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Investir dans les populations rurales

République turque Évaluation du programme de pays

Note aux membres du Comité de l'évaluation

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Ce rapport a fait l'objet d'un examen par des pairs mené au sein de l'IOE, avec le concours d'Oscar A. García, Directeur, et d'Ashwani Muthoo, Directeur adjoint.

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Résumé

1. Le présent document constitue la première évaluation du programme de pays (EPP) pour la Turquie conduite par le Bureau indépendant de l'évaluation du FIDA (IOE). Cette EPP couvre les activités du FIDA en Turquie sur une période de 13 ans, de 2003 à 2015. Elle évalue les programmes d'options stratégiques pour le pays (COSOP) de 2000 et 2006, l'additif de 2010 au COSOP 2006 et quatre projets, dont deux avaient été clôturés et deux étaient en cours d'exécution au moment de l'évaluation.
2. Cette EPP s'appuie sur des critères d'évaluation reconnus internationalement afin d'évaluer la performance de trois piliers du partenariat FIDA-Gouvernement turc qui se renforcent mutuellement: i) le portefeuille de projets; ii) les activités hors prêts (gestion des savoirs, concertation sur l'élaboration des politiques, développement de partenariats); et iii) la pertinence et l'efficacité des COSOP. Pour chaque critère d'évaluation, la performance du portefeuille a été notée sur une échelle de 1 à 6 (1 étant la note la plus faible et 6 la plus élevée), conformément à la Politique de l'évaluation au FIDA et au Manuel de l'évaluation d'IOE. Des notes ont également été attribuées aux activités hors prêts, à la pertinence et à l'efficacité des COSOP ainsi qu'à l'ensemble du partenariat FIDA-gouvernement.
3. Depuis 1982, le FIDA a financé 10 projets en Turquie, pour un coût total de 661,1 millions d'USD, dont 189 millions d'USD sous forme de prêts accordés par le Fonds. D'autres partenaires de développement ont également participé au financement des projets à hauteur de 148,8 millions d'USD, tandis que les contributions de contrepartie apportées par le gouvernement et par les bénéficiaires ont représenté 323,3 millions d'USD. Deux projets ont bénéficié de dons, pour des montants respectifs de 0,43 million d'USD et de 0,4 million d'USD. La Turquie a également reçu des financements sous la forme de dons au titre du guichet régional en appui au partage des savoirs et la coopération Sud-Sud et triangulaire (CSST). Plusieurs pays et institutions ont apporté une contribution aux projets financés par le FIDA en Turquie: la Banque islamique de développement (BID), la Banque mondiale, la Direction du développement et de la coopération de la Confédération suisse (DDC), le Fonds de l'OPEP pour le développement international (Fonds de l'OPEP) et le Programme des Nations Unies pour le développement (PNUD).

Le contexte du pays

4. La Turquie a enregistré une croissance et un développement rapides au cours de la dernière décennie, période pendant laquelle son produit intérieur brut, exprimé en dollars des États-Unis, a triplé. La Turquie est actuellement classée parmi les pays à revenu intermédiaire de la tranche supérieure. C'est la dix-huitième plus grande économie du monde; elle est candidate à l'accession à l'Union européenne et est membre de l'Organisation de coopération et de développement économiques (OCDE) ainsi que du G20. Les disparités régionales se concentrent sur l'axe Est-Ouest, alors que l'Anatolie orientale, l'Anatolie du sud-est et la région de la Mer noire sont à la traîne.
5. La pauvreté touche plus sévèrement ces régions. La taille réduite des exploitations est principalement à l'origine de la pauvreté rurale. Grâce aux politiques d'aide et aux réseaux de sécurité locale, une grande partie de la population jouit d'un niveau de vie minimum, même si elle reste très pauvre; la sécurité alimentaire, quant à elle, est dans l'ensemble assurée.
6. L'agriculture n'est plus le principal moteur de la croissance économique, mais elle reste un secteur important pour le développement rural, la sécurité alimentaire, l'emploi et les revenus en milieu rural, les exportations et l'industrie manufacturière. Il s'agit de la deuxième source d'emploi dans les zones rurales et c'est dans ce domaine que l'on compte le plus grand nombre de femmes actives.

À l'échelle de la planète, le pays est un gros exportateur et le septième producteur de produits agricoles. La compétitivité sur les marchés européens est un moteur clé du développement agricole, lequel est par ailleurs largement soutenu par des investissements en provenance de l'UE.

7. Le dixième Plan de développement (2014-2018), pierre angulaire de la politique agricole turque, a pour objectif le développement d'un secteur agricole respectueux de l'environnement et compétitif à l'échelle mondiale. La Stratégie nationale de développement durable 2007-2013 reposait sur des politiques conçues pour faire baisser la pression exercée par l'exode rural et, partant, le chômage urbain.

Conclusions sur le portefeuille de projets

Pertinence

8. Globalement, compte tenu des domaines d'intérêt prioritaire et des investissements adéquats dans l'agriculture commerciale, le portefeuille a été jugé pertinent dans son ensemble. Néanmoins, les défis associés au ciblage des agriculteurs, des femmes et des jeunes en situation de pauvreté sont considérables et doivent être traités de façon plus appropriée à l'avenir. La pertinence globale du portefeuille est jugée plutôt satisfaisante.
9. Les objectifs des quatre projets examinés dans le cadre de l'EPP s'inscrivent dans le droit fil des priorités gouvernementales et des COSOP, qui étaient pertinents au moment de l'élaboration des projets (et de sa refonte dans le cas du Projet de développement dans la région de Sivas-Erzincan [SEDP]). Tous les documents de conception des projets proposaient des interventions en lien avec les priorités du COSOP concerné et les conditions locales.
10. L'attention portée à la commercialisation de l'agriculture dans les zones ciblées est pertinente compte tenu de leur éloignement par rapport aux marchés et de la base économique existante. La conception des projets est jugée plutôt pertinente par rapport aux activités soutenues. Étant donné l'ampleur des défis à relever, le recours à des dons de contrepartie était légitime mais cette approche, compte tenu des coûts d'investissement relativement élevés, a limité l'ampleur du soutien apporté aux ménages d'agriculteurs.
11. Dans le cadre des composantes des projets, les ressources étaient attribuées aux villages pauvres et aux ménages d'agriculteurs au sein de ces villages, mais la priorité a été donnée aux agriculteurs les plus formés et les mieux lotis, au détriment des agriculteurs les plus pauvres. Les petits exploitants agricoles n'ont pas été suffisamment pris en compte lors de la conception des interventions ainsi que de la mise en place des canaux de commercialisation potentiels et du processus d'ajout de valeur à la production. Les mécanismes susceptibles de générer des avantages au profit des agriculteurs les plus démunis, par le biais d'une approche descendante, se sont révélés insuffisants dans les premiers projets; pourtant, aucune mesure corrective en ce sens n'a été prise dans les projets les plus récents.
12. Il ressort de l'EPP que les activités ciblant les femmes étaient particulièrement adaptées à leurs besoins et à leurs intérêts, mais se sont révélées trop limitées pour garantir une participation équitable. Les mécanismes en faveur d'une participation égale des femmes et des hommes aux activités et investissements réalisés dans le cadre des projets ont été insuffisants. De plus, les logiques d'intervention n'étaient pas adaptées aux jeunes et aucune intervention répondant à leurs besoins n'a été prévue.

Efficacité

13. L'efficacité du portefeuille a été jugée globalement plutôt satisfaisante. Dans l'ensemble, les investissements dans les infrastructures socio-économiques des villages à petite échelle ont été efficaces. Les investissements en faveur du développement agricole ont également contribué à la diversification et à

l'accroissement de la production, bien qu'en deçà des prévisions des cadres logiques. En termes de commercialisation et d'appui aux entreprises, l'efficacité a été mitigée. En effet, elle aurait pu être plus importante si une étude de faisabilité approfondie avait été menée et si l'impact potentiel sur le groupe cible avait été mieux pris en compte. S'agissant de favoriser l'emploi dans les zones rurales, les projets n'ont obtenu que des résultats modestes.

14. De façon générale, la qualité et la fonctionnalité des infrastructures étaient correctes, ces dernières étant parvenues à assurer les services souhaités conformément aux objectifs des projets. Dans la plupart des cas, les objectifs ont été atteints. Les bassins agricoles et l'irrigation au goutte à goutte ont favorisé une utilisation plus efficiente de l'eau d'irrigation et, dans plusieurs cas, ont permis l'adoption de cultures à haute valeur. Les investissements dans les infrastructures ont également permis, dans une large mesure, de stimuler la production animale et d'améliorer l'accès aux marchés. Le nombre moyen de têtes de bétail par éleveur et la production laitière ont augmenté, augmentation absorbée par les chaînes d'approvisionnement existantes et qui s'est traduite par une hausse des bénéfices du fait de l'accroissement de la production laitière, qualitativement et quantitativement parlant. Si la commercialisation de la production a progressé, rien ne prouve que cela se soit accompagné d'une amélioration de la chaîne de valeur de la ferme au consommateur. En outre, l'approche définie dans le plan d'investissement stratégique n'a pas été adoptée de façon systématique et l'accent a été mis sur l'approvisionnement des marchés existants, au détriment de l'amélioration des techniques de commercialisation.
15. Les interventions de développement agricole menées dans le cadre du Projet de développement des provinces de Diyarbakir, Batman et Siirt (DBSDP) et du Projet de développement des régions d'Ardahan, de Kars et d'Artvin (AKADP) ont permis d'augmenter la production de lait et de produits dérivés. De toute évidence, les activités visant à stimuler la production vivrière et la mise en place de centres de refroidissement du lait, de cuves de stockage à froid et de matériel permettant d'augmenter la production de lait cru et à améliorer sa qualité, tout particulièrement dans le cas du SDEP, ont profité aux agriculteurs. Ces derniers ont vu s'accroître leur productivité et leurs revenus grâce aux activités de la filière laitière. Grâce aux programmes de démonstration à grande échelle mis en place notamment dans le cadre du DBSDP et de l'AKADP, certains exploitants agricoles ont pu non seulement améliorer leurs techniques de gestion agricole mais aussi diversifier leur production et leurs revenus.
16. Le SEDP n'est que partiellement parvenu à développer les possibilités d'emploi en milieu rural et à encourager les initiatives menées par les petits agriculteurs, en groupe ou individuellement. Par ailleurs, les retombées liées à l'emploi et à la génération de revenus en faveur de la tranche de population la plus pauvre n'ont pas été à la hauteur des attentes.
17. Avant le lancement du Projet de remise en état du bassin versant du fleuve Murat (MRWRP), le portefeuille de projets n'a pas suffisamment mis l'accent sur la protection de l'environnement. Néanmoins, des avancées ont été observées sur le plan environnemental, notamment avec l'introduction de pratiques agricoles durables et l'obligation de respecter les normes relatives aux bonnes pratiques agricoles.

Efficiences

18. Dans le domaine des infrastructures, les interventions ont été jugées très efficaces; toutefois, les nouvelles technologies agricoles n'ont été que rarement transposées à plus grande échelle, le coût par bénéficiaire des investissements au niveau des ménages d'agriculteurs était élevé et l'efficacité a été limitée par des retards considérables dans la mise en œuvre des interventions. L'efficacité globale du portefeuille n'a donc été jugée que plutôt satisfaisante.

19. Les investissements opérés dans le cadre des projets ont été correctement gérés et se sont révélés rentables. En matière d'infrastructures, la plupart des interventions ont été menées à des tarifs concurrentiels par rapport aux normes locales. En outre, le succès relatif de l'appui aux infrastructures a eu des retombées économiques positives et a donc été jugé efficient.
20. L'approche des dons de contrepartie explique le coût relativement élevé par agriculteur. Dans l'ensemble, le coût, par bénéficiaire, pour les investissements des petits exploitants agricoles est important en raison du pourcentage élevé de dons sous forme de dons de contrepartie. Même si cela permet aux agriculteurs de la zone ciblée d'investir dans de nouvelles activités de production, ceux qui en tirent le plus d'avantages sont surtout les exploitants les mieux lotis et qui ont les ressources nécessaires pour accéder aux dons de contrepartie. Les investissements dans les parcelles de démonstration sont trop élevés pour la plupart des agriculteurs pauvres qui ne sont pas en mesure de les financer à partir de leurs ressources personnelles, réduisant ainsi la probabilité que des pratiques agricoles améliorées soient adoptées.
21. Au cours de l'exécution des projets, les décaissements ont été faibles et, dans le cas de deux projets clos, les activités n'ont pas été achevées dans les délais fixés. Deux prolongations ont été accordées à l'AKADP, toujours en cours, repoussant ainsi la date initiale de clôture de deux ans. Les coûts de gestion du projet représentaient en moyenne 13,1% du coût total, en accord avec les ratios de projets comparables menés dans la région.

Impact

22. Seuls les deux projets clos (SEDP et DBSDP) ont fait l'objet d'une évaluation de l'impact, sur la base de laquelle celui-ci a été jugé globalement plutôt satisfaisant. L'impact sur les revenus et les actifs des foyers ainsi que sur la sécurité alimentaire et la productivité agricole a été jugé satisfaisant, et plutôt satisfaisant dans d'autres domaines.
23. Dans les zones d'intervention, les infrastructures d'irrigation ont eu un impact considérable sur les revenus. Dans une moindre mesure, les interventions visant l'horticulture, la production laitière, la diversification des cultures et la gestion des filières d'approvisionnement ont également permis aux bénéficiaires des dons de contrepartie d'accroître les revenus. Dans le cadre du DBSDP, la valeur des terres a augmenté grâce à la mise en place de systèmes d'irrigation et à la conversion en vergers des terres en jachère. Les infrastructures de la filière laitière ont conduit à une hausse des revenus, même si cela a principalement concerné les foyers les mieux lotis. Pendant les travaux de construction, les agriculteurs les plus démunis ont eu la possibilité de travailler comme mains-d'œuvre. Par ailleurs, les agriculteurs ont indiqué que la hausse de revenus ainsi générée leur avait permis d'acquérir des biens et de payer les études de leurs enfants.
24. Grâce à l'amélioration des infrastructures, la qualité de vie, l'hygiène et les conditions sanitaires se sont améliorées dans les villages, en particulier pour les femmes et les enfants. Le SEDP et le DBSDP ont investi dans des programmes de formation, qui ont représenté un investissement important en capital humain. Néanmoins, les femmes ont très peu participé à ces programmes, ce qui signifie que l'impact en termes de capital humain a principalement profité aux hommes. Grâce à l'appui fourni à plusieurs organisations paysannes, le SEDP a contribué à l'amélioration du capital social, mais l'assistance apportée s'est révélée insuffisante pour réaliser des avancées majeures en matière de développement institutionnel au niveau local. La plupart des groupes d'agriculteurs étaient faibles ou inactifs.
25. Étant donné l'amélioration notable de la productivité générée par les projets achevés (en particulier le DBSDP), l'impact en termes de sécurité alimentaire et de productivité agricole a été jugé satisfaisant. Le DBSDP a favorisé l'intensité de culture (principalement par le biais des infrastructures d'irrigation) et la

productivité agricole (grâce à l'adoption de cultures à haut rendement) et a ouvert des perspectives de reproduction à plus grande échelle de l'horticulture familiale sur les sols marginaux. Les ouvrages liés à l'abreuvement des animaux ont permis d'augmenter la productivité de l'élevage et de réduire le taux de mortalité animale. Pour ce qui est de la sécurité alimentaire, les SEDP et DBSDP ont permis aux bénéficiaires d'accroître leurs revenus et, partant, d'équilibrer leur régime et de réduire leur dépendance vis-à-vis des produits saisonniers cultivés au niveau local, même si la sécurité alimentaire ne constituait pas en soi un problème important dans les provinces couvertes par les deux projets.

26. L'impact sur l'environnement a été positif à certains égards (gestion plus efficace des déchets et de l'eau dans les zones d'intervention du SEDP et du DBSDP) et négatif à d'autres égards, notamment à cause de l'aggravation de la pression exercée par le bétail sur les pâturages, de la culture de terres marginales favorisant l'érosion et de l'utilisation d'engrais inorganiques.
27. Dans l'ensemble, le portefeuille a privilégié les processus opérationnels dans les zones d'intervention des projets, ce qui n'a pas favorisé le changement en termes d'institutions et de politiques. Les domaines d'impact potentiel ont été principalement liés à l'introduction de l'approche du plan d'investissement stratégique et à un renforcement de l'appui offert aux femmes et aux jeunes dans l'agriculture et les entreprises. L'approche définie dans le plan d'investissement stratégique, bien que prometteuse, n'a pas été reproduite. La volonté d'impliquer davantage les jeunes dans l'agriculture n'a pas connu de suite.

Durabilité

28. Malgré l'introduction de mécanismes efficaces favorisant la durabilité et le soutien constant du gouvernement, la portée de la durabilité est limitée par la faiblesse des dispositions relatives au fonctionnement et à la maintenance et par l'insuffisance de la collaboration avec le secteur financier rural. La durabilité est donc jugée plutôt satisfaisante.
29. Tous les projets comprenaient des stratégies de retrait, notamment un ensemble d'activités de suivi visant à garantir la pérennité de l'impact et un recours plus large aux technologies introduites. Le soutien constant offert par le gouvernement a amélioré les perspectives de durabilité, constituant ainsi une dimension clé de ces stratégies de retrait.
30. Les perspectives de durabilité des infrastructures sont mitigées. Dans tous les projets, certaines des infrastructures achevées requièrent un entretien annuel, tandis que d'autres ne nécessitent qu'une maintenance périodique ou occasionnelle. La principale difficulté est liée à la gestion des investissements dans les infrastructures villageoises réalisées dans le cadre des projets. Si les personnes ont bénéficié d'une bonne formation en termes de fonctionnement et de maintenance, aucun effort n'a été réalisé pour créer des structures institutionnelles chargées de la gestion à long terme des installations.
31. Compte tenu des capacités des agriculteurs chefs de file, de leurs profits et de l'appui constant dont bénéficient les activités de vulgarisation de la part du gouvernement, il est probable que les investissements dans les activités de démonstration se poursuivront. Cependant, la mise en place de mécanismes de durabilité susceptibles de favoriser la poursuite indépendante du processus de commercialisation a été relativement modeste. En ce qui concerne la viabilité financière, le financement sous forme de dons reste limité en dépit des plans gouvernementaux en faveur de l'agriculture rurale et n'est pas viable sur le long terme. Les autres modes de financement n'ont été que peu pris en compte dans le portefeuille.

Innovations et reproduction à plus grande échelle

32. Dans l'ensemble, l'innovation et la reproduction à plus grande échelle ont été jugées plutôt satisfaisantes. Certaines innovations utiles ont été intégrées dans le portefeuille, notamment les plans d'investissement stratégiques, une approche participative de la gestion des bassins versants, de nouvelles technologies agricoles et d'irrigation et le traitement biologique des eaux usées par le biais d'un système de marais artificiels. Dans la plupart des cas, les innovations ont été progressives et n'ont été que peu adoptées par le gouvernement, le secteur privé ou les institutions financières. La promotion et la généralisation des innovations couronnées de succès n'ont pas été considérées comme des points forts du programme de pays du FIDA en Turquie.

Égalité des sexes et autonomisation des femmes

33. Si plusieurs approches et réalisations se sont révélées concluantes pour la réalisation des objectifs visés en termes d'égalité des sexes, elles n'ont eu qu'une portée limitée par rapport aux attentes. Même si le portefeuille intégrait des considérations relatives à l'égalité des sexes au niveau de la conception, celles-ci n'ont pas été intégrées dans tous les aspects de la conception et durant l'exécution du programme. En effet, les femmes dans les zones d'intervention n'ont eu qu'un accès limité aux ressources, y compris aux terres et aux autres moyens de production, et n'ont que peu participé aux processus décisionnels au niveau du ménage et de l'exploitation; par ailleurs, les projets ne semblent pas avoir beaucoup favorisé la participation des femmes aux institutions et organisations rurales. L'intégration d'une stratégie en faveur de l'égalité des sexes dans le dernier projet approuvé en décembre 2015 (Projet de développement du bassin versant du Göksu Ta eli [GTWDP]) prouve cependant l'attention croissante portée à cette question dans le cadre des projets. Néanmoins, dans l'ensemble, la participation des femmes et les avantages dont elles ont bénéficié dans le cadre du programme de pays ont été limités et restent insuffisants. D'une façon générale, en ce qui concerne l'autonomisation des femmes, l'EPP juge la performance du portefeuille de projets en Turquie plutôt insatisfaisante.

Performance du FIDA et du gouvernement

34. Même si les projets du FIDA ont été conçus sur la base d'un processus participatif, avec la participation des principaux ministères concernés, certaines erreurs de conception sont manifestes. Le FIDA a effectué une supervision régulière, mais certaines insuffisances en termes d'expertise technique sont apparues; des questions n'ont pas été affrontées correctement et certaines recommandations n'ont pas été suivies. À ce jour, le FIDA ne dispose pas d'un bureau de pays en Turquie (un projet d'accord avec le pays hôte est en cours de négociation). Dans l'ensemble, le système d'autoévaluation du FIDA fonctionne bien, malgré un certain nombre d'insuffisances en termes de gestion des examens à mi-parcours et des enquêtes auprès des clients, de mise en place de systèmes de suivi-évaluation (S&E) adéquats, et de disponibilité limitée des données résultant des études d'impact. Dans l'ensemble, la performance du FIDA est jugée plutôt satisfaisante.
35. Le Gouvernement turc a fait preuve d'un bon niveau d'appropriation et d'engagement vis-à-vis du portefeuille appuyé par le FIDA, tant au niveau central que provincial. Il a participé activement, s'est conformé aux accords de prêt et a versé les fonds de contrepartie dans les délais prévus. Les rapports d'audit ont été soumis en temps voulu. Des lenteurs ont été constatées au niveau des ministères concernés du fait de certains processus bureaucratiques et les allocations annuelles se sont parfois révélées faibles en raison de contraintes budgétaires. Le gouvernement a contribué à la planification des stratégies de retrait pour tous les projets et son soutien constant a été un facteur essentiel de durabilité. Le cofinancement national a été faible, c'est-à-dire en deçà des niveaux de cofinancement dans les autres pays à revenu intermédiaire de la tranche

supérieure soutenus par le FIDA. Dans l'ensemble, la performance du gouvernement est jugée plutôt satisfaisante.

36. L'environnement politique s'est révélé dans l'ensemble favorable, et le gouvernement se montre en général ouvert aux nouvelles idées proposées par le FIDA. Le secteur agricole est cependant largement subventionné depuis des décennies et les programmes publics dans le secteur de l'agriculture continuent de reposer principalement sur une approche impulsée par l'offre.
37. Malgré les difficultés liées au manque de personnel et la rotation fréquente des effectifs, la gestion des projets a été dans l'ensemble efficace. La fonction de S&E – une responsabilité partagée du FIDA et du gouvernement – a constamment enregistré une faible performance, et les instruments adaptés pour cette fonction (cadres logiques, études de référence) n'existaient pas toujours. Tant le gouvernement que le FIDA doivent renforcer le S&E, faute de quoi il sera impossible de rendre compte des résultats du programme de manière plus substantielle.

Activités hors prêts

38. Concertation sur les politiques. Les deux derniers COSOP mettaient l'accent sur les questions relatives aux politiques qui devaient être abordées avec le gouvernement et les partenaires de développement, à savoir la faiblesse des organisations rurales, la réforme financière et le développement du secteur de la microfinance, ainsi que la nécessité de réduire les inégalités économiques régionales et rurales. Cependant, la participation à l'élaboration des politiques a été dans l'ensemble limitée puisqu'elle a principalement eu lieu à travers les COSOP et les projets au sein d'un cercle restreint, à savoir les deux principaux organismes d'exécution (le Ministère de l'alimentation, de l'agriculture et de l'élevage et le Ministère des eaux et des forêts). Le FIDA n'a pas participé aux forums et aux débats officiels sur les politiques dans le pays, que soit de façon bilatérale ou avec d'autres partenaires de développement.
39. Une présence permanente du FIDA en Turquie et l'adoption d'une approche plus programmatique permettraient au Fonds de participer davantage à l'élaboration des politiques dans ce pays. Parmi les possibilités concrètes en ce sens figure le débat sur les mécanismes pratiques pour une exécution décentralisée des projets d'investissement en milieu rural, particulièrement important pour le vaste Instrument d'aide de préadhésion pour le développement rural, financé par l'UE. En termes de concertation sur les politiques, la performance est jugée plutôt insuffisante.
40. Partenariats. Depuis 1982, date de démarrage des activités du FIDA en Turquie, le Fonds entretient un partenariat avec le Gouvernement turc, et plus particulièrement avec le Ministère de l'alimentation, de l'agriculture et de l'élevage. Le dernier projet en date approuvé est en cours d'exécution, sous la conduite du Ministère des eaux et des forêts. Le FIDA entretient également de bonnes relations de travail avec le Ministère du développement et le Sous-secrétariat du Trésor.
41. Même si les relations sont bonnes dans l'ensemble, il est possible d'améliorer la concertation et la communication entre le FIDA et le gouvernement ainsi qu'avec les partenaires au niveau des politiques et les organismes d'exécution pour ce qui est des stratégies et politiques du FIDA et du niveau des ressources et de leur prévisibilité.
42. Les partenariats entre le FIDA et les agences de développement turques sont limités, et le niveau de cofinancement mobilisé auprès d'autres donateurs est faible. De plus, le FIDA n'est pas membre de l'Équipe de pays des Nations unies en Turquie et la coopération avec les deux autres organismes des Nations unies ayant leur siège à Rome est limitée. En raison de la faiblesse de ses partenariats avec des institutions financières internationales comme la Banque islamique de

développement ou la Banque mondiale, le FIDA n'a pas la possibilité de mettre à profit son programme en Turquie, que ce soit tant au niveau des politiques que des aspects opérationnels/financiers, y compris les perspectives de la CSST. Sa coopération avec des organisations non gouvernementales est limitée et sa collaboration avec le secteur privé n'en est qu'à ses débuts.

43. Il existe toutefois des perspectives de renforcement et de diversification des partenariats du FIDA en Turquie, notamment par le biais du cofinancement et de la collaboration avec de nouveaux partenaires turcs, tels que les agences de développement régionales et l'Agence turque pour la coopération et le développement international (TIKA) dans le cadre de la coopération Sud-Sud. Dans l'ensemble, la performance en matière de partenariats est jugée plutôt insuffisante.
44. Gestion des savoirs. Plusieurs activités de gestion des savoirs ont été menées à bien afin d'échanger et de diffuser les connaissances issues du programme: publications, ateliers régionaux et communication renforcée sur Internet. Sur le terrain, des brochures d'information ont été élaborées à l'intention des agriculteurs, des visites ont été organisées afin de favoriser les échanges entre agriculteurs, et certaines parties prenantes du projet ont été invitées à participer à des formations techniques.
45. En dépit de ces initiatives, les activités d'échange de savoirs et la création de produits du savoir ont été limitées. Les systèmes de S&E existants se sont principalement intéressés aux aspects fiduciaires afin de tenir des registres financiers précis, et n'ont que peu contribué à la gestion des savoirs. Le programme n'a pas bénéficié d'efforts réels et systématiques pour recueillir, documenter et disséminer les enseignements et meilleures pratiques issus des projets appuyés par le FIDA en Turquie. La visibilité du FIDA en Turquie reste limitée.
46. La valeur ajoutée du FIDA en Turquie dépendra, dans une large mesure, de sa capacité à renforcer les enseignements tirés du programme et à faciliter le partage de connaissances et d'expériences entre la Turquie et d'autres pays dans le cadre des initiatives de la CSST. La gestion des savoirs dans le contexte du programme est jugée plutôt satisfaisante.
47. Dons. La Turquie n'a reçu du FIDA qu'un volume très faible de ressources sous la forme de dons, exception faite d'une participation à des dons au titre du guichet régional. Elle n'a reçu aucun don au titre du guichet pays spécifique, pas même du Fonds pour l'environnement mondial (FEM) et, en tant que pays à revenu intermédiaire de la tranche supérieure, elle n'est pas admise à bénéficier de dons octroyés dans le cadre du Programme d'adaptation de l'agriculture paysanne (ASAP).
48. La Turquie participe actuellement à un programme de don régional sur la coopération Sud-Sud et triangulaire en faveur du développement agricole et du renforcement de la sécurité alimentaire dans la région Proche-Orient, Afrique du Nord et Europe (NEN), une initiative actuellement mise en œuvre par l'intermédiaire du TIKA, avec le concours du Centre turc de formation et de recherche agricoles internationales, en appui aux coopératives agricoles d'Asie centrale et dans les pays arabes. En outre, deux projets (le MRWRP et le GTWDP) comprennent une composante dons pour le financement de l'assistance technique, de la formation, et des études et ateliers.
49. Coopération Sud-Sud et triangulaire. L'évaluation a mis en lumière un intérêt marqué de la Turquie pour la CSST, et des partenariats sont en passe d'être lancés avec plusieurs institutions de développement en matière de développement agricole et rural (Organisation des Nations Unies pour l'alimentation et l'agriculture [FAO]) et dans d'autres domaines (PNUD). Le Gouvernement turc a manifesté sa volonté de collaborer avec le FIDA pour cofinancer des projets et fournir une

assistance technique par le biais de la CSST, et plus particulièrement du TIKA, l'organisme gouvernemental responsable de la coopération Sud-Sud et le Ministère de l'alimentation, de l'agriculture et de l'élevage. Le don au titre du guichet régional financé par le FIDA, dont les activités sont en cours d'exécution, est la première étape sur cette voie, qui voit la Turquie proposer des solutions à d'autres pays. L'appui offert par le FIDA à la CSST en Turquie est encore embryonnaire mais il pourrait être développé dans la région. Aucune donnée n'est encore disponible en termes de résultats des projets et de perspectives de durabilité.

Performance de la stratégie de pays

Pertinence des COSOP

50. Les trois documents étaient en accord avec les stratégies et les plans nationaux correspondants en vigueur à l'époque. Le principal objectif stratégique était la commercialisation agricole. L'attention portée au développement des entreprises et aux filières s'inscrivait dans le droit fil des objectifs des plans stratégiques de la Turquie et de l'UE pour l'agriculture.
51. En dix ans, le paradigme de réduction de la pauvreté rurale visé dans le cadre des COSOP a adopté trois formes différentes: en 2000, il intégrait une approche conventionnelle à plusieurs volets axée sur les provinces; en 2006, cette approche conventionnelle a été combinée avec la recherche d'une croissance du secteur sur une base large; et, en 2010, l'accent a été mis exclusivement sur le lien entre pauvreté et ressources naturelles. Cette évolution dans le temps démontre l'aptitude du FIDA à identifier les nouvelles tendances et possibilités et à travailler main dans la main avec le gouvernement pour les exploiter. Dans le même temps, si chaque paradigme peut être considéré comme pertinent par rapport à un ensemble d'hypothèses, aucune analyse des forces, faiblesses, opportunités et menaces du FIDA n'a été menée dans un contexte national en mutation rapide. De plus, rien n'a été fait pour articuler les orientations stratégiques en fonction du statut de pays à revenu intermédiaire de la tranche supérieure de la Turquie et de son rôle émergent de donateur bilatéral de poids et de contributeur à la CSST.
52. Les COSOP ont toujours maintenu un ciblage cohérent et compréhensible sur les régions les moins développées de Turquie et ont fait état des résultats des analyses de la pauvreté et des inégalités dans l'ensemble du pays. Toutefois, ils n'ont pas orienté le ciblage au niveau des ménages et, depuis 2006, ont noyé la question du ciblage, sur la base de la conviction que les plus pauvres bénéficieraient des retombées des activités. Enfin, dans les COSOP, l'attention accordée à la problématique hommes-femmes et à l'autonomisation des femmes est allée en diminuant.

Efficacité des COSOP

53. L'efficacité en termes de réalisation des objectifs stratégiques identifiés dans les COSOP (génération de revenus et création d'emplois, amélioration de la transformation et de la commercialisation des produits agricoles, gains de productivité, gestion des ressources naturelles) est mitigée. Globalement, le programme a permis d'augmenter les revenus et d'améliorer la qualité de vie des ménages ruraux pauvres grâce aux infrastructures rurales. Des progrès ont également été accomplis en termes de productivité agricole et d'efficacité. Ces progrès et les infrastructures facilitant l'accès aux marchés ont favorisé la commercialisation des produits agricoles, qui sont une priorité nationale appuyée par le FIDA. Le développement d'entreprises et la gestion de la chaîne d'approvisionnement réalisés dans le cadre des projets ont également favorisé la commercialisation.
54. Concernant d'autres objectifs, les progrès réalisés par le programme ont été plus limités (création d'emplois en milieu rural et mise en place et renforcement d'institutions autonomes des ruraux pauvres) et, exception faite du dernier projet

en date (le MRWRP), l'accent a peu été mis sur les aspects environnementaux. Ces réalisations ont permis au programme de pays d'avoir un impact important dans certaines des zones les plus défavorisées du pays. Dans l'ensemble, l'impact dans les zones d'intervention des projets a été moins que satisfaisant, notamment en raison des approches de ciblage diffuses et indirectes (voire inadaptées dans le cas des femmes et des jeunes), ce qui a limité l'impact en termes de réduction de la pauvreté rurale.

55. La performance globale, ainsi que la pertinence et l'efficacité des COSOP ont été jugées plutôt satisfaisantes.

Partenariat gouvernement-FIDA

56. L'évaluation d'ensemble du partenariat FIDA-gouvernement se base sur les notes relatives à la performance du portefeuille, aux activités hors prêts et à la performance du COSOP. La performance des activités hors prêts a été jugée plutôt insuffisante mais, compte tenu de la performance plutôt satisfaisante du portefeuille de projets et des COSOP, le partenariat FIDA-gouvernement a été jugé plutôt satisfaisant.

Évaluation du partenariat gouvernement-FIDA

Évaluation	Classement
Performance du portefeuille	4
Activités hors prêts	3
Performance du COSOP	4
Performance globale gouvernement-FIDA	4

Échelle de notation : 1 = très insuffisant ; 2 = insuffisant ; 3 = plutôt insuffisant ; 4 = plutôt satisfaisant ; 5 = satisfaisant ; 6 = très satisfaisant

Conclusions

57. Le partenariat de longue date qui unit le FIDA et le Gouvernement turc revêt pour tous deux une importance stratégique. Pour le FIDA, la Turquie joue un rôle clé dans la région et pourrait à l'avenir aider le Fonds à façonner son programme en termes de politiques. Le pays possède le potentiel nécessaire pour élargir la portée des interventions de développement appuyées par le FIDA, en mettant à profit les ressources relativement limitées de ce dernier moyennant l'octroi de fonds de contrepartie substantiels. Le double rôle de la Turquie – emprunteur et donateur – ouvre la voie à de nouvelles possibilités de partenariat.
58. Dans un grand pays à revenu intermédiaire de la tranche supérieure comme la Turquie, il a été demandé au FIDA, au-delà d'un simple soutien financier, de jouer un rôle plus actif dans le partage de ses savoirs et de ses expériences. Du point de vue de la Turquie, le FIDA est reconnu et apprécié pour l'intérêt qu'il accorde à la lutte contre la pauvreté rurale, son expertise technique, sa connaissance du pays et le tremplin qu'il représente pour la Turquie dans l'accès à des savoirs et à une expérience à l'échelle internationale. La valeur ajoutée du FIDA en Turquie réside dans un partenariat avec le gouvernement, à la recherche de nouvelles solutions pour réduire les disparités socio-économiques et régionales, tout en renforçant les capacités en matière de conception des projets et de gestion des interventions de développement rural, de S&E, d'approches participatives, de ciblage et de solutions techniques.
59. Au cours des treize dernières années, le Fonds a contribué de manière positive au développement agricole et rural en Turquie. Les résultats globaux du partenariat ont été plutôt satisfaisants. Reflétant les forces et les faiblesses de la stratégie ainsi que les problèmes de conception et d'exécution des projets, le portefeuille financé par des prêts a produit des résultats mitigés.

60. L'accès aux avantages générés par les projets reste problématique pour les exploitants les plus pauvres, les femmes et les jeunes, un défi d'autant plus préoccupant que le pays connaît une disparité de revenus de plus en plus importante. Cet écart de revenus touche également les zones d'intervention, et les projets ciblant les "poches de pauvreté" doivent être soigneusement conçus et mis en œuvre afin d'éviter qu'ils ne profitent aux agriculteurs ne se trouvant pas en situation de pauvreté. Si l'on veut que le programme financé par le FIDA en Turquie garde toute sa pertinence, et pour contribuer à l'engagement pris par la Turquie de réduire les disparités entre et au sein des régions, il est impératif de mettre en place une stratégie de ciblage accordant la priorité aux ruraux pauvres. Il convient également de fournir une aide adéquate aux petits agriculteurs pauvres, qui jouent un rôle clé dans l'économie rurale, afin de soutenir une transformation rurale durable et inclusive en Turquie.
61. Le programme a introduit des innovations localisées au niveau des projets, mais la conception de ces derniers n'a pas suffisamment mis à profit les pratiques novatrices externes qui auraient pu stimuler le développement rural en Turquie. Le portefeuille aurait pu gagner en valeur si le programme s'était appuyé sur les exemples de pays à revenu intermédiaire présentant un environnement similaire et s'il avait adopté une nouvelle approche en matière de technologies. Il semblerait que le programme soutenu par le FIDA n'ait pas réussi à tenir le rythme du développement en Turquie et que sa performance en matière d'innovation et de reproduction à plus grande échelle ait été inférieure aux attentes dans le pays. En outre, la faible priorité accordée aux activités hors-prêts (partenariats, gestion des savoirs, concertation sur les politiques) a limité les synergies potentielles au sein du programme et la visibilité globale du FIDA en Turquie.
62. Des partenariats plus forts avec un éventail élargi d'acteurs, notamment d'autres partenaires de développement, des institutions nationales, des organisations de la société civile, des groupes de réflexion et des universités, sont nécessaires pour stimuler le niveau d'ambition du programme et favoriser la reproduction à plus grande échelle des avantages dérivant des interventions financées par le FIDA en Turquie. Par ailleurs, vu que les ressources sont limitées, il est impératif, pour renforcer l'efficacité du programme, de garantir la coordination et la complémentarité avec les activités mises en œuvre par le gouvernement (y compris les administrations régionales de développement) et par d'autres partenaires internationaux. Pour cela, il conviendrait à l'avenir d'envisager une collaboration avec divers partenaires dans le cadre d'approches thématiques (par exemple agriculture intelligente face au climat, accès des petits exploitants aux marchés).
63. Des signes positifs permettent de penser que le programme évolue de façon positive vers la création d'un bureau de pays du FIDA en Turquie, l'ouverture à de nouveaux partenariats et les récents progrès de la CSST. Le nouveau COSOP ouvre au FIDA et au Gouvernement turc une perspective de longue haleine pour la définition de nouveaux axes stratégiques répondant aux attentes des partenaires.

Recommandations

64. Recommandation 1: élaborer un nouveau COSOP, sur la base d'une analyse sérieuse des forces et des faiblesses du FIDA en Turquie ainsi que des opportunités et des menaces auxquelles le Fonds est confronté dans la mise en place de partenariats plus efficaces. Certains problèmes complexes doivent être abordés avec un œil neuf, et il est impératif de faire appel à des spécialistes nationaux et internationaux pertinents, au sein du secteur public et en dehors et au sein de la communauté des donateurs, pour définir des orientations stratégiques fiables.
65. Recommandation 2: améliorer le ciblage, en particulier au profit des agriculteurs les plus défavorisés et de groupes cibles spécifiques, comme les femmes et les jeunes. À l'avenir, la programmation devra être plus précise en

termes d'identification des groupes cibles: il faudra adopter une démarche participative, mener des interventions pertinentes et faire appel à de nouveaux partenaires afin que ces groupes soient inclus dans la prise des décisions relatives aux projets, et définir des outils de S&E plus précis pour mesurer la participation et les résultats.

66. Recommandation 3: renforcer les activités hors-prêts (partenariats, gestion des savoirs, concertation sur les politiques) et garantir des synergies au sein du portefeuille. Il convient notamment de renforcer et de diversifier les partenariats, de stimuler les investissements dans la gestion des savoirs et d'aider la CSST à faciliter le transfert de connaissances et d'expertise technique vers des zones d'intervention du FIDA dans d'autres pays, dans des domaines où la Turquie obtient des résultats particulièrement encourageants.
67. Recommandation 4: faire de l'innovation et de la reproduction à plus grande échelle des priorités clés. L'innovation est nécessaire pour réduire la dépendance vis-à-vis des programmes publics et obtenir un appui institutionnel durable dans des domaines tels que l'ajout de valeur impulsé par le marché, l'amélioration de l'accès à de nouveaux marchés, les sources alternatives de capital d'investissement et les services d'entreprises en mesure d'appuyer des plateformes de croissance future. Pour favoriser la reproduction à plus grande échelle, il convient de passer d'une approche centrée sur les projets à une approche capable d'influencer les efforts d'autres partenaires en mettant à profit les politiques, les savoirs et les ressources.
68. Recommandation 5: renforcer la priorité stratégique accordée aux femmes et aux jeunes. Il convient de mettre l'accent, de façon stratégique et cohérente, sur l'égalité des sexes et l'autonomisation des femmes, notamment en élaborant des plans d'action en faveur de l'égalité hommes-femmes, et en veillant, dès le stade de la conception, à ce que femmes et hommes aient un même accès aux ressources et aux avantages générés par les projets. Il faut également mettre davantage l'accent, dans la conception des nouveaux COSOP et des nouveaux projets, sur les jeunes en abordant le problème du chômage et de l'exode rural des jeunes, mais également cibler davantage cette tranche de la population par le biais de mécanismes adaptés à leurs besoins et à leurs intérêts.

The Republic of Turkey: Country Programme Evaluation - Agreement at completion point

A. 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 the Acting General Manager, General Directorate of Agricultural Reform 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.

B. 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 Under-Secretariat 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 is 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.

C. 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, MFAL, MoD, MFWA, Treasury, 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:

The IFAD experience both in Turkey and elsewhere would be tapped to strengthen the GOT's capacity to address gender mainstreaming and improve targeting in the new RB-COSOP. 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. In particular, 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, MFAL, MFWA

Timeline: RB- COSOP 2016-2021

18. 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.
19. 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).
20. 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.
21. 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 is 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 require active

interaction with national research organizations, think tanks and academia, which currently seems to be limited.

22. 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:

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) strong coordination with national institutions will be ensured and collaboration with new Turkish partnerships (e.g. Regional Development Agencies) will be explored (iv) 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 MFAL MFWA

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

23. 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.
24. 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.

25. 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 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:

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. solarization in plastic tunnels); 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, MFAL, MOD, Treasury

Timeline: During RB-COSOP implementation 2016-2021

26. 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.
27. 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:

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.

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, MFAL MFWA

Timeline: During RB-COSOP implementation 2016-2021

Signed by :

Mr Perin Saint Ange
Associate Vice President
Programme Management Department
IFAD, Rome

Date: _____

Signature: _____

Ministry of Food, Agriculture and Livestock
Ankara, Government of the Republic of Turkey

Date: _____

Signature: _____

Dr. Metin TÜRKER
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Country Programme Evaluation

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Currency equivalents, weights and measures

Currency equivalent

Monetary Unit = Turkish Lira (TRY)

1 US\$ = TRY 3.037 (October 2015)

Weights and measures

1 kilogram(kg) = 2.204 lbs

1 000 kg = 1 metric ton (mt)

1 Kilometre = 0.62 miles

1 metre (m) = 1.09 yards

1 square meter (m²) = 10.76 square feet

1 acre (ac) = 0.405 hectares (ha)

1 hectare (ha) = 2.47 acres

1 decare (da) = 0.1 ha

Abbreviations and acronyms

ACCs	Agricultural Credit Cooperatives
AKADP	Ardahan Kars Artvin Development Project
ALM	Ardahan Livestock Market
ARD	Agriculture and Rural Development
AWPB	Annual Work Plan and Budget
CALCIM	Central Asian Countries Initiative on Land Management
CAP	Common Agricultural Policy
COSOP	Country Strategic Opportunities Paper/Programme
CMO	Common Market Organisation
CPA	Country Programmable Aid
CPS	Country Partnership Strategy
DAC	Development Assistance Committee (OECD)
DBSDP	Diyarbakır Batman Siirt Rural Development Project
EBRD	European Bank for Reconstruction and Development
EIB	European Investment Bank
EIRR	Economic Internal Rate of Return
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FDI	Foreign Direct Investment
GAP	Gender Action Plan
GDAR	General Directorate of Agrarian Reform
GTWDP	Goksu – Taseli Watershed Development Project
HDI	Human Development Index
IARTC	Turkish International Agriculture Research and Training Centre
IFIs	International Financial Institutions
IHDI	Inequality-adjusted Human Development Index
IPA	Instrument for Pre-Accession Assistance
IPARD	Instrument for Pre-Accession Assistance in Rural Development
IsDB	Islamic Development Bank
KM	Knowledge Management
LDCs	Least Developed Countries
MDGS	Millennium Development Goals
MICs	Middle Income Countries
MoD	Ministry of Development
MoFAL	Ministry of Food Agriculture and Livestock
MRWRP	Murat River Watershed Rehabilitation Project
MFWA	Ministry of Forestry and Water Affairs
NEN	Near East, North Africa, and Europe Division

NLA	Non-lending Activities
NRDP	National Rural Development Programme
NRM	Natural Resource Management
ODA	Official Development Assistance
OFID	OPEC Fund for International Development
NCCSAP	National Climate Change Strategy and Action Plan
NPAA	National Programmes for the Adoption of Acquis
OECD	Organization for Economic Cooperation and Development
PSR	Project Status Report
PBA	Performance-Based Allocation System
RIMS	Results and Impact Management System
RDA	Regional Development Administrations
SCBA	Sivas Cattle Breeder Association
SDC	Swiss Agency for Development Cooperation
SDR	Special Drawing Rights
SEDP	Sivas-Erzincan Development Project
TDA	Technical Development Assistance
UNOSSC	United Nations for South-South Cooperation
SIP	Strategic Investment Plan
SPO	State Planning Organization
SPA	Special Provincial Administration
SSTC	South-South and Triangular Cooperation
TIKA	Turkish Cooperation and Coordination Agency
UNDP	United Nations Development Programme
WB	World Bank

Map of IFAD-funded ongoing operations in Turkey

Turkey

IFAD-funded ongoing operations

Country programme evaluation



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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 | 06-01-2016

Map of IFAD-funded closed operations in Turkey

Turkey

IFAD-funded closed operations

Country programme evaluation



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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 | 06-01-2016

The Republic of Turkey Country Programme Evaluation

I. Background

A. Introduction

- As decided by the Executive Board,¹ IFAD's Independent Office of Evaluation (IOE)² undertook a Country Programme Evaluation (CPE) in Turkey in 2015, assessing the cooperation and partnership between the Government of Turkey and IFAD between 2003 and 2015. The Turkey CPE was conducted within the provisions contained in the IFAD Evaluation Policy³ and followed IOE's methodology and processes for CPEs as per the Evaluation Manual.⁴ This is the first CPE undertaken by IOE in Turkey since the beginning of IFAD operations in the country in 1982.
- Overview of IFAD's assistance. Cooperation between IFAD and the Government of Turkey has involved loans, grants and non-lending activities, including knowledge management, policy dialogue and partnership building. IFAD has financed ten projects in Turkey since 1982 for a total project cost of US\$661.1 million. Out of this, IFAD provided US\$189 million. Table 1 below provides a snapshot of IFAD operations in the country.

Table 1

A Snapshot of IFAD Operations in Turkey since 1982

Number of approved loans	10
On-going projects	2
Total amount of IFAD lending	US\$ 189 million
Counterpart funding (Government of Turkey and Beneficiaries)	US\$ 323.3 million
Co-/parallel financing amount	US\$ 148.8 million
Total portfolio cost	US\$ 661.1 million
Lending terms	Ordinary Terms
Focus of operations	Improving the income and welfare of rural communities. Multicomponent rural development in area-based projects with emphasis on increasing agricultural productivity. Support for supply chain development, including SMEs, to establish market linkages and increase self-employment; natural resource management. Exclusive focus on the eastern provinces
Main co-financiers	IBRD, SDC, IsDB, UNDP, OFID
COSOPs	2000, 2006 and 2010 Addendum to 2006 COSOP
Past Cooperating Institutions	UNDP
Country Office in Turkey	No
Country programme managers (in last 10 years)	2
Main government partners	Ministry of Food, Agriculture and Livestock (MoFAL) Ministry of Forestry and Water Affairs (MFWA)

¹ EB/2014/113.

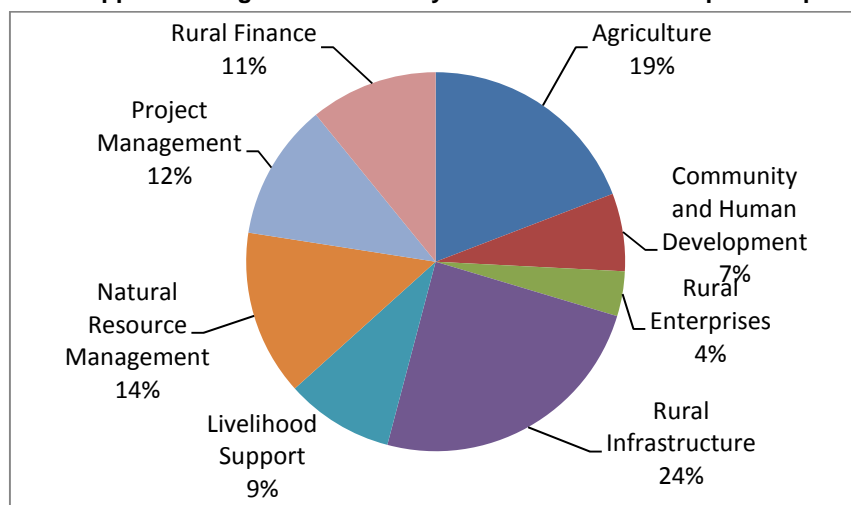
² Following IFAD's Evaluation Policy, IOE provides an independent assessment of IFAD's operations and policies and reports directly to the Executive Board.

³ Available at: http://www.ifad.org/evaluation/policy/new_policy.htm

⁴ http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf

3. A total of US\$148.8million were provided by co-financiers and US\$323.4 million as counterpart contribution (Government US\$289 million and beneficiaries US\$34.3 million).⁵ Two projects, MRWRP, and GTWDP include loan component grants for US\$0.43 million and US\$0.4 million respectively to finance technical assistance, training, studies and workshops. The following co-financiers have participated in IFAD-financed projects in Turkey: World Bank (IBRD), Islamic Development Bank (IsDB), Swiss Agency for Development and Cooperation (SDC), OPEC Fund for International Development (OFID), and United Nations Development Programme (UNDP).
4. There are two ongoing IFAD-supported operations in Turkey: Ardahan-Kars-Artvin Development Project (AKADP) and Murat River Watershed Rehabilitation Project (MRWRP). A new project, the Goksu-Taseli Watershed Development Project (GTWDP) was approved by the IFAD Executive Board in December 2015.
5. IFAD-supported investment by component. Component shares in the portfolio supported by IFAD in Turkey over the last 13 years are shown in Figure 1. The largest investment has been in the rural infrastructure component (24 per cent of funds approved), which includes village roads, market and transport infrastructure, and the second largest in agriculture (19 per cent of funds approved). Other important components include natural resource management (14 per cent of funds approved), rural finance services (11 per cent), livelihood support (nine per cent), community and human development (seven per cent) and rural enterprises (four per cent).

Figure 1

IFAD-supported Programme in Turkey 2003-2015 investment per Component

Source: IOE, according to data available in the PPMS.

B. Objectives, coverage, methodology, and process

6. Objectives. The CPE had three main objectives, to: (a) assess the performance and impact of IFAD-supported operations in Turkey; (b) generate a series of findings and recommendations to enhance the country programme's overall development effectiveness; and (c) provide relevant information and insights to inform the formulation of the future Turkey Country Strategic Opportunities Paper (COSOP) by IFAD and the Government of Turkey.
7. Coverage. The current CPE covers the past 13 years of cooperation of IFAD in Turkey (2003-2015). It covers the four projects approved between September 2003 and December 2012 as well as a regional grant approved in December 2013 for South-South and Triangular Cooperation, which includes Turkey. The CPE takes

⁵ All figures are calculated based on the current financing amount.

into consideration the Country Strategic Opportunity Papers (COSOPs) of 2000 and 2006 and the 2010 Addendum⁶ to the 2006 COSOP.

8. Out of the four projects covered by the CPE, two are closed– Sivas-Erzincan Development Project (SEDP), and Diyarbakir, Batman and Siirt Development Project (DBSDP) – and two – Ardahan-Kars-Artvin Development Project (AKADP) and Murat River Watershed Rehabilitation Project (MRWRP) – are ongoing. The new project recently approved Goksu-Taseli Watershed Development Project (GTWDP) is taken into consideration in the evaluation to ensure that the evolution in IFAD's approach and priorities in Turkey is adequately reflected in the CPE, but it is not rated by the evaluation. (See Annex III- Implementation period of IFAD-supported projects in Turkey covered by the CPE).
9. Methodology. The CPE uses internationally recognized evaluation criteria to assess the performance of three mutually reinforcing pillars in the IFAD-Government of Turkey partnership in Turkey: (i) project portfolio; (ii) non-lending activities (knowledge management, policy dialogue and partnership building); and (iii) the COSOPs in terms of their relevance and effectiveness. In assessing the performance of IFAD's assistance in these three areas, IOE applied its standard evaluation methodology, covering relevance (were the project's objectives consistent with the relevant Turkey COSOPs and the Government of Turkey's main policies for agriculture and rural development, as well as the needs of the poor; were project designs relevant to achieve planned objectives); effectiveness (whether projects have achieved their development objectives); and efficiency (how economically were inputs converted into outputs/results).
10. In addition, the evaluation incorporated a number of criteria that related more directly to the types of operations supported by IFAD. These include: (a) rural poverty impact, by addressing the five domains on which IFAD-funded projects are likely to have an impact: household income and assets, human and social capital and empowerment, food security and agricultural productivity, natural resources and the environment, including climate change, and institutions and policies; (b) sustainability, by assessing whether the benefits of the project are likely to continue after the closing date and completion of IFAD assistance; (c) prospects for innovation, replication, and scaling-up; (d) gender equality and women empowerment by assessing whether gender considerations were included in all projects; the relevance of the approach taken in view of women's needs and country context, and the specific results in terms, inter alia, of women's workload, skills, better access to resources, and income; and (e) evaluating the performance of both IFAD and the Government of Turkey across a number of indicators. Where appropriate, the CPE also considered approaches for including rural youth in IFAD-assisted activities.
11. Special attention was also devoted to assessing and reporting on the following strategic issues which are particularly relevant to Turkey: (i) IFAD's role, value added, comparative advantage and strategy to respond to Turkey's needs as an upper middle-income country and as an European Union (EU) accession candidate country; (ii) opportunities for a strategic partnership and role of IFAD's programme in reducing rural inequality; (iii) co-financing and partnership opportunities with international donors and new Turkish partners, such as the MFWA, Regional Development Agencies (RDAs), and the Turkish International Cooperation and Development Agency (TIKA); and (iv) Turkey's emerging role as a donor and opportunities for South–South and triangular cooperation.
12. Portfolio performance in each evaluation criterion is rated on a scale of 1 to 6 (with 1 being the lowest score, and 6 the highest) in accordance with IOE's Evaluation Manual. Ratings are also provided for non-lending activities, the COSOP's relevance and effectiveness as well as the overall Government of Turkey-IFAD partnership.

⁶ The addendum was prepared for the period 2011-2012.

13. Process. The CPE process involved five phases with specific deliverables: (i) preparation, discussion and completion of an Approach Paper; (ii) desk review of IFAD's programme and its components, by the IOE; (iii) country work phase; (iv) report writing; and (v) communication activities.
14. During the preparatory phase, IOE developed the CPE Approach Paper, which outlined the evaluation's objectives, methodology, process, timelines, key questions and related information. This was followed by a preparatory mission to Ankara (13-17 April 2015) to discuss the draft Approach Paper with Government of Turkey and key development partners.
15. The desk review phase included the preparation of short desk review notes on the projects to be evaluated and a list of evaluation questions. Each desk review note followed a standard format developed by IOE. One project, (SEDP) was subject to a Project Performance Assessment (PPA) by IOE in 2014. The objective of the PPA was to provide additional independent evidence on results and further validate conclusions and evidence from the completion reports of the project. The PPA was used as input for the CPE.
16. The country work phase entailed the fielding of the main CPE Mission during four weeks from 6 to 31 July 2015. Discussions were held in Ankara with key government stakeholders and partner development institutions, including national and international NGOs. The team visited several districts in seven provinces⁷ (Kars, Ardahan, Artvin, Diyarbakir, Batman, Elâzi and Bingöl) to see activities on the ground and hold discussions with key stakeholders. In doing so, the team was able to see on-going and closed activities of three projects covered by the evaluation (AKADP, DBSDP and MRWRP). (See Annex VII - List of key persons met during the main mission in the country).
17. During the last week in the country, the CPE mission completed meetings with government, development partners and stakeholders in Ankara and prepared a Debriefing Note, which was shared with the Government of Turkey at the wrap-up meeting on 30 July 2015 in Ankara. Comments received at the meeting have been considered in preparing the present report.
18. During the CPE report writing phase, the CPE team members prepared their independent evaluation reports, based on the data collected throughout the evaluation process, which were incorporated into the draft CPE. As per IOE's usual practice, the draft CPE was exposed to a rigorous internal peer review within IOE.⁸ Thereafter, it was shared with NEN and the Government of Turkey and other partners in the country for their comments and feedback. A dedicated mission was organized by IOE to Turkey to discuss with the Government of Turkey their comments. As part of the process, an audit trail was prepared giving the response and follow-up actions on the comments made.
19. The final phase of the evaluation, communication, entails a range of activities to ensure timely and effective outreach of the findings, lessons learned and recommendations from the Turkey CPE. In particular, a CPE national roundtable workshop was held in Turkey to discuss the main issues emerging from the evaluation and laid the basis for the Agreement at Completion Point (ACP), to be signed by IFAD's Programme Management Department (PMD) and the designated representative of the Government of Turkey. The ACP is a short document that captures the main evaluation findings and recommendations, and illustrates IFAD's and the Government of Turkey's agreement to adopt and implement the evaluation recommendations within specific timeframes.
20. Data collection methods. The evaluation matrix was at the core of the data collection process and linked each of the criteria and related evaluation questions

⁷ These are the 7 provinces that constitute the project areas of AKADP, DBSDP and MRWRP.

⁸ Including the Director and Deputy Director of IOE, and senior evaluation officers.

to data sources and data collection methods. That ensured a logical approach to using the evaluation criteria. The evaluation team used multiple methods that included document review, meetings, group and individual interviews, and project/field visits. The evaluation team undertook field trips for interviews, group discussions and project site observation.

21. Document review covered existing documentation (IFAD project documents, data and information generated by the projects, government documentation, project supervision mission reports, project completion reports, PPAs), relevant documents from other development partners, and research publications produced by academic and research organizations.
22. Stakeholder interviews were used to fill gaps identified in the evaluation matrix. A strong participatory approach was taken involving a broad range of stakeholders including those beyond IFAD's direct partners in headquarters and Ankara. These stakeholders were diverse and represented different interest groups, which included Government of Turkey representatives of ministries/agencies, , United Nations agencies, multilateral organizations, bilateral donors, private sector representatives, and the participants and beneficiaries of the programme. The interviews were conducted based on indicative checklists but also entailed impromptu semi-structured discussion with beneficiaries and project officials during site visits.
23. The field work included interviews and group discussions with previous and current project stakeholders, government officials, farmers (individual farmers and livestock owners and representatives of their groups), project partners and other key informants. The evaluation team visited project locations in 21 villages/localities in seven provinces (see Annex VIII) to observe project activities and meet beneficiaries. These locations were selected in consultation with project staff to ensure that the team could observe as many types of interventions as possible and activities that had been completed or were at an advanced stage. For most of the field visits, the evaluation team sub-divided into two to visit infrastructure and non-infrastructure activities. Among officials, team members met provincial governors and representatives of Regional Development Administrations (RDAs), Ministry of Food Agriculture and Livestock (MoFAL) and Ministry of Forestry and Water Affairs (MFWA). The CPE obtained secondary data, including special reports and detailed monitoring and evaluation data, from project officials.
24. The evaluation team used a variety of methods to ensure that the data is valid, including triangulation of evidence collected from different sources. All the findings were supported by evidence and validated through consulting multiple sources of information.
25. The evaluability of loan interventions covered by the CPE, including the criteria on which they can be evaluated, depends on the stage of implementation of the respective projects. The two closed or completed projects, SEDP and DBSDP, have been evaluated on all of the evaluation criteria (Table 2 below). AKADP, which became effective in July 2010, has been evaluated on selected criteria. The most recent project (MRWRP), which became effective in February 2013, can be evaluated only on the criterion of relevance. Only two projects are closed -out the four projects covered by the CPE-. The two ongoing projects have limited implementation progress (below 50 per cent disbursement). The CPE has assessed and rated impact of the two closed projects only.

Table 2
List of projects covered by the CPE

<i>Project name</i>	<i>Board approval</i>	<i>Effective</i>	<i>Closing</i>	<i>% Disbursement[*]</i>	<i>Criteria covered by the CPE</i>
Sivas-Erzincan Development Project (SEDP)	11-Sep-03	17-Jan-05	08-May-14	99.9%	Full criteria
Diyarbakir, Batman and Siirt Development Project (DBSDP)	14-Dec-06	19-Dec-07	30-Jun-15	84.3%	Full criteria
Ardahan-Kars-Artvin Development Project (AKADP)	17-Dec-09	02-Jul-10	31-Mar-17	42.8%	Relevance (full) Effectiveness and Efficiency (partial); Sustainability, Gender; Innovation/Scaling up; Partner Performance (IFAD, Government of Turkey)
Murat River Watershed Rehabilitation Project (MRWRP)	13-Dec-12	15-Feb-13	30-Sep-20	20.8%	Relevance

* Disbursement rates as of 30 June 2015. Source: Annual Portfolio Performance Review 2014-2015.

26. Limitations. The evaluation had to rely to a large extent on secondary data collected by IFAD and the projects as well as qualitative methods for primary data collection during field work. Available information is considered to be adequate for assessing relevance, most aspects of efficiency and effectiveness, innovation, scaling up, partnerships, knowledge management and policy dialogue. It is limited, however, for reaching strong conclusions about most aspects of impact and sustainability.

Key points

- This is the first CPE in Turkey since the beginning of IFAD operations in the country in 1982.
- Since inception, IFAD has financed 10 projects in Turkey with a total cost of US\$661.1 million, of which the IFAD contribution is US\$189 million. The CPE covers 4 loan-funded projects, including 2 completed ones. A regional grant was also reviewed.
- The objectives of the CPE are to assess the performance and impact of IFAD-supported operations in Turkey; generate a series of findings and recommendations to enhance the country programme's overall development effectiveness; and provide relevant information and insights to inform the formulation of the future Turkey Country Strategic Opportunities Programme (COSOP) by IFAD and the Government of Turkey following completion of the CPE.
- The CPE assessed performance in three mutually reinforcing areas of IFAD-Government of Turkey partnership in Turkey: (i) project portfolio; (ii) non-lending activities (knowledge management, policy dialogue and partnership building); and (iii) the COSOP in terms of its relevance and effectiveness.
- The CPE paid special attention to Turkey's status as an upper middle-income country, South-South and triangular cooperation, and partnership opportunities with international donors and new Turkish partners.

II. Country context

A. Overview

27. Turkey covers an area of 783,562 square kilometres, spanning two continents and bordered by Bulgaria and Greece on the European side in the west, the Black Sea to the north, Georgia, Armenia, Azerbaijan, and Iran in the east, and Iraq and Syria in the south. Its territory is composed of a high central plateau (Anatolia), a narrow coastal plain, and several mountain ranges. The total population is 74.9 million, out of which the large majority (72 per cent) is concentrated in urban areas.
28. Turkey is an upper middle-income country, with Gross National Income (GNI) per capita of US\$10,830 and a gross domestic product (GDP) of US\$813 billion, making it the 18th largest economy in the world (please refer to Table 3 on Turkey main economic indicators). Turkey is a European Union (EU) accession candidate country, a member of the Organization for Economic Co-operation and Development (OECD), and of the Group of 20 (G20). It is an increasingly important donor in bilateral Official Development Assistance (ODA).

Table 3
Main economic indicators of Turkey 2005-2013

Indicator Name	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
GDP growth (%)	8.4	6.9	4.7	0.7	-4.8	9.2	8.8	2.1	4.0	2.87
GNI per capita, Atlas method (current US\$)	6 520	7 520	8 500	9 340	9 130	9 980	10 510	10 810	10 950	10 840
GDP per capita (constant 2005 US\$)	7 130	7 523	7 776	7 730	7 267	7 834	8 413	8 483	8 717	10 529
Consumer price inflation, (annual %)	10.1	9.6	8.8	10.4	6.3	8.6	6.5	8.9	7.5	7.5
Agriculture, value added (% of GDP)	10.8	9.4	8.5	8.5	9.1	9.5	9.0	8.8	8.3	8
Population (million)	67.7	69.6	69.5	70.3	71.2	72.1	73.1	74.0	74.9	75.9
Rural population (% of total population)	32.2	31.6	31.0	30.4	29.9	29.3	28.7	28.2	27.6	27.0
Life expectancy at birth, total (years)	72	73	73	74	74	74	75	75	75	75

Source: World Bank Data Development Indicators.

29. Turkey's largely free-market economy is a complex mix of modern industry and commerce along with an agriculture sector that has fluctuated significantly over the last decade, and which still accounts for about 25 per cent of employment. The agriculture sector was providing employment for 48 per cent of the total labour force and contributing 22 per cent of the GDP in 1983, but its importance in the economy has declined over the last three decades, and in 2012 it had a share of 8.8 per cent in the nominal GDP. The services sector has been the fastest growing set of sectors in the Turkish economy, and industry the second fastest (Table 4). The growth rate in agriculture has averaged only 2.6 per cent per annum during the last ten years.

Table 4
Growth Rates of GDP and Main Economic Sectors (% per annum, constant prices)

Sectors	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Average Growth
Agriculture	7.2	1.4	- 6.7	4.3	3.6	2.4	6.1	3.1	3.5	- 1.9	2.6
Industry	8.8	10.2	5.8	- 1.3	- 8.6	13.9	10.0	1.6	4.1	3.5	6.5
Services	8.6	7.1	6.4	2.3	- 1.8	7.6	8.8	2.5	5.5	4.1	7.4
Average	8.5	7.5	4.8	1.3	- 3.6	9.1	8.9	2.3	4.9	3.3	6.5

Source: Turkiye Istatistik Kurumu (TUIK), Tarim Istatistikleri (TUIK), 2014.

30. The country's rapid growth and development over the last decade is one of the success stories of the global economy, as GDP has tripled in US\$ terms in this period. Turkey's public sector debt to GDP ratio has fallen below 40 per cent, and two rating agencies upgraded Turkey's debt to investment grade in 2012 and 2013. Nonetheless Turkey remains dependent on often volatile, short-term investment to finance its large current account deficit.
31. Steady growth has been accompanied by consistent improvement in human development. Turkey has made substantial progress towards achieving the Millennium Development Goals (MDGs) since 2000. In the latest Human Development Report of 2014, Turkey is listed in the "High Human Development" category, ranking 69th out of 187 countries.
32. On the other hand, despite progress in legislative and strategic frameworks, significant gender disparities persist in Turkey. Gender equality is recognised in the constitution of the Republic of Turkey and important legislation including the Civil Code, Penal Code and Labour Laws. Despite this growing recognition of the importance of gender equality, significant differences persist. In particular, 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. The Gender Inequality Index, reflecting gender-based inequalities, is 0.360 for Turkey, ranking it 69 out of 149 countries in the 2014 index. Women also have a limited participation in governance; and very limited access to and control over resources including land and finance. GNI per capita is also considerably lower for women (2011 PPP US\$8,813) compared with for men (2011 PPP US\$28,318).
33. Employment generation for rural youth and reduction of rural outmigration is a priority in Turkey. Strategic documents relating to agricultural and rural development as well as the Government of Turkey's declaration of priorities for their 2015 G20 Presidency include youth employment generation as a strategic priority. Young people experience higher unemployment compared with national averages in Turkey. According to 2014 HDI data youth unemployment is 17.5 per cent of those aged 15-24 compared with an overall rate (of those aged over 15 years) of 8.1 per cent. Turkey has a young population,⁹ and particularly in rural areas with 64 per cent of the rural population aged 49 or below,¹⁰ despite a growing trend of rural outmigration.
34. The country has also made notable progress in poverty reduction in the last two decades. According to WB statistics the percentage of the population living below the national poverty line decreased from 30.3 per cent in 2004 to 2.3 per cent in 2014 (1.6 per cent in urban areas; 5.9 per cent in rural areas)¹¹. The Ministry of

⁹ From Turkey's 10th development plan: "According to 2012 data, in Turkey rate of child population (under 18) is 30 per cent and youth population (15-24) is 16.6 per cent. Furthermore, of the 15-29 age group 31.4 per cent is in education and 47.1 per cent participates to labor force, while 28.1 per cent is neither in education nor in labor force".

¹⁰ IFAD, MIC Turkey case study.

¹¹ <http://data.worldbank.org/country/turkey>

Development in Turkey considers a family of four living on under TL 4,515 (US\$ 1.699) a month to be living under the poverty line. A total of 16.3 per cent of the Turkish population lives below the poverty line according to this poverty threshold.

35. However, extreme disparities of income and poverty levels persist across the country. Imbalances in socio-economic structure and income level across both rural and urban settlements and across regions in the country remain important. Since 2000s, regional development policy in Turkey has been modified to include enhancing competitiveness of regions and strengthening economic and social cohesion, in addition to reducing disparities. The 10th National Development Plan (2012-2015), among others, aims at reducing regional and urban-rural disparities.
36. The country's Inequality-adjusted Human Development Index (IHDI) is 0.64¹² about 16 per cent lower than its nominal HDI and below the EU and OECD averages. The low IHDI reflects the unequal distribution of achievements across Turkish society, including regional disparities, outlined below.
37. Regional disparities in Turkey are large and there is no clear evidence of convergence in per capita income across regions, despite recent rapid growth. Turkey's regional disparities are significantly larger than in the EU15 countries and comparable to the level of disparities prevailing in several new EU members (which are examples of comparator countries). Regional disparities run largely along the east-west axis. The "lagging" regions (eastern Anatolia, south-eastern Anatolia and Black Sea) account for 40 per cent of the land area, 30 per cent of the population, and less than 20 per cent of the economy's income; their per capita GDP is only 60 per cent of the national average¹³.
38. Inter-regional disparities have remained over time. Differences in labour productivity are a key determinant of regional disparities. These differences account for 88 per cent of the total difference in GDP per capita between lagging and advanced regions. This reflects the wide differences in the economic structure of eastern and western regions, with a large, traditional, and low productivity agricultural sector dominating the lagging regions. Employment rates are actually higher in lagging regions, probably due to hidden unemployment in agriculture, and this further contributes negatively to low labour productivity and thus income disparities. This partly explains why agricultural productivity in lagging regions (mainly in the north-east, east and south-east of the country) is about one-third of the level prevailing in advanced regions. Other reasons include the constraints of geo-climatic regions and resource base. This gap is also evident in services (lagging regions 39 per cent of advanced regions) and industry (lagging regions 45 per cent).
39. Regional disparities have led to internal migration, mainly from central Anatolia and the central eastern, north eastern and south eastern regions of Turkey. Small scale farming is common in these regions as close to 85 per cent of the holdings are of less than ten hectares each. More than half of the migrants are between the ages of 15 and 29.¹⁴ The population in the age groups up to 44 years old has been declining in villages and small rural towns and the rural population has been aging.
40. Some of the lagging provinces in the south eastern part of the country have also experienced a long period of insurgency and an influx of Syrian refugees in recent years. In 2013, the Government of Turkey and the Kurdistan Workers' Party (PKK) started a new process regarding the Kurdish question, which brought about a ceasefire with peace talks. In July 2015, however, the ceasefire broke down after a period of tension and the PKK resumed armed attacks. Turkey also hosts the

¹² <http://hdr.undp.org/en/countries/profiles/TUR>

¹³ World Bank, Turkey Country Economic Memorandum, Sustaining High Growth: Selected Issues, Volume I – Main Report, April 10, 2008.

¹⁴ Ali Gökhan and Alpay Filiztekin, Alpay, "The determinants of internal migration in Turkey", International Conference on Policy Modeling; Brussels, Belgium, EcoMod Press, 2008.

world's largest community of Syrians displaced by the ongoing conflict in their country, now in its fifth year. According to United Nations estimates, Turkey's Syrian refugee population was more than 1.7 million as of mid-March 2015, and the large unregistered refugee population may mean the true figure is even larger.

B. Rural poverty

41. Nearly three-quarters of the Turkish population live in urban areas. The decrease in rural population that started in 1980 continues. The ratio of the relative rural population was 35.1 per cent in 2000 and declined to 28.7 per cent in 2011.
42. Despite a decline in rural poverty, several indicators remain below national standards of development. In poor rural areas, family size is nearly twice the national average, adult literacy rates are far lower than the national average, there are fewer doctors, agricultural production per capita is lower, and fewer women are among the employed.
43. Poverty is deepest in the country's least developed areas in eastern and south-eastern Anatolia, often in remote mountainous areas, where poor rural people tend to be economically, physically, and socially isolated from the rest of the nation, and in parts of the coastal regions on the Black Sea. Most of the rural poverty in Turkey is "vertical," that is correlated with altitude, with the forest areas being significantly poorer. The MFWA owns 27 million hectares of gazetted forest land, home to a population of about 7 million people living in approximately 20,000 villages.
44. Farm size is a limiting factor for agricultural productivity and a key reason for rural poverty in Turkey. The average farm size is only 6.4 hectares. There are nearly three million rural land owners, with 83.4 per cent owing less than ten hectares¹⁵. Small farms of less than 5 hectares each account for about 65 per cent of the total number of farms and use only 21.3 per cent of the total area cultivated. Large farms of 20 hectares or more represent less than 6 per cent of all farms but own and/or utilize 34.2 per cent of the total cultivated.

C. Agriculture and rural development

Agriculture

45. Approximately 50 per cent of the total area of Turkey is considered to be pastures, meadows and agricultural land (Table 5). Of the 24.4 million hectares that is arable land, 15.7 million hectares is cultivated land for field crops, including cereals, pulses, and industrial field crops; approximately 4 million hectares is used for fruit and vegetable production, and 4.1 million hectares is left as fallow.

Table 5
Land Use in Turkey

<i>Land Use</i>	<i>Area (Ha)</i>	<i>Percentage</i>
Forest Land	21,678,134	27.6
Agricultural Land	24,437,000	31.1
Pastures and Meadows	14,617,000	18.6
Land under rivers, swamps, etc.	1,050,854	1.4
Other*	16,751,482	21.3
Total Land	78,534,470	100.0

* degraded forest areas, barren land, rocky areas, sandy land, etc.

Source: Türkiye İstatistik Kurumu (TUIK), Agricultural Statistics 2014, and General Directorate of Forestry, Ministry of Forestry and Water Affairs, Annual Bulletin No. 115.

46. Owing to differing climate and soil conditions over a large area, Turkey has a wide range of agricultural product variety. The country's varied ecology allows farmers to

¹⁵ According to the 2003 agricultural census (TUIK).

grow many crops, yet the bulk of the arable land and the greater part of the farm population traditionally have been dedicated to producing cereal crops, which supply 70 per cent of Turkey's food consumption in terms of calories. As of 2014, cereal crops occupied more than half of the country's cultivated area, with wheat being grown on two-thirds of the cereal crop area. Maize is a secondary crop and also used for livestock feed. Small or subsistence farmers produce most of Turkey's grain. Most fields depend on rainfall, so production varies considerably from year to year. Farmers traditionally leave grain fields fallow for a year to allow water to accumulate in the soil.

47. Conditions in Turkey are favourable for animal husbandry. Traditionally, most farmers raise a few cattle, some small ruminants and poultry to meet their domestic needs. Through a successful breeding programme, Turkey has reversed the breed mixture from low-yielding local breeds to high-yielding exotic cross breeds of cattle, with the percentage of the latter more than doubling between 2004 (when it was only 20 per cent) and 2014.
48. Most cattle and a high proportion of small ruminants are still under traditional management, relying mainly on extensive grazing, mainly in the eastern regions of Turkey. In recent years Turkish farmers, with government support, have been increasing the production of forage and other quality feed, but the animals still depend mainly on poor quality feed, particularly in winter, and receive very little veterinary care except for vaccination.
49. Pasture is still the main source of feed; traditionally pasture areas belong to the state and are open for common use. The 1998 Pasture Law brings a new regime to pasture ownership. According to this law, pastures will be assigned to municipalities or village communities once their boundaries are determined and certified. After certification is completed, carrying capacity and the duration of grazing will be determined for each area, after which villages will be given the right to graze the previously determined and certified areas for a given period of time for a specified number of animals.
50. Although agriculture is no longer the main driver of economic growth, it still maintains its importance in rural development, food security, rural employment and incomes, exports and the manufacturing sector. Agriculture remains the second most important source of employment in rural areas (in the 2007-2012 period, the share of agriculture in rural employment was around 61 per cent) and the largest employer of women.
51. The country ranks globally as a significant agricultural exporter and the world's seventh largest agricultural producer. Turkey is the world's third largest exporter of fruit and vegetables, after the United States and the EU. The EU is, by far, Turkey's largest trading partner, both in terms of exports and imports. Turkey also is currently a regional hub for the production, processing and export of foodstuffs to large European and Middle Eastern markets.
52. However, the sector still has serious shortcomings. Turkish agriculture has a dual face, with farmers who are:
 - i) commercialized, use the latest technologies, and are fully integrated into national and international markets (it is estimated that about one-third of the farmers are commercialized and concentrated mostly in the Marmara and Aegean regions, and partly in the Mediterranean, central and south-eastern Anatolia regions¹⁶); and,
 - ii) resource-poor, small-holder farmers, engaged in subsistence or semi-subsistence farming, described as conservative, who do not consider farming a business. They are concentrated in regions and areas that have a limited

¹⁶ IFAD. Göksu-Ta eli Watershed Development Project (GTWDP), Completion design Report. May 2015.

agricultural resource base and relatively disadvantaged in terms of climate and affected by rough topography (mountainous). This segment struggles with small farm size and consequent lack of economies of scale with outdated production techniques, low productivity and poor quality that disable them from being integrated into the markets. Furthermore, they are more vulnerable to unfavourable weather conditions and climate change than larger farmers and farmers in other regions.

53. Farmers' organizations are generally weak and their participation in agricultural policy-making is limited. While there are some top-class organizations, in general the majority suffer from: poor management/governance; weak financial status; and limited cooperation among cooperative members.
54. The sector has been heavily subsidized for decades. The main policy instruments have traditionally been output price support and input subsidies, against a background of border protection. Following the termination of implementation of direct income support in 2009, agricultural support continues in the form of "area and commodity based" payments. Support policies as well as local safety nets ensure that most people enjoy minimal standards of living even if they are very poor, and food security is by and large not a problem.
55. There is consensus across global, national, and sub-national-scale studies that water stress in the country will increase with climate change (temperature rise, increased drought, severe floods, etc.). The projected climate change patterns will highly influence the characteristics of the Turkey's watersheds. There are signs that climate change has already affected crop productivity and will put increasing pressure on agriculture and industry in the coming decades. This calls for the development and implementation of options for climate change adaptation. In this field, Turkey has made some progress in aligning legislation to EU on integrated water resources management in particular, whereas enforcement remains weak.
56. Progress in EU harmonization has been slow. Accession negotiations started in 2005, and a revised Accession Partnership was adopted in 2008 but progress has decelerated in recent years due to a number of political obstacles. Preparations in the area of agriculture and rural development are considered as nascent by the European Commission. The EU's 2013 evaluation for agriculture and rural sector indicated that more efforts were needed for alignment in this area. Since 2012 the implementation of the IPARD programme has been running at a faster speed.

Rural development

57. Challenges are multi-faceted in Turkey's rural areas. They include underdeveloped human resources (poor level of education, low skills), ineffective institutional structures and farmer organizations (cooperatives, producer unions, etc.), highly scattered settlement patterns in some regions, insufficient investments to develop and maintain physical and social infrastructure, high rate of unemployment, and insufficient diversification of agricultural and non-agricultural income generating activities. This triggers significant inter- and intra-regional migration from rural to urban areas.
58. Since 2005, substantial government funding (supported by World Bank loans) has been allocated to improve roads and water supply systems in rural Turkey. Tangible results of these efforts are apparent in the regions where IFAD has been active, where the Special Provincial Administrations (SPAs)¹⁷ have nearly completed the task of providing domestic drinking water and road access to all villages. Despite these recent improvements, the lack or poor status of village infrastructure is still widely recognized as one of the key factors that are negatively affecting agricultural production as well as village livelihoods in regions where IFAD has been

¹⁷ Government organ which holds institutional responsibility for with the O&M of small rural infrastructure throughout the country.

active. For example, about 55 per cent of the village roads are not all weather roads and need upgrading and about nine per cent of the rural settlements do not have access to sufficient drinking water¹⁸. The least progress has been achieved with village sewerage system (no data available).

Policy and institutions framework

59. The Government of Turkey's overall approach to Turkey's economic and social development is set out in the Long-term Strategy 2001-2023 which features the pursuit of rapid sustained economic growth, human resource development and employment in high technology industry, infrastructure advances and regional development, coupled with transfer payments to poorer segments of society. The Government of Turkey has set a target of being in the top ten economies by 2023, the centenary of the Republic.
60. The 10th Development Plan (2014-2018), which is the master document of Turkey's agricultural policy, was enacted by the Parliament in June 2013. The main objective under the agriculture and food heading of the Plan is to develop a globally competitive and environment-friendly agricultural sector whose fundamental aim is to provide sufficient and balanced nutrition to population. In agriculture particular emphasis is given to R&D, innovation, productivity improvement, strengthening of food safety infrastructure and more efficient use of water. The Plan aims to achieve 3.1% annual growth in the agricultural sector, while the share of agricultural employment in total employment is projected to decline from 24.6% in 2014 to 21.9% in 2018, and the share of the sector in GDP is projected to be 6.8% by the end of the plan period.
61. The 2007-2013 National Rural Development Strategy (NRDS) covers policies designed to diminish pressures of rural to urban migration and associated urban unemployment. The NRDS Strategic Objective 3 ("Improving Rural Physical Infrastructure Services for Quality of Life") gives priority to developing rural infrastructure. The Strategic Plan for Agriculture for 2013-2017 aims to develop appropriate methods and technologies that will increase yields and quality of production, protect agricultural and ecological resources, and ensure the security of supply for agricultural products and foodstuffs. These strategies recognize the need for the agriculture sector to be competitive within the EU framework and constitute some of the pre-requisites for receiving IPARD funding¹⁹. The government's Plan for Regional Development 2014-2028 emphasizes the importance of inclusion, and particularly of training of women and youth for micro-businesses as a means to rural development, income diversification and employment generation. In line with stricter EU requirements on organic farming, an Organic Agriculture National Action Plan 2013-2016 was prepared in 2013. The action plan addresses five main areas: developing and expanding organic farming, strengthening of services related to inspection and certification, improvement of data collection infrastructure and traceability, development of training and extension services, and the development of institutional capacities.
62. The National Climate Change Adaptation Strategy and Action Plan 2010-2020 have focused on five important fields: (i) water resources management; (ii) agricultural sector and food security; (iii) ecosystem services, biodiversity and forestry; (iv) natural disaster risk management; and, (v) public health.
63. The public sector is the lead actor in the management of regional and rural development programmes. The State provides support for agriculture and rural development mainly through the Ministry of Food Agriculture and Livestock (MoFAL)²⁰, the Ministry of Forestry and Water Affairs (MFWA)²¹ and the Special

¹⁸ http://www.migm.gov.tr/kurumlar/migm.gov.tr/KOYDES/TURKIYE_GENELI_TEK-KOYDES.PDF. Ministry of Interiors. General Directorate of Local Administrations.

¹⁹ IPARD-II, covering the 2014-2020 period was approved by the European Commission in January 2015.

²⁰ Former Ministry of Agriculture and Rural Affairs (MARA).

²¹ Former Ministry of Environment and Forestry (MOEF)

Provincial Administrations (SPAs) operating under the aegis of the Provincial Governors. Regional Development Agencies and Regional Development Administrations also implement rural projects to contribute rural development efforts via governmental funds. The budget allocated to the MoFAL totals TL 14.7 billion²² (US\$5.2 billion) in 2014 equivalent to 3.5 per cent of the total budget revenue. The budget allocated to the MFWA totals TL 11.7 billion (US\$4.1 billion) in 2014 equivalent to 2.7 per cent of the total budget revenue²³.

Official Development Assistance (ODA)

64. Official Development Assistance (ODA) to Turkey has remained relatively stable over the last ten years. Over the last three years, net ODA has averaged 0.4 per cent of GNI and 1.4 per cent of total government spending²⁴.
65. Germany is the largest bilateral donor followed by Japan, France, Austria and the United States. The main development multilateral agencies operating in Turkey are: EU institutions, World Bank and European Bank for Reconstruction and Development (EBRD). IFAD is the 7th largest multilateral donor and 18th largest overall. Between 2012 and 2013, the three sectors with the most Country Programmable Aid (CPA) to Turkey were: economic infrastructure and services (50 per cent), education (28 per cent) and humanitarian aid (12 per cent).
66. IFAD's commitment to Turkey in support of agriculture and rural development over the last ten years has been US\$84.5 million. Other key donor programmes are:
 - European Union: Within the pre-accession framework, a spectrum of EU funds is available for Turkey including those under the EU-IPARD. The programme aims at preparing the candidate countries to implement the EU Common Agricultural Policy upon accession and identifies the key sectors requiring further assistance to comply with EU regulations (dairy and meat, fruit and vegetables, and fisheries). IPARD measures (co-financed by the EU as grants) include investment aid to modernize agricultural production including food safety, processing and marketing; capacity building and support for producer groups; environmental measures, and diversification measures. Under IPA II the second Rural Development Programme (IPARD II, 2014-2020, approved in Jan. 2015) features a total budget of € 800 million.
 - World Bank: The most recent Country Partnership Strategy (CPS) for Turkey 2012-2015 envisaged financing levels of up to US\$4.45 billion and the increased provision of analytical and advisory services, as well as new services and instruments, including fee-based services. Its main strategic objectives and pillars are: (i) enhanced competitiveness and employment; (ii) improved equity and public services; and, (iii) deepened sustainable development. The portfolio currently includes 10 lending projects, none of which deal directly with agriculture or rural poverty. A new project has been identified recently to improve productivity, sustainability, and climate resilience of water and land resources in the Kızılırmak and Akarçay Basins of the Central Anatolian Region through the introduction of integrated river basin management. The estimated budget for the proposed project, which will be designed in 2015, is US\$200 million. The main implementing agencies will be MFWA and MoFAL.
 - Food and Agriculture Organization (FAO). The FAO office in Ankara functions as the FAO Regional Office for Europe and Central Asia. The overarching objective of the FAO-Turkey Partnership Programme is to provide assistance on food security and rural poverty reduction in Azerbaijan,

²² Budget and Plan Commission of Turkish National Assembly Annual Budget. Published in the Official Gazette.

²³ TL 425.758 million, Republic of Turkey, Ministry Of Finance. General Directorate of Budget and Fiscal Control. <http://www.bumko.gov.tr/EN.2712/budget-realizations-reports.html>

²⁴ www.oecd.org/dac/stats/

Kazakhstan, Kyrgyzstan, Tajikistan, Turkey, Turkmenistan and Uzbekistan. A trust fund financed by the Government of Turkey, represented by MoFAL, supports the programme. Established in 2006, the Programme to date has benefitted from trust fund contributions totaling US\$10 million from Turkey in the first phase of FTTP (2007-2011). In 2014, partners signed the second phase of the FAO-Turkey Partnership Program (FTTP) with a trust fund contribution by the Turkish government with the amount of \$20 million for the new period. It covers work on food security and nutrition, agricultural and rural development, protection and management of natural resources, agricultural policies, and food safety. The agreement is currently awaiting ratification by the Parliament. Whereas the first phase was a partnership between FAO and MFAL, the second phase will also include MFWA. Each of the donor partners will contribute \$10 Million (total of \$20 million)

- World Food Programme (WFP): WFP launched its operation in Turkey in October 2012 at the request of the Government of Turkey to help support food security for Syrians seeking protection in the country. It works through the joint Turkish Red Crescent (KIZILAY)/ WFP Electronic Food Card Programme. The E-Food Card Programme supports Syrian families living in camps to purchase sufficient nutritious food items to meet household needs. As of June 2014, WFP and KIZILAY had expanded the E-Food Card Programme to 21 camps in 10 provinces in the south-east of the country, thereby reaching approximately 220,000 Syrian refugees every month.
67. Turkey's role evolving as donor country and a borrower. Turkey is becoming an increasingly important donor to bilateral ODA. The average annual ODA volume for the period 2006-2009 was above US\$700 million. In 2010, Turkey's ODA reached US\$966 million²⁵. The regional distribution of Turkey's 2009 ODA shows that with a share of almost 45 per cent, countries in South and Central Asia are still the main partners, followed by Balkan and Eastern European countries with a share of nearly 27 per cent. In 2012, Turkey's Total Development Assistance (TDA) was US\$3.4 billion (total net). This included official development assistance (ODA) by Turkish public entities and Other Official Flows (OOF) to developing countries. TDA comprised US\$2.5 billion through public entities as official development assistance, US\$735 million by the Turkish private sector in direct investments, and US\$111 million by Turkish NGOs through own resources. About US\$53 million in OOF was also provided in the form of loan facilities. Turkish ODA in the form of multilateral assistance, i.e. the contributions and membership dues to international organizations, stood at US\$110.80 million in 2012.
68. The country is a signatory to the Principles of Paris Declaration on Aid Effectiveness, which has been integral to its South-South Cooperation Programme. Since 2012, Turkey has been making US\$200 million available annually to Least Developed Countries (LDCs) for technical cooperation projects and scholarships. As an emerging development partner for the LDCs, Turkey hosted the Fourth United Nations Conference on the Least Developed Countries in Istanbul on 9-13 May 2011, where the Istanbul Declaration as well as a comprehensive Istanbul Programme of Action were agreed upon. The Istanbul Declaration confirms and further strengthens the commitments of the international community and development partners to the LDCs. As a G-20 chairman in 2015, Turkey is playing an active role in advocating for the "promotion of sustainable food and nutrition systems".
69. Despite Turkey not being a member of the Development Assistance Committee (DAC) of OECD, it was the fourth largest government donor of humanitarian assistance in 2012. The amount stood at US\$1,039 million corresponding to 0.13 per cent of its GNI and 41 per cent of its total ODA. A considerable portion of

²⁵ Republic of Turkey, Ministry of Foreign Affairs, http://www.mfa.gov.tr/turkey_s-development-cooperation.en.mfa

this targeted the humanitarian crisis in Syria, with which Turkey shares an 822 km border.²⁶

70. The Turkish Cooperation and Development Agency (TIKA) is the international showcase of Turkey as a significant player in the ODA arena, particularly in the context of South-South exchanges and programmes. TIKA has been active in East Europe and the Balkans, Caucasus and Central Asia, Eastern Asia, Middle East, and Africa, with Central Asia receiving the largest share of Turkish ODA. The main operational activity of TIKA is technical cooperation for development of institutional capacity and human resources in partner countries. This is accomplished by providing training and advisory services in the fields where Turkey has a comparative advantage in terms of know-how and experience. These services are complemented by donations for capacity building. Another component of TIKA activities is the financing of infrastructure projects such as irrigation, sanitation and transportation projects, as well as, the construction or renovation of schools, hospitals, architectural objects of cultural heritage, etc. TIKA also extends humanitarian assistance.

²⁶ Recent estimates of Syrian refugees number over a million according to UN and Turkish sources

Key points

- Turkey is an upper middle-income country, the 18th largest economy in the world, European Union accession candidate, and a member of the OECD and G20. It is an increasingly important donor in bilateral ODA. Progress in EU harmonization has been slow.
- It has experienced rapid growth and development over the last decade, during which its GDP tripled in US\$ terms. The percentage of population living below the national poverty line decreased from 30.3 per cent in 2004 to 2.3 per cent in 2014.
- Turkey is currently in the “High Human Development” category, ranking 69th out of 187 countries. However, its Inequality-adjusted Human Development Index is about 23 per cent lower than its nominal HDI and below the EU and OECD averages.
- Regional disparities run largely along the east-west axis, with eastern Anatolia, south-eastern Anatolia and Black Sea being the “lagging” regions. Challenging natural environments, declining rural populations, lower levels of access to basic services and differences in labour productivity are a key determinants of regional disparities.
- The Gender Inequality Index is 0.360 for Turkey, ranking 69 out of 149 countries in 2013. Gender based disparities exist in which women have considerably lower on average income, educational attainment, labour force participation, and low participation in governance and decision making.
- Agriculture is no longer the main driver of economic growth but remains important to rural development, food security, rural employment and incomes, exports and the manufacturing sector. It is the second most important source of employment in rural areas and the largest employer of women. Agriculture markets are both domestic, largely in the densely populated western regions and increasingly in EU markets.
- Competitiveness in EU markets is a key driving force in agriculture development and IPARD funds are supporting investment in rural development.
- Two thirds of the farmers are resource-poor small-holders, engaged in subsistence or semi-subsistence farming. The other third (concentrated mainly in the Marmara and Aegean regions) are commercialized, use the latest technologies, and are fully integrated into national and international markets.
- Support policies as well as local safety nets ensure that most people enjoy minimal standards of living even if they are very poor, and food security is by and large not a problem.
- Poverty is deepest in the lagging regions. Most of the rural poverty is “vertical,” that is correlated with altitude, with the forest areas being significantly poorer. Small farm size is a key reason for rural poverty.
- Turkey’s role is evolving as donor country and a borrower. Turkey is becoming an increasingly important donor to bilateral ODA, and in 2012 it was the fourth largest government donor of humanitarian assistance. Net ODA has averaged 0.4 per cent of GNI and 1.4 per cent of total government spending over the last three years.

III. The strategy adopted by IFAD and the Government of Turkey

71. The purpose of this chapter is to describe the broad objectives of IFAD’s country strategy for Turkey during the period under review (2003-2015) and how these were translated into operations. Assessment of the strategy in terms of its relevance and effectiveness will be undertaken in Chapter VII. The objectives of the programme are based on policies and approaches agreed upon with Government of Turkey and outlined in two Country Strategic Opportunity Programmes (COSOPs) and one Addendum. The review documents how the COSOPs unfolded. The chapter also includes a brief description of non-lending activities undertaken. Chapter VI is dedicated to assess the relevance and effectiveness of non-lending activities.

A. IFAD country strategy and operations

72. IFAD's strategy in Turkey over the past two decades has largely focused on multicomponent rural development in the poorest regions/provinces, aiming to provide comprehensive support to targeted villages according to their identified needs and with heavy emphasis on increasing agricultural productivity.
73. In the 1990s, IFAD's strategy in Turkey emphasized area-based, rural development projects, focusing principally on rural infrastructure such as roads and irrigation, together with support to farmers for extension, training and credit.
74. The first country strategic opportunities paper (COSOP) for Turkey was prepared in 2000 for the period 2001 to 2005. The 2000 COSOP continued the focus on the three poorest regions (eastern Anatolia, south-eastern Anatolia and the eastern Black Sea), and stressed the importance of participatory mechanisms and income diversification. The main elements of the strategy included, at the sectoral level, emphasis on livestock, social forestry, non-farm micro-enterprise development, transfer of technology and environmentally sound practices; at the institutional level emphasis on devising mechanisms to promote beneficiary participation; and at the policy level, the gradual withdrawal of subsidies, reducing the role of the state in the provision of support services and encouraging organized participation of farmers. . It also included a strong focus on gender and women's empowerment, including focusing "narrowly on women as the dominant target group" as part of IFAD's strategic niche in Turkey.
75. Under this COSOP, IFAD approved only one project in 2003: Sivas-Erzincan Development Project (SEDP), effective in 2005 and closed in 2014 after one extension. The total cost was US\$30 million including an IFAD loan of US\$13.1 million, financing of US\$9.9 million from the OPEC Fund for International development (OFID) and US\$4.4 million counterpart financing from the government. The project covers two adjoining provinces in Central and Eastern Anatolia, Sivas and Erzincan. It continued the programme emphasis on village-based planning and also aimed at supporting the development of community and cooperative initiatives through a fund offering a seed capital loans. The objectives of this project were: (i) increase agricultural productivity and income levels of the rural poor in the less developed parts of Sivas and Erzincan provinces; (ii) expand rural employment opportunities and encourage individual and group initiatives of smallholders; (iii) build and strengthen self-sustaining institutions directly related to the rural poor; and improve living conditions of the rural poor and especially of women. The projects was re-designed in 2007 due to poor disbursement performance and also to align with the new National Agricultural Strategy and National Poverty Reduction Policy approved in 2006 which are focused on village development and development of rural supply chains.
76. The second COSOP was prepared in 2006 for a period of five years (2006-2010). It identified the following priorities for IFAD-supported programme in Turkey: (i) maintain the focus on the reduction of poverty in the disadvantaged areas of the eastern and south-eastern regions of the country; (ii) adopt an approach that pays greater attention to the income-generating potential of supported activities and to their sustainability, profitability and marketability, within the longer-term vision of rural economic development, consistent with the new strategic policy directions of the Government of Turkey; (iii) ensure that programme-related expenditures can be justified in terms of attracting and expanding private-sector involvement in such areas as the processing and marketing of agricultural produce; (iv) maintain a clear and consistent focus on generating incremental income and employment and reducing income disparities in less-favoured areas; (v) recognize that, while support for productivity gains is important, sustainable poverty reduction initiatives should include a market-based sector-wide perspective; and (vi) build effective partnerships with stakeholders in the public and private sector at the national and international levels.

77. The 2006 COSOP identified the relatively poorest and most underdeveloped provinces on which to focus Turkey-IFAD cooperation. Consistent with an emphasis on commercialization, it proposed to introduce the concept of the Strategic Investment Plan (SIP), which was aimed at priority pro-poor value chains and promoted through the projects, considering it "an important innovation in the Turkish context," and a tool "for reducing poverty within a market economy context and for understanding interrelationships aimed at improving efficiencies in key agricultural commodity supply chains." The COSOP also highlighted "the inclusion of progressive farmers for the adoption of appropriate technology and as a model for more traditional growers will be pursued."
78. The 2006 COSOP acknowledges low employment participation and higher poverty among women and the inclusion of women in employment generation, enterprise development, and training through IFAD-assisted projects however the explicit focus on women as a target group evident in the 2000 COSOP was removed. In relation to youth, the COSOP states that "job creation for the relatively young and fast expanding labour force is clearly an important priority" and that in project activities young men and women should be "directly supported through vocational skills training". The COSOP 2006 identifies a number of opportunities for policy engagement in areas which had affected the full realization of programme impact in the past, including for example. (a) the weakness of rural organizations; (b) the limited degree of rural organizations' representation in executive and advisory government bodies; (c) the heavily centralized decision-making processes. IFAD would contribute in providing its knowledge and experience in these various issues in partnership with the EU and UNDP.
79. On IFAD's strategic niche the COSOP 2006 acknowledges that the potential level of IFAD's funding commitment in Turkey is relatively modest. A greater proportion of these funds should henceforth be applied to: (a) create multiplier effects, attracting other, more substantial resources for rural development from the Government of Turkey and the international community; (b) catalyse the inflow of private investment into the presently less-developed eastern parts of the country; (c) assist in fulfilling requirements of EU convergence; and (d) complement and support the initiatives and processes of key partners in development, notably the EU, the World Bank and UNDP. The COSOP recognizes that the EU is perhaps the most influential external institution in Turkey, and proposes that IFAD's support would be consistent with the Instrument for Pre-Accession Assistance Rural Development (IPARD), helping build the platform for convergence with the common agricultural policy (CAP), and helping to inform the Government of Turkey on possible future adjustments in agricultural strategy and policies to improve their alignment with the CAP. The COSOP also mentions "security situation conducive to private investment" as an assumption in the logical framework but does not propose any measures for addressing security-related issues.
80. Under this COSOP IFAD has approved two projects: DBSDP and AKADP.
- Diyarbakir, Batman and Siirt Development Project (DBSDP), approved in December 2006, and closed in June 2015 . Total cost is US\$36.9 million, financed by IFAD (US\$24.1 million), UNDP (US\$1 million) and government counterpart (US\$4.5 million). The Project sought to increase incomes of smallholders and small rural entrepreneurs willing to move towards commercial agriculture and other income generating activities related to livestock, horticultural and village service industries. The project area covered the provinces of Diyarbakir, Batman and Siirt in southern and Eastern Anatolia. The objectives of the project were: improve quality of life in poor rural villages in the Project area: i) diversify income sources and increase employment; ii) optimise the employability of the target group with the primary target group being poorer rural, men, women and youth.

- Ardahan-Kars Artvin Development Project (AKADP) approved in December 2009. The total cost is US\$26.4 million, with an IFAD loan of US\$ 19.2 million, and national contribution (US\$3.2 million) from the government. It covers three provinces classified as less developed in the north-east of the country, characterised by difficult ecological conditions. Rural communities are almost totally dependent on livestock production for cash, fuel and part of their diet. The Project seeks to increase incomes of smallholders and small rural entrepreneurs willing to move towards commercial agriculture and other income generating activities related to livestock, horticultural and village service industries. The project objectives are to: increase the assets and incomes of poor women and men smallholders; improve poor rural people's access to infrastructure; and strengthen institutional advisory services and project management capacity.

Table 6

Projects approved within the 2000, 2006 COSOPs and 2010 Addendum

<i>COSOP</i>	<i>Project Title</i>	<i>Total Cost</i> <i>US\$ millions</i>	<i>IFAD financing</i> <i>US\$ millions</i>
2000	Sivas-Erzincan Development Project (SEDP)	<u>US\$ 30.0</u>	US\$ 13.1
2006	Diyarbakir, Batman and Siirt Development Project (DBSDP)	US\$ 36.9	US\$ 24.1
2006	Ardahan-Kars-Artvin Development Project (AKADP)	US\$ 26.4	US\$ 19.2
2010 Addendum	Murat River Watershed Rehabilitation Project (MRWRP)	US\$ 38.5	US\$ 28.1

81. The latest strategy, the COSOP 2006 addendum, was prepared in 2010 for the period 2011-2012 in view of a new watershed development project being prepared for Turkey. The previous IFAD COSOP (planned for the period 2006-2010) had exhausted its pipeline of projects. The principles and proposed thrusts of the existing COSOP remained valid, especially its focus on supporting income-generation activities that are market-driven and sustainable for the rural poor. The need for the Addendum 2011-2012 arose also from: i) an intended shift to dwell more on natural resource management (NRM) and approaches for rehabilitating landscapes, ii) the identification of a new implementation partners for IFAD in Turkey, and iii) completion of the pipeline envisaged along the thrusts of the 2006-2010 COSOP. The addendum highlights the importance of IPARD and observes that existing IFAD projects are spearheading some of the IPARD initiatives in terms of implementation modalities (e.g. modalities for competitive matching grants).
82. The addendum steered the focus of the IFAD country programme towards natural resource management and IFAD started to work with the Ministry of Forestry and Water Affairs as a new counterpart. It acknowledges disparities faced by women and youth and their low participation in employment; however, it does not propose specific steps for strengthening the focus on women and youth. The addendum was discussed and agreed with the Government of Turkey, in particular with the State Planning Organization (SPO)²⁷ of the Prime Ministry, Treasury, and the Ministry of Environment and Forestry (MoEF).
83. Under this COSOP IFAD has approved one project: Murat River Watershed Rehabilitation Project (MRWRP), approved in December 2012. The total cost is US\$38.5 million, with an IFAD loan of US\$27.66 million, grant of US\$0.43 million and national contribution (US\$7.4 million) from the government and beneficiaries. The project includes the provinces of Elazi , Bingöl and Mu along the Murat River, one of the main tributaries of the Euphrates River in Eastern Anatolia. MRWRP is IFAD's first intervention in watershed development in Turkey. It aims to support

²⁷ SPO was incorporated into the newly established Ministry of Development in June 2011.

government efforts to check further degradation of upland watersheds and to improve the natural resource base as a means to raise incomes and livelihoods in upland villages. The project's three main components are: natural resources and environmental management (consultations, empowerment and planning); investments in natural resources and environmental assets (land, water and vegetation); and investments in improved livelihoods empowering upland communities to maintain and benefit from the natural resource improvements

84. Except for a brief mention of the security situation as a risk to private sector investment, the three COSOP documents do not discuss conflict issues. The Country Profiles, however, have been mentioning security issues since 2010, noting when the security situation in the project area deteriorated during certain periods. At the same time, the Country Profiles note that the Government of Turkey is implementing measures to improve education and social infrastructure for the Kurdish minorities in the south east, which facilitates the implementation of the IFAD-financed projects in the region.

Targeting

85. The 2000 COSOP adopted the view that rural poverty in Turkey is perceived in terms of disparities in economic and social development between geographic regions and provinces and, to a lesser extent, in terms of urban-rural income differences. It focused on an index used by the State Planning Organization (SPO)²⁰ to rank provinces in terms of their economic development status and listed all the provinces included in category 5 (the lowest, 17 provinces) and category 4 (second lowest, 21 provinces). It concluded that the poorest areas are mostly located in the mountains and rangelands of eastern and south-eastern Anatolia and a number of counties in the eastern margin of central Anatolia (Sivas Province) and the Black Sea region.
86. The COSOP emphasized the need to focus on the poorest counties of the relatively poorest provinces located mostly in the rangelands and mountainous forest areas of the eastern and south-eastern Anatolia regions and the eastern margin of central Anatolia. It cited the SPO's county-level data based on the above-mentioned index and observed that this information could help identify the poorest counties for purposes of targeting of interventions and the approach to such targeting. Prioritization of the districts/villages for project support is based on the SPO's poverty ranking of districts and the Agriculture Master Plans for each province. At the target group level, the COSOP proposed to focus on clearly delineated target groups such as rural women, livestock herders in rangelands or forest-based communities, small and marginal farmers, and poor small farmers with potential for mainstreaming into commercial agriculture through the uptake of improved technology packages. It did not define small and marginal farmers or provide guidelines for identifying the poor or relatively poor households. Moreover, it did not mention pro-poor interventions or ways of identifying such interventions. The COSOP 2000 did not mention youth as a specific target group whereas the COSOP 2006 states that generating employment for young people is a high priority for the programme. The COSOP Addendum acknowledges challenges faced by youth, but does not suggest a specific strategy to address them.
87. The 2006 COSOP retained the geographical focus of the 2002 COSOP and also included certain nuances to the approach to targeting described in previous COSOP. It emphasized that interventions would be aimed either directly at the rural poor or at those entities that bring benefits to this group. As examples of the former (direct approach), the COSOP mentioned measures to improve the productivity of small grain-crop growers in the plateau areas and livestock producers in the highland forest villages, and vocational and skills training for young rural men and women. As examples of entities that could benefit the rural poor indirectly, it mentioned progressive farmers who would adopt appropriate technology and serve

as models for more traditional growers; associations, traders and agro-processors that are a crucial source of market access for small producers; private financial institutions that can finance the activities of both the target groups and their service providers. The COSOP did not clarify, however, why technological packages designed for progressive (large) farmers could be expected to be affordable or otherwise attractive for small or resource-poor farmers.

88. The COSOP observed that the proposed approach recognizes that sustainable poverty reduction requires a combination of targeted interventions and broad-based sector growth. It also proposed intensive efforts to support income diversification among the economically active poor but did not offer a definition of this target group. It did not clarify, however, how interventions for promoting businesses and income diversification through small, IFAD-type projects could lead to broad-based sector growth in agriculture or sub-sector growth in, say, livestock or horticulture, at the regional or even provincial level.
89. The 2010 addendum to the 2006 COSOP, which reoriented IFAD assistance towards forests and watersheds, acknowledged that the incidence of poverty is also closely correlated with elevation due to the topography of the natural resource base, which is prone to erosion and degradation; small plot sizes; limited opportunities for income diversification; and poor infrastructure. It observed that poverty is particularly concentrated and deep in the so-called "forest villages," defined as villages that border the forest, are surrounded by forest along all boundaries or have designated forest lands within their administrative borders. The addendum referred to the change as broadening IFAD's target group in Turkey to include the upland and resource- and asset-poor forest villagers, and called the forest village population a priority for IFAD assistance. At the same time, it narrowed the focus of IFAD-Government of Turkey to watershed rehabilitation in order to align with a project that was already under preparation, without adequately articulating the relationship between poverty alleviation and watershed-related interventions that are aimed almost exclusively at limiting the movement of people and livestock.
90. The four projects covered by the CPE are targeting some of the most disadvantaged provinces in Turkey in Southern and Eastern Anatolia where the rural population is facing harsh conditions in terms of availability of means of production and housing facilities.

Table 7
Key elements of IFAD strategic documents (COSOP) for Turkey

Key elements	COSOP 2000	COSOP 2006 (2006-2010)	COSOP 2006 Addendum (2010-2012)
General objective	NA	Agricultural and institutional development in the very poor regions, with more intensive efforts to support income diversification among the economically active poor.	Principles and proposed thrusts of the 2006 COSOP remain valid -focus on supporting income-generation activities that are market-driven and sustainable for the rural poor
Main categories of intervention	At sectoral level; livestock, social forestry, non-farm micro-enterprise development, transfer of technology and environmentally sound practices: At institutional level: device mechanisms to promote beneficiary participation; At policy level : gradual withdrawal of subsidies , reducing the role of the state in the provision of support services and encouraging organized participation of farmers.	(a) greater attention to the income-generating potential of supported activities and to their sustainability, profitability and marketability; (b) attracting and expanding private-sector involvement in such areas as the processing and marketing of agricultural produce; (c) generating incremental income and employment and reducing income disparities in less-favoured areas; (d) support for productivity gains combined with market-based sector-wide perspective; (e) partnerships with stakeholders in the public and private sector at the national and international levels.	Enhanced attention to Natural Resources Management
Targeting approach	Poorest provinces in rangelands and mountainous areas in Eastern and Southern Eastern Anatolia. Target group; rural omen, livestock herders, forest-based rural communities, small and marginal farmers	Focus in the disadvantaged areas of the eastern and south-eastern regions of the country; Combination of direct and indirect targeting to rural poor. Inclusion of progressive farmers for the adoption of appropriate technology for demonstration.	Turkey's forest village population affected by: low incomes and assets, limited access to health and occupation, severe need for job creation upon often fragile and severely degraded eco-systems.
Main implementing partner institutions	Ministry of Agriculture and Rural Affairs-MARA	Ministry of Agriculture (former Ministry of Agriculture and Rural Affairs-MARA);	Ministry of Food Agriculture and Livestock-MoFAL Ministry of Forestry and Water Affairs (former Ministry of Environment and Forestry)
Country Programme management	UNDP provided implementation support services From Rome	Direct Supervision by IFAD UNDP provided implementation support services From Rome	Direct Supervision by IFAD From Rome

B. IFAD-supported operations

91. Starting on 2005 Turkey receives a financial allocation for loans and grants as determined by IFAD's Performance Based Allocation System (PBAS) for a three-year period. The total allocations for Turkey and IFAD approved financing in the period 2005-2015 are shown in table 8²⁸. One project (DBSDP) was approved in 2006, at the end of IFAD 6 PBAS cycle. The IFAD 6 PBAS only covered two out of

²⁸ The oldest project covered by the CPE (SEDP) approved in 2003 was not funded under the PBAS system- which was adopted by IFAD in 2005

the three years of the replenishment cycle. Hence the project was only partially funded by the PBAS. All loans were provided on ordinary terms.

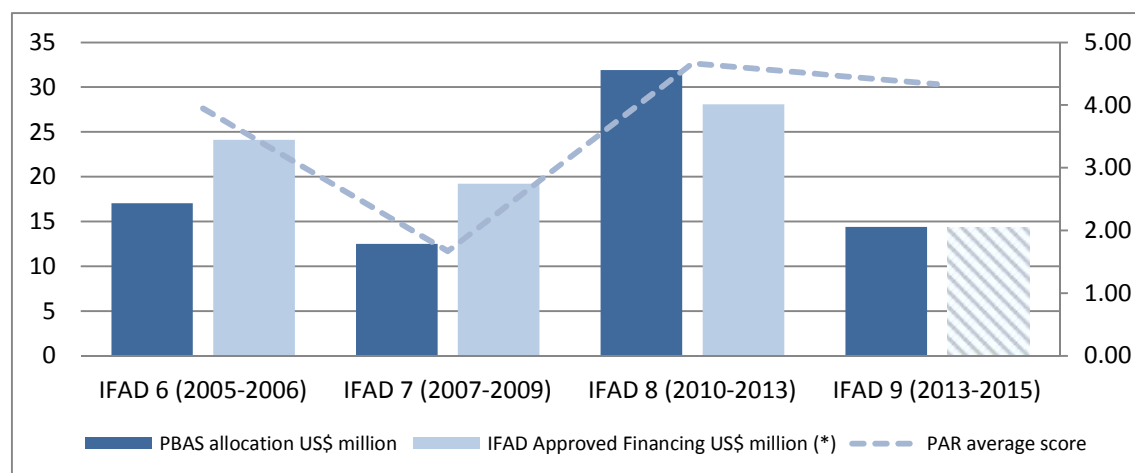
Table 8
Financing to Turkey from IFAD's performance-based allocation system

Year	Financial allocation (Millions of United States dollars)	IFAD Approved Financing (Millions of United States dollars)
2005-2006 (IFAD6)	17.2	24.1
2007-2009 (IFAD7)	19.2	19.2
2010-2012 (IFAD8)	28.1	28.1
2013-2015 (IFAD9)	14.4	14.4 (*)
Total	78.9	71.4

(*)A new project (GTWDP) was approved by EB in December 2015. Loan required by IFAD is US\$ 14.4 million.
Source: IFAD's Loans and Grant System.

92. The period covered by the evaluation covers four PBAS cycles. Average annual allocation has been US\$7.2 million per year, with significant variation between each cycle -closely correlated to the Project at Risk (PAR) variable changes. In addition there has been variation on two (IFAD 7 and IFAD 8) of the four PBAS cycles²⁹ between the initial PBAS allocation (based on the PBAS formula) and the final amount of loans approved due to reallocations³⁰ done at the end of each replenishment cycle (Figure 2). In IFAD 9 Turkey's PBAS allocation was subject to a reduction fixed by management at the beginning of the replenishment cycle³¹.

Figure 2
Historical PBAS allocation and IFAD approved financing in Turkey (2005-2015)



93. Portfolio covered by the CPE. Over the last thirteen years covered by the CPE IFAD has financed four projects for a total cost of US\$131.8 million (Table 9). IFAD financing of the total is US\$84.5 million from its core resources. The Government of Turkey counterpart funding for these four operations is US\$19.5 million, and beneficiary contribution is US\$17.3 million. Only the two older projects (approved

²⁹ In IFAD 7 a reallocation increase of US\$6.7 million was done and in IFAD 8 a reallocation reduction of 3.8 million was done.

³⁰ The reallocation ensures that the PBAS final allocation and IFAD Approved Financing match

³¹ "In order to improve the management of allocations in the three-year period, amounts for countries that are expected to use only part of their potential allocation have been capped at the expected level of financing" EB 2013/110/R.2/Add.2

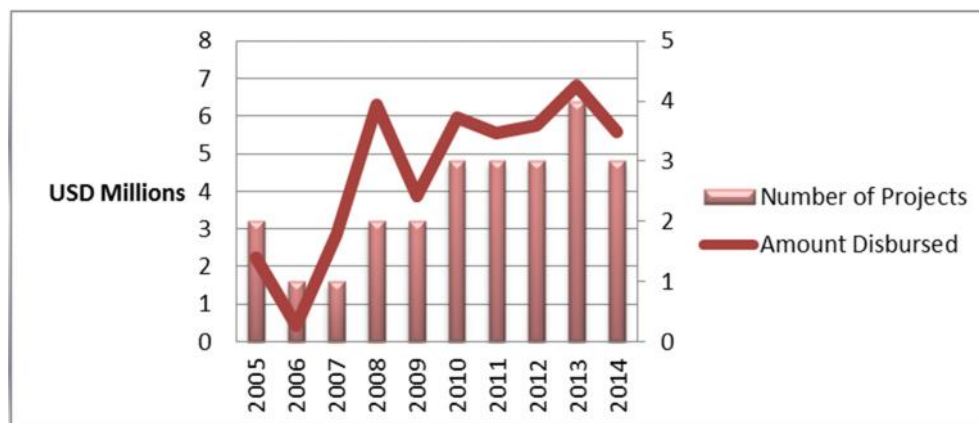
in 2003 and 2006 respectively) have mobilized international co- financing from OFID (US\$9.9 million) and UNDP (US\$1 million).

Table 9
Projects approved in Turkey since 2003 (US\$ millions)

Project	Total Cost	IFAD loan amount	(Co-financing)	Government and beneficiary funding	Board approval date
SEDP	30.0	13.1	9.9-	7.1	Sep 2003
DBSDP	36.9	24.1	1-	12.1	Dec 2006
AKADP	26.4	19.2	-	7.2	Dec 2009
MRWRP	38.5	28.1	-	10.4	Dec 2012
Total	131.8	84.5	10.9	36.8	-

94. Average annual disbursements (Figure 3) amounted to US\$4.3 million (US\$5.9 million in the more recent five years, . The active portfolio ranged from one to three projects in given year over most of the period covered.

Figure 3
Active Portfolio and disbursements per year



C. Country-programme management

95. IFAD counterpart agencies: IFAD's main counterpart in Turkey has been the Ministry of Agriculture since the beginning of operations in 1982 until 2010, when the Fund started a dialogue with the Ministry of Forestry and Environment for a new project. In the last decade, the institutional landscape of the Turkish government has changed considerably, some ministries were reorganized and merged e.g. those that are dealing with forestry, environment and urbanization affairs, and the ministry for agriculture went through a major reorganization that is reflected in its new name, Ministry of Food Agriculture and Livestock, or MFAL. The State Planning Organization (SPO) that was directly under the Prime Ministry evolved and became a ministry. In this context, the current government partners are: (i) the Ministry of Development (former SPO); (ii) Undersecretariat of Treasury; (iii) Ministry of Food Agriculture and Livestock, MoFAL (former Ministry of Agriculture and Rural Affairs); iv) and the Ministry of Forestry and Water Affairs, MFWA (former Ministry of Environment).
96. Supervision and implementation support. As per the Agreement Establishing IFAD, since the inception of its operations in 1978, the Fund contracted project supervision out to cooperating institutions – like the United Nations Office for Project Services and the World Bank amongst others. However, in February 1997, the Governing Council adopted the Direct Supervision Pilot Programme, which enabled IFAD to directly supervise and provide implementation support in 15 IFAD-

initiated projects globally. The pilot programme was evaluated by IOE in 2005, and thereafter IFAD's Executive Board adopted a corporate policy on direct supervision and implementation support in December 2006.

97. IFAD assumed the responsibility for direct supervision of its portfolio in Turkey as of 2009 and is currently supervising directly the three ongoing projects, DBSDP, AKADP and MRWSDP. Before 2009 supervision was entrusted to UNOPs, who acted as Cooperating Institution for SEDP and DBSDP (first year of implementation only) until 2008. UNDP has been an implementation partner of IFAD for the three projects implemented by MoFAL. Under a Service Agreement, UNDP -as required- supported the projects in dealing with flow of funds arrangements, recruitment of PMU staff, contracting of technical assistance, accounting and auditing and assistance in procurement of goods, civil works and services. The MRWSP is the first project where UNDP does not have a role.
98. Country Presence. IFAD's Turkey programme is managed from IFAD Headquarters office in Rome. IFAD has so far not established country presence in Turkey. Turkey has expressed its interest to host an IFAD country office (ICO) with a regional dimension to capitalize on Turkey's experience and knowledge to provide support to other countries. The IFAD Executive Board (EB) has recently approved the opening of an office in Turkey. A draft Country Host Agreement is currently being discussed with the Turkish authorities.

Key Points

- Over the period covered by the CPE IFAD has focused its efforts in improving the income and welfare of rural communities. It has supported multicomponent rural development in area-based projects with emphasis on: increasing agricultural productivity; support to SMEs to establish market linkages and increase self-employment and natural resource management.
- The programme has been guided by two COSOPS prepared in 2000 and 2006 (addendum in 2010).
- Geographic focus on the poorest and more in the disadvantaged areas of the eastern and south-eastern regions of the country. Since the 2006 COSOP, the targeting approach includes a combination of direct and indirect approaches for targeting to rural poor. The 2010 addendum identified the upland resource- and asset-poor forest villagers as a priority for IFAD assistance.
- The COSOPs did not define terms such as economically active poor, small and marginal farmers, resource-poor and asset poor villagers, or provide guidelines for identifying the poor or relatively poor households.
- The 2006 COSOP acknowledges low employment participation and higher poverty among women and recommends the inclusion of women in employment generation, enterprise development, and training through IFAD-assisted projects, a shift away from the more explicit targeting of rural women in the preceding COSOP.
- The COSOP 2006 identifies a number of opportunities for policy engagement in areas which had affected the full realization of programme impact in the past, including the weakness of rural organizations.
- The main implementing agency has been the Ministry of Agriculture (now Ministry of Food Agriculture and Livestock) since the beginning of operations in 1982 until 2010, when the Fund started a dialogue with the Ministry of Forestry and Environment (now Ministry for Forestry and Water Affairs) for a new project.
- UNDP has been an implementation partner of IFAD for the three projects implemented by MoFAL IFAD is supervising directly the three ongoing projects, DBSDP, AKADP and MRWSDP in Turkey.
- IFAD has so far not established country presence in Turkey. A host country agreement is currently under negotiation.

IV. Portfolio performance

99. This chapter assesses the portfolio performance of four programs funded by IFAD in Turkey during the CPE period (2003-2015) guided by the COSOPs of 2000, 2006 and 2010 Addendum, the main features of which and project designs (including objectives) have been outlined in Chapter III.
100. For purposes of assessing relevance and effectiveness in this chapter, the objectives of the four projects have been deconstructed in terms of their constituent elements (Annex IX). The first two projects (SEDP and DBSDP) focused mainly on income generation, agricultural productivity, and business development (particularly DBSDP). AKADP focuses on the income and assets of the rural poor as well as the infrastructure that serves them. MRWRP focuses on livelihoods and natural resources.
101. This assessment is organized around four functional clusters: (i) infrastructure development; (ii) agricultural development; (iii) value chains and market access; and (iv) environment and watershed rehabilitation. With very few exceptions, project objectives are not specific to these clusters but envisage that interventions in two or three clusters would contribute to each of the main objectives. In order to avoid repetition, infrastructure and agriculture interventions that contribute to value chains and market access are discussed mainly under infrastructure and agriculture. As per the IOE Evaluation Manual, gender equity and poverty targeting are considered as cross-cutting integral dimensions across all thematic areas and evaluation criteria.
102. As mentioned in chapter I, one of the four projects (MRWRP) became effective in February 2013 and has been included in the CPE only for assessing its relevance within the country programme. The portfolio assessment will be following the established evaluation criteria and carried out based on these clusters of interventions. Targeting approaches as observed at the design stage and during implementation are discussed under one heading, following the discussion on relevance. Under effectiveness, the assessment includes some project objectives that relate to incomes, assets and agricultural productivity, which are also impact domains. In such cases, the evidence is provided under both effectiveness and the impact-related conclusions presented under impact.

A. Relevance

103. The assessment of relevance examines the extent to which the objectives IFAD-supported interventions in Turkey are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor policies. It also entails an assessment of project design in achieving its objectives
104. All project objectives, are consistent with the government priorities and COSOPs that were relevant at the time of project design (and redesign, in the case of SEDP). The assessment of relevance and effectiveness that follows focuses on the elements of various project objectives listed in Annex IX to the extent relevant information is available.
105. All project design documents relate proposed interventions to the priorities of the relevant COSOP and prevailing local conditions, addressing either the sector or the resource on which the target groups depend, and sometimes to the benefits (for example, income and food security) projected for them. Moreover, they diligently establish the relevance of interventions to conditions prevailing in the project area, including the resource base, sources of livelihood, local needs and gaps in infrastructure, and demonstrate congruence with relevant national policies and strategies. In most cases, they also provide implementation guidelines for selecting locations in view of technical and socio-economic considerations that are indicative of feasibility and local needs.

Infrastructure development

106. The four projects covered by the CPE have promoted infrastructure development through at least 14 types of interventions, listed in Table 10³². The first two projects, SEDP and DBSDP, focused entirely on public goods (roads, irrigation and sewerage systems, drinking water and livestock-related facilities), while AKADP and MRWRP also include private goods (for individual farm-households) such as barns, hay storage premises and home energy-saving technologies. AKADP emphasizes interventions in support of livestock development, and MRWRP's livestock-related facilities and energy-efficient technologies for home use are aimed at reducing villagers' dependence on forests.

Table 10
Infrastructure Interventions in Four IFAD-assisted Projects

Intervention	2000 COSOP		2006 COSOP	2010 Addendum
	SEDP	DBSDP	AKADP	MRWRP
Rural/pasture roads	•	•	•	
Irrigation systems	•	•		•
Sewerage systems	•	•	•	
Drinking water tanks/systems	•	•		
Livestock water facilities/troughs/systems	•	•	•	•
Barns (improved and modern)	•		•	•
Hay storage premises			•	
Milk collection centres	•		•	
Livestock markets			•	
Livestock handling facilities			•	
Protective cluster fencing for livestock			•	
Livestock shelters				•
Communal village bakeries for use by women	•			
Related energy-saving technologies (home insulation and solar panels for water heating)				•

107. The project works of all categories of rural infrastructure, such as roads, irrigation and sewerage, drinking water and livestock-related facilities, in all the project areas, are found very much relevant, from the point of view of selection of items and sites. The CPE mission's field observations confirmed that these interventions responded to priority local needs. Observations also suggested that no particular group had been left un-served by design, except in small-scale drinking water ponds (in MRWRP) that depend on limited supplies of water and serve a handful of households each, and milk collection centres in AKADP, some of which serve locations where production is not high enough to operate the centre and farmers continue to take milk directly to the market or convert milk to cheese and the livestock market facilities in AKADP which are unlikely to be accessible for women.

Agricultural development

108. In addition to the agriculture and livestock related infrastructure interventions listed in Table 10 above, three projects (SEDP, DBSDP and AKADP) have supported agricultural development mainly through the promotion of new technology (e.g, suitable crop varieties and irrigation techniques) and related farmer training.

³² Similar interventions, for example, livestock ponds and troughs have been grouped in one category here, while very small interventions, such as culverts, have not been included.

AKADP includes orchard development, greenhouses (including pilots for women), and new technology focusing on livestock feed. Project design documents present thorough analyses relating proposed interventions to circumstances prevailing in the project area, particularly the sources of livelihood, agro-ecological conditions, crop management, animal husbandry and the potential for change in farmer practices.

109. Agricultural interventions included in the above-mentioned projects are broadly consistent with the COSOPs as well as Government of Turkey strategies and policies and responsive to local needs³³. Relevant Government of Turkey documents include but are not limited to the Long-term Strategy 2001-2023 aimed at eliminating disparities between rural-urban areas and across regions, the Tenth Development Plan 2014-2018 that includes regional development policies for a more balanced distribution of welfare over the country and maximum contribution from all regions, and the Strategic Plan for Agriculture for 2013-2017. Local needs were established through field work conducted by agriculture experts during project design.
110. All projects have relied on the provision of 100 per cent cash grants for field demonstrations of improved production systems and techniques, with farmers contributing land and labour. This is consistent with general agricultural extension practice, which assumes that farmers should not be expected to take the full risk³⁴ of experimenting with unknown technology. The demonstrations are attuned to the cultural process of farmers learning by seeing successful examples and replicating in their own fields. Farmers and field staff met during the CPE mission confirmed that this approach was relevant in the Turkish context, though in some cases the affordability of the technologies is an impediment to their adoption by poorer smallholder farmers. The demonstrations were relevant for showing how agriculture can be commercialized on the basis of new technology. With the exception of some greenhouse demonstrations for women farmers in DBSDP and AKADP in particular, most of the beneficiaries of demonstrations have been wealthier male farmers.

Value chains and market access

111. Supply chain development has been an integral aspect of projects in the IFAD Turkey portfolio. Regarding investment in enterprise activities the portfolio focus has been to establish market linkages, increase production and in some cases employment through commercialization of agriculture.
112. The focus on enterprise development and value chains is aligned with the objectives of Turkey's national level strategic plans for agriculture. In particular, diversification of the rural economy is a key aspect of the strategic objectives of the Government of Turkey's National Rural Development Strategy (2007-2013), aligning with the EU accession process. The portfolio as a whole also reflects the focus on income diversification in the three COSOP documents. The actual allocation of funding directly for enterprise development has been small (four per cent of total portfolio during 2004-2014). Nonetheless, the investments in rural infrastructure (24 per cent), agriculture (19 per cent), livelihood support (nine per cent) and rural finance (11 per cent) complement and support the strengthening of rural income growth opportunities for the targeted communities and households
113. All project designs have included statements aiming for improved production and marketing of agricultural produce. The majority of project resources have been allocated to supporting commercialization of agriculture through industry support facilities (roads, bridges, drinking water points for livestock, marketing facilities, amongst others). The introduction of the SIPs has been an important and relevant

³³ The SEDP was re-designed in August 2007 in order to align it more clearly with the 2006 COSOP and prevailing Government strategies, particularly the 2006 National Rural Development Strategy.

³⁴ Farmers are still taking risk through opportunity cost for alternative production – lower with currently fallow land.

approach to improve the likelihood of product absorption by the market and identify potential for added value to the producer.

114. A central approach to supporting investments in agriculture has been through applications for matching grants to enable existing production to be increased, or quality of products improved and diversified. This approach has aimed to engage farmers, farmers' groups and private sector partners in consolidation and value adding activities through independent commercial linkages. Promoting commercialization of agriculture through approaches such as these has been an important and relevant approach. The use of matching grants was understandable given the challenges of leveraging rural finance amongst the rural population; however, the approach restricts the scale of support to farm households due to the relatively high investment costs.
115. Moreover, the effective implementation and delivery of the matching grant mechanism has faced some challenges. Initially, beneficiaries of SEDP and DBSDP grants were required to make a 50 per cent contribution towards the cost of investment supported³⁵. Beneficiaries were required to fully finance the investment from their own resources first then claim re-imbursement from the project afterwards. Despite the highly satisfactory technical quality and strong outcomes resilient to external shocks, applications were relatively low due to difficulties for the beneficiaries to raise their equity contribution and sufficient funds to pre-finance the investment while awaiting reimbursement from the project.

Environment and watershed rehabilitation

116. There is only one project, the MRWRP, which has environment and watershed rehabilitation as its main objective. In the other three projects attention to the environment is mixed. This section will assess the extent to which environmental considerations have been addressed in these projects, including environmental impact assessments conducted as part of the project design and appraisal process.
117. In SEDP, the "Environmental Aspects" section of the appraisal report addressed the key issues that should be included in an environmental impact assessment. It discussed the expected positive impacts of project activities on environment. These include soil improvements on previously fallow land through use of intensified legume production; increased water use efficiency and decreased erosion from new and rehabilitated irrigation facilities and water management training; and erosion control and biodiversity enhancements associated with the establishment of agro-forestry operations.
118. In AKADP and DBSDP, the designs centred on village infrastructure and Strategic Investment Plans (SIPs) for increasing agricultural production through supply chain development. In DBSDP, the individual SIPs included detailed analysis of soil types and ecosystems, including micro-climatic factors and consideration of efficient soil and water usage. Also in DBSDP, there was careful consideration of water capture, or sufficient irrigation water supply for drip irrigation. In AKADP, documents do not demonstrate adequate consideration of potential environmental impacts and strategies to minimize them. In particular, most of the activities designed to increase agricultural production entail increases in chemical inputs and especially herbicides and pesticides. The known environmental impacts of these e.g. reduction in biodiversity, water contamination/ eutrophication have not been considered in design. Similarly, assessment of potential impacts of new irrigation systems e.g. on natural flows and hydrology do not appear to have been adequately considered. Of particular concern in relation to AKADP is that the

³⁵ Based on MoFAL's request, beneficiary contribution ratios were amended in June 2013: 15% in cash for agricultural investments and 10% in kind for infrastructures in (SEDP)

- project provinces have lower current chemical use levels which can be an important market opportunity that could be exploited in terms of marketing organic products.
119. MoFAL staff indicated consideration of climate change is important in relation to targeting of investments and value chains. In particular, ensuring that larger scale, feasible operations are possible in areas that will experience harsher conditions and greater water stress due to climate change. This is reflected in the Tenth Development Plan, as well as the National Climate Change Strategy and Action Plan 2010-2020 (NCCSAP), which identifies the strategies for the agriculture and forestry sectors for climate change adaptation (and greenhouse gasses) in vulnerable areas. In this regard, the relevance of the portfolio to climate change is moderate as it does not have a strong focus on climate change. Nevertheless, the watershed approach and increasing focus on natural resource management has potential to generate increased resilience in relation to climate change adaptation particularly in degraded ecosystems. In project design and implementation mechanisms, some consideration was given to potential environmental impacts of activities.
 120. MRWRP is relevant in relation to the COSOPs in terms of focusing on target areas with challenging environments and high incidence of relative poverty. Its design is also closely linked with the recent focus on natural resource management introduced in the addendum to the 2006 COSOP. It is also aligned with the strategic objectives of Turkey's National Forest Programme 2004-2023, with particular reference to principles of sustainability, conservation of biodiversity, multifunctional management/utilization of forests, community participation, and fair sharing of benefits. MRWRP is also relevant to the objectives defined in the National Action Programme on Combating Desertification (2006).
 121. The more recent "watershed approach" introduced through the MRWRP was built from a series of previous projects that had been supported by the World Bank, which achieved good performance in environmental as well as agriculture development and quality of life targets. The consultative approach and focus on education on the importance of natural resources management in MRWRP is a highly relevant approach and is likely to lead to better outcomes in terms of environment compared with the MFWA afforestation activities alone (i.e., planting trees and slope terracing requiring exclusion of stock from grazing land, which without community participation and education risks higher failure rate of seedling establishment). The watershed approach is favoured by MoFAL moving forward as allows more flexibility in implementation, an integrated approach and allows to target areas of need ('poverty pockets') more specifically than by targeting whole provinces. In this respect the movement towards a watershed approach in the IFAD approach is relevant, however the focus on environmental assessment, sustainable agriculture techniques and potential climate change impacts could be strengthened.
 122. At the same time, however, it is not clear how this project will address the poverty-environment nexus mentioned in the addendum to the 2006 COSOP. The project's focus on rehabilitating the watershed, regenerating grazing lands, slowing down or stopping erosion and run off, and protecting top soil is admirable for conservation and the productivity of natural resources in the long run. Villagers affected adversely will be the beneficiaries of this effort. These villagers may be relatively poor or better off, and so too their offspring by the time the benefits materialize in a decade or more. The relatively very small investments the project is making in drinking water and irrigation ponds and home insulation and heating devices are going, by and large, to a handful of influential households, judging from the CPE mission's field observations. Further the agriculture demonstrations benefit only selected households, with similar challenges to replication experienced with previous projects. Under the circumstances, it is not possible to envisage how the intended poverty-environment nexus could actually influence the situation of

the poor in such a way that will lead to positive outcomes in terms of environment, at least in the short and medium term, a matter of a decade or so.

Targeting and the relevance of interventions to the rural poor and women

123. The targeting approaches described in project design documents closely reflect the overall targeting approach as it was described in the COSOPs.³⁶ To varying degrees (refer to Table 11), project designs include various criteria for selecting the poorer provinces, counties/districts, villages and individuals for inclusion in the project. All four projects selected provinces for inclusion in the project area with reference to secondary data on the development status of Turkey's provinces. The first three (SEDP, BDSDP and AKADP) rely on the SPO's Socio-economic Development Index and MRWRP on the UNDP's Human Development Index. The first 3 projects also used the same SPO index for focusing on the most deprived counties/districts. The MRWRP design speaks of selecting micro-catchments on the basis of poverty and the level of soil erosion. For focusing project resources at the village level, SEDP and DBSDP designs explicitly, and MRWRP implicitly, give weight to mountain, upland and forest villages. SEDP and DBSDP designs also give preference to villages in which at least 50 per cent of the farms are of 5 hectares or less.
124. Criteria for selecting individuals to receive project grants are provided in the SEDP and AKADP designs, the latter prescribing the most detailed criteria for this purpose among all four projects. In SEDP, the points allocated in the beneficiary selection criteria for receiving project grants show a consistent trend of favouring land owners (as opposed to those who rent land), larger farmers and household with greater number of cattle³⁷. The SEDP PCR notes that IFAD supervision did not raise any issues regarding SEDP grant beneficiary selection criteria which excluded poorer households that are supposed to be the primary target group. Nor did IFAD supervision mission recommend the hiring of short term technical assistance to ensure the poverty focus of the interventions. The DBSDP grant selection criteria also favour larger farmers and herd owners. The AKSDP design document observes that the principal targeting challenge is to combine inclusivity (outreach to the poorest possible rural women and men in the project area) with technical and economic feasibility (minimum sufficient and appropriate asset base, competitive size and flexibility of farm enterprise in actual and emerging markets). Thus, the poverty focus is evidently diluted by the nature of the proposed interventions.
125. All criteria discussed above were largely relevant although could have placed greater weighting on gender to more effectively ensure the participation of women farmers, particularly in relation to smallholder investments.

³⁶ The initial targeting approach described in the COSOP 2000 was subsequently enhanced and nuanced in the 2006 COSOP and more recently it added focus on forest villagers in the 2010 Addendum.

³⁷ SEDP Impact Assessment, May 2011, Annex 3.

Table 11
Targeting in Four IFAD-assisted Projects as Described in the Design Documents

Target Groups	2000 COSOP		2006 COSOP	2010 Addendum
	SEDP *	DBSDP	AKADP	MRWRP
Provinces selected with reference to:				
• SPO's Socio-economic Development Index	•	•	•	
• UNDP's Human Development Index				•
Districts/counties selected with reference to:				
• SPO's Socio-economic Development Index	•	•	•	
Micro-catchments selected with reference to:				
• Poverty and level of erosion				•
Criteria for selection of villages:				
• Mountain, upland and forest village location	•	•		
• Small landholding prevails (< 5 ha preferred)	•	•		
• Defined population characteristics/willingness	•	•		
• Technical and resource considerations			•	
Criteria for selection of individual beneficiaries:				
• Farm size	•		•	
• Size of herd	•		•	
• Other individual characteristics			•	
• Ability to co-finance			•	
Terms used to describe target groups:				
• Poorest people in the project area	•			
• Poor men smallholders				•
• Poorer rural men		•		
• Poorer rural women	•	•		
• Poor women		•		•
• Landless female headed households	•			
• Poorer youth		•		
• Economically active poor			•	
• Rural businesses		•		

* As observed in the SEDP PPA, the original design included specific geographical and social targeting mechanisms in place, but the revised design gave access to project benefits to all areas of the two provinces.

126. Various terms, listed in Table 11, have been used in the design documents to describe the target groups, most preceded by the adjectives "poor," "poorer" and "poorest. Both men and women feature in these descriptions of the target groups but youth are mentioned only in DBSDP and the revised design of SEDP; so, too, are rural businesses. The "economically active poor" are a target group in the AKADP design, as in the 2006 COSOP, but the term is not defined. The relevance of project interventions to the poor or poorer among rural households and to women is discussed below.

127. Though not targeted exclusively at the rural poor, most of the public goods interventions for infrastructure development, particularly the roads, irrigation and sewerage systems, and livestock water facilities, can be expected to promote broad-based rural and agricultural development in the lagging provinces and counties mentioned in the COSOPs. One intervention, however, is of questionable relevance from a pro-poor perspective, and that is the livestock market constructed in Ardahan (AKADP) and, possibly, the second one planned for Ardanuç (in the neighbouring Artvin Province). The Ardahan Livestock Market, costing US\$3.1 million, represents the most advanced design of a livestock market in Turkey, and is supported by the government's requirement that all livestock in the province must be brought for sale to this market and not sold through smaller, local markets. It is likely that this requirement will impose not only a transportation cost on livestock owners that smallholders may find difficult to afford, but also disrupt the system through which livestock owners sell to middlemen who pay advances to the sellers that smooth out their consumption streams over the year. Furthermore, the market design includes no mechanisms to ensure gender equitable access, and farmers interviewed in the area indicated that women would be highly unlikely to use the market facilities.
128. Among infrastructure interventions aimed at individual households, the design and cost of new and improved barns (in SEDP and AKADP) have been problematic from a pro-poor perspective. The PPA of SEDP reports that 150 barns were established or modernized. It concluded that better-off farmers were achieving positive returns with high sustainability prospects, whereas small-scale farmers relying on grazing and holding a less-than-optimal number of cows would often experience net financial loss. In the AKADP project design, the targeting criteria called for focusing on households owing less than 20 heads of cattle, but the implemented design (for three closed barns), costing US\$58,000, is viable for a minimum holding of 50 cattle. Field observations by the mission confirmed that the beneficiaries were actually seeking to cut their losses in view of impending insolvency.
129. Regarding demonstrations, the CPE mission did not have data showing the farm size distribution of farmers who received project funds and technical assistance for demonstration of new agricultural technology. The mission's observation of farms where visits were organized by project officials suggest that privileged (large and influential) farmers were selected for demonstration purposes. This is consistent with the notion of progressive farmers among agricultural extension workers, a concept that is also found in the 2006 COSOP. However, it is not clear how these farmers could be perceived to be relevant for promoting replication among smaller, resource-poor and more risk-averse farmers. Indeed, the level of investment required to adopt and maintain most of these activities (such as orchards and greenhouses with improved irrigation systems and/or solar power³⁸) has been a barrier to replication. Some processes, such as improved livestock fodder production and vineyards had a lower investment requirement or could be partially implemented. This is likely to have resulted in a higher level of replication, though no systematic data on the replication of demonstration activities with farmers' own resources were available.
130. As far as gender is concerned, project design documents included gender issues systematically in the situation analyses, but lacked analysis of how to effectively ensure that project resources were accessible on a gender equitable basis and to ensure the equal participation of women and men envisaged in project designs. This was particularly problematic in relation to training and smallholder investments which included limited mechanisms to ensure women were able to

³⁸ Investment costs for orchards and greenhouses are high and unaffordable for many poor small farmers. For example, the project management office estimates that the average investment cost for new orchards in AKADP is approximately US\$865 per decare and greenhouses approximately US\$15,000.

participate in line with their traditional roles and interests. Among the infrastructure interventions mentioned above, the communal village bakeries in SEDP were aimed exclusively at women, reaffirming role stereotyping, while most others were gender neutral and likely to benefit whole households. Thus overall infrastructure investments have been largely gender equitable, with the exception of the livestock markets mentioned above.

131. The SEDP design included specific provisions for training women in the marketing and processing of agricultural products as well as very specific targets for equal participation of women and men in farmer's groups and field staff, though these mechanisms were abandoned in the redesign of the project. The DBSDP design included measures for gender mainstreaming and stated that men and women should participate equally in project activities in line with IFAD policy but mechanisms to ensure women were able to participate in consideration of the cultural context and traditional roles were not sufficient. The AKADP design addressed gender mainstreaming by stating that "Project targeting and benefits delivery will systematically take gender considerations into account", though systematic consideration of gender across the project design was not evident and targeting mechanisms were not clearly set out. The MRWRP approach is similar, except that it calls for consulting women for planning and implementing interventions and offers the explanation that the "project approach is geared to real conditions and cultural norms, including prevailing gender roles." The latter has greatly increased the relevance in relation to gender equity by ensuring that both women and men in project villages are actively involved in project planning and implementation. Yet little conversion of intention to practice is seen in the project implementation manuals.
132. Regarding youth, agriculture development is important to young people but the portfolio has not sufficiently responded with relevant design mechanisms and approaches. The project designs are relevant to the project area in terms of their focus on agriculture improvements and infrastructure development. The mechanisms in design were not sufficiently developed to engage and spread benefits to young people. Focus on farm families and demonstration approaches did not lead to participation of young people and women in general in an equitable manner to older, land-owning men. The more recent MRWRP design includes stronger mechanisms including consultation with youth on project priorities, including separate consultations with women if the local culture requires.
133. Similarly, while the concerns around youth unemployment and rural outmigration have been acknowledged in design, this has not been reflected with sufficient and clear mechanisms for targeting and including young people. Project approaches have not been relevant to youth and there have been no interventions specifically designed to reach and meet the needs of rural youth in project areas.
134. In sum, the project components 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. The designs were generally well-researched and appropriate to the conditions project areas, though again with some limitations in relation to reaching the poorest farmers and women. The use of matching grants was understandable in view of challenges; however, the approach restricts the scale of support to farm households due to the relatively high investment costs. Similarly, design mechanisms to generate benefits to the poorer farmers through a trickle-down approach were found to be insufficient in earlier projects but the approach was not adjusted in more recent projects.
135. Overall rating for relevance. All four projects considered by the CPE pursued objectives that are relevant to the country's priorities and strategies. The attention

paid to commercialization of agriculture is pertinent given the remoteness from market centres and the economic base within the targeted areas. Project designs are partly relevant in terms of activities supported. The identified commodities for priority project support are valid. However, there has been insufficient consideration of smallholder farmers in the design of the interventions and of potential marketing channels and value adding to production. Those activities targeted at women specifically were found to be relevant to the needs and interests of women in the project areas however insufficient in scope to ensure equitable participation.

136. On balance, given the area focus and the appropriate investment in commercial agriculture the program is considered relevant. Nonetheless, the challenges with targeting to the poor farmers, women and youth are important and need to be addressed more appropriately in the future portfolio. The overall rating for relevance of the portfolio is moderately satisfactory (4). The individual CPE ratings for each IFAD-funded project, by evaluation criteria, including relevance, may be seen in Annex I.

B. Effectiveness

137. The assessment of effectiveness focuses on the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
138. Both effectiveness and efficiency were affected adversely by challenges associated to staff recruitment and retention in SEDP, DBSDP and AKADP. In SEDP the recruitment of contracted staff positions proved very problematic, as the incentive structure proved inadequate to attract well qualified and experienced staff to work in the remote and disadvantaged project area. In DBSDP initial delays were caused by the prolonged staff recruitment processes, high staff turn-over of contract staff, and frequent turnover at the management and staff levels in MFAL due to its lengthy re-organization process. Progress was also slowed down by the security situation in the project area (unrest in the predominantly Kurdish areas) until 2013. Since early 2013, a peace process between the Government of Turkey and the armed Kurdish opposition had noticeably improved regional stability.³⁹ In AKADP, slow progress was also due to the difficulty of finding and retaining qualified staff in the remote project areas as well as the short construction season for civil works.

Infrastructure development

139. In general, infrastructure constructed so far is of reasonable quality, functional and providing the desired services in line with project objectives. Targets have been achieved in most cases. The investment in small-scale social and economic village infrastructure in the completed projects (SEDP and DBSDP) has contributed to tangible improvements in assets and income generation. Furthermore, agriculture ponds and drip irrigation infrastructure are expected contribute to greater efficiency in the use of irrigation water. The projects have helped convert inefficient and costly irrigation techniques (using flood irrigation and pumping underground water) to modern and more efficient methods. In the ongoing AKADP, given the implementation arrangements made with the SPAs, the target of completing the civil works during the 2015 construction season is feasible.
140. In SEDP, according to the PPA, the new irrigation schemes significantly improved productivity and contributed to increased income levels. Prior to SEDP, the existing irrigation systems were inefficient, suffering leakages and evaporation which would negatively affect farmers. The construction of the closed pipe pressurized irrigation schemes, which are functioning very well, has resulted in minimizing water losses

³⁹ The ceasefire associated with this peace was broken during the CPE Mission's field work in July 2015, when armed attacks on Turkish forces resumed.

due to evaporation and leakages, leading to an increase of water availability. The PPA noted that, as a consequence, there was a reduction in irrigation costs, an expansion of irrigated land and, in several cases, a shift towards high value crops, leading towards higher agricultural productivity and raising farm and household income. SEDP investment in seven irrigation schemes brought an additional 8,892 hectares of land under irrigation. Likewise, the provision of pressurized close pipe irrigation improved the irrigation quality of existing plots considerably and increased soil productivity. In addition, the irrigation schemes have increased land value by 1.5 times. A total of 30 sewerage systems to 30 villages, 65 km rural roads, 1 culvert, 2 retaining walls, a 50 ton capacity drinking water tank and 285 units livestock water facilities (285x4 pieces) to 183 villages of 23 districts were provided within the framework of SEDP

141. Furthermore, SEDP has contributed to the establishment and modernizing of 150 barns and it has also helped in acquiring farm machinery and equipment. A total of 1,200 farmers benefited from the construction of new barns, or modernization of existing ones, which also improved productivity and income levels.
142. In DBSDP the project supported individual farmers to install drip irrigation in the areas served by the piped schemes, and promoting barn improvement where the development of the livestock sector is also supported by the construction of a dedicated watering facility, highly appreciated by the beneficiaries. The project constructed the following village infrastructure in 32 villages: i) five livestock watering facilities (ponds and water storage tank), ii) 13 sewerage systems with natural treatment, iii) 100 km of rural roads, iv) nine culverts and pipe laying for road crossing in two villages of Diyarbakir, v) five off-farm irrigation system upgrade (closed system) with a command area of 6 385 ha, vi) two water drinking tanks, and vii) one stream improvement.
143. Under the village infrastructure component of AKADP, there has been considerable progress in implementation in small scale village infrastructure in Kars and Ardahan. Implementation arrangements made with the SPAs in these two Provinces have proven highly effective for designing and contracting construction works both for pasture roads and for Livestock Water Facilities. The target of completing the works within the 2015 construction season is feasible and appropriate quality standards have been applied.

Agricultural development

144. Project interventions have been effective in increasing milk and related dairy production but not to the extent expected in the logical frameworks for DBSDP and AKADP. One of the effects of the IFAD-assisted projects has been to enable farmers to reduce dependency on a single crop and introduce the benefit of diversification. For example, in some regions and sub-regions of the project areas, farmers have shifted towards high income-generating vegetable and fruit production. In the DBSDP, AKADP and SEDP project areas, small scale livestock farmers are shifting away from low feed value grain and adopting high feed quality maize roughage, alfalfa, etc.
145. In the livestock sector, there is evidence that farmers are benefitting from interventions to improve feed production, milk cooling centres, cold storage tanks, and equipment for improving raw milk productivity and quality, particularly in SEDP. These interventions have started to show positive impacts on incomes.
146. Concerning dairy value chain activities, beneficiaries have achieved gains and contributed to increase their income. The contribution of SEDP has been in organizing and stabilizing existing buying arrangements that had prevailed prior to the project. As a result of SEDP's intervention, the average dairy farmer has increased herd size from nine to 12 cows, milk production has increased from about 1,800 to 2,400 litres per cow per annum. It is estimated that overall milk sales to processors have increased from TL 506,922 in 2009 to TL 2,957,426 in

2012. At the same time, it would seem that those that are benefitting the most would be the better-off, rather than the poorest people.

147. In horticulture, the large demonstration programmes, particularly those implemented in DBSDP and AKADP, have provided selected farmers with guidance in improving crop management techniques and helping crop and income diversification e.g., through production of strawberries and viticulture and floriculture. In the DBSDP project area, the value of the land bearing trees and vineyards has increased. A total of 740 farmers converted 1,474 hectares of unproductive fallow land into orchard. This represents 41 per cent of total area planted under orchard between 2008-2103. Farmers' income resulting from converting fallow land from rain-fed wheat and tobacco farming to drip irrigated fruit production, increased from TL 1,105 per decare to TL 2,965 per decare.
148. DBSDP invested in upgrading five off-farm irrigation systems with 6,385 hectares command area in four villages in Diyarbakir and Batman. This had positive consequences on land value. The estimated increase in the value of land was between 50 per cent and 100 per cent. In absolute terms, this would translate into a net worth of assets created across the five schemes of about US\$4.1 million, against an investment cost of US\$3.0 million.
149. SEDP was only partially effective in expanding rural employment opportunities and encouraging individual and group initiatives of smallholders. With the focus shifting away from cooperative development due to project redesign, opportunities were missed to exploit the large cooperative networks for the marketing of honey and dairy products, and to introduce new and better differentiated agricultural brands in the market. With regard to the dairy value chain, SEDP benefitted mostly middle-size milk producing households and enterprises, leaving out poorer producers. Furthermore, the trickle down of benefits through employment and income generation to the poorer people did not happen to the extent expected. Judging from project records obtained by the CPE mission, DBSDP also had a limited effect in terms of creating employment. Project records show that as a result of project activities only 180 part time and full time jobs have been created.

Value chains and market access

150. The effectiveness of the portfolio in terms of agriculture commercialization has been positive. Good progress towards project objectives has been evident across the portfolio in relation to overall commercial agriculture sector development. Infrastructure investments have been largely successful in increasing capacity of livestock production through reduced disease, improved stock ratios, improved fodder production and potential for intensive livestock rearing. Access to markets has improved as production volumes have increased; the average number of livestock per farmer has increased, milk production volumes are higher, growing seasons are longer and yields are higher. Increased production has been absorbed into existing supply chains, with price benefits for higher quality and volumes of milk.
151. The portfolio has improved market access through investment in market information through the SIPs (SEDP, DBSDP), village roads and facilities (AKADP) and training (all projects). The projects have contributed towards a more market-oriented approach across the project areas. For instance, in SEDP, there were efforts to encourage enterprises to develop marketing materials e.g. posters and leaflets were generated for the Erzincan Dairy and the Çayırılı dry bean facility (sacks with logos were also purchased for the beans and the enterprises were promoted through the media but the level of understanding of the importance of market material was limited because the funds also covered plaques promoting the project and media reports about the project, not the enterprises in relation to securing more business.

152. Value chain development. Project activities have largely focused on supply chain development; that is, increasing production for sale rather than investigating and supporting improved marketing and pricing through the full value chain. In terms of vertical integration for products supported, little active support was provided through the projects. Improvements in irrigation, technology and management practices are supporting productivity gains.
153. The performance in value chain development is mixed. In SEDP, of the four supply chains identified through the SIPs, two dairy, one bee products and one bean production, the first was effective in increasing production and profitability, the second and third achieved limited performance and the fourth failed. Support for the Sivas Cattle Breeder Association (SCBA) resulted in expanded marketing activity. At the time of project completion, sales of milk were directed to two dairy companies with a contract being negotiated with a third. At project closure only 300 out of the 1,110 Association members were involved in the cold chain supply i.e. with sufficient quality of milk and proper transportation of milk from farm to processor.
154. The market analysis carried out through the SIPs in DBSDP was more comprehensive and led to a greater understanding amongst MoFAL staff of the value of strengthening market knowledge and linkages. There was careful consideration of production potential and the focus on linking to existing supply chains rather than investing in processing in competition with private sector actors with more capability and market share. All nine SIPs have performed well to date, although in the case of orchards, much of the production is not yet mature and oversupply is a potential outcome. DBSDP provided a matching grant to the Bozanbey dairy company that resulted in increased capacity in the processing plant. Although most of the milk collected is being directed to the local market as "ayran" due to low quality, the company has been able to strengthen marketing links using their own milk supply from a farm that has been supported with IPARD grant support. The next stage of development is to encourage local producers to improve their quality so that the volume to national milk collection chains can be increased.
155. Consequently, while production flow to markets has improved, there is little evidence of improving the farm to consumer value chains. Furthermore, the SIP approach has been not been systematically adopted by the MoFAL and the main focus is still on supply to existing markets with little emphasis on improving marketing techniques. The most progressive activity across all projects has been in the dairy sector, where there is evidence that farmers are also benefitting from interventions to improve feed production, milk cooling centres, cold storage tanks, and equipment for improving raw milk productivity and quality.
156. In general, the matching grant investments have been effective in achieving planned objectives identified in the SIP and good results in terms of increased production have been achieved. Grants have been supplied to farmers mainly for livestock and orchard development but also for other production such as beans and honey in line with the identified SIPs. The selected farmers have high ownership of the activities, and technical extension is available. It is likely that activities supported by matching grants will continue; although the extent of replication by other farmers that was expected to occur is constrained by the lack of capital of other farmers in the locality
157. Support to the commercialization of supply chains and support provision to SMEs was a major feature in COSOPs and project designs. The activities were expected to result in increased self-employment and job creation opportunities for the rural poor and women. In this regard, the track record of implementation of the Turkey portfolio has been mixed. In general, the flow of produce through existing supply chains to local markets has improved. Demonstrations for livestock fodder, animal

husbandry and horticulture development in AKADP and the milk collecting activities in SEDP have been effective. However, the investments could have been more effective with stronger focus on marketing and greater consideration of the likely impact on the poorer farmers and women. There have been gaps in performance in relation to financing, diversification and value adding, as well as the expectation that IFAD projects would act as a track towards IPARD.

Environment and watershed rehabilitation.

158. There has been promotion of sustainable farming practices such as intensive cattle rearing with associated improved fodder production and waste management but little evidence of proactive initiatives within the portfolio to engage in environmental protection measures as a priority, e.g. consideration of increasing in total stocking rates in upland pastures, impact of increased water use on downstream users or increased use of fertilisers. DBSDP did pay more attention to the fragility of the resource base in the development of the SIPs than in SEDP and the MRWRP which has a main thrust for forestry and mitigation of desertification and erosion.
159. All activities supported by the project were required to meet Good Practice Agriculture (GAP) and HACCP/ISO⁴⁰ standards. This included milk collection centres meeting hygiene standards, proper containers and packaging for apiary products and milk and beans production that all meet the international standard for food safety. Local authorities in charge of environmental and food safety regularly inspect facilities to ensure compliance with regulations. Most buyers will not accept produce that does not meet environmental and food safety standards. The September 2012 mission for SEDP noted that farmers met by the mission are increasingly appreciating the cleaner environment and higher level of hygiene, which equals good working conditions and a higher price for their milk. They also indicated that animal waste is now being handled in a manner that avoids pollution of water streams.
160. In DBSDP, the Strategic Investment Plans incorporated a detailed process of planning that included soil analysis, consideration of micro-climates and as with SEDP, consideration of the GAP and HACCP/ISO standards. The SIPs identified what packaging for products was required to attain the required food hygiene standards for strawberries and also what type of facilities would be required to add value to the strawberry production. The capacity and knowledge of local staff has been strengthened in relation to effective environmental management for improved production without environmental degradation.
161. For AKADP, the most recent supervision report rated the environment/ climate focus as moderately satisfactory. The project does not have a strong focus on environmental activities, however there are also no major environmental impacts of activities evident. There is some indication that project activities e.g. increased fodder crop production have decreased grazing pressure and thus likely to deliver the planned environmental benefits. An area of concern for AKADP in terms of environmental impacts is the livestock market. In particular, management of wastewater and infection control will be important considerations in operations; however, project staff indicated that these aspects were already being considered in planning.
162. MRWRP is likely to have positive results on capacity of project participants to manage natural resources due to involvement of some community members in earth work and tree planting activities. On the other hand, MFWA as well as supervision missions have raised some concerns around the comprehensiveness of micro-catchment plans. MFWA cited limited capacity for the preparation of plans as the cause (in both Ministry staff and staff of universities who have been engaged

⁴⁰ HACCP and ISO 22000 are two recognized international standards dealing with food safety.

to prepare the plans). In relation to the main environmental protection aim of preventing soil loss, it is likely that the extensive tree planting will have a positive effect on the watershed. The project has been effective in gaining a high survival rate for saplings. This has occurred as a result of fencing and the cooperation of local villagers to manage their livestock away from the fenced areas until saplings are grown. MRWRP is also benefiting in environmental terms from the solar power and insulation provided to community members. During the CPE, many farm family members noted the improvement in heating and cooling in the houses as a result of the water heating from the solar power and the insulation effect. Concurrent benefits for women were reported by beneficiaries including increased comfort and reduced workloads. This is resulting in reduced use of firewood for heating and preparing hot water.

163. The MRWRP envisages higher participation and greater focus on including women and youth in training relating to management of natural resources. If this is achieved as envisioned there is potential to greatly increase the capacity of women and youth to manage forest and grazing land resources. There is also potential for environmental benefits for whole households in relation to reducing risks of erosion and flood damage from degraded slopes. Furthermore, the insulation and solar heating installed in project villages reduces pressure on forest resources.
164. In summary, while there has not been a strong emphasis on environmental protection in the IFAD portfolio prior to MRWRP, there have been advances that are of benefit in environmental terms. These benefits have largely been as a result of knowledge and skill within the Ministries rather than deliberately built into the project design. The detailed planning through the SIPs and micro-catchment plans provide a good opportunity to examine the likely positive and negative environmental factors but there has been insufficient focus on potential innovations.
165. Overall rating for effectiveness. By and large the investment in small-scale social and economic village infrastructure has been effective. Investment on agriculture development has also been effective in its contribution to diversification and increase production, although not to the extent expected in the logical frameworks. Effectiveness on commercialization and support to SMEs has been mixed. Good progress in relation to overall commercial agriculture sector development. However, investments could have been more effective with more careful feasibility assessment and greater consideration of the likely impact on the project target group. Modest achievements in terms of expanding rural employment opportunities. While there has not been a strong emphasis on environmental protection in the IFAD portfolio prior to MRWRP, there have been advances that are of benefit in environmental terms. Overall the effectiveness of the portfolio is considered moderately satisfactory (4).

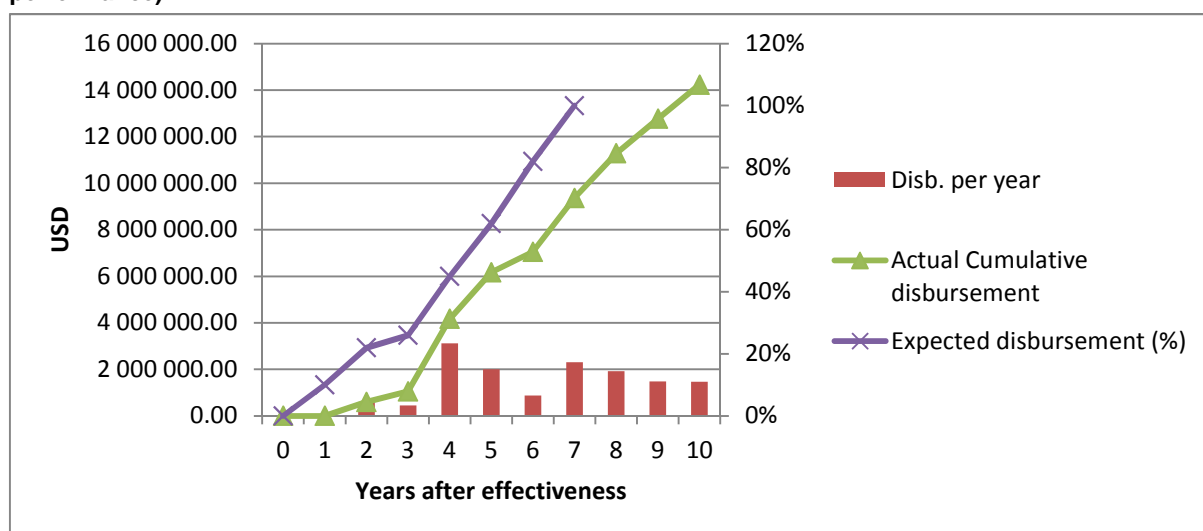
C. Efficiency

166. Efficiency is a measure of the extent to which the projects utilized the allocated resources to achieve the planned results and how economically the resources and inputs (funds, expertise, time, etc.) are converted into results. Depending on the availability of data, the CPE applied a number of criteria for efficiency assessment of projects and programs: percentage disbursement of funding, achievement of physical targets, cost per beneficiary, time efficiency of delivery compared to schedule.
167. The track record of implementing IFAD projects in Turkey has been mixed. Specific difficulties include slow rates of disbursement and challenges in maintaining the flow of funds – including counterpart funds. Remedial action has resulted in adjustments to loan agreements and project administration arrangements during the course of project implementation.

168. Average effectiveness lag for the portfolio is 9.4 months, lower than the IFAD average of 12.1 months and lower than the NEN average of 11.6 months, but with high variation (MRWRP having the lowest lag at 2 months and SEDP with the longest at 16.5 months). The two more recent projects, AKADP and MRWRP, had a significant lower lag than previous IFAD projects in Turkey. SEDP and DBSDP both took over a year to become effective with 16.5 and 12.3 month effectiveness lag respectively.
169. During implementation projects disbursements have been low and the two completed projects have not finished on time- both received extensions during their implementation due to problems with the initial phase. SEDP was extended by one year while DSB DP and AKADP (ongoing) received two extensions totalling two years past initial closing date. PMD rated the disbursement for SEDP (3.4), DBSDP (3.7), and AKADP (2.5) at an average of 3.2 overall. None of the projects followed the expected disbursement rates set out at design.
170. The two closed projects (SEDP, DBSDP) show that disbursement performance at appraisal was overestimated⁴¹ when compared to actual performance (see figures 4 and 5) below. At the initial stage the loan disbursement rates for all four projects were lower than projected. However, disbursement rates were improved in the later stages of implementation as project momentum accelerated.

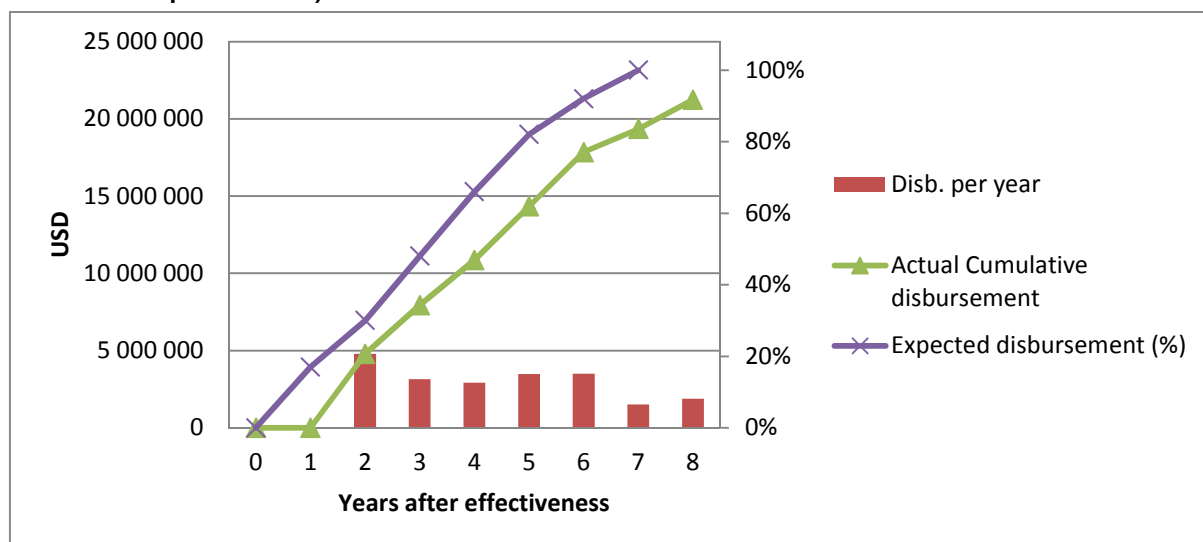
Figure 4

Sivas-Erzincan Development Project (SEDP) : cumulative disbursements (design versus actual performance)



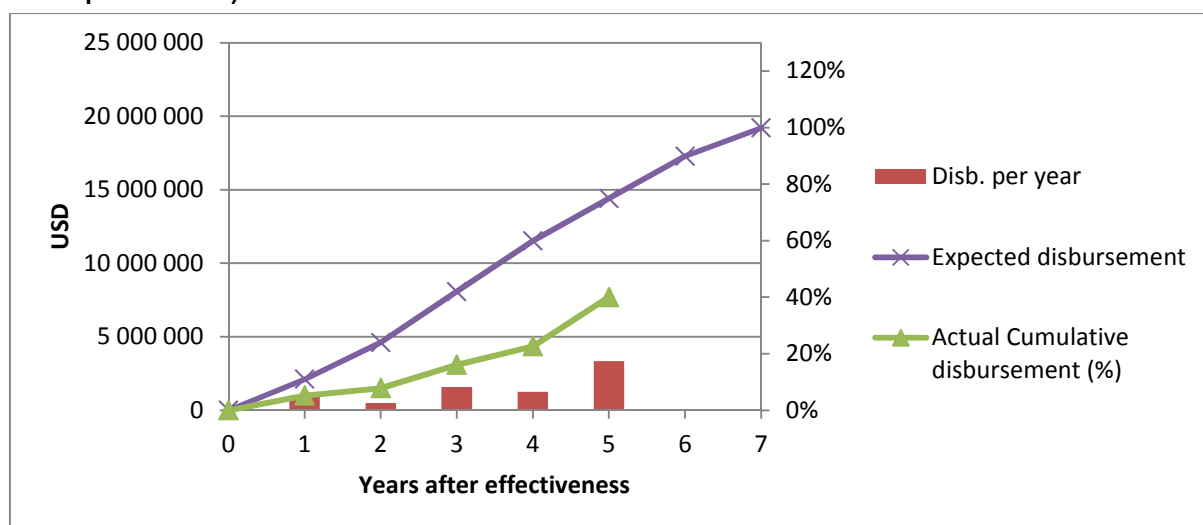
⁴¹ The need to consider longer –more realistic- implementation periods in future project designs (taking into consideration, specific project circumstances) has been raised by several stakeholders, including government officials.

Figure 5
Diyarbakir, Batman and Siirt Development Project (DBSDP): cumulative disbursements (design versus actual performance)



171. In AKADP, after five years of implementation, the project has only disbursed 40 per cent of total IFAD funds (see figure 6). It is unlikely that the project will be capable to disburse the remaining 60 per cent in the next two years before project completion (extended to September 2017 after a second extension approved in July 2015).

Figure 6
Ardahan-Kars-Artvin Development Project (AKADP); cumulative disbursements (design versus actual performance)



172. Implementation delays can be partly attributed to the difficulties associated with recruitment of qualified staff and procurement due to the remoteness of project areas, as well as to design issues. Three projects SEDP, DBSDP, and AKADP have been affected by frequent staff rotation (see IV. B, Effectiveness). The positions were not attractive enough to hire and retain qualified individuals. Those who were recruited remained for brief periods of time, thus leaving the positions either being vacant for several months or outsourced to service providers and external consultants. Lack of enough equity as contribution to matching grants by target farmers caused further delays in implementation. This situation forced the projects to reduce the percentage contribution required from farmers. In AKADP,

challenging climate conditions in the project area constraint project construction activities for four months over the year.⁴²

173. Cost per beneficiary. Little unit cost information is available. For SEDP, the PPA estimates the overall cost per beneficiary for the project as US\$455 and for DBSDP the PCR estimates the cost per beneficiary as US\$473. Both documents conclude these costs are high or comparatively high, although no statement of comparison is given in either. Comparing the costs per beneficiary household based on some past CPEs carried out in other upper MICs (average ex ante cost per beneficiary in Brazil US\$ 1,769; Argentina US\$1,844) the cost per beneficiary household in the IFAD-supported programmes in Turkey is slightly below in the case of SEDP (US\$1,592) and markedly higher in DBSDP (US\$ 2,838).⁴³
174. Project Management costs are on average 13.1 per cent of project costs, in line with ratios for comparable projects in the region. However the average is brought down significantly by MRWRP which only has a 3.4 per cent project management proportion set out at design. When removing MRWRP from the equation, average project management costs for Turkey stand at 16 per cent, with AKADP being the highest at 18.2 per cent. SEDP's final project management was lower than the appraisal estimates, however this is more due to SEDP not having a fully functioning project management unit for large periods of the project than its efficiency.
175. Project investments have been well managed and cost-effective. Procurement processes were subject to the UNDP and IFAD procurement guidelines (AKADP, DBSDP, SEDP)⁴⁴ or national procurement guidelines (MRWRP). In infrastructure, the procurement process has generated competition among local contractors, resulting in cost savings that ultimately allow for a higher than anticipated outreach and greater efficiency. Most of the infrastructure interventions have been costed at rates that are competitive by local standards. Moreover, the relative success level of infrastructure support has generated positive results in economic terms and hence is assessed as efficient. Good return on investment for individual matching grant-funded investments means that the result achieved per matching grant is also an efficient use of project funds. Little unit cost information is available. Costs per irrigated hectare under SEDP (approximately US\$3,000) are comparable with similar irrigation schemes elsewhere in the Near East region.
176. Cost per beneficiary for enterprise development activities varies. Within the timeframe available for the CPE and given the constraints of available data due to weaknesses in M&E systems across the projects (e.g. insufficiency of data on number of beneficiaries per activity) it is not possible to comprehensively assess efficiency in relation to specific value chain and enterprise development activities. Nevertheless, the data available are used to make an assessment of cost per beneficiary as far as possible. Yet the relative estimates for cost per beneficiary per commodity are shown in Table 12 based on the direct investment associated with the SIPs. This demonstrates that there is much variability and little analysis of the relative benefits, given that the dairy investments are reported to be more effective than those for beekeeping. As such they do not include associated activities such as training and staff support. The PPA suggests that insufficient value chain analysis (e.g. consideration of different actors in the value chain and their incentives to participate) accounts for this difference. Given the lack of available data it is not possible to assess to what extent these differences were adequately justified in relation to the resultant benefits.

⁴² The *cold season* lasts from December to March with an average daily high temperature below 1°C.

⁴³ Average member per household in SEDP is 3.5 ; in DBSDP is 6. Source: TU K,2013

⁴⁴ Procurement of all type of goods, works and services was carried out with support of UNDP in its role as implementation partner in AKADP, DBSDP and SEDP.

Table 12
Estimation of cost per beneficiary for value chain investments in SEDP

<i>Value Chain</i>	<i>Cost per beneficiary (US\$)</i>	<i>Benefits</i>
Beekeeping (Sivas)	3,146.92	Some positive benefits in increased markets and market price plus diversification of product range. Extent of benefits not as high as expected.
Dairy (Sivas)	389.21	Increased milk yields, improved market channels and higher price for milk for most farmers
Dairy (Erzincan)	341.58	Increased milk yields, improved market channels and higher price for milk for most farmers
Dry Bean (Erzincan)	32.77	Limited benefits in terms of bean processing. Some negative impact from enterprise failure.

Source: SEDP Value chain evaluations, 2012

177. The matching grant approach contributes to relatively high cost per farmer. Overall, the cost per beneficiary for smallholder investments is substantial due to the high grant percentage in matching grants. While this allows farmers in the project area to invest in new production activities, benefits largely reach better-off farmers in the villages who can afford the matching grant contributions. The investments for the demonstration plots are too high for most poor farmers to be able to fund from their own resources, reducing the likelihood that the improved farming practices will be replicated.
178. Efforts to reduce the matching grant percentage contribution to 50 per cent in DBSDP was met with resistance from farmers (see Box 1), partly because there are other sources of funds with lower percentages. Based on MoFAL's request, contribution ratios were amended in June 2013: 85 per cent financing for individuals, agricultural cooperatives and associations and 70 per cent for companies. This resulted in greater uptake of the opportunity and full disbursement of the funds.

Box 1

Amendment of contribution ratios in matching grants in DBSDP

Initially, beneficiaries of DBSDP grants were required to make a 50 per cent contribution towards the cost of investment supported. Beneficiaries were required to fully finance the investment from their own resources first, then claim re-imbursment from the project afterwards. Despite the highly satisfactory technical quality and strong outcomes resilient to external shocks, applications were relatively low due to difficulties for the beneficiaries to raise their equity contribution and sufficient funds to pre-finance the investment while awaiting reimbursement by the Project. Based on MoFAL's request, beneficiary contribution ratios were amended in June 2013: 85 per cent financing for physical persons, agricultural cooperatives and associations, 70 per cent for companies. The grant contribution per beneficiary was limited to TL 84 000, for agricultural production and irrigation, TL 70 000 for purchasing agricultural goods (machinery and equipment) and TL 280 000 for economic investment. That improved the outreach significantly.

179. Overall, despite relatively high efficiency of infrastructure interventions, there has been limited replication of new agriculture technology as expected, cost per beneficiary for farm-household level investments is high and the efficiency of interventions has been affected by significant implementation delays. The efficiency of the portfolio is rated as moderately satisfactory (4).

D. Rural poverty impact

180. Impact is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a result of development interventions. Only the two closed projects, SEDP and DBSDP, have been evaluated for impact, the former based on its PPA and the latter with the help of its PCR and other relevant information. Measuring portfolio impact is usually beset with limited availability of quality and appropriate data, adequacy of monitoring system information and the rigor of impact surveys done at different times of the project life cycle. In Turkey, the two closed projects did not produce any survey data that can be considered representative and allow pre- and post-intervention comparisons while controlling for changes in other factors. Moreover, available data on yields, production, productivity, income and assets is based on feasibility studies and very small samples.

Household income and assets

181. According to the PPA, SEDP project contributed substantially to the creation of physical assets for the rural poor, both individually and at the village level in the two provinces covered by the project. Assets include irrigation schemes (brought an additional 8,892 hectares of land under irrigation and increased land value by 1.5 times), modernization of 150 barns, and farm machinery and equipment. Conversion of rainfed land to irrigated land was estimated in a 2011 impact assessment to have potentially tripled farmer incomes per hectare. Dairy value chain activities increased incomes, but mainly for better-off households rather than the poorest. Income derived from marketing milk through the Sivas Cattle Breeder Association (SCBA) increased from TL 653 to TL 2,225 per annum. The impact assessment suggests that an average farmers' net annual income from milk production increased substantially after project implementation, about 3.5 fold. Bee keeping activities had a positive income impact for households relying on bee keeping, whose income was estimated by the impact assessment to have tripled.
182. Improvements to village infrastructure also resulted in tangible economic (and health) benefits according to beneficiaries of DBSDP. The construction works carried out across the Project villages have created temporary employment opportunities for the poorest to serve as labour and providers of cut stones for the stone masonry works and for hand excavation. It is estimated that 276 man-months at an average monthly wage of TL 1,000 were sourced from the villages for the livestock watering and irrigation facilities only. A similar assessment for other completed infrastructure is underway.
183. A large proportion of DBSDP investment funds have been focused on improving household incomes. The Completion Mission estimated the IRR of the investments and potential farmer returns. These estimates suggest high rates of return, substantial incremental income for farmers, and confirmed the relevance of the crops identified. In SEDP, the project investments in village infrastructure reached a large number of inhabitants of the selected poor and isolated settlements. In the PCR estimates, small scale irrigation benefitted 8,420 people; the investments in sewerage systems with natural treatments benefitted approximately 10,900; those of road upgrading benefitted about 440 households, and other infrastructure covered 2,000 households. The benefits have been reflected in higher farm and household incomes.
184. Based on demonstrations organized by DBSDP, 740 farmers converted their unused land or fallow-wheat cropping pattern into orchards with drip irrigation during 2008-2013. This represents 41 per cent of the total area. Strawberry production showed net returns of TL 3,000 per decare compared with tobacco (TL 1,170 per decare) and dryland wheat. The findings also showed that cultivation of the

previously fallow areas (36 per cent of total cropped area) with fruit would generate an annual net incremental income per household of US\$2,600 after three years and US\$5,700 after eight years, when the newly established orchards are in full yield. For new vineyards using high-wire training and drip irrigation, the net return for one decare of vineyards at maturity was TL 2,159. The livestock watering facilities were reviewed in 2012-2013, showing an incremental earning per beneficiary household of TL 3,000 annually, which represents 25 per cent of the median disposable HH income in South East Anatolia.

185. Available data do not allow aggregation across the interventions that would lead to estimates of the depth of impact (e.g. in terms of US\$ per household or per hectare) and its breadth (number of households or hectares). It is clear, however, that irrigation infrastructure has had significant impact on incomes in the two closed projects (SEDP and DBSDP). To a lesser degree, horticulture, dairy, crop diversification and supply chain management interventions have also contributed to increases in income among matching grant recipients.
186. Irrigation systems and the conversion of fallow land into orchards in DBSDP has reportedly increased land values. Moreover, farmers have reported that increased income has been used to increase household assets including housing and vehicles, cultivation of previously idle lands, as well as used for educational expenses for children.
187. Overall, the impact in this domain is assessed as satisfactory (5).

Human and social capital and empowerment

188. The investment made by the completed projects (SEDP and DBSDP) in small-scale social and economic village infrastructure, ameliorated the lives of villagers. Investments in village infrastructure included drinking water works providing access to clean water, feeder roads, communal bakeries, and sewage systems. All interventions contributed to better village life and resulting in improved hygiene and health conditions, especially for women and children.
189. Both SEDP and DBSDP have invested in training programmes, as well as staff training, all of which amounts to a sizeable investment in human capital. In DBSDP the training of farmers through awareness, formal training, study visits and advisory services has empowered the target group to make informed investment and technical production decisions. Women's participation in training has been very low which means that the impacts in terms of human and social capital have disproportionately benefitted men. There is no systematic evidence on how well the human capital created through various training programmes has been used for the purposes intended.
190. SEDP contributed to enhancing social capital through its support to several farmers organizations, including two cattle breeders associations (although these associations do not favour poor farmers in terms of membership eligibility), one rural development cooperative, one bee-keeper association, one dry beans association and seven irrigation cooperatives/associations. Such support differed in nature: it included the provision of grants for equipment and transport vehicles as well as technical assistance. The PPA results indicate that the dairy associations have strengthened, whilst the bee-keepers and dry bean associations are still weak. A positive example on contribution to impact social capital was seen in DBSDP where strawberry farmers had established a cooperative to coordinate marketing. The organization was at an early stage of development and was being actively assisted by MoFAL with direct marketing support and organisational training.
191. Unfortunately, these examples were limited and support provided was insufficient to achieve major progress in local institutional development. The dedicated sub-component in SEDP for institutional development was re-structured to place less

emphasis on strengthening of farmers groups. Feedback from farmers met during the CPE mission was that most farmers groups are inactive and they only meet when MoFAL requires them to. The associations that are operating are weak and do not engage in cooperative marketing. The strong hierarchical and cultural leadership structure also means that much of the empowerment is achieved amongst those who already enjoy a leadership role; nonetheless, the capacity development activities were valuable.

192. The CPE rates impact in this domain as moderately satisfactory(4).

Food security and agricultural productivity

193. In SEDP quantitative figures on increased productivity are scarce due to the poorly performing project M&E system. At the same time, some data available show, for example, some increase in crops, such as grapes, tomatoes, beets, cherry and other fruits, and an increase in net revenues. The reasons are to be found mainly in an increased productivity per hectare, in an expansion of the command irrigated area (from 1,447 hectares to 2,871 hectares following the construction of the new irrigation systems, twice the original size) and the provision of pressurized close pipe irrigation which improved the irrigation quality of existing plots considerably and increased soil productivity
194. In DBSDP, the livestock watering facilities were effective in increasing productivity (both for milk and meat) and reducing livestock mortality rates for an estimated total of 3,700 large and 18,200 small ruminants that used the investments. The PCR showed an increase in productivity of 20-30 per cent for milk and 15-20 per cent for meat.
195. The DBSDP was successful in increasing cropping intensity, mainly through irrigation infrastructure and productivity through move into high-yielding cash crops; it demonstrated the opportunities for scaling up of small-scale horticultural production on marginal soils. The project introduced more viable and profitable crops, which have good potential for increasing the household's incremental income in some villages, and substituting for lower yielding crops as a main income source in other villages. Substantial economic benefits can be derived from small rocky plots that were almost universally thought to be unproductive. One hectare of a nutty fruit or vineyard can generate several times the income of wheat while using only family labour, with initial investments that can generate quite high rates of return.
196. As far a food security is concerned, both the SEDP PPA and the DBSDP PCR report on positive contributions to food security from increases in income which allow beneficiaries to balance their diet and not be too dependent on the seasonal and locally produced field crops. At the same time reports acknowledge food security is not a notable issue in the provinces covered by the two projects and there is no data available to substantiate performance on nutrition. It would be hard to argue, therefore, that increases in agricultural production contributed to enhanced food security. As indicated in the discussion on the incomes and assets domain, the increase in agricultural productivity have more likely been contributors to increase incomes and tangible assets.
197. Overall, in view of notable improvements in productivity in both SEDP and particularly DBSDP, the impact in this domain is assessed as satisfactory(5)
- Natural resources, the environment and climate change
198. The support for supply chain development and more intensive agriculture carries environmental risks in terms of increased land and grazing pressure. Overall, agricultural activities have involved some increase in inputs e.g. fertiliser, herbicides and pesticides.

199. On the other hand, the projects have made efforts to reduce the environmental impact of agriculture intensification by improving fodder production, decreasing pressure of fragile rangelands, particularly in AKADP, as well as using natural fertilizers. While the improvements in fodder production have been effective, farmers met during the mission report little net change in farming pressure on natural resources, and there is little documentation available on changes to environmental conditions. Additionally, some reported an increase in the number of livestock as a result of increased fodder production and improved barns, which may increase pressure on rangelands in the future.
200. Investments in environmental improvement infrastructure generated positive impact. For example the village sanitation systems with septic tanks and natural treatment beds have a positive effect in reducing human waste from entering water courses
201. Additional positive impact on natural resources and the environment might be expected in connection to the high replicability potential of several demonstrations associated to environmental benefits. Solar powered systems are financially, technically and environmentally sustainable and show a promising potential for replication both within the project areas and more widely in the Turkey though affordability of such infrastructure is a major constraint for poorer farmers. The fact that the cost of acquisition of such equipment is going down in the markets makes the replication of such technology more accessible. Natural waste treatment plants can be easily adopted and replicated in the SPA designs without any major modification. Such investments are highly likely to be financed in the context of EU pre accession as effective measures to comply with the EU regulations in terms of effluent quality in the rural areas.
202. Overall the impact on the environment from the portfolio has been positive in some aspects (reducing use of firewood in MRWRP and more efficient waste and water management in SEDP, DBSDP, and AKADP) and it has also been negative in some aspects, increasing pressure of stock on pasture land, cultivation of marginal lands leading to increased erosion and use of inorganic fertilizers. The planning and analysis of environmental assets as part of the SIPs and micro-catchment plans has been valuable. The recent watershed approach introduced in the programme and increasing focus on natural resource management has potential to generate increased resilience in relation to climate change adaptation, but it is still too early to provide an assessment. On balance, the impact on the environment has been positive but no lasting institutional or policy changes have occurred.
203. The CPE rates impact in this domain as moderately satisfactory(4)
Institutions and policies
204. Except for MoFAL's experience with SIPs (discussed under innovations), there is no direct evidence of changes in public sector institutions and their operational or high-level policies that can be attributed to IFAD-assisted projects. However, government officials, particularly from MoFAL, expressed the view that interaction with these projects has enhanced their appreciation of participatory approaches and the capacity of provincial and district level officials for planning and implementing such projects.
205. SEDP was well integrated into the PDAs of the two provinces. The major institutional impact was on the strengthening of the professional associations for dairy and beekeeping as value chain service providers and coordinators of chain internal activities.
206. DBSDP has reportedly improved the collaboration between the PDAs and private companies, resulting in a strengthened public-private partnership. In 2013, partnerships with the PDAs were well established. The implementation of the additional pipe laying works in the irrigation schemes financed through the

Diyarbakir PDA is being carried out with the direct participation of the SPA and the interested District Governorates.

207. In general, the portfolio has focussed on the operational processes within the project area. There has been little in the programme to stimulate institutional or policy change. Potential areas of impact had been in the introduction of the SIP approach and greater support for women and young people in farming and SMEs in the project areas. The SIP approach was successful but has not been replicated. The stated target on youth engagement in agriculture has not fully eventuated and no major institutional shifts have occurred apart from those which have been driven within MoFAL in response to contextual changes. This limited attention to institutional and policy work is important given Turkey's increasing profile in south-south cooperation.⁴⁵ If Turkey is to act as a leader in rural development, the potential for IFAD to support knowledge generation from projects at the institutional level is important and has not been adequately realized.
208. The CPE rates impact in this domain as moderately satisfactory(4)

E. Sustainability

209. The assessment of sustainability focuses on the likely continuation of net benefits from IFAD-supported interventions beyond the phase of external funding support. It also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life.
210. All projects have prepared exit strategies, including a set of follow-up activities to secure sustained impact and enhance wider uptake of the technologies introduced by the projects. The DBSDP and AKADP exit strategies foresee the incorporation of project approaches in the PDAs' line of work and in some cases (DBSDP) the PDA intends to allocate sufficient budget and staff for this purpose for three years after project closure. The secondment of PDA staff has proved successful to build capacity and sense of ownership at the Provincial level, paving the way for a satisfactory implementation of the exit strategy. Similarly, in AKADP, the project is focused on gradually supporting the three project-participating PDAs to steadily assume the role and responsibilities of the PMU. At the provincial level, however, limited staff resources and high staff turnover at the PDA still have negative consequences on efforts to build capacity through staff training and implementation experience. The MRWRP is already embedded in existing well-functioning government structures, which is expected to contribute to sustainability. In one case (SEDP) the exit plan was not developed at either at design or re-design, but the MoFAL developed and started implementing an exit strategy towards project completion.
211. Continued government support has been a key dimension in the exit strategies, enhancing prospects of sustainability. In SEDP and DBSDP, for example, the Government of Turkey is providing budgetary support for post-project activities. This facilitates re-training needs, financing of local consultancies as well as the purchasing of necessary equipment as needed.
212. Sustainability of infrastructure is mixed. In all projects, some of the completed infrastructure needs annual maintenance, while some needs periodic or occasional maintenance. The primary issue relates to the management of project-funded investments in village improvement infrastructure. While a significant level of training in O&M was provided to individuals, no effort was made to create institutional structures capable of long-term management of the facilities provided. In SEDP for example, sustainability has been negatively affected by limited integration into existing structures and maintenance responsibilities. In the future, and where possible, support should be more integrated into municipal

⁴⁵ TIKA has shown interest in partnering with IFAD to co-finance projects and provide TA and training to technicians and small farmers in selected countries (see section VI E on South-South Cooperation).

- administrative structures and private sector actors instead of building up parallel structures through an investment project. An effort was made to nurture local institutions to maintain irrigation structures, but similar initiatives for creating institutional capacity for managing village infrastructure (including livestock watering facilities and irrigation schemes) are not yet visible in other projects.
213. In DBSDP, MoFAL staff promoted the project and equal access to opportunities for the villagers that strengthened their relationship and trust with the local communities (institutional sustainability). Good cohesion and capacity to organize activities at the village level under the coordination of the village headman enabled the operation of communal investments such as livestock watering facilities and sewerage systems. However, risks remain in the sustainability of investments that depend wholly on the individual farmer's capacity to complete the on farm portion of the irrigation infrastructure. The project has invested in upstream irrigation investment where the farmers are responsible for the on farm distribution of irrigation. There is no certainty that the all beneficiaries will be able or willing to self-finance the required tertiary system in a timely manner. Such disconnect would result in limits to beneficiaries' ability to realize the maximize benefit from DBSDP investments in the near term.
 214. For pilot livestock handling facilities and community fencing facilities for livestock, it is envisaged to hand over the livestock facilities to local municipality administrations, and that the community fencing facilities are expected to be managed by village councils. It is not clear at this stage whether these local institutions will be able to allocate the resources required for annual maintenance on a timely basis.
 215. The legal responsibility for routine maintenance rests with villages and towns in some cases (e.g. for sewerage, drinking water ponds, and livestock watering facilities) and the Special Provincial Administration (SPA) in other cases (e.g. village roads and major repairs to livestock watering facilities). Where metropolitan municipalities have been created (as in Diyarbakir), the SPA is no longer active. At present Muhtars (village headmen) and farmers are managerially and technically weak and are not well positioned to handle the relatively complex task of scheduling water allocation under the new pressurized irrigation system. Water user associations do not exist in the rehabilitated schemes. This raises the issue of maintenance and sustainability of such infrastructure. Sustainability will ultimately depend on how successfully local and higher-level organizations monitor the state of the infrastructure and invest in its operation and maintenance.
 216. The Ardahan Livestock Market (ALM) –a large infrastructure investment financed by AKADP-faces challenges in terms of institutional sustainability. Upon completion of the construction the market will be handed over to the municipality which has not managed such a large, modern facility before. PMU is supporting the Ardahan Municipality to identify an optimal institutional setup and management arrangement.
 217. While investments in demonstrations are likely to be sustained (in terms of profitability and technology) due to the capability of the lead farmers and the continuing extension support from MoFAL the portfolio approach to building sustainability mechanisms and resilience for farmers and farming systems to support independent continuation of commercialisation processes has been modest.
 218. Regarding financial sustainability, despite the Government of Turkey having preferential plans to support rural farmers in the region, grant financing remains limited and is not sustainable in the long run. Other forms of financing did not receive much attention in the portfolio. The proposed sub-component on microfinance in DBSDP did not proceed. Little was done to explore Islamic financing models or to link farmers to banks. The results being achieved in the DBSDP for example indicate that more effort is necessary to ensure continuation of benefits

activities, including active engagement with financial institutions operating in the region, particularly those with an agricultural or rural development mandate. Understanding and capturing the opportunities to more effectively collaborate with the rural financial sector is now critical for ensuring sustainability.

219. Moreover, the expected pathway to sustainability through the IPARD I funding is not guaranteed as the gulf between the project support and the IPARD requirements has been too far for poor farmers to stretch. There are examples of project supported farmers/SMEs being successful in accessing IPARD funding but they were likely to have the capacity to access the funding without prior project support. This shortcoming is expected to be addressed in IPARD II. There are therefore opportunities for further collaboration with IPARD stakeholders in future design and implementation of IFAD-supported projects.
220. The technical solutions developed by the research institutions have been thoroughly field-tested in collaboration with the PDAs before introduction to farmers both for orchard and the dairy value chain. All the technology used for processing facilities and storage as well as the machinery and equipment for milk and orchard production are well tested and produced in Turkey with easy access to service and repair.
221. Overall, despite adequate sustainability mechanisms introduced in the projects and continued government support, the scope for sustainability is limited by weak operation and maintenance arrangements and insufficient collaboration with the rural financial sector. Sustainability is rated moderately satisfactory (4).

F. Innovation and Scaling-up

222. The assessment of innovation and scaling focus on is the extent to which IFAD development interventions have: (i) introduced innovative approaches to rural poverty reduction; and (ii) been or are likely to be scaled up by government authorities, donor organizations, the private sector and others agencies.
223. Innovation. AKADP, DBSDP and SEDP are innovative within the context of southern-eastern Turkey. The combination of an integrated, bottom-up and market-oriented private sector approach to rural poverty reduction and socio-economic development was seen as a major innovation in the project area and in Turkey generally.
224. Moreover, all of the project designs have attempted to integrate new and improved farming systems within the project activities and a number of valuable innovations in techniques and approaches were promoted. For example, the biological treatment of wastewater using a constructed wetland system was virtually unknown in the region and has yielded positive results. The introduction of drip irrigation systems in poorer rural areas in southern Anatolia represented an innovative approach as a successful low-cost irrigation system.
225. In most cases innovations promoted have been incremental in terms of improvements to existing production systems. These have largely proved to be successful (with the exception of the improved barns), resulting in increased agricultural productivity.
226. The innovative elements of MRWRP relate to the strong emphasis on village dwellers' involvement in decision-making and implementation processes and the attempts to create a strong sense of ownership among the upland communities to ensure sustainability. The participatory approaches to be tested in the project will, if successful, be relevant and scalable to other and bigger watersheds in the country.
227. The Strategic Investment Plans (SIP) are an important innovation that contributed to portfolio success but are not being replicated. SIPs demonstrated important advances in the MoFAL support. The research and analysis carried out through the

SIP processes was largely responsible for identifying the location, technology development and market development approaches for the projects to follow in supported commercialization processes. This approach has, overall, proved its validity in improving linkages to markets. It has the potential for replication in other geographic areas of Turkey and within other sub-sectors, while observing IFAD's required focus on the poorer rural inhabitants. It is therefore of concern that these processes do not seem to be replicated within AKADP, nor within the MoFAL general practices.

228. Scaling up. The innovations promoted have triggered a positive response from farmers, who have adopted the new techniques and approaches. 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, although discussions with the Government of Turkey officials in Ankara and in the provinces indicated that there is a commitment by the Government of Turkey to explore such opportunities. Furthermore, there is also no evidence of scaling up by the private sector, nor by other International Financial Institutions, even though the CPE was informed of recent interest by the Islamic Development Bank in scaling up the SIP approach in a new project to be financed in the Black Sea region.
229. Taken as a whole, despite a number of valuable innovations introduced the promotion and scaling up of successful innovations have not been a strength in the IFAD-supported programme in Turkey. In most cases innovations have been incremental and there is limited evidence of scaling up by the government, private sector or other financial institutions. Overall, innovation and scaling up is rated as moderately satisfactory (4).

G. Gender equality and women's empowerment

230. This criterion assesses the efforts made to promote gender equality and women's empowerment in the design, implementation, supervision and implementation support, and evaluation of IFAD-assisted projects in Turkey.
231. Growing acknowledgement of the importance of gender equality in Turkey. The Government of Turkey focus on gender equality has strengthened as a result of legal and policy attention and the accession process to the European Union. The national constitution was amended in 2000 and now obliges the state to ensure gender equality, including stipulation that "measures to provide gender equality and positive discrimination in favour of disadvantaged groups cannot be regarded against the rule of equality". Other important legislative reforms include the adoption of the new Civil Code (2001) and a new Labour Law (2003) which reflects a shift in the legal position of women to independent, rather than dependent citizens. Yet, significant gender based disparities persist, particularly in the rural areas.
232. Initial strategic focus on women that decreased over time in the country programme. The COSOP 2000 recommended an explicit focus on gender equality and women's empowerment. This is evidenced by the statement that the programme would focus "narrowly on women as the dominant target group". Furthermore, rural women were included in discussion of IFAD's proposed strategic niche in Turkey, with a "Programme for Rural Women Small Enterprise Development" included for consideration in the main opportunities for innovation. There were indicators relating to the establishment of micro-enterprises by women in the COSOP logical framework. In the COSOP 2006 the focus declined considerably. There is little mention of gender and no specific objectives relating to gender equality and women's empowerment in the strategy. Considering this, the CPE finds that this decreasing strategic focus on gender and women's empowerment is unwarranted and not aligned with the IFAD Policy and commitment to gender equality and women's empowerment.

233. Socio-cultural conditions in the project areas posed significant challenges in relation to achieving participation and empowerment of women. However, these were known, and not sufficiently addressed. Barriers might have been more effectively overcome if gender equity training and mainstreaming were stronger in both design and implementation.
234. Country portfolio incorporated gender considerations in design, but fell short of active mainstreaming throughout all aspects of design and during implementation. All projects have included evidence of gender considerations in design including detailed information on typical gender roles in the project areas. However, none of the projects included a Gender Action Plan (GAP) or Gender Inclusive Strategy at appraisal. Thus, there were insufficient guidelines for the inclusion of a gender focus in project activities. Initiatives for gender mainstreaming have not been strong across all operations. In particular, there has not been sufficient consideration in design of mechanisms to ensure the active participation of women in project activities and equal access for women and men to project activities in consideration of the identified context and typical gender roles. The exception was in the initial design of SEDP which had clearer mechanisms and focus on gender equality, however these were not translated into implementation. The few mechanisms that were recommended across all projects were gender sensitivity training, women-only training and recruitment of female staff but these were seldom achieved. There was insufficient emphasis on actual mechanisms to ensure women's participation in project activities and equal access to project resources, and to ensure the equal participation of women and men envisaged in the design documents.
235. Sex disaggregated data for beneficiary participation in project activities were usually collected, though with some gaps due to the weaknesses in monitoring and evaluation systems common across the four projects considered in the CPE. There was also a general lack of qualitative data on the impact of project activities on women.
236. With the exception of the most recent supervisions mission to MRWRP and AKADP (May and June 2015 respectively) no gender specialist was sent on any of the supervision missions throughout the duration of the projects in the period considered by the CPE. Given the significant gender disparities that exist in project areas, the stated priority of women as a target group and barriers that exist for women to participate in project activities, this is a considerable gap.
237. Where women were included in project activities, projects have had some positive benefits to women in project areas including reducing workloads, increasing skills and employment, and increasing incomes and there has been some positive progress during implementation. These are limited in scope however due to the low participation of women overall. Nevertheless, there were some positive examples of project implementers ensuring that benefits reached women. For example, in DBSDP and AKADP the projects delivered couples training in response to difficulties associated with involving women in training sessions. In MRWRP, there was an effort to ensure that one female staff member was present on all project teams and in MRWRP, reporting has more clearly included the number of beneficiaries and their gender, though there are some gaps. Other good examples are particular responsiveness to identified needs of women which resulted in construction of communal ovens in SEDP and MRWRP as well as silk weaving training in DBSDP. On the other hand, women were largely excluded from agricultural training. Where gender sensitivity training was conducted, its value is evident and had immediate results in ensuring that projects actively seek the participation of women. These good examples could have been expanded in scope to enable projects to achieve more in terms of gender equity and women's empowerment.

238. In MRWRP, while effectiveness is not rated in the CPE, it is evident so far that the gender considerations included in design are being more actively and systematically considered in implementation by project staff compared with earlier projects. A key example is systematic consultation women on project activities and micro-catchment planning, and in including at least one female staff member on all PPTs.
239. The breadth of impact for women is limited however by the overall low participation of women in project activities. In SEDP, 175 women benefited from communal bake houses (out the total of 78,575 project beneficiaries) and women's participation in training activities was well below the 50 per cent share stipulated at appraisal, although weakness of M&E means no exact numbers are available. In DBSDP 80 training courses were conducted where 2063 farmers benefitted out of which 266 (13 per cent) were women. In AKADP the smallholder and enterprise investments component has benefited 1,200 people of which 472 are women (39 per cent), while greenhouse investments have been provided to 17 women. The percentage of female participants in training to date has been 27 per cent. Under the institutional strengthening component, 51 government officials and staff have received training of which six (12 per cent) were women.
240. Little progress has been achieved on three strategic objectives of IFAD's gender policy (2012): (i) Expanding women's access to and control of productive assets; (ii) enabling women and men to have equal voice and influence in rural institutions, and (iii) more equitable balance in workloads and in the sharing of economic and social benefits between women and men, as explained in the following three paragraphs.
241. Expanding women's access to and control of productive assets. There were some isolated examples of projects contributing to improving women's access to and control of productive assets. These examples related mostly to the provision of greenhouses and related trainings for women in SEDP and DBSDP. There have also been examples of communal assets that particularly benefit women, for example communal ovens in SEDP and MRWRP. Overall, these were isolated examples and there has been a limited focus on economic empowerment of women in the portfolio. Available evidence indicates that access to resources including land and other productive assets as well as participation in household and farm level decision making of women remains low in the project areas. Similarly, no examples were found of any changes to access to finance or increased participation in market activities for women.
242. Enabling women and men to have equal voice and influence in rural institutions. There was limited evidence that the projects had strengthened the participation of women in rural institutions and organisations at all, much less improving their role and influence in decision-making. While the initial design of SEDP included specific recommendations for the inclusion of women in farmer groups, this was one of the design elements that were abandoned in the re-design, presumably for being too difficult and complex to implement in the project area. Subsequent projects did not include specific recommendations or initiatives for women's empowerment, unsurprising as there was limited focus on gender equality in the 2006 COSOP which has guided these projects. Interviews with farmers indicated that participation of women in farmers' organizations is low or non-existent. It is important to acknowledge however that the emphasis on farmers' organisations in general also declined in the later projects and many of these organizations are reported to be weak in general in the project areas. On the other hand, MRWRP has more systematically consulted women in planning of project activities at the village level. This is a good practice and the women in the project areas expressed that they had not previously been given a voice in such processes and highly appreciated the involvement. This approach has not been mainstreamed

into any institutional or organisational structure however so is unlikely to continue beyond the projects.

243. More equitable balance in workloads and in the sharing of economic and social benefits between women and men. Rural infrastructure investments generated positive benefits on reducing the workloads and achieving social benefits for both women and men, though in many cases particularly for women. These included for example village roads and livestock facilities (watering points, holding yards) in AKADP, village sanitation infrastructure in SEDP, AKADP and DBSDP; insulation, solar heating and household ovens in MRWRP among others. Some particular investments such as communal village ovens in SEDP and MRWRP were reported to especially have social benefits to women. While most infrastructure investments were gender neutral and focussed on the farm family, overall, individual smallholder investments and training have disproportionately benefited male farmers. However, given the lack of available qualitative data and weakness of M&E systems the extent to which benefits have been spread is difficult to track.
244. Overall, there are several good examples of effective approaches and achievements towards country programme objectives for gender but scope is low in comparison to the programme intent. There are indications of increasing attention to gender participation at the project level that are expected to increase effectiveness in future.⁴⁶ Most of these advances are being driven by project staff and are directly facilitated when gender sensitivity training for PMU staff is provided. Nonetheless, overall, the participation and benefits achieved for women through the country programme has been limited and at present, effectiveness related to gender is assessed as less than satisfactory. Overall, the CPE finds that performance in relation to gender and women's empowerment in the Turkey country portfolio is moderately unsatisfactory (3).

H. Overall assessment

245. Table 13 provides a summary of the ratings for IFAD's portfolio in Turkey during the period under review (2003-2015).⁴⁷ As per the guidelines of IOE's Evaluation Manual, the overall portfolio achievement (which is rated 4) is based on five broad criteria, namely, relevance, effectiveness, efficiency, rural poverty impact, and other impact. As with all rating exercises, this is not simply an arithmetic average of individual rating sub-components, but involves informed judgments by the Evaluation Team. The averages for the Turkey portfolio are also compared with the averages of IFAD's projects in Near East, North Africa and Europe (NEN) evaluated during 2002-2014 and presented in IFAD's Annual Report on Results and Impact (ARRI). The moderately satisfactory rating for the overall portfolio achievement for Turkey is very close (slightly above) to the average for the NEN region.

⁴⁶ The design of the most recent project (GTWDP), approved by IFAD EB in December 2015) includes a gender strategy.

⁴⁷ Detailed ratings are provided in Annex 1.

Table 13

CPE Ratings of the Turkey project portfolio (*)

<i>Evaluation Criteria</i>	<i>Turkey CPE Ratings</i>	<i>NEN avg. ARRI 2002-14</i>
Core performance criteria		
Relevance	4	4.2
Effectiveness	4	3.9
Efficiency	4	3.9
Project performance	4	4
Rural poverty impact	4	4
Other performance criteria		
Innovation and Scaling-up	3	3.8
Sustainability	4	3.5
Gender equality and women empowerment	3	4.2
Overall portfolio achievement	4	3.9

(*) Ratings are assigned on a scale of 1 to 6 (6=highly satisfactory, 5=satisfactory, 4=moderately satisfactory, 3=moderately unsatisfactory, 2=unsatisfactory and 1=highly unsatisfactory) (see Annex VI);

Key points

- Project objectives were consistent with the government priorities and COSOPs that were relevant at the time of project design.
- The relevance of interventions is satisfactory in relation to national and local priorities and technical considerations. Challenges with targeting to the poor farmers, women and youth.
- The projects were highly effective in improving the incomes and quality of life of the rural poor through rural infrastructure; advances made in increasing agricultural productivity and supporting commercialization. More modest gains in terms of other objectives (such as increasing rural employment and strengthening self-sustaining institutions of the rural poor).
- Project investments have been well-managed and cost-effective, with infrastructure development a highly-efficient component, offset, in terms of overall portfolio efficiency, by lack of replication of new agricultural technology as expected from a demonstration effect, and delays in project implementation.
- Rural poverty impact is moderately satisfactory, reflecting satisfactory achievements in income and assets, and some advances in other impact domains, including agriculture productivity, human and social capital and environment. Lack of better focused targeting has limited the impact on rural poverty.
- Adequate sustainability mechanisms introduced in the projects and continued government support, but the scope for sustainability is limited by weak operation and maintenance arrangements and insufficient collaboration with the rural financial sector.
- Some valuable innovations in techniques and approaches introduced. Most cases innovations were incremental and there is limited evidence of scaling up.
- Projects have had some positive benefits to women. Several good examples of effective approaches and achievements but scope is low in comparison to the programme intent and in relation to gender equality. The participation and benefits achieved for women in terms of empowerment through the country programme has been limited.

V. Performance of partners

246. The objective of this chapter is to assess the contribution of partners (IFAD and Government of Turkey) to the formulation of the country strategy, as well as in project design, execution, monitoring and reporting, supervision and implementation support.

A. IFAD

247. IFAD has designed strategic frameworks for its programme in Turkey through two COSOPs (2000, 2006) and one COSOP Addendum (prepared in 2010 for the period 2011-2012) that are by and large relevant to the country and include clear directions. The country strategies were developed following wide consultation with local stakeholders and partners, and ownership by government has been ensured in most cases.

248. The COSOP addendum was timely in order to allow the approval of a new watershed project in Turkey (the existing COSOP at the time had exhausted its pipeline of projects) and to steer the focus of the IFAD country programme towards improved natural resource management. The addendum indicated that the need for a new COSOP for Turkey for the period 2013-2017 would be reassessed once the proposed 2011-2012 project had been processed and further discussions with the Government of Turkey had taken place. The new COSOP is expected to be produced in 2016, following the completion of this CPE. In practice, the programme has been operating under an outdated strategic framework for the last three years and has not yet benefited from IFAD's new Results-Based COSOP guidelines (introduced in 2006) for the preparation of a new strategy in the country.

249. By and large IFAD designed projects closely aligned with the COSOPs and followed a fairly participatory process ensuring the involvement of key line ministries, but some design flaws are apparent. The implications of the value chain approach for poverty outreach and targeting, and the issue of staffing levels (e.g. M&E and engineers), were not adequately addressed in SEDP, which resulted in slow start up and one year extension. IFAD (and the Government of Turkey) took the initiative to suitably modify project design⁴⁸ once it became clear that the originally designed SEDP did not perform adequately and that its compliance with government agricultural development policies and strategies, as well as with the corresponding new IFAD COSOP of 2006, needed improvement.

250. In AKADP the low disbursement and poor implementation record until 2014 suggests that the design was not technically and institutionally appropriate. Concerns about the implementation capacity at provincial level were identified in the President's Report, but clearly not sufficiently mitigated. Moreover, IFAD's reaction capacity during implementation has been weak, as AKADP has been classified as (recurrent) problem project for four consecutive years, from 2011 to 2014.

251. Moreover, there has been insufficient attention in the project designs paid to market-oriented mechanisms for supply chain development, as well as appropriate means to ensure that the benefits reach the smallholder farmers, women and youth. This has led to under-performance in the portfolio, particularly in relation to value adding to the existing capacity of the Government of Turkey.

252. International co-financing has been low. The last two projects approved do not have any international co-financing (e.g. from the World Bank, Islamic Development Bank, or others). During the period covered by the evaluation IFAD

⁴⁸ The loan was amended in August 2008, 3.5 years after effectiveness in January 2005.

has mobilized US\$ 0.1 in international co-financing for every US\$ invested by the Fund in Turkey.⁴⁹

253. IFAD took over the supervision of all its projects in Turkey since 2009. By and large IFAD has fielded regular supervision missions (with some exceptions). In SEDP IFAD direct supervision has been very regular and a mission was mounted every year. In DBSDP IFAD's annual supervision missions (6 missions) were conducted regularly until the end of May 2013. The completion mission, which included the production - in close cooperation with the government- of the PCR, was conducted in September 2014, 16 months after the last supervision mission.
254. IFAD made a good effort to mobilize adequate technical expertise in most cases, however some highly needed skills in targeting were not always included, and international technical expertise on value chains was not sought. With the exception of the most recent supervision mission to MRWRP (May 2015) no gender specialist was sent on any of the supervision missions throughout the duration of the projects in the period considered by the CPE. Given the significant gender disparities that exist in project areas, and barriers that exist for women to participate in project activities, this is a considerable gap.
255. Quality of supervision reports was good overall, even though some issues were not adequately addressed and some recommendations stemming from the missions were not followed up. In SEDP, supervision reports did not raise the issue of grant beneficiary selection criteria which excluded poorer households, the primary target group, nor did IFAD address properly the issue of contract staff recruitment, in particular for those assigned to M&E. In DBSDP, although the need for a sound M&E system was repeatedly emphasized in several supervision reports, considering the final status of the system, it appears the Fund had little meaningful influence on this issue and seems to have provided insufficient guidance.
256. Financial procedures and controls have been adequate and the overall performance of the financial management is satisfactory. UNDP involvement⁵⁰ has brought by and large robust support for financial management and procurement. Goods, works and services financed by IFAD have been procured in accordance with the financing agreement and IFAD rules and procedures, although there were some delays in procurement due to lengthy UNDP procedures. Disbursement performance has been weak: the two completed projects did not finish on time. Audits have been prepared regularly, although there have been delays in submission to IFAD. The internal control system in place within the MoFAL conforms to the Government of Turkey system and has been deemed satisfactory by IFAD.
257. By and large the IFAD self-evaluation system in Turkey (i.e. the instruments to monitor and evaluate the performance of the strategy and operations in the country, including projects supervision process, annual project status reports, mid-term reviews and project completion reports) is functioning well, despite a number of shortcomings.
258. There are three issues that require reflection. First, in both SEDP and DBSDP IFAD did not comply with provisions in the Loan Agreements which required the fund to undertake mid-term reviews (MTR) of the projects. In both cases supervision missions were carried out in lieu of the MTR. Secondly, challenges have been faced in setting up adequate M&E systems in the projects. In DBSDP the emphasis mentioned in the Presidents Report on establishing a high quality M&E system never happened. Despite recent improvements, the M&E system remains a weak area of the programme. The average Project Status Report (PSR) score

⁴⁹ According to IFAD's NEN Regional Division, international co-financing of externally-funded projects has not been a preferred option for the government, choosing single donor collaboration and favouring public co-financing.

⁵⁰ UNDP provided Implementation Support Services (ISS) under three IFAD loans (SEDP, DBSDP, AKDP) acting as implementation partner of MoFAL in the domain of financial management and procurement, human resource management and services

performance of M&E of the four projects covered by the CPE is 3.2, below the NEN average of 3.9. MRWRP was the only project of the four where M&E was rated as satisfactory (Sept. 2014). Third, while the Results and Impact Management System (RIMS) is being implemented and reports produced regularly in Turkey, the CPE has not found impact surveys for any of the projects covered by the evaluation.

259. It's worth noting that up to now Turkey has not been invited to prepare an IFAD client survey. Client surveys were introduced in IFAD in 2009 as a way to collect feedback from a wide range of stakeholders in the country (government, civil society, other development partners) on various aspects of the partnership performance. The more recent client surveys conducted in 2011 and 2014 have been undertaken in countries which had an approved RB-COSOP or had participated voluntarily in earlier client surveys. In view of the lack of an updated full COSOP in Turkey (the last COSOP was prepared in 2006), the programme would have benefited from the opportunity to take stock and receive feedback from a client survey.
260. As mentioned earlier in the report, IFAD has so far not established country presence in Turkey. The IFAD Executive Board has recently approved the opening of three new ICOs in the NEN region in three countries (Morocco, Turkey and Kyrgyzstan -also covering Tajikistan)⁵¹ identified as having the larger programmes in NEN and where security is stable. A draft Country Host Agreement is currently under negotiation with the Government of Turkey. Recent advances in discussions on the establishment of a country office in Turkey have been welcomed by Turkey's authorities as an important mechanism to enhance the partnership between IFAD and Turkey and to enhance IFAD effectiveness in the country. IFAD's regional division has informed Turkish partners that the ICO should start as country office and eventually it could be upgraded to a regional office. While Turkey is among the largest IFAD programmes in NEN, in view of the relatively small ongoing portfolio and limited PBAS allocation, cost-efficiency considerations would seem to justify the pursuit of regional office in Turkey covering also neighbouring countries. IFAD Country presence in Turkey will increase the fund's visibility among the donor community and will provide opportunities for IFAD's policy engagement.
261. IFAD allocation of resources to Turkey through the PBAS over the period covered by the evaluation has suffered significant variations (see figure 2, Section III.B) correlated to the project at risk (PAR) variable, but also as a consequence to management decisions. The low level of predictability of IFAD financing has been raised by the Government of Turkey as an area where dialogue needs to be improved
262. Overall, IFAD's performance is assessed as moderately satisfactory(4).

B. Government

263. The Government of Turkey has demonstrated a good level of ownership and commitment to the IFAD-supported portfolio, both at the central and provincial levels. It has participated actively in the design of programmes, preparation of the two Country Strategies (and the 2010 Addendum), and has participated actively in supervision missions. Compliance with the loan covenants is deemed satisfactory; the Government of Turkey has by and large provided timely counterpart funds and the submission of audit reports was carried out in a timely fashion. On the other hand some bureaucratic processes have resulted in slow responses by line ministries and at times low annual budget allocations due to budget constraints have hampered the implementation of the programme towards full disbursement.
264. The policy environment has been overall supportive, and the government has generally been open to new ideas from IFAD. Rural development strategies

⁵¹ IFAD Country Presence Strategy (2014-2015). EB 2013/110/R.5.

recognize the need for agriculture sector to be competitive within the EU-accession framework, and at the same time that it remains an important contributor to food security, rural income and employment in the country. The MFWA has actively welcomed the partnership with IFAD and has been progressive in seeking technical support and in trying new approaches to implementation. However, the agricultural sector has been heavily subsidized for decades and a supply-driven attitude towards development still permeates public programmes in agriculture. The matching grant activities and the focus of the MoFAL has been largely on the farmers with higher capacity. While this is appropriate for district economic development and value chain mobilisation, insufficient means for “trickle-down” or sustainability have been put in place.

265. Low levels of domestic co-financing. The total counterpart funding for the five projects approved during the period covered by the CPE (2003-2015) is US\$23.4 million, 15 per cent of total project costs of US\$156.8million. The government has contributed US\$0.23 per each US\$ invested by IFAD in Turkey. Co-financing levels during the period evaluated have declined considerably (compared to the overall level of co-financing since the beginning of IFAD-supported operations in Turkey in 1982⁵² and are below co-financing levels in other upper middle-income countries supported by IFAD.
266. As far as contribution to IFAD’s replenishments, Turkey has provided core contributions of US\$1.2 million in the Eighth Replenishment (2008), US\$1.1 million in the Ninth Replenishment (2011) and US\$5 million in the Tenth Replenishment (2014).
267. Three projects (SEDP, DBSDP, AKADP) out of the four covered by the CPE suffered from implementation delays associated with understaffing and rotation at the regional level. Salaries were insufficient to attract high-calibre staff to work in the remote and disadvantaged project-area provinces and the projects suffered from frequent rotation and inadequate staffing throughout the projects life. Experience so far indicates that there is an urgent need to reassess policies in this respect to avoiding staff shortages with undesirable implications for project implementation.
268. Project Management has generally been effective despite the above-mentioned challenges faced in terms of recruitment and keeping adequate staff. Some lag in UNDP procurement, as well as some slow responses from MoFAL have caused delays in the implementation of the DBSDP and AKADP. The average PSR score performance of Project Management of the 4 projects covered by the CPE is 3.7 below the NEN average of 4.2.
269. The Government of Turkey demonstrated flexibility in modifying project design in SEDP and responded positively to the demand coming from the potential beneficiaries to reduce the beneficiary contribution ratio in the matching grants. It applied to IFAD for loan amendments to increase and accelerate their uptake, particularly under the Rural Economic Growth component in DBSDP. As already mentioned under sustainability, the government has contributed to planning exit strategies for all projects and continued government support has been a key dimension in the strategies.
270. The M&E function –a shared responsibility between IFAD and the Government of Turkey- has been consistently a low performing area for the programme. The necessary efforts to develop capacity to ensure the proper functioning of an M&E system has not been carefully supported by both sides. There has been very little data collection in relation to benefits achieved and over-emphasis on outputs (not on the links between inputs and outcomes and impact). Despite some recent improvements, M&E aspects are still weak.

⁵²Since the beginning of IFAD-supported operations in Turkey in 1982, the Government has contributed around US\$1.7 in counterpart funding per each US\$ invested by IFAD in Turkey, and has financed 45 per cent of total project/programme costs.

271. Both financial and human resources have been insufficient for ensuring an effective M&E function in the IFAD-supported programme in Turkey. Only the most recent project (MRWRP) have a separate M&E budget as a specific sub-component and projects are only focussing on the budget for M&E staff -not on the required activities and the outcome expected. Moreover, as already mentioned above, SEDP, DBSDP, and AKADP all struggled to hire and retain competent M&E staff during the duration of the projects and a full time M&E expert has not been employed at the beginning of project implementation. This is necessary to develop an M&E system in line with IFAD, government and other partner requirements.
272. The project designs have included details about who is responsible for M&E but do not provide sufficient guidance on what is to be monitored and how the expected project goals will be achieved. The project staff terms of reference are general and are not focussed on the requirements of the project. Moreover, much-needed systematic training has been quite limited. Staff are learning on the job but this has not been enough to give them the skills they need.
273. Appropriate instruments for M&E were not always in place. Log frames in project designs have been insufficient for project M&E and none of the three oldest projects (SEDP, DBSDP, and AKADP) carried out baseline studies at the beginning of the project. Baseline studies have been carried out after few years of project start. The two project completion reports (PCRs) conducted for SEDP and DBSDP were overall of good quality and provided comprehensive reviews of project results.
274. The partner Ministries do not have separate M&E units with field staff in the project areas. The M&E gaps have been filled with recruited staff. This means that there has been limited sustainability of M&E systems and capacity built through the projects. Most M&E processes and knowledge are lost at the end of the project. The MFWA has been developing a monitoring system and this may help to build sustainability for MRWRP although it is important that social forestry criteria are also included.
275. There have been some improvements in the M&E processes over time. All projects are developing basic M&E tools (tables, data collection, surveys) but these are not being done systematically. Usually they are being done as individual data collection and are not linked back to the whole M&E system. In the most recent project being prepared (GTWDP) its implementation counterpart, the General Directorate of Agrarian Reform (GDAR) has developed the MoFAL's newly established management information system named TARBIL. The TARBIL and the project's M&E would complement each other and the synergies created would be reviewed to be scale up elsewhere in Turkey or used in other counties under IFAD's on-going support to South-South Cooperation.
276. In the recently approved MRWRP the M&E system is gradually being shaped. The project has prepared a baseline survey collecting information on beneficiaries' livelihood and also describes on-farm and off-farm investments they will benefit from. However, a major gap has been identified between M&E and the preparation of the Annual Work Plan and Budget (AWPB), which, so far, exclusively subscribes to financial considerations.
277. Overall, the government performance is assessed as moderately satisfactory (4).

Key points

- IFAD has designed strategic frameworks for its programme in Turkey through two COSOPs (2000, 2006) and one COSOP Addendum (prepared in 2010 for the period 2011-2012) that are by and large relevant to the country and include clear directions.
- IFAD designed projects closely aligned with the COSOPs and followed a fairly participatory process ensuring the involvement of key line ministries, but some design flaws are apparent.
- IFAD supervision has been conducted regularly, although with some gaps in technical expertise; some issues were not adequately addressed and some recommendations were not followed up.
- IFAD has so far not established country presence in Turkey. A draft Country Host Agreement is currently under negotiation.
- The lack of IFAD country presence in Turkey does not make the Fund visible enough among the donor community and constraints opportunities for IFAD's policy engagement.
- The Government of Turkey has demonstrated a good level of ownership and commitment to the IFAD-supported portfolio, both at the central and provincial levels. Has participated actively and complied with loan covenants.
- Some bureaucratic processes have resulted in slow responses by line ministries and at times low annual budget allocations from central planning.
- The policy environment has been overall supportive, and the government has generally been open to new ideas from IFAD. However, the agricultural sector has been heavily subsidized for decades and a supply-driven attitude towards development still permeates public programmes in agriculture.
- Project Management has generally been effective, despite challenges faced in terms of understaffing and rotation.
- The Government of Turkey has contributed to planning exit strategies for all projects and continued government support has been a key dimension in ensuring sustainability.
- The M&E function –a shared responsibility between IFAD and the government - has been consistently a low performing area for the programme.

VI. Assessment of non-lending activities

278. Non-lending activities are a set of instruments that encompass the interrelated areas of policy dialogue, knowledge management and partnership-building. They complement lending activities, which together transfer financial resources and technical knowledge to client countries, thereby building the country's capacity for development of the agricultural sector. This chapter assesses the relevance and effectiveness of the IFAD's overall support to non-lending activities. In addition, in this chapter, an assessment has been made of IFAD's: (i) grant-funded activities; and (ii) efforts to promote SSTC. In line with IFAD's Evaluation Manual, only of policy dialogue, knowledge management and partnership-building, have been rated.

A. Policy dialogue

279. The 2006 COSOP identified a number of opportunities for policy engagement in areas which had affected the full realization of programme impact in the past including, including (a) the weakness of rural organisations; (b) the limited degree of rural organisations' representation in executive and advisory government bodies; (c) the heavily centralized decision-making processes. In addition, and based on its experiences in the central and Eastern Europe and the newly independent states region, opportunities for IFAD to contribute to the debate on the financial sector reform and the development of the microfinance sector were identified.

280. Moreover, in the 2010 addendum, a number of anticipated principal policy links were included : (i) rural poverty reduction in general and reduction of regional rural

economic disparities in particular; (ii) convergence with the provisions of the National Programmes for the Adoption of the Acquis (NPAA); (iii) poverty-reducing sustainable natural resource management taking into account best practices for NRM, and climate change mitigation practices; and (iv) good governance.

281. Despite the above, policy engagement has been overall limited. It has been conducted mainly through the COSOP and the projects and within a narrow circle confined to the two main implementing agencies (MoFAL and MFWA). IFAD has not participated in formal policy making forums and discussions in the country, either bilaterally or with other development partners. IFAD's recent initiative- in partnership with FAO and others partners- to assist the Turkish Ministry of Food, Agriculture and Livestock, in preparing a concept note for a G-20 Meeting of Agriculture Ministers held in Istanbul in May 2015 under the current Turkish presidency needs to be acknowledged as an example for possible future collaboration in policy dialogue.
282. A permanent IFAD country presence in Turkey and the consideration of a more programmatic approach would contribute positively towards a stronger IFAD policy engagement in the country. Concrete opportunities for policy engagement include the discussion on practical mechanisms for decentralised implementation of rural investment projects –of particular relevance for the massive EU-financed Instrument for Pre Accession Assistance programme for Rural Development (IPARD).
283. In view of the reasons above, the performance rating for policy dialogue is moderately unsatisfactory (3).

B. Partnership building

284. IFAD maintains a long-standing partnership with the Government of Turkey, and in particular with the Ministry of Food, Agriculture and Livestock, its main implementing partner since the start of IFAD operations in the country in 1982. In line with the reference made by the COSOP 2006 addendum to the need and opportunity to work with poverty-reducing agriculture and rural development agencies besides MoFAL, the most recent project approved is being implemented by the Ministry of Forestry and Water Affairs. The Fund also maintains a good working relation with Ministry of Development and the Under-Secretariat of Treasury.
285. Notwithstanding overall good relations, communication with policy-level counterparts (Ministry of Development and Undersecretary of Treasury) on IFAD business decisions is mostly limited to brief exchanges at annual meetings. There appears to be a need to improve the dialogue and communication between IFAD and the government, both with policy-level partners on IFAD's strategies and policies, as well as on the overall level and predictability of resources, and also with the implementing agencies on pipelines and programing.
286. IFAD has initiated a dialogue with the Turkish International Corporation and Development Agency (TIKA) to explore areas of cooperation, in particular in South-South and Triangular Cooperation. SSTC could be implemented through bringing in TIKA's technical expertise and services to beneficiaries within the framework of NEN projects. TIKA has offices in 32 countries across the Arab Region, Africa, Asia, Balkan and Central Asian region and Latin America. Moreover, the potential roles of the five new Regional Development Administrations (RDAs) operating mainly in the Eastern part of Turkey (GAP, DAP, KOP & DOKAP) were underlined particularly by the Ministry of Development (MOD) as promising partners for IFAD in under-developed regions to elaborate the gaps and insufficiencies in these regions and to further understand the area of cooperation for new projects.
287. In terms of partnerships with other donors the key international partners identified in both the COSOPs (2006 and the addendum) for IFAD were the EU, the

- WB and UNDP. Turkey does not have a significant bilateral donor presence. IFAD's partnerships with cooperating partners in Turkey are limited and the level of co-financing mobilized from other donors has been overall weak (the last two projects approved have not received any co-financing). IFAD is not a member of the UN Country Team in Turkey.
288. There is limited collaboration between IFAD and the other two Rome-based UN agencies (FAO and WFP). Neither of them have been identified in the COSOPs as key partners for IFAD in Turkey even though they are both well-established and active in the country. The FAO office in Ankara functions as the FAO Regional Office for Europe and Central Asia. There are opportunities to partner with FAO on its current cooperation programmes on South-South and Triangular Cooperation (SSTC) in the region. There is also room for improved coordination, particularly at project planning stages, with FAO in relation to agricultural value chains and also with UN Women in relation to enterprise development for women, amongst others.
289. As of 2014, IFAD has not actively sought any new partners in Turkey despite such being underlined as "key" in the current IFAD business model. As a result of weak partnership with the International Financial Institutions (e.g. IsDB, WB) IFAD is missing the opportunity to leverage its programme in Turkey, both in the policy and operational/financial front, including prospects for south-south and triangular cooperation.
290. IFAD has historically partnered with UNDP in Turkey. UNDP has been supporting three IFAD projects, namely SEDP, DBSDP and AKADP with a total contract volume of US\$11 million, comprising about 60 per cent of UNDP's Turkey portfolio. As an implementation partner UNDP assumed responsibility for all operational aspects of financial management and procurement. This was perceived as a necessary means of support to the MoFAL's implementation capacity that, at the time, was low. UNDP support as a provider of implementation support services in the last three IFAD-supported projects is overall appreciated by IFAD and MoFAL.
291. Notwithstanding an overall positive collaboration in the past, Government of Turkey's strong commitment to mainstreaming and its interest in further enhancing government capacities has resulted in a decision not to engage UNDP as an implementation partner in the new project (GTWDP) recently approved. Despite the above, UNDP remains an important potential in-country partner for IFAD. UNDP is heavily engaged in dialogue with the Government of Turkey in the area of aid coordination and is also supporting the Government of Turkey in formulating and activating social and economic development policies in favour of the poor through partnership with civil society and the private sector. UNDP's recent repositioning exercise in Turkey opens up opportunities for a revision in the terms of a possible future partnership with UNDP.
292. Partnership with NGOs is limited and collaboration with private sector only incipient. The COSOP 2006-2011 highlighted that the public sector dominated the management of regional and rural development programmes and that this had been a disincentive to the emergence of national or local initiatives outside the public domain. As a result there were no foreign NGOs and few national NGOs with the required capacity to provide broad based services. It noted that private or public/private partnerships were required. The COSOP also pointed to promising opportunities with farmer and other representative organisations including chambers of commerce and industry and chambers of agriculture as well as Agricultural Credit Cooperatives (ACCs).
293. An important approach in DBSDP and to an extent in AKADP has been attempts to link farmers to the private sector through private public partnerships e.g. the link with milk production to processing and livestock production to commercial markets. To date, government-led development programs have not been able to attract the private sector in an efficient manner.

294. There are opportunities to strengthening and diversifying IFAD partners in Turkey, including co-financing opportunities with international donors such as the EU, the WB, UNDP, FAO, WFP as well as with new Turkish partners such as Regional Development Administrations⁵³ and TIKA on South-South Cooperation. 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 might be considered.
295. Despite recent positive progress in terms of partnership diversification (MFWA, TIKA) partnership activities are overall insufficient to enhance IFAD development effectiveness in Turkey. Overall the performance in Partnerships is rated as moderately unsatisfactory (3).

C. Knowledge management

296. Knowledge management (KM) is explicitly recognized in the 2010 addendum to the COSOP. It states that the design for further initiatives in Turkey financed by IFAD would include KM - arising from management information and monitoring and evaluation systems- and communication plans. It further noted that a special effort would be made to share lessons from innovative features of interest to policy makers, the donor community, technical specialists, government officials, scientists, NGOs, and farming communities.
297. Several KM activities have been carried out to exchange and disseminate knowledge from the programme, including publications, regional workshops and strengthened communication through websites. In 2014, IFAD's NEN Regional Division selected Turkey as a case study to explore ways and means of enhancing partnership with MICs. The study was followed by a learning event at IFAD in Rome in April 2014. A jointly prepared (MoFAL and IFAD) publication on SEDP experience and achievements was shared widely with government and other partners. One "story from the field" presented in 2014 IFAD Annual Report showcases results in improving irrigation in the SEDP project in Turkey.
298. A South –South Knowledge Exchange and coordination workshop was held in July in Izmir, in the context of IFAD's grant to SSTC in the region. The workshop received wide coverage in press and TV. Moreover, NEN active participation this year in agriculture-related G20 events has contributed to share IFAD's knowledge experience in international fora.
299. At field level, projects have prepared, information brochures for the farmers, farmer exchange visits, and participation of selected project stakeholders in technical courses. For example concerned projects stakeholders (PMUs, MASRA, UNDP) participated to an ad hoc supply chain management course held by the Wageningen university and Research Centre in the Netherlands.
300. Notwithstanding the above, knowledge exchange activities and the generation of knowledge products have been overall limited. M&E systems in place have focused mainly on fiduciary aspects in order to maintain accurate financial record, with little contribution to knowledge management. The programme has not benefitted from an active and systematic effort to collect, document and disseminate lessons and best practices generated by IFAD-supported projects in Turkey. IFAD's visibility in Turkey remains limited.
301. A key dimension of IFAD's value added in Turkey will be linked to its capacity to strengthen the generation of lessons from the programme, and to facilitate exchange of knowledge and experience between Turkey and other countries within the framework of South-South and Triangular initiatives (SSTC).
302. Knowledge management efforts in the programme are rated moderately satisfactory (4).

⁵³ The recently approved GTWDP includes a partnership with KOP (Regional Administration for Konya basin)

D. Grants

303. Turkey has benefited from a very limited amount of IFAD grant resources, mainly through participation in regional grants. It has not received country-specific grants, including GEF grants and –as an upper middle-income country- is not eligible for the Adaptation to Smallholder Agriculture Programme (ASAP).
304. In 2006, IFAD supported the Central Asian Countries Initiative on Land Management (CALCIM)⁵⁴ through a regional grant (US\$2.5 million) to develop a knowledge platform on Sustainable Land Management (SLM) and for improving coordination and policy dialogue on this issue. The grant was led by the International Center for Agricultural Research in the Dry Areas (ICARDA). IFAD is planning to support a follow-up project covering the same countries in Central Asia, plus Turkey. It will aim at fostering the implementation of cost-effective Integrated Natural resource management (INRM) focused on drought prone and salt-affected production landscapes and includes the creation of a multi-country platform for Knowledge consolidating and harmonization on INRM.
305. At the moment Turkey participates in a regional grant on “South-South and Triangular Cooperation for Agricultural Development and Enhanced Food Security in the NEN Region” implemented through TIKA with the Turkey International Agricultural Research and Training Center in support of agriculture cooperatives in Central Asia and the Arab states⁵⁵ to which IFAD has contributed US\$1.8 million.
306. In addition one project, MRWRP, includes a loan component grant for US\$0.43 million to finance technical assistance, trainings, studies and workshops in component 2 (Market Access Enhancement & Value Chain Development), which equates to 1.3 per cent of Project funding. A new US\$ 0.4 million in-loan grant has been approved for the most recent project (GTWDP).

E. Overall assessment

307. In overall terms, the planning, designing and follow through of the non-lending activities together have not been systematic, not well-resourced and relegated to a lower priority in overall operations. There is ample scope to enhance performance in non-lending activities: knowledge management, policy dialogue and partnerships, which are essential for scaling up impact and rural transformation. Hence the performance in non-lending activities in Turkey has been rated moderately unsatisfactory (3).

Table 14
Assessment of Non-lending Activities

<i>Type of Non-lending Activity</i>	<i>Rating</i>
Policy Dialogue	3
Partnership Building	3
Knowledge Management	4
Overall Non-lending Activities	3

F. South-South and Triangular Cooperation

308. Background. SSTC has increasingly been recognized as a key priority for IFAD to achieve its mandate of rural poverty reduction. Though IFAD does not have a policy document on the topic, its main priorities for SSTC are captured in the final reports

⁵⁴ CALCIM was conceived as a long-term (2006–2016) multi-country and multi-partner program to advance sustainable land management (SLM) approaches and technologies for countering extensive land degradation problems in the Central Asian countries (CACs) of Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan

⁵⁵Benefiting Countries: Algeria, Hungary, Morocco, Turkey, Uzbekistan

on the Ninth and Tenth Replenishment Consultation processes concluded in December 2011 and December 2014, respectively.

309. IFAD's overall priorities for SSTC are highlighted in the final reports on the Ninth and Tenth Replenishment Consultations.⁵⁶ The Ninth Replenishment report states that "Enhancing IFAD's business model with an explicit South-South and Triangular Cooperation dimension that is strong, well-planned and coordinated will yield multiple benefits for the relevance, effectiveness and efficiency of IFAD-supported programmes, as well as for IFAD's ability to promote scaling up and engage in national policy dialogue on agriculture and rural development. Towards this, IFAD will strengthen its role in promoting and facilitating South-South and Triangular Cooperation". The Tenth Replenishment report says that "IFAD plans to strengthen its comparative advantage and expand its work in this area in terms of both knowledge-based cooperation and investment promotion, seeing it as an integral part of its business model."
310. Progress in Turkey. The Government of Turkey has manifested its interest in SSTC, both through discussions with IFAD, as well as through projects being undertaken in collaboration with other development actors in Turkey in agriculture and rural development (e.g. with FAO) and other areas (e.g. with UNDP). Review of IFAD documentation and the mission's discussions in Turkey indicate that the Government of Turkey is interested in working with IFAD to co-finance projects and provide technical assistance through SSTC, mainly through TIKA, the government agency responsible for South-South cooperation and MoFAL. An ongoing IFAD-funded regional grant is the first collaboration in this direction, which includes Turkey as a solution provider for other countries.
311. IFAD documents report that advanced discussions have been taking place between NEN and TIKA since 2014 for possible training and capacity building of project staff from the IFAD-financed projects in Egypt, Morocco, Sudan, Palestine, Tunisia, Lebanon and Yemen, covering the following themes: value chains, certification, labelling and marketing of agricultural produce; water management and irrigation technologies; yield improvement in fruits and vegetables, cereals and livestock production. A pilot initiative was undertaken in 2014 which facilitated training in Turkey for 14 participants from Sudan, Morocco, Yemen and Tunisia. The 14 participants learned from Turkish experience on issues related to water development and farmers organizations. TIKA covered 70 per cent of the total cost and IFAD the remaining 30 per cent.
312. The mission's discussions in Turkey confirmed that MOFAL views IFAD as more than a lending institution and looks to it for extending cooperation in agriculture and rural development between Turkey and other countries of interest to the Government of Turkey, particularly in Central Asia, the Balkans, North Africa and the Middle East. Turkish officials indicated that they needed internationally-accepted training to be able to work in other countries and could contribute through Turkish expertise in value chains, food safety, food processing, agricultural machinery and minimizing food losses and waste in production and consumption.
313. The mission's discussions in Turkey with UNDP and FAO illustrate the kind of training and capacity building support that UNDP is providing to TIKA, and the role of the FAO regional office in supporting SSTC in Central Asia (see Box 2).

⁵⁶ The Ninth and Tenth Replenishment Reports are found at: (i) <https://webapps.ifad.org/members/gc/35/docs/GC-35-L-4.pdf>; and (ii) <https://webapps.ifad.org/members/gc/38/docs/GC-38-L-4-Rev-1.pdf>.

Box 2

Examples of SSTC activities in Turkey by other partners

The Food and Agriculture Organization of the United Nations (FAO) has established a regional office in Turkey, which promotes cooperation among seven countries, including Turkey and the Central Asian Republics. FAO officials mentioned a five-year programme for five countries, including Turkey, in the fisheries sector, most of which focuses on activities outside Turkey. This initiative includes extending Turkey's expertise in fisheries to the other participating countries in the region.

The United Nations Development Programme (UNDP) senior management in Turkey outlined key elements of its approach to South-South cooperation, working through TIKA. UNDP is supporting TIKA: i) in developing country assistance strategies for three countries (Bosnia, Senegal and Tajikistan); ii) sending TIKA staff on secondment to UNDP offices in these countries to gain experience; iii) preparing a paper focusing on least developed countries, and iv) facilitating access to countries (including Myanmar) where TIKA does not have a presence.

314. IFAD-supported SSTC activities in Turkey. So far, the only ongoing SSTC activity supported by IFAD is a grant approved in 2013 of US\$2.696 million for South-South and triangular cooperation for Agricultural Development and Enhanced Food Security in the NEN region. IFAD is contributing US\$1.8 million (67 per cent of the total budget) to United Nations Office for South-South Cooperation (UNOSSC) for the above-mentioned grant. This is the only SSTC activity in which IFAD is involved in Turkey. The grant duration is four years (1 December 2013 to 30 November 2017). The grant is administered by the UNOSSC, the recipient. The grant document identifies TIKA is one of three main collaborators, the other two being Egyptian and Hungarian entities. The Turkish International Agricultural Research and Training Centre (IARTC), which is located in Izmir and comes under the General Directorate of Agricultural Research and Policy of MoFAL, is the key partner in Turkey.
315. The grant document explains that the "project contributes directly to the objectives established under NEN Divisional Grant Strategy that is informed by the IFAD Strategic Framework 2011-2015. More specifically, it focuses on the Grant Policy Output Number 1 (promoting innovative technologies and approaches), as well as on three other cross-cutting outputs (awareness-raising, capacity development, and knowledge exchange). The project has the following three components:
- Component 1: Practical Transfer of Innovative Solutions and Technologies;
 - Component 2: Policy Advice and Institutional Capacity Development for Scaling up Solutions; and,
 - Component 3: South-South Knowledge Exchange.
316. The project's main focus is on further advancing South-South cooperation among the countries of the region and beyond through identification, pilot-testing, and documentation of successful models and approaches that will be ready for replication within the region (Algeria, Egypt, Morocco, Turkey, Uzbekistan) in relation to water preservation technologies, cultivation of water-efficient crops and cattle-breeding. Transfer of solutions through East-East corridors (that is, between Central Asia and Eastern Europe) includes from Turkey to Arab States and Central Asia, focusing on the transfer of expertise and training in the management of agricultural cooperatives and supported by Turkey, with the IARTC as the solution provider. This is formalized in the grant document as Key Activity 4 (Creation/strengthening of agricultural cooperatives), with the associated Deliverable 4 (20 agricultural cooperatives created/strengthened in the rural communities of five target beneficiary countries) and the explanation that "where relevant and possible, the project will strengthen/build on the agricultural cooperatives supported under earlier IFAD interventions at an advanced stage of

implementation.” The grant document estimates that “Training and resource support in organizing community-based agricultural cooperatives using cost-efficient innovative agricultural technology, as well as the entire complex of support activities based on the local needs identified, will reach up to 1,000 rural youth and women.”

317. Grant relevance. SSTC is not discussed in the 2000 and 2006 COSOPs or the 2010 addendum to the 2006 COSOP. The relevance of the ongoing grant is assessed below in relation to the areas emphasized in the Ninth and Tenth Replenishment, namely, that the initiative should be strong, well-planned and coordinated, yield multiple benefits for the relevance, effectiveness and efficiency of IFAD-supported programmes, enhance IFAD’s ability to promote scaling up and engage in national policy dialogue on agriculture and rural development, and promote knowledge-based cooperation and investment promotion. Turkish priorities for SSTC, outlined above, are also taken into consideration.
318. The ongoing SSTC project involving Turkey is knowledge-based (knowledge sharing is its core theme) and promotes cooperation between Turkey and selected countries in understanding the Turkish experience with cooperatives. However, evidence from various sources questions the emphasis on cooperatives. A senior official of the Ministry of Forestry and Water Affairs observed that Turkey does not have a strong tradition of agricultural cooperatives, as Europe does. He offered this observation to explain why cooperatives receiving loans through Or-köy, the government’s programme in the 22,000 forest villages and forest neighbourhoods of the country (estimated population 7.2 million), have a loan repayment rate of only 40 per cent, compared with 90 per cent for individual loans extended by Or-köy. In discussing the problems of rural areas, a report by a Turkish consultant commissioned by NEN in 2014⁵⁷ also refers to cooperatives as “ineffective.” It is possible that the cooperatives showcased by the project are successful and profitable institutions. However, cooperatives are not among the priorities for SSTC identified by Turkish officials and FAO and UNDP representatives in Turkey.
319. Although TIKA is identified as the main collaborator in Turkey, it is not mentioned in any of the other documents reviewed for this evaluation, including the grant status report for 2014-2015 and the progress report. TIKA is also not among the institutions mentioned in the NEN Regional Lead Economist’s back-to-office reports of his visits and meetings in Turkey during March and July 2015. Moreover, there is no representative from TIKA among the participants mentioned in the reports of the Izmir (July 2015) and Macau (August 2015) meetings. In addition, no IFAD projects in Turkey are mentioned in any of the project documents.
320. The grant-supported project is essentially a quadrangular rather than triangular arrangement, with UNOSSC as the grant recipient and IFAD only occasionally engaged as a coordinator and planner with Turkish institutions. The project has no evident link to any IFAD loan or non-lending activity in the country. Moreover, it lacks participation by TIKA, the key Turkish institution for South-South cooperation, which has had only a token presence in the project so far. None of the other donors supporting SSTC in Turkey are active as intellectual or financial contributors to the project.
321. Conclusion: To conclude, the evaluation found strong interest in Turkey on SSTC and progress has already been made in partnering with various development institutions. IFAD support to SSTC to Turkey is incipient and has potential to be further developed in the region.
322. A number of areas will require attention in the future. First, the SSTC project in Turkey is knowledge-based and makes use of a leading Turkish research centre as well as Turkey’s experience with rural cooperatives. This is not, however, a stated

⁵⁷ “Turkey Case Study: IFAD Engagement in MICS,” May 2014.

priority for Turkey in SSTC. Moreover, the project has no link to other IFAD activities in the country. There is no evidence yet on project results and the possibility of sustainability.

323. The new COSOP for Turkey would benefit from a well-articulated approach to SSTC, including consideration of TIKA as the main partner and the direct coordinator of Turkish solution providers. IFAD could enhance national ownership of the project and its potential for generating sustainable results by engaging more actively with TIKA during the remaining grant period. The planned IFAD office in Turkey could contribute in this direction. Turkish priorities, including the choice of themes, sectors and receiving countries, should drive future initiatives. Intellectual and financial contributions could be sought from relevant donor agencies active in SSTC in Turkey and in the countries of interest to Turkey.

Key points

- The two more recent COSOPs identified relevant policy issues to work with the government and the development partners. Despite the above, policy engagement has been overall limited. It has been conducted mainly through the COSOP and the projects and within a narrow circle confined to the two main implementing agencies (MoFAL and MFWA).
- IFAD maintains a long-standing partnership with the Government of Turkey, and in particular with MoFAL, its main implementing partner since the start of IFAD operations in the country in 1982.
- Opportunities for improvement in dialogue and communication between IFAD and the government, both with policy-level partners and implementing agencies on IFAD's strategies and policies and overall level and predictability of resources.
- IFAD's partnerships with cooperating partners in Turkey is limited and the level of co-financing mobilized from other donors has been overall weak. There is limited level of cooperation with the two other Rome-based UN agencies.
- Partnership with NGOs is limited and collaboration with private sector only incipient.
- There are opportunities to strengthening and diversifying IFAD partners in Turkey, including co-financing opportunities and new Turkish partners such as Regional Development Agencies and the Turkish International Cooperation and Coordination Agency (TIKA) on South-South Cooperation.
- Several KM activities have been carried out to exchange and disseminate knowledge from the programme, including publications, regional workshops and strengthened communication through websites. The programme has not benefitted from an active and systematic effort to collect, document and disseminate lessons and best practices. IFAD's visibility in Turkey remains limited.
- Turkey has benefited from a very limited amount of IFAD grant resources, mainly through participation in regional grants. It has not received country-specific grants.

VII. COSOP performance (and overall partnership assessment)

324. The objective of this chapter is to provide a performance assessment of the three strategies (two COSOPs and one Addendum) that guided IFAD's activities in Turkey during the period under review (2003-2015). The assessment considers the relevance and effectiveness of the strategies.

A. COSOP Performance Relevance

325. The first COSOP for Turkey, prepared in 2000 and covering the period 2001-2005, recognized the Government of Turkey's achievements and limitations and intended to move towards focused targeting and civil society participation. The second

- COSOP (2006-2010) again showed awareness of Turkey's progress on multiple fronts and sought poverty alleviation through both targeting the poor and indirect (market-led) approaches. It made the unsubstantiated assumption, however, that project-level interventions through small rural development projects could be equated with broad-based sector growth (in agriculture or its sub-sectors), which has a trickle-down effect on poverty alleviation to some extent. The COSOP also acknowledged Turkey as a middle-income country, but did not reflect this status in any programmatic direction or lending or non-lending instrument mentioned in the strategy.
326. The addendum to the 2006 COSOP (2011-2012) did not disown the 2006 COSOP explicitly but effectively narrowed IFAD-Government of Turkey cooperation to watershed rehabilitation. It highlighted latest government strategies, including the National Rural Development Strategy (NRDS) 2006, and the related National Rural Development Plan (NRDP) 2010-2013. Like the 2006 COSOP, the addendum mentioned Turkey's EU accession move and its middle income country status, but did not address the latter in any way. It identified issues for policy dialogue and mentioned a small grant devoted exclusively to the proposed water rehabilitation project. This document is opportunistic rather than strategic and makes the assumption that watershed-related interventions that are aimed almost exclusively at limiting the movement of people and livestock in forest areas and grazing lands will reduce rural poverty.
327. All three COSOP documents were consistent with relevant national strategies and plans that prevailed at the time, even though timing was not optimal. When 2000 and 2006 COSOPs came into effect, the Turkey's respective national development plan cycles for the Eight (2001-2005) and the Ninth (2007-2013) were already completed. Both COSOPs might have benefited more from the guidance provided by these plans. The paradigm for rural poverty alleviation pursued in the COSOPs has taken three distinct forms in 10 years, starting with a conventional province-based multi-component approach in 2000, combining the conventional approach with the pursuit of broad-based sector growth in 2006, and focusing exclusively on the nexus between poverty and natural resources in 2010. These changes over time show IFAD's flexibility in recognizing the new trends and opportunities, and working with the government to address them. Indeed, all three paradigms can be considered relevant under their own set of assumptions, and each of them can also be questioned, as indicated above, in the absence of a proper analysis of IFAD's strengths and weaknesses, and the opportunities and threats it faced in a changing country context. In the absence of this kind of analysis, comparative advantage (or what some in the private sector call unique selling proposition) is more a matter of internal consistency and/or opportunity than relevant contextual analysis.
328. Given their internal consistency and alignment with national strategies and plans, all COSOP documents can be deemed to be clearly articulated strategic documents. As described in chapter III, all COSOP documents had clearly defined strategic directions, which, at the time being, were supported by the national strategies and plans mentioned in these documents. They also specified the sectors and sub-sectors in which IFAD intended to cooperate with the Government of Turkey, and provided references to national strategies and plans in support of some or many of these choices. The choice of these sectors and sub-sectors implied the choice of the main implementing partner.
329. The strategic thrust for the Government of Turkey - IFAD country programme has consistently been in agriculture commercialization. The focus on enterprise development and value chains is aligned with the objectives of Turkey's national level strategic plans for agriculture as well as those of the EU.

330. The three COSOPs (2000, 2006 and 2011 addendum) reflect a focus on income diversification. This marks a change in direction from IFAD's initial interventions (prior to 2000) which were largely focussed on infrastructure and agricultural extension. The stronger focus on market-based production is appropriate to strengthen the rural economy and economic value of the agriculture sector within the targeted areas. The more recent COSOP 2006 has a clear focus on supply chain development as the key focus for building the rural economy and generating sector-wide benefits for the target areas but it has also diluted the focus on targeting the poor.
331. The 2011 addendum introduces a new focus on natural resources management responding to new government priorities and retains the thrust of the COSOP 2006 on supply chains development as a key means for poverty reduction. The addendum's specific and practical focus, was on the fourth strategic objective of the NRDP, which concerns natural resources and the environment and provided the rationale for MRWRP. However, the rationale for using watershed-related interventions for reducing poverty has not been adequately articulated in this document.
332. As far as the gender focus of the COSOPs is concerned, as discussed in section IV.E, there has been a diminishing strategic focus on gender and women's empowerment, which is unwarranted and not fully in keeping with IFAD's policy and commitment to gender equality and women's empowerment. The COSOP 2006 states that generating employment for young people is a high priority for the programme.
333. The COSOP documents maintained a consistent and understandable geographic focus on Turkey's lagging regions, reported country-wide analysis of poverty and disparity, but did not define or guide targeting at the household level, and since 2006 diluted the challenge of targeting with a belief in the trickle-down effect. Thus, the targeting approach has become diffuse rather than focused on the rural poor in recent years, and this is an outcome of the paradigm for rural poverty alleviation set forth in the 2006 COSOP, which links the project-based challenge of poverty alleviation to the macro-economic trickle-down effect, an unexplained juxtaposition of theory and empirics, as well as the addendum to the 2006 COSOP, which assumes that watershed-related interventions help reduce rural poverty. In addition, the COSOPs did not define terms such as economically active poor, small and marginal farmers, resource-poor and asset poor villagers, or provide guidelines for identifying the poor or relatively poor households, which allows the dilution of targeting at the operational level.
334. The more recent targeting of forest villages as a priority for IFAD assistance is appropriate given the high levels of disadvantage, difficulty of access to services such as health and education and dependence upon severely degraded eco-systems. However, the COSOPs did not provide clear direction on how forestation on government land is expected to contribute to poverty reduction in forest villages through enterprise and value chain development.
335. The strategy clearly articulated IFAD's niche and comparative advantage (see section II.A on IFAD Country Strategy and Operations). The COSOP 2006 acknowledges that the potential level of IFAD's funding commitment in Turkey is relatively modest and additional effort is required to: (a) create multiplier effects; (b) catalyse private investment into less favoured regions of the country; (c) assist in fulfilling requirements of EU convergence; and (d) complement key partners in development, notably the EU, the World Bank and UNDP. Point (c) is highlighted as a particular opportunity (for IFAD, and other donors) for vigorous engagement in the country, with the Government of Turkey under a great deal of pressure to address its severe disparities and to ensure a more even spread of the benefits of economic growth. Despite the above, there has been no attempt so far to

articulate strategic directions that take into account Turkey's status as an upper middle-income country and its emerging role as an important bilateral donor and contributor to South-South and triangular cooperation.

336. The COSOP documents addressed the mix of instruments to varying degrees, but there is little to suggest that the mix extended much beyond loan-financed projects. All the COSOP documents identify opportunities for partnership with donors and other actors active in Turkey. They also identify areas for policy dialogue, and sometimes mention knowledge management (but not monitoring and evaluation as a contributor to knowledge management). Only one COSOP identified a grant possibility of any significance.

B. Effectiveness

337. The effectiveness of the COSOPs assesses whether strategic objectives articulated in the COSOP were achieved in the case of both lending and non-lending activities. As far as lending, COSOP effectiveness was to a large extent a culmination of the effectiveness of the portfolio. As the COSOP objectives tend to mirror collective intent of completed, ongoing or pipeline projects, the analysis of effectiveness of the COSOP would be a higher level or aggregate distillation of effectiveness in different areas of the portfolio.
338. In Turkey, project design during the period under review has been closely aligned with the prevailing COSOP in terms of the overall paradigm for rural poverty alleviation and the explicit and implicit elements of the targeting strategy related to the paradigm, including the continuing focus on lagging provinces and counties/districts. As discussed in more detail in chapter IV, the loan-financed projects articulated objectives that were pursued mainly through a variety of rural infrastructure, interventions for agricultural development, including training of farmers (men and women) and project staff, business development and supply chain management, and, most recently, a set of measures for watershed rehabilitation with accompanying incentives for watershed users to protect the forest and pastures in watersheds.
339. The portfolio as a whole was, by and large, highly effective in improving the incomes and quality of life of the rural poor through rural infrastructure. There were also advances in increasing agricultural productivity and efficiency. These advances and the infrastructure that improved market access supported the commercialization of agriculture, which is a national priority supported by IFAD. Business development and supply chain management undertaken through the projects also supported commercialization. SIPs were an innovation that made pathways possible in the quest for commercialization. The portfolio made more modest progress in terms of other objectives (such as increasing rural employment and building and strengthening self-sustaining institutions of the rural poor), and there was little emphasis on environmental aspects in the portfolio before the most recent project (MRWRP).
340. The achievements summarized above enabled the country programme to generate some significant impacts in some of the poorest parts of the country (discussed in chapter IV). Much of this impact in terms of household income and assets can be attributed to infrastructure development, and some to agricultural interventions and non-infrastructure interventions in supply chain management. All projects invested in farmer training, including the training of women, as well as staff training, which improved human capital, but the way in which this influenced outcomes of interest to the rural poor cannot be ascertained with available information. The overall impact on the project areas was less than satisfactory due, in part, to the diffuse and indirect (and for women and youth, inadequate) targeting approaches, which limited the impact on rural poverty.

341. On gender aspects, IFAD performance in relation to gender was stronger early in the portfolio but emphasis has lessened and not kept pace with strengthening of gender equality focus in Turkey. The COSOP 2000 has some excellent recommendations in relation to supporting gender equality and some of these were translated into project design elements, but overall IFAD strategic focus on ensuring gender equity and empowerment of women has not been adequately applied in the portfolio. Given the challenging context of the project areas in relation to gender equality as acknowledged in project designs, there are missed opportunities where IFAD could have contributed to greater achievement in this area. In particular, in the areas of policy dialogue to contribute to mainstreaming gender considerations within the implementing Ministries, for which there is a high demand. Sharing of lessons learned from IFAD activities in similar contexts around the world was lacking despite the needs and demand. Furthermore, given the known context, IFAD should have done more to monitor progress and facilitate improvements throughout implementation of projects, for example, by more regularly deploying gender experts on supervision missions.
342. Grant-funded activities were undertaken on a limited basis. There is one regional grant for South-South and triangular cooperation in which Turkey is also included through an agricultural research institute. In addition, there has been a grant in support of a project. The idea of grants being used in support of Turkey's status as an upper middle-income country with interests in its neighbourhood and countries of historical and current interest is the subject of an ongoing dialogue between IFAD and the Government of Turkey but has not yet been concretized or mentioned in the COSOP documents.
343. IFAD has worked mainly with the MoFAL as the main implementing partner during the CPE period and more recently with the MFWA, both of which are natural partners in view of the sectors on which IFAD has focused. It has also maintained good working relationships with the Ministry of Development and the Under-Secretariat of Treasury, which are policy-level counterparts, but interaction on IFAD business decisions has been limited mainly to brief exchanges at annual meetings. IFAD's partnerships with international organizations in Turkey (except UNDP) have been limited, and the level of co-financing mobilized from other donors has been overall weak. Partnership with NGOs is limited and collaboration with private sector only incipient.
344. Several knowledge management activities have been carried out to exchange and disseminate knowledge from the programme. These have included international events. For example, in 2014, the IFAD Regional Division selected Turkey as a case study to explore ways and means of enhancing partnership with MICs, and followed this with a learning event at IFAD in Rome. At the field level, projects have prepared information brochures for farmers, and sponsored farmer exchange visits and the participation of selected project stakeholders in technical courses. Notwithstanding the above, knowledge exchange activities and the generation of knowledge products have been overall limited. M&E systems have focused mainly on fiduciary aspects in order to maintain accurate financial record, with little contribution to knowledge management. The programme has not benefitted from an active and systematic effort to collect, document and disseminate lessons and best practices generated by IFAD-supported projects in Turkey.
345. Policy engagement, overall, has been limited. It has been conducted mainly through the COSOP and the projects and within a narrow circle confined to the two main implementing agencies (MoFAL and MFWA). IFAD has not participated in formal policy making forums and discussions in the country, either bilaterally or with other development partners. IFAD's recent initiative, in partnership with FAO and others partners, to assist the Turkish Ministry of Food, Agriculture and Livestock in preparing a concept note for a G20 Meeting of Agriculture Ministers

held in Istanbul in May 2015 under the current Turkish presidency needs to be acknowledged as an example for possible future collaboration in policy dialogue.

346. The overall performance of COSOP is rated at 4 (moderately satisfactory).

Table 15
Ratings for COSOP Performance

<i>Criteria</i>	<i>Rating</i>
<i>Relevance</i>	4
<i>Effectiveness</i>	4
<i>COSOP Performance</i>	4

Key points

- All three COSOP documents were consistent with relevant national strategies and plans that prevailed at the time. The paradigm for rural poverty alleviation pursued in the COSOPs has taken three distinct forms in ten years.
- All three paradigms can be considered relevant under their own set of assumptions. However they are not backed by a proper analysis of IFAD's strengths, weaknesses, opportunities and threats in a rapidly changing country context.
- The strategic thrust for the Government of Turkey - IFAD country programme has consistently been in agriculture commercialization and has had a strong area-based targeting approach. The 2011 addendum introduces a new focus on natural resources management responding to new government priorities.
- The COSOP documents maintained a consistent and understandable geographic focus on Turkey's lagging regions, reported country-wide analysis of poverty and disparity, but did not define or guide targeting at the household level, and since 2006 diluted the challenge of targeting with a belief in the trickle-down effect.
- There has been a diminishing strategic focus on gender and women's empowerment, which is unwarranted and not in keeping with IFAD's policy and commitment to gender equality and women's empowerment, nor with the growing acknowledgment of the importance of gender equality in Turkey's legislative and strategic framework.
- There has been no attempt so far to articulate strategic directions that take into account Turkey's status as an upper middle-income country and its emerging role as an important bilateral donor and contributor to South-South and triangular cooperation.
- Achievements enabled the country programme to generate some significant impacts. Much of this impact in terms of household income and assets can be attributed to infrastructure development, and some to agricultural interventions and non-infrastructure interventions in supply chain management.
- The MFAL in the past, the MFWA currently and the MoFAL again in the near future, has been an appropriate implementing partner.

C. Overall IFAD-Government of Turkey partnership assessment

347. Table 16 contains the overall assessment of the CPE of the IFAD-Government of Turkey partnership. It is based on the ratings of portfolio performance, non-lending activities and COSOP performance. Despite moderately unsatisfactory performance on non-lending activities, in view of the moderately satisfactory performance in both the portfolio of projects and the COSOP, the CPE rates the overall IFAD-Government of Turkey partnership as moderately satisfactory (4)

Table 16
CPE Overall assessment ratings

<i>Assessment</i>	<i>Rating</i>
Portfolio Performance	4
Non-lending activities	3
COSOP Performance	4
Overall IFAD-Government of Turkey Partnership Performance	4

VIII. Conclusions and Recommendations

A. Conclusions

348. Storyline. 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 it can contribute to shape the Fund's policy agenda in the future. It has the potential to scale up IFAD-supported development interventions leveraging IFAD's relatively limited resources through substantial counterpart funding. The dual role of Turkey as borrower and as a donor opens new opportunities for partnering where IFAD's international and, particularly, regional needs and priorities could be used to target available financial, technical and human resources. The Government of Turkey has shown an interest in working with IFAD to co-finance projects and provide TA through (Triangular) South-South Cooperation. Moreover, within the framework of Turkey's EU accession process, IFAD interventions can enhance Turkey's absorption capacity for EU IPARD funds by supporting smallholders to graduate to become recipients of this programme, which does not reach the poor producers.
349. In a large upper middle-income country like Turkey, IFAD's overall development contribution could be seen marginal. On the contrary, beyond IFAD's financing role, there has been demand for IFAD to be a more active player in sharing its knowledge and experience as a way to provide additional value to the partnership. From Turkey's perspective, IFAD is appreciated in the first place for addressing marked regional disparities in Turkey and for its potential to contribute to the well-being of those who have been left behind in the process of growth, including the rural poor, women and youth. IFAD is recognized and appreciated for its rural poverty focus, its technical expertise, country experience, and its potential to bring international knowledge and experience to Turkey, contributing as a collaborating partner in implementing the 2030 Agenda for Sustainable Development in Turkey. IFAD's value added in Turkey lies in partnering with the government in finding new solutions to reduce regional and socio-economic disparities, as well as capacity building in project design and management of rural development interventions, M&E, participatory approaches, targeting and technical solutions.
350. There remains potential for cooperation between IFAD and Turkey under a renewed partnership. The new COSOP is a long-delayed opportunity for IFAD and the Government of Turkey to set new strategic directions to meet the expectations of the partners. The overall results of the partnership over the last 13 years have been moderately satisfactory. There are positive signs in the evolution of the

programme in connection to the establishment of an IFAD country office in Turkey, openness to new partnerships, and recent progress in SSTC. Under the new country programme strategy the partnership needs to be strengthened and adjusted to reflect Turkey's new status as an upper middle-income country while fully fulfilling IFAD's mandate.

351. Over the years, the IFAD-Government of Turkey partnership has revolved around three distinct paradigms for rural poverty alleviation. The first paradigm was a province-based multi-component approach, which continued into the 2000 COSOP. The 2006 COSOP combined this approach with the pursuit of broad-based sector growth. The third paradigm, evident in the addendum to the 2006 COSOP, focuses exclusively on the nexus between poverty and natural resources. All three paradigms can be considered relevant under their own set of assumptions, including prevailing national strategies and plans cited in the COSOPs and the project designs. However, the CPE questions the relevance of some key assumptions to address issues of regional and social disparities identified as a priority for the Government of Turkey and IFAD.
352. Of particular importance are two key assumptions made in the 2006 COSOP and its addendum. One of these is the unsubstantiated juxtaposition of theory and empirics in the 2006 COSOP that leads to the assumption that small rural development projects can generate or facilitate broad-based sector growth, which has a trickle-down effect on poverty alleviation. The second one, in the addendum, is the leap from the concept of the poverty-environment nexus to the conclusion that watershed-related interventions will help reduce rural poverty, when their rationale, by design and in practice, is to restrict human and livestock movement in order to rehabilitate forest areas and grazing lands over the long term.
353. The strategy reflected in all three COSOP documents recognized relevant aspects of the country context and the Government of Turkey strategies and plans, but also, in important ways, missed opportunities and sidelined IFAD's core concerns. These documents referred to the macro-economic developments taking place in the country, trends in poverty and regional and gender disparities, the state of agriculture and natural resources, relevant national strategies and plans, and, since 2000, Turkey's status as a middle-income and subsequently upper middle-income country. The strategy maintained a consistent and understandable geographic focus in eastern and south-eastern Anatolia and a number of counties/districts in the eastern margin of central Anatolia (Sivas Province) and the Black Sea region. It reported country-wide analysis of poverty and disparity, but did not define or guide targeting at the household level, and, since 2006, the targeting approach has become diffuse rather than focused on the rural poor.
354. At the same time, the COSOP documents reflect a diminishing strategic focus on gender and women's empowerment since 2006 and largely ignored youth. Moreover, while they envisaged a mix of instruments to varying degrees, there is little to suggest that the mix extended much beyond loan-financed projects. Most importantly and surprisingly, none of these documents made an attempt to articulate strategic directions taking into account Turkey's emerging role as an important bilateral donor and contributor to South-South and triangular cooperation.
355. Reflecting the strengths and limitations of the strategy, as well as project design and implementation issues, the loan-financed portfolio has generated mixed results and, overall, moderately satisfactory performance and impact. Project interventions were relevant in relation to national and local priorities and technical considerations. While rural infrastructure tended to generate broad-based benefits, the projects 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 (such as increasing rural employment and building and strengthening self-sustaining institutions of the rural poor). The government-led projects were not able to attract the private sector in a significant and efficient manner in support of commercialization, which is an important government priority. Sustainability remains a concern in view of inadequate private sector involvement in supply chain management, inadequate preparation of local (formal and informal) institutions for taking over infrastructure, insufficient collaboration with the rural financial sector, and a focus on high-cost agricultural technology packages that are beyond the reach of small, resource-poor farmers.
356. Inclusiveness as a targeting approach. Access to project benefits remains a challenge for poorer farmers, women and youth. The current focus of targeting on an area basis is appropriate and needs to continue until poverty reduction is fully achieved in poor rural areas of the country targeted by IFAD that have lagged behind in Turkey's recent economic development. However, there is evidence of income disparity even within project areas and within targeted villages that prevents certain sections of the community from engaging with the projects. The focus on progressive farmers has been effective in achieving increased production and commercialization of supply chains. On the other hand, this mechanism have favoured the inclusion of farmer leaders and farmers that already have the capacity and access to resources to strengthen their farming practices, leaving behind the less capable and less well-resourced farmers. Projects that target 'poverty pockets' need to be careful to avoid capture of benefits by farmers that can already commercialise independently.
357. There has been a reliance on a trickle - down approach to the poorer in the community; however, there is limited evidence that the desired impacts such as increasing rural employment, and replication of on-farm demonstrations by poorer farmers are occurring through this approach. Further, the COSOPs and projects have consistently aimed to target women and young people but results show that the mechanisms used to engage and support women and young people have been weak. Consequently, there are disadvantaged farmers that are still largely excluded from project benefits.
358. Building development momentum through integration and partnership. The most successful aspects of the portfolio have occurred where the interventions are combined within the same village or in a specific value/supply chain. These have potential to create more development momentum rather than scattered interventions, or single product initiatives. There is an opportunity to improve impact through synchronising agency inputs at the planning stages with required services in targeted villages. Government of Turkey agencies are capable of liaising with each other and with the local government as well as local communities to achieve linked interventions in line with local priorities and plans, though some barriers do exist. A stronger relationship with the Regional Development Administrations may facilitate this approach given their multi-stakeholder Advisory Board structure including NGOs and the private sector. A more integrated and decentralised approach with implementing partners could add to the responsiveness of project implementation, reduce project bureaucracy and increase depth and breadth of impact.
359. The programme performance on innovation and scaling up has been lower than might be expected in Turkey. In the last ten years the programme has introduced localised innovation at the project level but project designs did not sufficiently draw on external innovative practices that could enhance rural development within the Turkey context. Examples from other MICs in similar environments as well as drawing in new technological approaches, rather than leaving innovation to project implementers would have been an added value to the portfolio.

360. The IFAD-supported programme does not appear to have kept pace with the rate of development in Turkey – nor adequately capitalised on areas where IFAD has strong expertise. For instance, the matching grants are valuable for rural investment but are a heavily subsidised system of financing and do not create the same extent of development as where innovative rural financing mechanisms are used. Similarly, the demonstrations are technically sound and profitable for some farmers but are not affordable for resource poor farmers and do not build local solutions for economies of scale that will attract future investment. For instance, the benefits of farm consolidation and collective marketing are well-known but to date, IFAD in Turkey has only promoted (marginally) the cooperative model and placed insufficient emphasis on knowledge transfer on alternative solutions or on piloting of new approaches.
361. Moreover, the programme has not explored sufficiently opportunities for scaling up. Results on scaling up by the Government of Turkey of positive features introduced by the IFAD-supported projects in national policies and domestically-financed programmes is quite limited. Both national counterpart funding and international co-financing has been low, compounded by weak M&E, policy dialogue and knowledge management, three key pathways for any possible scaling-up initiative. In view of the potential for scaling up in an upper middle-income country, and the limited resources available from IFAD core resources in Turkey a decisive approach to scaling up appears imperative. The necessary policy dialogue to pursue scaling up would benefit from a more predictable and long- term programmatic approach in the allocation of IFAD resources in Turkey.
362. Low priority accorded to non-lending activities limited potential synergies in the programme and IFAD's overall visibility in Turkey. Policy engagement has been limited and conducted mainly through the COSOP and the projects and within a narrow circle confined to the two main implementing agencies (MoFAL and MFWA). Communication with policy-level counterparts (the Ministry of Development and Undersecretary of Treasury) is mostly limited to brief exchanges at annual meetings. Building on Turkey's role as an emerging donor IFAD has initiated a dialogue with TIKA to explore areas of cooperation, in particular in South-South and Triangular Cooperation, but more concrete results are awaited beyond the current grant. IFAD's partnerships with cooperating partners in Turkey are weak and there is limited level of cooperation with the two other Rome-based UN agencies. Knowledge management activities and the generation of knowledge products have also been limited, with very little contribution from M&E systems. The programme has not benefitted from an active and systematic effort to collect, document and disseminate lessons and best practices generated by IFAD-supported projects in Turkey. IFAD Country presence in Turkey will increase the fund's visibility among the donor community and will provide opportunities for IFAD's policy engagement. An IFAD country office in Turkey (possibly with a regional dimension) is foreseen by IFAD and the Government of Turkey as a key pillar of the future partnership.

B. Recommendations

363. 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.
364. The proposed recommendations aim at: ensuring inclusiveness and equal opportunities throughout the programme; improving the programme overall effectiveness; and strengthening the partnership through increasing IFAD's value added in Turkey beyond financing. In particular, the follow key aspects require attention: improve targeting for the rural poor; strengthen non-lending activities and synergies with the portfolio; emphasis on innovation, leveraging IFAD's

interventions through scaling up; and strengthen focus on gender equality and women's empowerment. The first recommendation stresses the need to undertake a new long-awaited COSOP undertaking a thorough analysis of strengths, weaknesses and opportunities ensuring wide participation of stakeholders in the country.

365. 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.
366. 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.
367. 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.
368. 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 IFAD 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).
369. Moreover, IFAD needs to ensure strong coordination and alignment 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.
370. Second, strengthen knowledge management. A key dimension of IFAD's value added in Turkey will be linked to its capacity to 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 the Fund's 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 demonstrate 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.
371. 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 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.
372. 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 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.
373. 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.

374. 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 shift 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 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.
375. 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.
376. 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.

Ratings of IFAD-funded project portfolio in Turkey^a

<i>Core Performance Criteria</i>	<i>SEDP</i>	<i>DBSDP</i>	<i>AKADP</i>	<i>MRWRP</i>	<i>Overall portfolio</i>
Project performance					
Relevance	4	5	4	4	4
Effectiveness	4	4	4	NR	4
Efficiency	5	4	4	NR	4
Project performance^b	4.33	4.33	4.33	NR	4
Rural poverty impact					
Income and assets	4	5	NR	NR	5
Human/social capital and empowerment	5	4	NR	NR	4
Food security and agricultural productivity	4	5	NR	NR	5
Natural resources, environment and climate change	4	4	NR	NR	4
Institutions and policy	4	4	NR	NR	4
Rural poverty impact^c	4	4	NR	NR	4
Other performance criteria				NR	4
Sustainability	4	4	4	NR	4
Innovation and scaling up	5	4	3	NR	4
Gender equality and women's empowerment.	4	3	3	NR	3
Overall project portfolio achievement^d	4	4	4	NR	4
Performance of partners					
IFAD	3	4	4	NR	4
Government of Turkey	4	4	4	NR	4

^a Rating scale: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory; n.p. = not provided; nr. = not rated.

^b Arithmetic average of ratings for relevance, effectiveness and efficiency.

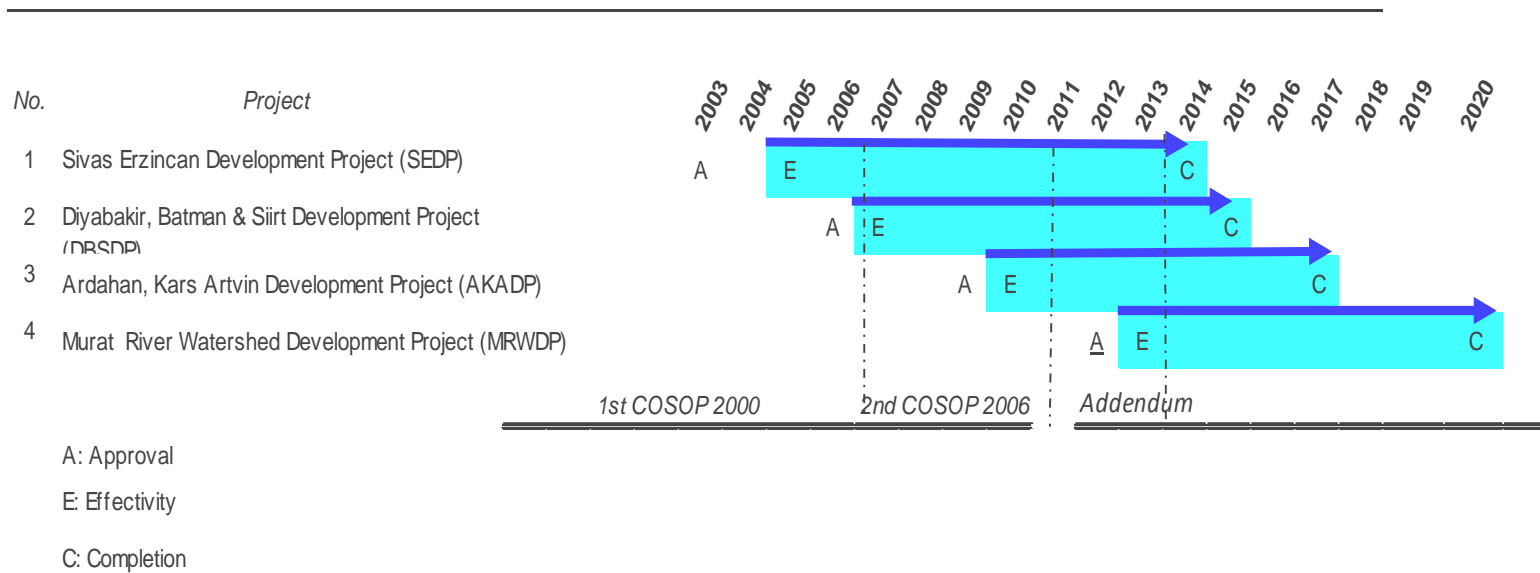
^c This is not an average of ratings of individual impact domains.

^d This is not an average of ratings of individual evaluation criteria but an overarching assessment of the project, drawing upon the rating for relevance, effectiveness, efficiency, rural poverty impact, sustainability, innovation and scaling up, and gender. The rating for partners' performance is not a component of the overall assessment ratings.

List of IFAD Loans to Turkey 1982-2014

<i>Project Name</i>	<i>Project Type</i>	<i>Total Project Cost US\$ million</i>	<i>IFAD Approved Financing US\$ million*</i>	<i>Co-financing US\$ million</i>	<i>Counter-part US\$ million</i>	<i>Beneficiary Contribution US\$ million</i>	<i>Board Approval</i>	<i>Loan Effectiveness</i>	<i>Project Closing Date</i>	<i>Project Status</i>
Erzurum Rural Development	RURAL	137	20	40	77		31-Mar-82	03-Dec-82	30-Apr-90	Closed
				IBRD						
Agricultural Extension	RSRCH	205.9	10	72.2	123.7		03-Apr-84	05-Sep-84	05-Aug-94	Closed
				IBRD/SDC						
Bingöl-Mus Rural Dev.	RURAL	61.2	19.9	9	22.8	9.4	14-Sep-89	10-Jan-90	15-Oct-03	Closed
				SDC						
Yozgat Rural Development	RURAL	40.5	16.4		24.1		13-Dec-90	23-Sep-91	31-Dec-01	Closed
Ordu-Giresun Rural Dev.	AGRIC	59.7	20	17	18	4.8	14-Sep-95	25-Aug-97	17-Apr-08	Closed
				IsDB/SDC						
PROJECTS COVERED BY THE CPE										
Sivas-Erzincan Development Programme (SEDP)	RURAL	30	13.1	9.9	4.4	2.7	11-Sep-03	17-Jan-05	08-May-14	Closed
				OFID						
Diyabakir, Batman & Siirt Development Project (DBSDP)	CREDI	36.9	24.1	1	4.5	7.6	14-Dec-06	19-Dec-07	30-Jun-15	Effective
				UNDP						
Ardahan, Kars, and Artvin development project (AKADP)	AGRIC	26.4	19.2		3.2	4	17-Dec-09	02-Jul-10	31-Mar-17	Effective
Murat River Watershed Development Project (MRWRP)	AGRIC	38.5	28.1		7.4 (gov)	3	13-Dec-12	15-Feb-13	30-Sep-20	Effective
			27.66 (loan)							
			0.43 (grant)							
Goksu-Taseli Watershed Development Project (GTWDP)	AGRIC	25	18.2	-	3.9	2.8	12-Dec-15	-	31-Dec-22	Not yet signed
			17.8 (loan)							
			0.4 (grant)							
Total	-	661.1	189	148.85	289	34.3				

Implementation period of IFAD-supported projects covered by the CPE



IFAD-Funded grants in Turkey

Global/Regional grants including Turkey 2004-2013

<i>Project Number/ Name</i>	<i>Grant Amount US\$</i>	<i>Grant Recipients</i>	<i>Approval Date</i>	<i>Effective Date</i>	<i>Completion Date</i>	<i>Closing Date</i>	<i>Country included</i>
20000012- <i>South-South and Triangular Cooperation for Agricultural Development and Enhanced Food Security in the NEN Region</i>	1 800 000	UNOSSC	Dec 2013	May 2014		Dec 2018	Algeria, Hungary, Morocco, Turkey, Uzbekistan
<i>Central Asian Countries Initiative on Land Management (CALCIM)</i>	2 500 000	ICARDA	2006	2007		2012	Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan

Methodological note on country programme evaluations

1. A country programme evaluation (CPE) conducted by the Independent Office of Evaluation of IFAD (IOE) has two main objectives: assess the performance and impact of IFAD-financed operations in the country; and generate a series of findings and recommendations that will inform the next results-based country strategic opportunities programme (COSOP). It is conducted in accordance with the directives of IFAD's Evaluation Policy¹ and follows the core methodology and processes for CPEs outlined in IOE's Evaluation Manual². This note describes the key elements of the methodology.
2. Focus. A CPE focuses on three mutually reinforcing pillars in the IFAD-government partnership: (i) project portfolio; (ii) non-lending activities; and (iii) the COSOP(s). Based on these building blocks, the CPE makes an overall assessment of the country programme achievements.
3. With regard to assessing the performance of the project portfolio (first pillar), the CPE applies standard evaluation methodology for each project using the internationally-recognized evaluation criteria of relevance, effectiveness, efficiency and rural poverty impact - including impact on household income and assets, human and social capital, food security and agricultural productivity, natural resources and the environment (including climate change³), and institutions and policies. The other performance criteria include sustainability, innovation and scaling up, and gender equality and women's empowerment. The performance of partners (IFAD and the government) is also assessed by examining their specific contribution to the design, execution, supervision, implementation-support, and monitoring and evaluation of the specific projects and programmes. The definition of all evaluation criteria is provided in Annex VI.
4. The assessment of non-lending activities (second pillar) analyses the relevance, effectiveness and efficiency of the combined efforts of IFAD and the government to promote policy dialogue, knowledge management, and partnership building. It also reviews global, regional, and country-specific grants as well as achievements and synergy with the lending portfolio.
5. The assessment of the performance of the COSOP (third pillar) is a further, more aggregated, level of analysis that covers the relevance and effectiveness of the COSOP. While in the portfolio assessment the analysis is project-based, in this latter section, the evaluation considers the overall objectives of the programme. The assessment of relevance covers the alignment and coherence of the strategic objectives -including the geographic and subsector focus, partners selected, targeting and synergies with other rural development interventions-, and the provisions for country programme management and COSOP management. The assessment of effectiveness determines the extent to which the overall strategic objectives contained in the COSOP were achieved. The CPE ultimately generates an assessment for the overall achievements of the programme.
6. Approach. In line with international evaluation practices, the CPE evaluation combines: (i) desk review of existing documentation -existing literature, previous IOE evaluations, information material generated by the projects, data and other materials made available by the government or IFAD, including self-evaluation data and reports-; (ii) interviews with relevant stakeholders in IFAD and in the country; and (iii) direct observation of activities in the field.

¹ <http://www.ifad.org/gbdocs/eb/102/e/EB-2011-102-R-7-Rev-1.pdf>.

² http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf

³ On climate change, scaling up and gender, see annex II of document EC 2010/65/W.P.6 approved by the IFAD Evaluation Committee in November 2010: <http://www.ifad.org/gbdocs/eb/ec/e/65/EC-2010-65-W-P-6.pdf>

7. For the field work, a combination of methods are generally used for data gathering: (i) focus group discussions with a set of questions for project user and comparison groups; (ii) Government stakeholders meetings –national, regional/local, including project staff; (iii) sample household visits using a pre-agreed set of questions to household members, to obtain indications of levels of project participation and impact; (iv) key non-government stakeholder meetings e.g. civil society representatives and private sector.
8. Evaluation findings are based on triangulation of evidence collected from different sources.
9. Rating scale. The performance in each of the three pillars described above and the overall achievements are rated on a scale of 1 to 6 (with 1 being the lowest score, and 6 the highest), enabling to report along the two broad categories of satisfactory (4, 5, and 6) and unsatisfactory performance (1, 2 and 3). Ratings are provided for individual projects/programmes, and on that basis, for the performance of the overall project portfolio. Ratings are also provided for the performance of partners, non-lending activities, the COSOP's relevance and effectiveness as well as the overall achievements of the programme.
10. In line with practices of international financial institutions, the rating scale, in particular when assessing the expected results and impact of an operation, can be defined as follows - taking however due account of the approximation inherent to such definition:

Highly satisfactory (6)	The intervention (project, programme, non-lending, etc.) achieved - under a specific criteria or overall –strong progress towards all main objectives/impacts, and had best practice achievements on one or more of them.
Satisfactory (5)	The intervention achieved acceptable progress towards all main objectives/impacts and strong progress on some of them.
Moderately satisfactory (4)	The intervention achieved acceptable (although not strong) progress towards the majority of its main objectives/impacts.
Moderately unsatisfactory (3)	The intervention achieved acceptable progress only in a minority of its objectives/impacts.
Unsatisfactory (2)	The intervention's progress was weak in all objectives/impacts.
Highly unsatisfactory (1)	The intervention did not make progress in any of its objectives/impacts.
11. It is recognized that differences may exist in the understanding and interpretation of ratings between evaluators (inter-evaluation variability). In order to minimize such variability IOE conducts systematic training of staff and consultants as well as thorough peer reviews.
12. Evaluation process. A CPE is conducted prior to the preparation of a new cooperation strategy in a given country. It entails three main phases: (i) design and desk review phase; (ii) country work phase; (iii) report writing, comments and communication phase.
13. The design and desk review phase entails developing the CPE approach paper. The paper specifies the evaluation objectives, methodology, process, timelines, and key questions. It is followed by a preparatory mission to the country to discuss the draft paper with key partners. During this stage, a desk review is conducted examining available documentation. Project review notes and a

consolidated desk review report are prepared and shared with IFAD's regional division and the government. The main objective of the desk review report is to identify preliminary hypotheses and issues to be analysed during the main CPE mission. During this stage both IFAD and the government conduct a self-assessment at the portfolio, non-lending, and COSOP levels.

14. The country work stage entails convening a multidisciplinary team of consultants to visit the country, holding meetings in the capital city with the government and other partners and traveling to different regions of the country to review activities of IFAD-funded projects on the ground and discuss with beneficiaries, public authorities, project management staff, NGOs, and other partners. A brief summary note is presented at the end of the mission to the government and other key partners.
15. During the report writing, comments and communication of results stage, IOE prepares the draft final CPE report, shared with IFAD's regional division, the government, and other partners for review and comments. The draft benefits from a peer review process within IOE including IOE staff as well as an external senior independent advisor. IOE then distributes the CPE report to partners to disseminate the results of the CPE. IOE and the government organize a national roundtable workshop that focuses on learning and allows multiple stakeholders to discuss the main findings, conclusions and recommendations of the evaluation. The report is publicly disclosed.
16. A core learning partnership (CLP), consisting of the main users of the evaluation, provides guidance to IOE at critical stages in the evaluation process; in particular, it reviews and comments on the draft approach paper, the desk review report and the draft CPE report, and participates in the CPE National Roundtable Workshop.
17. Each CPE evaluation is concluded with an agreement at completion point (ACP). The ACP is a short document which captures the main findings of the evaluation as well as the recommendations contained in the CPE report that IFAD and the government agree to adopt and implement within a specific timeline.

Definition of the evaluation criteria used by IOE

<i>Criteria</i>	<i>Definition</i>
Project performance	
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor policies. It also entails an assessment of project design in achieving its objectives.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted into results.
Rural poverty impact^b	
	Impact is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a result of development interventions.
<ul style="list-style-type: none"> • Household income and assets 	Household income provides a means of assessing the flow of economic benefits accruing to an individual or group, whereas assets relate to a stock of accumulated items of economic value.
<ul style="list-style-type: none"> • Human and social capital and empowerment 	Human and social capital and empowerment include an assessment of the changes that have occurred in the empowerment of individuals, the quality of grassroots organizations and institutions, and the poor's individual and collective capacity.
<ul style="list-style-type: none"> • Food security and agricultural productivity 	Changes in food security relate to availability, access to food and stability of access, whereas changes in agricultural productivity are measured in terms of yields.
<ul style="list-style-type: none"> • Natural resources, the environment and climate change 	The focus on natural resources and the environment involves assessing the extent to which a project contributes to changes in the protection, rehabilitation or depletion of natural resources and the environment as well as in mitigating the negative impact of climate change or promoting adaptation measures.
<ul style="list-style-type: none"> • Institutions and policies 	The criterion relating to institutions and policies is designed to assess changes in the quality and performance of institutions, policies and the regulatory framework that influence the lives of the poor.
Other performance criteria	
<ul style="list-style-type: none"> • Sustainability 	The likely continuation of net benefits from a development intervention beyond the phase of external funding support. It also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life.
<ul style="list-style-type: none"> • Innovation and scaling up 	The extent to which IFAD development interventions have: (i) introduced innovative approaches to rural poverty reduction; and (ii) the extent to which these interventions have been (or are likely to be) replicated and scaled up by government authorities, donor organizations, the private sector and others agencies.
<ul style="list-style-type: none"> • Gender equality and women's empowerment 	The criterion assesses the efforts made to promote gender equality and women's empowerment in the design, implementation, supervision and implementation support, and evaluation of IFAD-assisted projects.
Overall project achievement	This provides an overarching assessment of the project, drawing upon the analysis made under the various evaluation criteria cited above.
Performance of partners	
<ul style="list-style-type: none"> • IFAD 	This criterion assesses the contribution of partners to project design, execution, monitoring and reporting, supervision and implementation support, and evaluation. It also assesses the performance of individual partners against their expected role and responsibilities in the project life cycle.
<ul style="list-style-type: none"> • Government 	

^a These definitions have been taken from the Organisation for Economic Co-operation and Development/Development Assistance Committee *Glossary of Key Terms in Evaluation and Results-Based Management* and from the IFAD Evaluation Manual (2009).

^b The IFAD Evaluation Manual also deals with the "lack of intervention", that is, no specific intervention may have been foreseen or intended with respect to one or more of the five impact domains. In spite of this, if positive or negative changes are detected and can be attributed in whole or in part to the project, a rating should be assigned to the particular impact domain. On the other hand, if no changes are detected and no intervention was foreseen or intended, then no rating (or the mention "not applicable") is assigned.

List of key persons met

Persons met in Ankara

Ministry of Food, Agriculture and Livestock

1. Gürsel Küsek, General Director. General Directorate of Agrarian Reform. Ministry of Food, Agriculture and Livestock
2. Haldun Demirel, Deputy Director General. General Directorate of European Union and Foreign Relations. Ministry of Food, Agriculture and Livestock
3. Umit Bingöl, Deputy General Director. General Directorate of Agrarian Reform (GDAR)
4. Hacı Veli Deveci, Head of Department. Land Rehabilitation and Irrigation Systems. Ministry of Food, Agriculture and Livestock
5. İlker Manyaz, Director of Working Group on Externally financed projects. Ministry of Food, Agriculture and Livestock
6. Ali Ergin. Head of Rural Development Department. Ministry of Food, Agriculture and Livestock
7. Ulvive Burcu Serin, Coordinator of UN Working Group. International Relations Department. Ministry of Food, Agriculture and Livestock
8. S. Burak Güresinli, Ministry of Food, Agriculture and Livestock
9. Adeviye Tatlıcan, Planning Expert. Agriculture Department
10. Saliha Akba , General Directorate of Agricultural Reform

Ministry of Forestry And Water Affairs

General Directorate of Forestry (OGM)

11. Ali Fuat Unal, Deputy Director General. General Directorate of Forestry
12. İbrahim Yüzer, Head of Department. Department of Afforestation, General Directorate of Forestry
13. Mehmet Metin Avsaroglu, Division Director. Department of Afforestation
General Directorate of Combatting Desertification and Erosion Control
14. Hanifi Avci, General Director. General Directorate of Combatting Desertification and Erosion Control.
15. Bayram Hopur. General Directorate of Combatting Desertification and Erosion Control
16. Cafer Orhan General Directorate of Combatting Desertification and Erosion Control
17. Serpil Acartürk, General Directorate of Combatting Desertification and Erosion Control
18. Özgür Kadir Özer, Department Head. Research Development and Entrepreneurship
General Directorate of Forest Village Relations of MFWA (ORKOy)
19. Ahmet BA KAN. General Directorate of Forest Village Relations
20. Smail TUGAY. General Directorate of Forest Village Relations

Undersecretariat of Treasury. Prime Ministry

21. Gökçe Demirdere, Treasury Expert. Directorate General of Foreign Economic Relations. Undersecretariat of Treasury. Prime Ministry

22. Ayze Akkiraz Dagdur, Treasury Expert. Acting Director General. Directorate General of Foreign Economic Relations Undersecretariat of Treasury. Prime Ministry
23. Ekrem Kartal, Head of Department. Directorate General of Foreign Economic Relations. Undersecretariat of Treasury. Prime Ministry
24. K. Çagatay Imirgi, Treasury, Acting Deputy Director General

Ministry of Development

25. Taylan Kiyamaz, Head of Department of Agriculture. Ministry of Development
26. Yurdokul Sacih, Planning Expert, Department of Agriculture. Directorate General for Economic Sectors and Coordination. Ministry of Development
27. E. Emrah Hatuno lu, Planning Expert, Department of Agriculture. Directorate General for Economic Sectors and Coordination. Ministry of Development.
28. Pinar TopÇuo lu, Planning Expert, Department of Agriculture. Directorate General for Economic Sectors and Coordination. Ministry of Development

International Organizations

29. Yuriko Shoji, FAO Representative in Turkey. Sub-regional Coordinator for Central Asia
30. Aysegul Akin, Assistant FAO Representative
31. Ariella Glinni, Senior Policy Officer. FAO Representative in Turkey and Sub-regional office for Central Asia
32. Kamal Malhotra, UNDP Resident Representative in Turkey
33. Pelin Rodo lu, Regional competitiveness Specialist. United Nations Development Programme (UNDP)
34. Ertunç Yardimci, Civil Engineer. Ardaban Kars Artvin Development Project, United Nations Development Programme (UNDP)
35. Stephen Karam, Sustainable Development Programme Leader. World Bank Group
36. Mustafa Ugur Alver, Turkey Country Management Unit, World Bank Group
37. Leyla Alma, Sector Manager for Agriculture and Fisheries, EU Delegation of European Union to Turkey
38. Pierre-Yves Bellot. Sector Manager. EU Delegation of European Union to Turkey

Persons met in the field

AKADP

39. Hüseyin Düzgün, Director. Kars Provincial Directorate of Ministry of Food, Agriculture and Livestock
40. Arzu Banu Cakin, Kars Provincial Directorate of Ministry of Food, Agriculture and Livestock
41. Asuman Yardimci, AKADP Team Representative
42. Mahmut Sevgi, AKADP Team Representative
43. Mustafa Tani. Ardahan. Provincial Directorate of Ministry of Food, Agriculture and Livestock
44. Prof Husnu Kapu. Secretary General. Serhat Development Agency. Kars

DBSDP

45. Huseyin Aksoy. Governor of Diyarbakir
46. Ahmet Murato lu, Diyarbakır Provincial Directorate of Ministry of Food, Agriculture and Livestock
47. Behiye Erta , Diyarbakır Provincial Directorate of Ministry of Food, Agriculture and Livestock
48. Murat Acak, Diyarbakır Provincial Directorate of Ministry of Food, Agriculture and Livestock
49. Sedat Ildiz, Diyarbakır Provincial Directorate of Ministry of Food, Agriculture and Livestock
50. efik Türker, Diyarbakır Provincial Directorate of Ministry of Food, Agriculture and Livestock
51. Yusuf Yılmaz, Diyarbakır Provincial Directorate of Ministry of Food, Agriculture and Livestock
52. Halil Rüzgar, Batman Provincial Directorate of Ministry of Food, Agriculture and Livestock
53. M. Cengiz Arslano lu, Batman Provincial Directorate of Ministry of Food, Agriculture and Livestock
54. M. Salih Süner, Batman Provincial Directorate of Ministry of Food, Agriculture and Livestock
55. M. Zeki Edis, Batman Provincial Directorate of Ministry of Food, Agriculture and Livestock
56. Yusuf Alp, Batman Provincial Directorate of Ministry of Food, Agriculture and Livestock
57. Yusuf im ek, Batman Provincial Directorate of Ministry of Food, Agriculture and Livestock
58. Eyyup Bulut. Coordinator. Batman Investment Support Office

MRWRP

59. O uz Ka an Narici, Elazı Regional General Directorate of Forestry
60. Tu çe Dil ad Akgün, Elazı Regional General Directorate of Forestry
61. Ziya Polat, Elazı Regional General Directorate of Forestry
62. Mehmet Murat Bilinmi , Bingöl Provincial General Directorate of Forestry
63. Enver Yıldırım, Elazı Provincial General Directorate of Forestry
64. Erdem Ezberc , Elazı Provincial General Directorate of Forestry
65. ahin ncedemiro lu, MRWRP Team Representative
66. Ali Rıza U urelli, MRWRP Team Representative
67. Nesrin Çiçek, MRWRP Team Representative
68. Yasin Çakar, MRWRP Team Representative

Date	District	Village/Locality	Activity Observed	No. of Beneficiaries Met:	
				Total	Women
Kars (AKADP)					
13 Jul	Selim	Koyunyurdu	Modern barn construction		
	Selim	Koyunyurdu	Family type greenhouse		
	Selim	Karahamza	Livestock water supply system		
	Ka ızman	Günindi	Apricot orchard		
	Ka ızman	Karaba	Walnut orchard		
	Ka ızman	Devebükü	Apple orchard		
	Ka ızman	Aydinkavak	Greenhouse		
	Arpaçay	De irmenköprü	Maize silage		
Ardahan (AKADP)					
14 Jul	Hanak	ncedere	Rangeland road rehabilitation		
	Center	Sulakyurt	Cattle handling facility		
	Centre	Centre	Ardahan Livestock Marke		
Artvin (AKADP)					
15 Jul	Ardanuç	Geçitli	Livestock protection fencing		
	Ardanuç	Bulanık	Strawberry garden		
	Centre	Centre	Polycarbonate greenhouse		
Diyarbakir (DBSDP)					
20 Jul	Merkez		I Gıda, Tarım ve Hay. Müdürlü ü Kar ılama ve Tanı ma		
	Merkez		Valilik Ziyareti		
	Merkez		Karacada Kalkınma Ajansı Ziyareti		
	Merkez		Ö len yeme i		
	Ba lar	Ekince	Hayvan çme Suyu Göleti'nin gezilmesi		
	Yeni ehir	Diyarbakır Organize Sanayi Bölgesi	Ekonomik Yatırım Projeleri Hibe Programından Yararlanan Bozanbey Tesisinin Gezilmesi		
	Merkez		Diyarbakır'a Varı		
Batman (DBSDP)					
21 Jul	Sason	Cevizli	Çilek bahçelerine genel bir bakı .hibe faydalanıcı Hasan DEM REL ile görü me		
	Sason	Yeniköy	Çilek Üreticileri Birli i Ziyareti ve Kutbettin ESEN e ait çilek bahçesinin gezilmesi		
	Sason	Demetevler	Kutbettin TA ' a ait Çilek Bahçesinin Gezilmesi (hibe)		
	Sason	Kelhasan	Fahrettin HERDEM-Erdal ATALAY ait Çilek Bahçelerinin Gezilmesi (hibe)		
	Kozluk	Koçaklar	Mehmet Sıddık AYDIN-Abdulsamet Aydın ait Telli Terbiye Sistemli Ba n gezilmesi (hibe)		
	Merkez		Ö le Yeme i		
22 Jul	E il	Dere mah.	Hibe bahçeleri (Karakoçlar)		

Ergani	Bademli	Nihat ÜNAL'a ait Güne Enerjisi ile Sulama yapılan Kayısı Demonstrasyon Bahçesinin gezilmesi
Elazı (MRWRP)		
23 Jul		Micro-catchment 1
		Micro-catchment 2
Bingöl (MRWRP)		
24 Jul	Lediz	Lediz microcatchment

Bibliography and references

IFAD DOCUMENTATION

Project related Documentation

For the loan-financed projects, the CPE has made use of the following IFAD/Government of Turkey documents:

Appraisal Report

Report and Recommendations of the President to IFAD's Executive Board

Loan Agreement

Aide Memoires from Supervision and Implementation Support Missions

Progress Reports

Mid-Term Reviews

Completion Report

Project Desk Review Note

Project Status Report

IFAD Strategy/Policy

Evaluation Manual, 2009

Evaluation policy – 2011

Strategic Framework, 2007-2010; 2011-2015

Land policy – 2008

Innovation strategy – 2007

Knowledge management strategy –2007

Rural finance policy – 2000 and 2009 update

Anti-corruption policy – 2005

Rural enterprise policy – 2004

Environment and natural resource management Policy – 2011.

Private Sector Policy – 2011.

Gender equality and women's empowerment Policy – 2012.

IFAD Partnership Strategy – 2012.

Country Strategy & Opportunities Papers (COSOPs) Turkey – 2006; 2006 addendum (2010)

Evaluations Documents, IOE

Evaluation of IFAD's regional strategies for Near East and North Africa and the Central and Eastern European and Newly Independent States, 2008

IFAD's Performance with regard to Gender Equality and Women's Empowerment, 2010

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Objectives of Four IFAD-assisted Projects

<i>Elements Included in Project Objectives</i>	<i>2000 COSOP</i>		<i>2006 COSOP</i>		<i>2010 Addendum</i>
	<i>SEDP</i>		<i>DBSDP</i>	<i>AKADP</i>	<i>MRWRP</i>
Income and assets:					
• Increase incomes of rural poor/smallholders	•			•	
• Develop on-farm and off-farm income sources			•		
• Increase the assets of poor women and men smallholders				•	
Agricultural productivity:					
• Increase agricultural productivity of the rural poor	•				
• Improve economic efficiency of agricultural enterprises being poor			•		
Employment:					
• Expand/increase rural employment opportunities	•		•		
• Enhance individual and organizational skills for employability	•		•		
Business development:					
• Develop supply chain management			•		
• Establish new and expand existing profitable businesses			•		
• Encourage individual and group initiatives of smallholders	•		•		
Other elements:					
• Improve living conditions/quality of life of the rural poor and especially of women	•		•		
• Build and strengthen self-sustaining institutions directly related to the rural poor	•				
• Improve poor rural people's access to rural infrastructure				•	
• Strengthen institutional advisory services and capacitate project management				•	
• Improve livelihood and natural resources management					•