajo nivel de ingresos de los hogares, ya que se ha determinado que este es el factor que más contribuye a la malnutrición leve y a la ingesta insuficiente de vitaminas, especialmente entre los niños.

## **V. Ejecución satisfactoria**

### **A. Marco de financiación**

23. Para implementar las actividades crediticias y no crediticias y alcanzar los resultados concretos previstos en el presente COSOP se requerirá el esfuerzo conjunto de los organismos gubernamentales, el equipo de gestión del programa del FIDA en el país, y los asociados y donantes que operan allí. El oficial del programa del FIDA en el país, que se instalará en Ankara a finales de 2016, se encargará de potenciar esta colaboración y de aumentar la visibilidad del Fondo.
24. La cartera del COSOP en tramitación está formada por el Programa de Desarrollo Rural en las Tierras Altas (véase el apéndice VI), al que se ha aplicado un enfoque programático y se han atribuido casi dos asignaciones completas con arreglo al sistema de asignación de recursos basado en los resultados (PBAS) (correspondientes a los ciclos 2016-2018 y 2019-2021). Una parte de la asignación 2016-2018 (USD 1 millón) se destinará a respaldar las actividades no crediticias y la cooperación Sur-Sur y triangular en Turquía.
25. El FIDA y los socios gubernamentales (el Ministerio de Alimentación, Agricultura y Ganadería y el Ministerio de Desarrollo) están de acuerdo en que diseñar de antemano todo el Programa de Desarrollo Rural en las Tierras Altas es más eficaz en función de los costos. El costo total provisional del programa es de USD 220 millones, aproximadamente. El FIDA trabajará estrechamente con el Gobierno para movilizar alrededor de USD 100 millones en contribuciones nacionales, y también tratará de obtener USD 50 millones, aproximadamente, en concepto de cofinanciación de otras instituciones financieras internacionales. El Fondo OPEP para el Desarrollo Internacional (OFID) y el Banco Islámico de Desarrollo (BISD) han manifestado su interés en cofinanciar el Programa de Desarrollo Rural en las Tierras Altas, y se explorará la posibilidad de obtener fondos suplementarios del Fondo para el Medio Ambiente Mundial (FMAM) o el Fondo Verde para el Clima.

26. En el período abarcado por el COSOP, el FIDA destinará USD 1 millón en concepto de financiación mediante donaciones a respaldar la cooperación Sur-Sur y triangular, procedente de la asignación del PBAS para el período 2016-2018. El objetivo es contribuir a alcanzar la seguridad alimentaria respaldando la producción agrícola sostenible y mejorando la gestión de los recursos naturales en los países en desarrollo, principalmente en Cercano Oriente, África del Norte, África Subsahariana y Asia. Turquía está en una buena posición para compartir experiencias exitosas y enseñanzas extraídas de sus estrategias de desarrollo agrícola y rural con los países en desarrollo. Se financiarán actividades relacionadas con el diálogo sobre políticas, la transferencia de tecnología, la creación de capacidad y la gestión de los conocimientos. El papel del FIDA será el de promover y actuar como intermediario en el intercambio de conocimientos, fomentar la creación de asociaciones y servir de catalizador de la cooperación Sur-Sur y triangular en todos los países receptores.

Cuadro 1  
Cálculo para el primer año del COSOP con arreglo al PBAS

| <i>Indicadores</i>  | <i>Puntuaciones del primer año</i> |
|---|------------------------------------|
| A i) Marco normativo y jurídico de las organizaciones rurales                           | 5,25                               |
| A ii) Diálogo entre el gobierno y las organizaciones rurales                            | 5,75                               |
| B i) Acceso a la tierra   | 5,00                               |
| B ii) Acceso al agua para su uso agrícola   | 5,00                               |
| B iii) Acceso a los servicios de investigación y extensión agrícolas                    | 5,00                               |
| C i) Condiciones propicias para el desarrollo de servicios financieros rurales          | 4,25                               |
| C ii) Clima de inversión para las empresas rurales                                      | 5,66                               |
| C iii) Acceso a insumos y mercados de productos agrícolas                               | 5,00                               |
| D i) Acceso a la educación en zonas rurales   | 5,00                               |
| D ii) Representación  | 4,33                               |
| E i) Asignación y gestión de recursos públicos para el desarrollo rural                 | 5,00                               |
| E ii) Rendición de cuentas, transparencia y corrupción en las zonas rurales             | 4,75                               |
| <b>Suma de puntuaciones combinadas</b>  | <b>220,00</b>                      |
| <b>Suma de puntuaciones medias</b>  | <b>5,00</b>                        |
| Calificación de los proyectos en situación de riesgo (2015)                             | 5,00                               |
| Calificación de la evaluación de las políticas e instituciones nacionales (CPIA) (2014) | 4,78                               |
| Puntuación del país (2015)  | 5,00                               |
| <b>Asignación anual (en dólares de los Estados Unidos, 2016)</b>                        | <b>12 175 695</b>                  |

Cuadro 2  
Relación entre los indicadores de resultados y la puntuación del país

| <i>Hipótesis de financiación</i> | <i>Calificación de los proyectos en situación de riesgo (+/- 1)</i> | <i>Puntuación de los resultados del sector rural (+/- 0,3)</i> | <i>Variación porcentual de la puntuación del país con arreglo al PBAS respecto de la hipótesis básica</i> |
|----------------------------------|---|--|---|
| Hipótesis baja                   | 4   | 4,7  | -24   |
| Hipótesis básica                 | 5   | 5,0  | 0   |
| Hipótesis alta                   | 6   | 5,3  | 27  |

## B. Seguimiento y evaluación

27. Los sistemas de SyE se perfeccionarán aplicando las enseñanzas extraídas de operaciones anteriores en el país, lo que a su vez permitirá reforzar la gestión, ejecución y supervisión de los proyectos basada en los resultados. El SyE se utilizará para generar conocimientos que puedan ayudar al Gobierno y al FIDA a tomar decisiones bien fundamentadas, sobre todo en relación con el diálogo sobre políticas, la gestión de los conocimientos y la ampliación de escala. El sistema de SyE del COSOP combinará los insumos del sistema de seguimiento de la información agrícola del Ministerio de Alimentación, Agricultura y Ganadería y registrará los insumos y productos en una base de datos central. El programa en el país y los asociados en la ejecución se beneficiarán de una nueva donación regional



aprobada por el FIDA que lleva por título "Fortalecer el SyE para reducir la brecha de conocimientos en las intervenciones financiadas por el FIDA". El objetivo de esta donación regional es aumentar la capacidad de las instituciones regionales de crear un currículo para la enseñanza de la gestión basada en los resultados, destinado a la capacitación del personal que participa en los proyectos financiados por el FIDA en la región.

28. Con el fin de mejorar la selección de las zonas de intervención y los beneficiarios de los proyectos, el equipo del COSOP y las instituciones nacionales utilizarán una herramienta cartográfica basada en aplicaciones de Google. La cartografía y el análisis de todas las operaciones en curso y todos los datos socioeconómicos, ambientales y climáticos disponibles ayudará a identificar las zonas y los grupos más vulnerables.

### **C. Gestión de los conocimientos**

29. Dada la importancia de los conocimientos para la eficacia de las inversiones y las actividades no crediticias, y en consonancia con la recomendación que figura al respecto en la EPP, el programa en el país fomentará la generación y el intercambio activos de conocimientos en el marco de toda la cartera. La gestión de los conocimientos se fortalecerá aplicando una estrategia sistemática para la recopilación, documentación y difusión de las enseñanzas y las mejores prácticas derivadas de los proyectos respaldados por el FIDA en Turquía.
30. En el período abarcado por el COSOP se elaborarán dos productos específicos relacionados con los conocimientos. En primer lugar, un estudio temático sobre el desarrollo sostenible y la reducción de la pobreza en los ecosistemas montañosos en el que se analizarán las experiencias y se extraerán enseñanzas de los proyectos respaldados por el FIDA en las zonas montañosas de Marruecos y Turquía. Las conclusiones y recomendaciones del estudio se aplicarán al diseño y la ejecución de proyectos similares en ambos países y, en el contexto de la cooperación Sur-Sur y triangular, también en Bosnia y Herzegovina, Georgia, el Líbano, la República Árabe Siria y Túnez. En segundo lugar, con el fin de subsanar la ausencia de un análisis del impacto y los resultados de los programas de apoyo nacionales, el FIDA ayudará al Gobierno a generar conocimientos sobre el impacto que producen las donaciones de contrapartida y las subvenciones.

### **D. Asociaciones**

31. Se estudiará la posibilidad de establecer asociaciones más estrechas con una gama más amplia de actores, en particular con el Ministerio de Alimentación, Agricultura y Ganadería, el Ministerio de Desarrollo y el Ministerio de Silvicultura y Asuntos Hídricos, con instituciones nacionales como el Organismo Turco de Cooperación y Coordinación (TIKA), y actores del sector privado, organizaciones de base comunitaria y otros donantes. En cuanto a los posibles nuevos asociados nacionales, el FIDA puede colaborar con organismos de desarrollo regional como el Proyecto para Anatolia Sudoriental (GAP), el Organismo de Desarrollo Regional de Konya (KOP, para la cuenca del Konya), el Proyecto para el Mar Negro Oriental (DOKAP) y el Proyecto para Anatolia Oriental (DAP). Estos organismos vienen perfilándose como asociados importantes a nivel provincial. Las enseñanzas extraídas de la asociación con el Organismo de Desarrollo Regional de Konya en el marco de la ejecución del Proyecto de Desarrollo de la Cuenca del Río Göksu en Taşeli facilitarán las asociaciones con otros organismos de desarrollo regionales.
32. Turquía tiene una economía de mercado dinámica y ya ha adoptado políticas sólidas y reformas estructurales orientadas a reducir el papel del Estado y mejorar el entorno empresarial para favorecer la inversión privada. Sin embargo, hasta la fecha los programas de desarrollo rural impulsados por el Gobierno no han logrado atraer inversiones privadas a las cadenas de valor de las tierras altas. Ello se debe principalmente a: i) la ausencia de vínculos sistemáticos con los mercados y la

escasa fiabilidad de los productos agrícolas de los pequeños productores en términos de cantidad y calidad, y ii) la necesidad de que los organismos gubernamentales presten un asesoramiento pertinente y personalizado en materia de comercialización. Las operaciones que se lleven a cabo en el marco del COSOP tratarán de disipar estas reticencias impulsando la participación de los emprendedores por medio del programa de donaciones de contrapartida. Este programa facilitará el establecimiento de asociaciones público-privadas, puesto que los actores del sector privado pueden ser compradores, comerciantes, inversores o proveedores de financiación. Asimismo, garantizará que la capacitación y el fomento de la capacidad a nivel de los productores se haga de antemano, lo que a su vez fortalecerá la integración de los beneficiarios de las tierras altas en mercados más grandes.

## **E. Innovaciones**

33. La reciente introducción de un enfoque de reducción de la pobreza rural y desarrollo socioeconómico integrado, que parte desde la base, orientado al mercado y basado en el sector privado es una gran innovación en Turquía. Tanto a nivel regional como local, el programa propuesto capitalizará las valiosas innovaciones introducidas por el FIDA en cuanto a técnicas y enfoques, en concreto, los planes estratégicos de inversiones, los programas de donaciones de contrapartida favorables a la población pobre y la agricultura atenta al clima. Las actividades realizadas en el marco de esta última se centrarán en dotar a los pequeños agricultores y las comunidades locales de un conjunto de técnicas atentas al clima, que comprenderán la gestión integrada de plagas, la producción de hortalizas bajo cubierta, las energías renovables, el riego por goteo, la gestión participativa de los pastizales y el uso de pronósticos meteorológicos adaptados a los contextos específicos y basados en tecnologías de la información a fin de facilitar la planificación de las actividades de siembra y cosecha. Además, algunos de los programas de otros donantes internacionales presentan características innovadoras que permiten mejorar la calidad y los volúmenes de los productos agrícolas y, al mismo tiempo, garantizar un desarrollo atento al clima para los habitantes de las zonas rurales.

## **F. Cooperación Sur-Sur y triangular**

34. Turquía y el FIDA reconocen la importancia de la cooperación Sur-Sur y triangular y ya han establecido asociaciones que combinan la experiencia de Turquía en materia de desarrollo agrícola, ganadero y forestal con la experiencia del FIDA en otros países, en particular en materia de focalización en favor de la población pobre y empoderamiento de las mujeres. Esta colaboración permitirá a otros países beneficiarse de opciones mejoradas en materia de políticas agrícolas, especialmente en lo que se refiere a la productividad agrícola, las organizaciones de agricultores, la gestión de los recursos naturales y el acceso a los mercados. La cooperación Sur-Sur y triangular es un elemento importante del programa de asistencia oficial para el desarrollo (AOD) de Turquía, de cuya gestión se encarga el TIKA. En 2013, la AOD turca aumentó un 30 %, superando los USD 3 300 millones. Entre los objetivos de la política exterior de Turquía figuran ampliar el ámbito de actuación de Turquía más allá de los países vecinos y abordar de manera proactiva problemas globales urgentes, en particular, en relación con el desarrollo agrícola, el abastecimiento de agua y saneamiento, la capacitación vocacional y el desarrollo de la capacidad institucional, y la ayuda humanitaria.
35. La colaboración entre el FIDA y el TIKA comenzó en 2014, con el fomento de la capacidad del personal de los proyectos respaldados por el FIDA en Marruecos, Túnez, el Sudán y el Yemen. En la actualidad, el FIDA y el TIKA están evaluando la posibilidad de extender la colaboración a otros países de los Balcanes, Asia Central y África. Junto con el Ministerio de Alimentación, Agricultura y Ganadería y el Ministerio de Desarrollo se han estudiado dos iniciativas de cooperación Sur-Sur y

triangular destinadas a Georgia y Somalia, a saber: i) brindar asistencia técnica y capacitación a las instituciones públicas y las asociaciones de base comunitaria que gestionan los sistemas de riego en Georgia, y ii) prestar apoyo al Gobierno de Somalia en la elaboración de su plan de desarrollo económico. Con el fin de apoyar la aplicación de las soluciones de cooperación Sur-Sur y triangular y consolidar las redes de cooperación en torno a la seguridad alimentaria y las situaciones de fragilidad, el FIDA ha asignado USD 1 millón de los recursos para donaciones para utilizarlo en el período de ejecución del COSOP.

## COSOP results management framework

| Country strategy alignment<br><br>(National Rural Development Strategy 2014-2023)  | Key Results for RB-COSOP<br>(covers 2 PBAS cycles)               |  |   | Indicative Lending and Non-Lending activities<br>(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:<br/>Upland Rural Development Project (URDP):<br/>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:<br/>Under the coordination of TIKA, MOFAL, MoD and IFAD collaborate in SSTC programs:<br/>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-

---

<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<br>(current US\$) |       |

Source: World Bank

## Concept note(s)

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

---

#### Background

---

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.

---

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

---

(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).

---

#### 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
-

---

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).

---

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.
- 

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
-

---

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.

---

#### D. Key Program Objectives

---

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.

---

#### E. Ownership, Harmonization and Alignment

---

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
-



---

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.

---

#### F. Components and activities

---

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
-

---

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.

---

### G. Preliminary Environmental and Social category

---

#### 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.
- 

#### 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.
- 

### K. Costs and financing

---

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
-

---

accordingly.

---

#### L. Organization and management

---

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.

---

#### M. Monitoring and Evaluation indicators

---

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.

---

#### N. Risks

---

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><br>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>   |

|   |   |  |   |
|---|---|--|---|
|   |   |  | <p>investments</p> <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<br>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> |  |  |
|--|---|--|--|--|

|                                      |  |   |   |   |
|--------------------------------------|--|---|---|---|
| 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> |
|------|--|---|---|---|

### 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<br>Rain-fed/irrigated agriculture<br>Small and fragmented plots<br>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<br>Participate in FOs<br>Exposure visits to successful FOs  |
|   |   | Treat farming as a means of subsistence/limited market<br>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<br>Large plots of irrigated land<br>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<br>Training on entrepreneurship   |
| Very Poor farmers                             | Landless or near landless;<br>Access to social support from government  | Vulnerable livelihoods<br>Lack of assets<br>Lack of skills  |  | Labor saving technologies and equipment for drying processing<br>Introduction of poultry production to groups of poor women<br>Technical training on poultry production<br>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<br>Lack technical and business skills<br>Less access to information than men                           | Target for women's participation in training and exposure visits to other cooperatives/women's groups (learning)<br>Select as lead farmers when appropriate and promote awards events<br>Promote participation in business skills training<br>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<br>Women representation in cooperatives (at least 30%)  |
|   |   | Physical assets   | Limited access to extension services, training<br>Weak linkages to market information, markets<br>Low rates of technology adoption | Ensure extension services gender-sensitive and inclusive through training<br>Potential development for milk value chain and increase production of milk/dairy production.  |

|  |   |                  |   |   |
|--|---|------------------|---|---|
|  |   | Social assets    | Traditionally not participate in decision-making bodies<br>Limited access to agricultural information through extension service<br>Reticent to speak in public  | Encourage attendance at project sensitization meetings and have at least 50% participants<br>Promote group formation and strengthening among women<br>Provide leadership and entrepreneurship training<br>Encourage participation in farmers' associations and organization, at least 30% women.  |
| Female-headed households (rare in the project area)<br>(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<br>Difficult to perform some tasks based on gender division of labor<br>Make more use of family labor and less use of hired labor | Labor saving technology<br>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<br>Prefer off-farm work<br>Migrate away from rural areas<br>Lack of/limited technical and business skills  | Training in farming as a business and entrepreneurship<br>Mentoring programmes<br>Select as lead farmers when appropriate<br>Strengthen youth mainstreaming in extension staff skills and message delivery  |
|  |   | Natural assets   | Difficulty in accessing land<br>Delayed inheritance from elderly parents  |   |
|  |   | Physical assets  |   |   |
|  |   | Financial assets | Limited access to financial services due to collateral constraints<br>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<br>Promote group formation and strengthening among youth<br>Provide leadership training<br>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<br><br>Limited literacy and lack of access to basic social services | Vulnerable livelihoods, depending exclusively on livestock and complementary dairy production.<br>Lack of access to resources (water) and basic services in the project area<br>Lack of knowledge on law and regulations/lack of participation in decision making on NRM<br>Erosion of traditional institutions and organization | In support of existing field veterinary services<br>Training of selected Yörüks pastoralists as Community Animal Health Workers on basic animal health practices (e.g. deworming) to improve livestock health.<br>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.<br>Support nomads families to identify representatives<br>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<br>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<br>Limited understanding and competence in participatory development approaches<br>Limited skills in conflict resolution on shared resources<br>Limited skills in community empowerment<br>Women under-represented  | Specialist training for gender focal points at all levels, from province to the field.<br>Support the work of the Project Management Units<br>Support the preparation of gender and social inclusion plans and manuals<br>Integrate gender and social inclusion, as well as participatory methods into training and refresher training for extension staff<br>Train staff to conduct participatory consultation ( i.e. nomads)<br>Encourage secondment of women extension staff<br>Train extensions service to undertake activities that consider the calendar and needs of the nomads.<br>Train the extension service to conduct demand driven consultation and Commode approach.                  |