

## **Approach Paper**

### **The Republic of Turkey**

### **Country Programme Evaluation**

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## Acknowledgements

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# Contents

<b>Currency equivalent, weights and measures</b>	<b>ii</b>
<b>Abbreviations and acronyms</b>	<b>ii</b>
<b>Map of IFAD-supported operations</b>	<b>iii</b>
<b>I. Introduction</b>	<b>1</b>
<b>II. Country context</b>	<b>1</b>
<b>III. Overview of IFAD-supported operations and evolution of the country strategy</b>	<b>6</b>
<b>IV. Evaluation process, methodology and objectives</b>	<b>10</b>
<b>Annexes</b>	
I. Turkey CPE Evaluation Framework	19
II. List of IFAD Loans to Turkey	24
III. Bibliography and references	25
IV. List of Country Programme / Portfolio Evaluations Undertaken by IOE	27

## Currency equivalent, weights and measures

### Currency equivalent

Monetary Unit = Turkish Lira (TRY)

1 US\$ = 2.47888 TRY(Feb 2015)

### Weights and measures

1 acre (ac) = 0.405 hectares (ha)

Currency unit = [Click here and insert currency unit]

## Abbreviations and acronyms

<b>AKADP</b>	Ardahan Kars Artvin Development Project
<b>ARD</b>	Agriculture and Rural Development
<b>CAP</b>	Common Agricultural Policy
<b>DAC</b>	Development Assistance Committee (OECD)
<b>DBSDP</b>	Diyarbakır Batman Siirt Rural Development Project
<b>EBID</b>	European Investment Bank
<b>EIRR</b>	Economic Internal Rate of Return
<b>EU</b>	European Union
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>FDI</b>	Foreign Direct Investment
<b>IFIs</b>	International Financial Institutions
<b>GNI</b>	Gross National Income
<b>HDI</b>	Human Development Index
<b>IHDI</b>	Inequality-adjusted Human Development Index
<b>IPA</b>	Instrument for Pre-Accession Assistance
<b>IPRAD</b>	Instrument for Pre-Accession Assistance in Rural Development
<b>IsDB</b>	Islamic Development Bank
<b>LDCs</b>	Least Developed Countries
<b>MICs</b>	Middle Income Countries
<b>MoD</b>	Ministry of Development
<b>MoFAL</b>	Ministry of Food Agriculture and Livestock
<b>MRWRP</b>	Murat River Watershed Rehabilitation Project
<b>MFWA</b>	Ministry of Forestry and Water Affairs
<b>NEN</b>	Near East, North Africa, and Europe
<b>NLA</b>	Non-lending Activities
<b>ODA</b>	Official Development Assistance
<b>OECD</b>	Organization for Economic Cooperation and Development
<b>PBA</b> s	Performance-Based Allocation System
<b>RIMS</b>	Results and Impact Management System
<b>SDC</b>	Swiss Agency for Development Cooperation
<b>SDR</b>	Special Drawing Rights
<b>SEDP</b>	Sivas Erzincan Development Project
<b>TIKA</b>	Turkish Cooperation and Coordination Agency
<b>UNDP</b>	United Nations Development Programme
<b>WB</b>	World Bank





# The Republic of Turkey

## Country Programme Evaluation

### I. Introduction

1. As decided by the Executive Board of IFAD in its 113th session (December 2014), the Independent Office of Evaluation of IFAD (IOE) will undertake a country programme evaluation (CPE) in the Republic of Turkey of the cooperation and partnership between the Government of Turkey and IFAD during the period 2003-2014. This is the first CPE by IOE in the country. It will be conducted in 2015.
2. Within the overall provisions contained in the IFAD Evaluation Policy<sup>1</sup>, the Turkey CPE will follow IOE's methodology and processes for CPEs as indicated in the IOE Evaluation Manual<sup>2</sup>. Findings and recommendations from this CPE will inform the preparation of the future IFAD strategy in Turkey to be prepared by IFAD and the GOT following completion of the CPE.
3. This approach paper includes a brief introductory section on particular aspects of country context relevant to IFAD operations (section II), an overview of IFAD-supported programme and evolution of the country strategy (section III), followed by a detailed description of the evaluation process and methodology (section IV), including description of evaluation criteria, evaluability of loan interventions, and evaluation coverage and scope.

### II. Country context

4. **Overview.** 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) are concentrated in urban areas.
5. Turkey is an upper-middle-income country, with a 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. Turkey is a European Union (EU) accession candidate country, a member of the Organization for Economic Co-operation and Development (OECD), and of the G20. It is an increasingly important donor to bilateral Official Development Assistance (ODA).
6. Turkey's largely free-market economy is a complex mix of modern industry and commerce along with a traditional agriculture sector, which still accounts for about 25% of employment. The country's rapid growth and development over the last decade is one of the success stories of the global economy where GDP has tripled in USD terms in this period. Turkey's public sector debt to GDP ratio has fallen below 40%, and two rating agencies upgraded Turkey's debt to investment grade in 2012 and 2013. Turkey remains dependent on often volatile, short-term investment to finance its large current account deficit.
7. Steady growth has been accompanied by consistent improvement in human development. Turkey has made a lot of progress in Millennium Development Goals (MDGs) since 2000. In the latest Human Development Report of 2014 Turkey is listed among the "High Human Development" category, ranking 69th out of 187 countries.
8. On the other hand, 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. Gender Inequality Index, reflecting gender-based

<sup>1</sup> Approved by the Fund's Executive Board in May 2011. <http://www.ifad.org/pub/policy/oe.pdf>

<sup>2</sup> Finalised in 2009. [http://www.ifad.org/evaluation/process\\_methodology/doc/manual.pdf](http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf)

inequalities, is 0.360 for Turkey, ranking it 69 out of 149 countries in the 2013 index

Table 1

**MAIN ECONOMIC INDICATORS OF TURKEY 2004 - 2012**

<i>Indicator Name</i>	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
GDP growth (%)	9.4	8.4	6.9	4.7	0.7	-4.8	9.2	8.8	2.1	4.0
GNI per capita, Atlas method (current US\$)	5 070	6 520	7 520	8 500	9 340	9 130	9 980	10 510	10 810	10 950
GDP per capita (constant 2005 US\$)	6 665	7 130	7 523	7 776	7 730	7 267	7 834	8 413	8 483	8 717
Consumer price inflation, (annual%)	10.6	10.1	9.6	8.8	10.4	6.3	8.6	6.5	8.9	7.5
Agriculture, value added (% of GDP)	2.8	7.2	1.4	-6.7	4.3	3.6	2.4	6.1	3.1	3.1
Population (mill.)	66.8	67.7	69.6	69.5	70.3	71.2	72.1	73.1	74.0	74.9
Rural population (% of total population)	32.8	32.2	31.6	31.0	30.4	29.9	29.3	28.7	28.2	27.6
Life expectancy at birth, total (years)	72	72	73	73	74	74	74	75	75	-

Source: World Bank Data Development Indicators

9. The country has also made notable progress in poverty reduction in the last two decades. The percentage of the population living below the national poverty line decreased from 30.3 % in 2004 to 2.3 in 2014.<sup>3</sup>
10. 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 2000's, the regional development policy in Turkey is transforming 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
11. The country's Inequality-adjusted Human Development Index (IHDI, 0.56) is about 23 % lower than its nominal HDI and below EU and OECD averages. The low IHDI reflects the unequal distribution of achievements across the Turkish society including those above mentioned regional disparities.
12. **Rural development.** Nearly three quarters of the Turkish population live in urban areas. The absolute decrease in rural population that started in 1980 continues. The ratio of the rural population was 35.1% in 2000 and has declined to 23.3% in 2011.
13. 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.
14. 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.
15. Challenges are multi-faceted in these rural areas. They include underdeveloped human resources (poor level of education, low skills), ineffective institutional structures and farmer organizations (cooperatives, producer unions, etc.) needed to support rural development, highly scattered settlement patterns in some regions, insufficient investments to develop and maintain physical, social infrastructure, high rate of unemployment, and insufficient diversification of

<sup>3</sup> <http://data.worldbank.org/country/turkey>

agricultural and non-agricultural income generating activities. This triggers significant inter- and intra-regional migration from rural to urban areas.

16. **Agriculture.** The sector -that used to be the major contributor to the country's GDP- provided only 9% of the GDP in 2012. Although this displaced the sector from being the main driver of economic growth, it still maintains its importance in rural development, employment, export and manufacturing sector. Agriculture remains the second most important source of employment in rural areas (in the 2007-2012 period, share of agriculture in rural employment was around 61%) and the largest employer of women
17. The country ranks globally as a significant agricultural exporter and the World's 7<sup>th</sup> largest agricultural producer. Turkey is the World's third largest exporter of fruits 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.
18. 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 (estimated that about 1/3 of the farmers are commercialized and concentrated mostly in the Marmara, Aegean and partly in Mediterranean, Central and South eastern Anatolia); and
  - ii) resource-poor small holder famers, engaged in subsistent or semi-subsistent farming, conservative, and do not consider farming as a business. They are concentrated in regions and areas that have limited agricultural resource base and relatively disadvantaged in terms of climate and affected by rough topography (mountainous). This segment struggles with small farm sizes and consequent lack of economies of scale with outdated production techniques, low productivity and poor quality that disable them from being integrated to the markets. Furthermore, they are more vulnerable to unfavourable weather conditions and climate change.
19. Farmers' organizations are generally weak and their participation in agricultural policy-making is limited. While there are top-class organizations, in general the majority suffer from: poor management/governance; weak financial status; and limited cooperation among cooperatives.
20. 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 supports continues in the form of "area and commodity based" payments.
21. 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.
22. **Policy and institutions framework.** The Government'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 has set a target of being in the top 10 economies by 2023, the centenary of the Republic.

23. The 2006-2016 *National Rural Development Strategy (NRDS)* covers policies designed to diminish pressures of rural to urban migration and associated urban unemployment. 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 EU-Instrument for Pre-Accession in Rural Development (IPARD)<sup>4</sup> funding. At the same time remain an important contributor to food security, rural income and employment.
24. 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.
25. 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)<sup>5</sup>, the Ministry of Forestry and Water Affairs (MFWA)<sup>6</sup> and the Special Provincial Administration (SPA) operating under the aegis of the Provincial Governors.
26. 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. The absorption rate of the funds under IPARD is less than expected. Both sides are making efforts to regain momentum.
27. Preparations in the area of agriculture and rural development are considered as nascent by EC. EU's 2013 evaluation for agriculture and rural sector indicates that more efforts are needed for the alignment in this area.
28. **Official Development Assistance.** 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% of GNI (Table 2) and 1.4% of total government spending<sup>7</sup>.
29. Germany is the largest bilateral donor followed by Japan, France, Austria and the United States. The main development multilateral agencies 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%), education (28%) and humanitarian aid (12%)
30. IFAD's average commitment to Turkey in support of agriculture and rural development over the last ten years has been US\$ 84.5 million, equivalent US\$ 8.45 million per year. Other key donor programs are:
  - **European Union:** Within the pre-accession framework, a spectrum of EU funds is available for Turkey including those under the EU-IPARD. A Country Strategy Paper (CSP) for 2014-2020 has been formulated - not signed yet- including EUR 810 million budgeted for IPARD II in 42 provinces over 6 years. Activities will be planned to prepare introducing the Single Common Market Organisation (CMO) rules and standards.

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<sup>4</sup> The program 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.

<sup>5</sup> Former Ministry of Agriculture and Rural Affairs (MARA).

<sup>6</sup> Former Ministry of Environment and Forestry (MOEF)

<sup>7</sup> CIA World Factbook – 2013 estimate

- **World Bank:** The most recent Country Partnership Strategy (CPS) for Turkey 2012–2015 envisaged financing levels of up to \$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 Competiveness 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 recently identified to improve productivity, sustainability, and climate resilience of water and land resources in Kızılırmak and Akarçay Basins of the Central Anatolian Region through the introduction of integrated river basin management. Estimated budget for the proposed project is USD200 million and will be designed in 2015. Main implementing agencies will be Ministry of Forestry and Water Affairs (MFWA), and Ministry of Food Agriculture and Livestock (MoFAL).
  - **Food and Agriculture Organization (FAO)** The FAO office in Ankara functions as 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, 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\$ 20 million from Turkey. The Programme’s second phase (2015-2019) covers work on food security and nutrition, agricultural and rural development, protection and management of natural resources, agricultural policies, and food safety. A partnership agreement between FAO and the Ministry of Forestry and Water Affairs of Turkey is financed with an annual trust fund contribution of US\$ 2 million from the Ministry, over an initial period of five years (2015 – 2019).
31. **Turkey’s role evolving as donor country and a borrower.** Turkey is becoming an increasingly important donor to bilateral Official Development Assistance (ODA). The average annual ODA volume for the period 2006-2009 was above 700 million USD. In 2010, Turkey’s ODA reached 966 million USD<sup>8</sup>. The regional distribution of Turkey’s 2009 ODA shows that with a share of almost 45%, countries in South and Central Asia are still the main partners, followed by Balkan and Eastern European countries with a share of nearly 27%.
  32. The country is a signatory to the ‘Principles of Paris Declaration on Aid Effectiveness’, and integral to its South-South Cooperation Programme, since 2012, Turkey has annually been making USD200 million available 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.
  33. 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 USD1,039 million corresponding to 0.13% of its GNI and 41% of its total ODA. A considerable portion of this targeted the humanitarian crisis in Syria with which Turkey shares an 822 km border.<sup>9</sup>
  34. The Turkish Cooperation and Coordination 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. Main operational activity of

<sup>8</sup> Republic of Turkey. Ministry of Foreign Affairs. [http://www.mfa.gov.tr/turkey\\_s-development-cooperation.en.mfa](http://www.mfa.gov.tr/turkey_s-development-cooperation.en.mfa)

<sup>9</sup> Recent estimates of Syrian refugees number over a million according to UN and Turkish sources

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.

### III. Overview of IFAD-supported operations and evolution of the country strategy

35. **The IFAD-supported programme in Turkey** include both loans for programmes, grants, and non-lending activities, including knowledge management, policy dialogue and partnership building, which are often financed through grants. The largest part of the operations consists of loan-funded development projects. IFAD has financed 9 projects in Turkey since 1982 for a total project cost of US\$636.1 million. Out of this, IFAD provided US\$170.8 million. A total of US\$148.8million were provided by co-financiers and US\$316.6 million as counterpart contribution (Government US\$ 288.1 million and beneficiaries US\$ 31.5 million).<sup>10</sup> Table 3 below provides a snapshot of IFAD operations in the country.

Table 3  
A Snapshot of IFAD Operations in Turkey since 1982

Number of approved loans	9
On-going projects	3
Total amount of IFAD lending	US\$170 .8 million
Counterpart funding (Government and Beneficiaries)	US\$316.6 million
Co-/parallel financing amount	US\$148. 8 million
Total portfolio cost	US\$636. 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 to 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
COSOPs	2006, Addendum in in 2010
Past Cooperating Institutions	UNDP
Country Office in Turkey	No
Country programme managers (in last 10	2
Main government partners	Ministry of Food Agriculture and Livestock-(MoFAL) Ministry of Forestry and Water Affairs (MFWA)

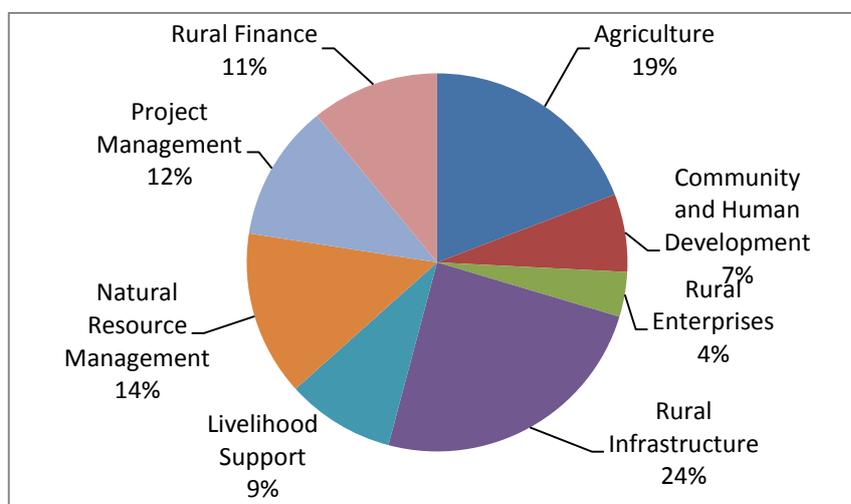
36. **IFAD-supported investment per component.** The lion share of the portfolio supported by IFAD in Turkey over the last 10 years is concentrated in rural

<sup>10</sup> All figures are calculated based on the current financing amount.

infrastructure component (24% of funds approved), which includes village roads, market and transport infrastructure, and agriculture (Figure 1). Other important components include natural resource management (14% of funds approved), rural finance services (11% of funds approved), livelihood support (9%), community and human development (7%) and rural enterprises (4%)

Figure 1

**IFAD-supported Programme in Turkey 2004-2014 investment per Component**



Source: IOE according to data available in PPMS

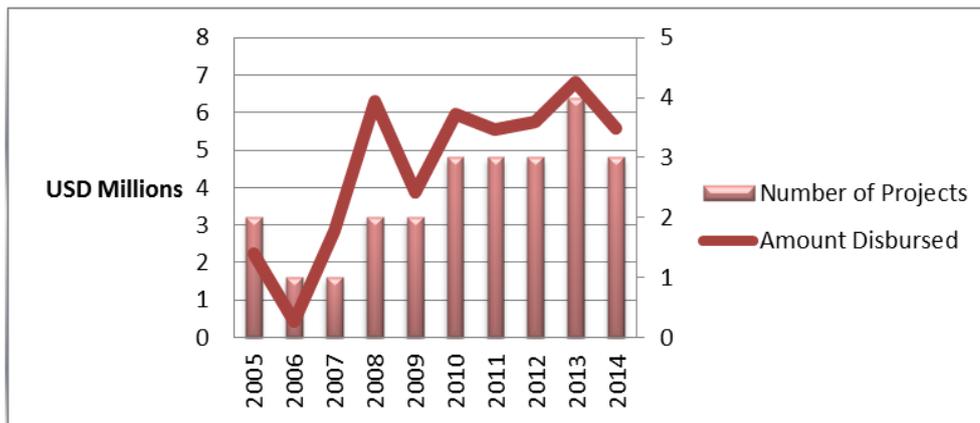
37. At the time of preparation of this Approach Paper, out of the 9 lending projects, 6 are closed and three are on-going. The three ongoing projects are: (i) Diyarbakir, Batman and Siirt Development Project (DBSDP) ; ii) Ardahan-Kars Artvin Development Project (AKADP): and iii) Murat River Watershed Development Project (MRWDP). In addition, one new IFAD project is currently under design.<sup>11</sup> A more detailed presentation of key data of IFAD-funded projects in Turkey is in Annex II.
38. One project, MRWDP includes a loan component **grant** for US\$ 0.43 million to finance technical assistance, trainings, studies and workshops
39. The track record of **implementation** of the IFAD projects in Turkey has been mixed. Implementation progress and disbursement rate of the AKADP, which entered into force in July 2010, have been rated unsatisfactory and the project is currently classified as Problem Project.
40. The following **co-financers** have participated in IFAD-financed projects in Turkey: World Bank (IBRD), Islamic development Bank (IsDB), Swiss Development Cooperation (SDC), OPEC Fund for International Development (OFID), and UNDP.
41. **Supervision.** IFAD is supervising directly the three ongoing projects, DBSDP, AKADP and MRWSDP in Turkey. UNDP was in charge of the loan administration for AKADP and DBSDP through a service agreement with the MoFAL. The MRWSP is the first project where UNDP was foreseen to not have a role.
42. **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 reflected in its name, now the MoFAL. 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) Ministry of Development (former

<sup>11</sup> The Goksu –Taseli Watershed development Project (GTWDP) is currently under early design and is expected to be presented to the IFAD Executive Board in April 2016.

SPO); ii) Undersecretariat of Treasury; iii) Ministry of Food Agriculture and Livestock (MoFAL, former Ministry of Agriculture and Rural Affairs); iv) Ministry of Forestry and Water Affairs (MFWA, former Ministry of Environment and Forestry); and (v) Turkish International Development Agency (TIKA).

43. Total **portfolio cost over the last ten years** covered by the CPE amounted to US\$131.8 million. IFAD contributed with US\$ 84.5 million and the government counterpart contribution was US\$ 19.5 million. Average annual disbursements amounted to US\$ 4.3 million (US\$5.9 million in the more recent five years). The active portfolio ranged from 1 to 3 projects in given year over most of the period covered.

Figure 2  
Active Portfolio and disbursements per year



### Evolution of IFAD Country Strategy

44. IFAD's strategy 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.
45. 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. **The first country strategic opportunities paper (COSOP)** for Turkey was prepared in 2000. The 2000 COSOP continued the focus on the three poorest regions (eastern Anatolia, south-eastern Anatolia and the eastern Black Sea), but also stressed the importance of participatory mechanisms and income diversification. The only project approved under that COSOP, the Sivas-Erzincan Development Project, which became effective in January 2005, continued the emphasis on village-based planning. It also aimed at supporting the development of community and cooperative initiatives through a fund offering a seed capital loans
46. The **second COSOP** was prepared in 2006 for a period of 5 years (2006-2010). The COSOP identified the following priorities for IFAD-supported programme in Turkey:
- maintain the focus on the reduction of poverty in the disadvantaged areas of the eastern and south-eastern regions of the country;
  - 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;
  - 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;

- d. maintain a clear and consistent focus on generating incremental income and employment and reducing income disparities in less-favoured areas;
  - e. recognize that, while support for productivity gains is important, sustainable poverty reduction initiatives should include a market-based sector-wide perspective; and
  - f. build effective partnerships with stakeholders in the public and private sector at the national and international levels.
47. 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.
48. The latest strategy, **the COSOP 2006 addendum**, was prepared in 2010 in view of a new watershed development project being prepared for Turkey for the period 2011-2012. The previous IFAD COSOP -planned for the period 2006-2010- had exhausted its pipeline of projects. However, 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 2006-10 COSOP. The Addendum steered the focus of the IFAD country program towards natural resource management and started to work with the Ministry of Forestry and Water Affairs as a new counterpart. The addendum was discussed and agreed with the Government of Turkey, in particular with the State Planning Organization (SPO) of the Prime Ministry, Treasury, and the Ministry of Environment and Forestry (MoEF).
49. **Targeting:** The MRWRP, AKADP, DBSDP and SEDP are targeting some of the most disadvantaged provinces in Turkey in Eastern Anatolia where the rural population is facing harsh conditions in terms of availability of means of production and housing facilities. The target group comprises the poorest people in the project area, whose livelihood system is based on the exploitation of local natural resources; but also includes support to new or established rural businesses. Within selected provinces, the projects give priority to the poorest counties/villages. 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.
50. **Performance-based allocation system (PBAS) financing framework.** The period covered by the evaluation covers four PBAS cycles. Average annual allocation has been US\$ 6.9 million per year. All loans were provided on ordinary terms.

Table 4  
**PBAs Allocation to Turkey. US\$ millions**

<b>PBAS cycle</b>	<b>2004– 2006</b>	<b>2007– 2009</b>	<b>2010– 2012</b>	<b>2013– 2015</b>
<b>PBAS Allocation</b>	17.02	19.23	31.92	19.2

51. Table 5 below provides a description of key elements in the 2006 COSOP and comparison with the recent COSOP addendum

Table 5

**Key elements of IFAD strategic documents (COSOP) for Turkey**

Key elements	COSOP 2006 (2006-2010)	COSOP 2006 Addendum (2010-2012)
General objective	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	(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	Focus in the disadvantaged areas of the eastern and south-eastern regions of the country;	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 (former Ministry of Agriculture and Rural Affairs-MARA);	Ministry of Agriculture (currently Ministry of Food Agriculture and Livestock-MoFAL)  Ministry of Forestry and Water Affairs (former Ministry of Environment and Forestry)
Country Programme management	UNDP provided supported IFAD in most of its projects with MoFAL through ISS agreements	Direct Supervision by IFAD

#### IV. Evaluation process, methodology and objectives

52. **Objectives.** The main objectives of the CPE are 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 relevant information and insights to inform the preparation of the next IFAD Country Strategic Opportunities Programme (COSOP) in Turkey planned in 2016.
53. **Methodology.** The objectives of the CPE will be achieved by assessing the performance of three mutually reinforcing pillars in the IFAD-Government partnership: (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.
54. The performance in each of these areas will be rated on a scale of 1 to 6 (1 lowest score, and 6 highest). While these will be viewed individually, the synergies between the components will also be looked at, for example, to what extent IFAD's knowledge management activities supported the lending programme and whether – taken together – they reflected the approach outlined in the COSOP. Based on this assessment and the aforementioned three ratings, the CPE will generate an overall achievement rating for the IFAD-Government partnership. The sections

below provide further details of how each of the assessments will be conducted by the CPE.

### **Project Portfolio Performance**

55. The proposed evaluation framework is contained in Annex I. It describes the main questions the CPE will answer, including the sources of data and information that will be tapped to generate the required responses.
56. With regard to assessing the performance of the project portfolio, IOE will apply its standard evaluation methodology for the projects included as part of the CPE cohort (see coverage and scope below). This includes using the internationally-recognized **evaluation criteria** of:
  - **Relevance:** assessing to what extent the project's objectives were consistent with the relevant Turkey's COSOPs and the Government's main policies for agriculture and rural development, as well as the needs of the poor. In addition, under relevance, for each project the evaluation will assess whether an adequate strategy was chosen to achieve project objectives.
  - **Effectiveness:** under this criterion the evaluation will assess the extent to which projects have achieved their development objectives and will attempt to explain which factors account for the results in terms of effectiveness.
  - **Efficiency:** the aim will be to assess how economically were inputs converted into outputs/results.
57. In addition, IFAD evaluations incorporate a number of criteria that relate more directly to the types of operations IFAD supports.
  - **Rural poverty impact:** complementing the analysis of project effectiveness, the CPE will address 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.
  - **Sustainability:** are the benefits of the project likely to continue after the closing date and completion of IFAD assistance? Among other issues, the CPE will assess the degree of ownership and commitment from the smallholder farmers supported as well as arrangements made (e.g. link to local government institutions) to ensure the maintenance of project-funded community investments.
  - **Innovations/scaling up:** did the project contain innovative features; does it have potential for scaling up; and what have been the results in scaling up.
  - **Gender equality and women empowerment:** will assess whether gender considerations were included in all projects; the relevance of the approach taken in view of women needs and country context; and the specific results in terms of inter alia women's workload, skills, , better access to resources, and income.
  - **Performance of partners** will entail evaluating the performance of IFAD, the Government and its main institutions involved in IFAD operations. Hence, for example, the evaluation will assess the efforts made by the Government, in particular the Ministry of Food Agriculture and Livestock, Ministry of Forestry and Water Affairs , the Ministry of Planning, and Undersecretariat of Treasury and IFAD in furthering the objectives of the country programme.
58. In addition to the above criteria, special attention will be devoted to assessing and reporting on the following **strategic issues of particular relevance in Turkey**:
  - a. 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. Opportunities for a strategic partnership relationship and role of IFAD's programme in reducing rural inequality

- b. Pertinence of current IFAD's resource-allocation mechanism in relation to the scale and scope of future IFAD engagement with Turkey
  - c. Co-financing and partnership opportunities with international donors and new Turkish partners: MFWA, Regional Development Agencies (RDAs), TIKA.
  - d. Turkey's emerging role as a donor. Opportunities for South–South and triangular Cooperation
  - e. Contribution to natural resource management and addressing Climate Change challenges across the portfolio.
  - f. Opportunities for larger private sector-led rural development and strengthening value chains
  - g. Progress in addressing underlying factors explaining portfolio implementation challenges, e.g effectiveness delays, slow rates of disbursement; irregular flow of funds – including counterpart funds
  - h. Opportunities and challenges of working in fragile situations in some parts of the south east of the country
59. Above all, the CPE will try to identify lessons learned from the past 10 years of IFAD’s cooperation with the Government of Turkey which could be valuable for discussions regarding future directions for IFAD-Government cooperation
60. **Approach.** The evaluation will combine desk review of existing documentation (IFAD project documents, data and information generated by the projects, Government documentation) with interviews with relevant stakeholders in IFAD and in the country, and with direct observation of activities in the field. For the field work, a combination of methods will be used: (i) focus group discussions (especially farmers, women associations, etc.); (ii) Government stakeholders meetings – including project staff; (iii) random sample household visits using a pre-agreed set of questions to adult members of the household, to obtain indications of levels of project participation and impact; and (iv) key non-government stakeholder meetings – civil society representatives, farmers organizations, chambers of agriculture, private sector. The findings of the evaluation will be the result of “triangulation” of evidence collected from different sources.
61. **Previous IOE evaluations in Turkey.** This is the first CPE in Turkey. The Sivas-Erzincan Development 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 these projects. Findings from the above-mentioned previous IOE evaluations will provide valuable evaluative evidence for the planned CPE.
62. **Ratings** will be provided by the CPE for individual projects/programmes, and on that basis, a rating for the performance of the overall project portfolio will be derived. The performance of the portfolio will be benchmarked with the performance of IFAD operations in the Near East, North Africa and Europe (NEN) region and globally, as well as with the results of other donors working in agriculture and rural development in Turkey (subject to availability of comparable data). Ratings will also be provided for non-lending activities, the COSOP’s relevance and effectiveness, as well as the overall Government-IFAD partnership.
63. **Coverage and scope.** It is customary for CPEs to cover IFAD operations over a period of approximately ten years, taking also into account evolving objectives of the portfolio.<sup>12</sup> The present CPE will cover operations and strategy from 2004, encompassing operations approved or implemented under the 2000 and 2006

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<sup>12</sup> Evaluation Manual. Methodology and Processes. Chapter 4. IFAD Office of Evaluation.

COSOPs and the COSOP 2006 Addendum. Hence, the CPE will cover 4 projects including three on-going projects and one closed project<sup>13</sup> (Table 6 below).

64. The **evaluability** of loan interventions covered by the CPE -including the criteria on which they can be evaluated- will depend on the stage of implementation of the respective projects. It is expected that the two closed or completed projects, SEDP and DBSDP, can be evaluated on most or all of the evaluation criteria (Table 6 below). MRWDP, effective since Feb 2013 can be evaluated only on the criterion of relevance. The most recent project (AKADP) -effective in July 2010- will be evaluated on selected criteria.

Table 6 .

**List of projects covered by the CPE**

Project Name	Board Approval	Effective	Closing	% Disb.	Criteria covered by the CPE
<b>Sivas-Erzincan Development Project (SEDP)</b>	11-Sep-03	17-Jan-05	08-May-14	99.9%	Full criteria
<b>Diyabakir, Batman and Siirt Development Project (DBSDP)</b>	14-Dec-06	19-Dec-07	30-Jun-15	84%	Full criteria
<b>Ardahan-Kars Artvin Development Project (AKADP)</b>	17-Dec-09	02-Jul-10	31-Mar-17	34%	Relevance (full) Effectiveness and Efficiency (partial); Gender; Innovation/Scaling up; Partner Performance (IFAD, GOT)
<b>Murat River Watershed Development Project (MRWDP)</b>	13-Dec-12	15-Feb-13	30-Sep-20	13%	Relevance

65. The objective of the CPE is not to undertake detailed evaluations individually of the 4 projects and programmes funded by IFAD in Turkey covered by the CPE. This is neither possible nor desirable in view of the CPE's objectives and the human/financial resources available for the exercise. Nonetheless, the evaluation will visit the projects covered by the CPE and will collect evidence to assess them across all relevant evaluation criteria. Previous IOE reports will be used as important inputs by this CPE.

### **Non-lending Activities**

66. The evaluation of **non-lending activities**, will specifically entail an assessment of IFAD and Government's combined efforts in promoting: (i) policy dialogue; (ii) partnership strengthening with Government, key donors active in Turkey (e.g. *the European Union (EU), the World Bank (WB) and the United Nations Development Programme (UNDP)* the other two Rome-Based Agencies (*i.e. FAO, WFP*), IFIs (e.g. *ADB and WB*), private sector, NGOs, farmers groups and associations; and (iii) knowledge management. The CPE will also assess the country and regional/global grants covering Turkey. Achievements and synergy with the lending portfolio will be evaluated. Progress made on non-lending activities will be assessed against the COSOP plans as well as the evolution of the country programme supported by IFAD and the national context. In evaluating non-lending service performance, just as in the case of the project portfolio assessment, the CPE will also review the progress made in furthering the main elements of the Paris Declaration on Aid Effectiveness. A final assessment and rating for non-lending activities will be generated by the CPE team.
67. IOE will undertake a synthesis evaluation on non-lending activities in the context of south-south and triangular cooperation. The CPE will collect specific

<sup>13</sup> Project closing occurs within 6 months after the project completion date specified in project design. Project closing requires closing of all project accounts

information/data on this topic both for the CPE and as an input for the synthesis report.

### **COSOP performance**

68. The assessment of the performance of the COSOP in terms of its relevance and effectiveness is central to the CPE. While the portfolio assessment is project-based, in its last section the evaluation report will consider the overall programme from a strategic view point.
69. This will include assessing COSOP relevance in seven specific areas: (i) strategic objectives; (ii) geographic priority; (iii) sub-sector focus such as e.g. agribusiness development, value chains, promotion of rural financial services; (iv) main partner institutions in the government (e.g. MOD, MoFAL, MFWA, Undersecretariat of Treasury) and others for meeting the country strategy objectives; (v) targeting approach used, including emphasis on selected social groups such as women; (vi) mix of instruments in the country programme (loans, grants and non-lending activities); and (vii) the provisions for country programme and COSOP management.
70. The CPE will assess the effectiveness of the COSOP by determining the extent to which the specific COSOP objectives from 2006 and its addendum in 2010 have been or are being met. In assessing the performance of the COSOP along the above-mentioned criteria, the CPE will analyse the priorities and experiences of other donors such as the EU, WB, and UNDP in Turkey. An overall rating for the performance of the COSOP will be provided by the CPE, taking into account the assessments of relevance and effectiveness.
71. **Conclusions and recommendations.** The report will provide conclusions and recommendations. Conclusions present a storyline of the report, logically correlated to findings but adding value to findings by highlighting consequences and implication of findings, further exploring proximate explanation of findings (the "why question") and highlighting a selected number of higher-level issues that reader should take away from the report.
72. Conclusions will lead the way to recommendations, which are forward-looking propositions aiming at building on existing programme strengths, filling strategic or operational gaps and improving the performance and development results of IFAD. The CPE will keep the recommendations largely at the strategic level and to a manageable number, avoiding redundancy, prioritising them and devising them in an action oriented form, so as to facilitate their adoption by IFAD and its partners.
73. **The evaluation process.** The CPE entails five phases. These are: (i) preparatory phase; (ii) desk work phase; (iii) country work phase; (iv) report writing; and (v) communication activities.
74. The *preparatory phase* includes the development of the Approach Paper, which will be commented by NEN and the Government. IOE will undertake a one-week preparatory mission to Turkey, in order to discuss the draft Approach Paper with the Government and other partners, and capture their priorities which will be used to develop the programme of the main CPE mission. In this phase, IOE will search for national consultants, who will work in the CPE team under the overall responsibility of IOE, to assess selected themes and evaluation issues.
75. The *desk work phase* includes the preparation of short desk review notes on the projects included in the CPE. Each desk review note will follow a standard format developed by IOE. In addition, a separate desk review note will be prepared on non-lending activities.
76. In addition, during the *desk work phase*, the Near East, North Africa and Europe division of IFAD(NEN) and the Government of Turkey will be asked to prepare their respective self-assessments using as overall reference the questions contained in the CPE framework shown in Annex I. IOE will provide more specific set of questions to both NEN and GOT for consideration for the preparation of their respective self-assessments. Among other issues, the preparatory mission (see

next paragraph) will provide IOE with the opportunity to brief Government on the overall objectives and approach to the self-assessment.

77. The *country work phase* entails various activities including (i) a preparatory mission to Turkey to discuss the approach paper with the Government and other stakeholders; and (ii) the main CPE mission which will be undertaken by a team of experts in all relevant disciplines for the Turkey programme to ensure an appropriate evaluation of the IFAD-Government cooperation. The main mission will spend around four weeks in the country. It will hold discussions in Ankara, travel to districts/villages in several provinces in the eastern and south-eastern regions of the country for consultation with key partners, and visit selected IFAD-supported projects and programmes to see activities on the ground and hold discussions with beneficiaries.
78. At the end of the main CPE mission, the evaluation team will prepare an aide memoire and present it to the Government, NEN and other key partners in Ankara in a wrap up meeting, which will also be attended by the IFAD CPM for Turkey and the IOE lead evaluator for the Turkey CPE. The aide memoire will capture the main preliminary findings from the CPE's field work.
79. The *CPE report writing* phase will follow the country work phase. During this phase, the CPE team will prepare their independent evaluation report, based on the data collected throughout the evaluation process. The report will be exposed to a rigorous internal peer review within IOE. Thereafter, it will be shared simultaneously with NEN and the Government of Turkey for review and comments. A dedicated mission will be organized by IOE to Turkey to discuss with the Government their comments.
80. The final phase of the evaluation, communication, will entail a range of activities to ensure timely and effectively outreach of the findings, lessons learned and recommendations from the CPE – see section VIII for more details.
81. **Core Learning Partnership (CLP).** A standard feature in IOE evaluations, the CLP will include the main users of the evaluation who will provide inputs, insights and comments at determined stage in the evaluation process. The CLP is important in ensuring ownership of the evaluation results by the main stakeholders and utilization of its recommendations. The CLP will be expected to (i) provide comments on the approach paper; (ii) reviewing and commenting on the draft CPE report; and (iii) participate in the final workshop.
82. On a tentative basis, the following institutions will be members of the CLP. From the Government of Turkey: Ministry of Development (former SPO); ii) Undersecretariat of Treasury; iii) Ministry of Food Agriculture and Livestock (former Ministry of Agriculture and Rural Affairs); iv) Ministry of Forestry and Water Affairs (former Ministry of Environment and Forestry); v) Turkish International Development Agency (TIKA), and vi) Embassy of Turkey in Rome. From IFAD: (i) Director NEN; (ii) Turkey CPM; (iii) Senior Portfolio Manager PMD; (iv) Director IOE; (v) Deputy Director IOE; and (vi) CPE Lead Evaluator, IOE. The CLP will also include relevant representatives from academia and civil society. The composition of the CLP will be finalized following the CPE preparatory mission in April 2015.
83. The CPE will ensure that - in addition to the CLP - other key users of the evaluations are adequately informed through the evaluation process such as the directors of all IFAD-funded projects in the Country, representatives of co-financers and other key development institutions active in Turkey such as the European Union (EU), the World Bank (WB) and the United Nations Development Programme (UNDP).
84. **Agreement at Completion Point.** As per the IFAD Evaluation Policy, each IOE evaluation is concluded with an Agreement at Completion Point (ACP). The ACP is a short document which captures the main findings and recommendations contained in the CPE report that IFAD and the Government agree to adopt and implement within specific timeframes. The ACP will be prepared at the end of the CPE process, and benefits from the comments of the participants of the CPE national

roundtable workshop (see section VIII). Once finalized, the ACP will be signed by the Government of Turkey and IFAD (represented by the Associate Vice President, Programmes, Programme Management Department). The ACP will be included as an integral part of the final published version of the CPE report.

85. **Evaluation team.** The Director IOE will have the overall oversight of the CPE. The Lead Evaluator, Mr. Miguel Torralba will be in charge of designing the methodology, recruiting specialists, exercising quality control and managing the overall exercise. IOE will be ultimately responsible for the contents of the evaluation report and the overall evaluation process. Mr. Torralba will be supported by Ms. Marisol Dragotto, Evaluation Assistant.
86. The main field mission will be conducted by a team of independent and external specialists under the responsibility and supervision of IOE. The team will include Mr Tariq Husain, as senior consultant for the CPE, and two or three consultants with expertise in rural and agricultural economic development, rural infrastructure, natural resource management, gender, and smallholder enterprise development, and the Lead Evaluator. The team will be supported by Ms. Catrina Perch, IOE Evaluation Officer. The new conflict of interest rules issued in 2013 for IOE consultants will be applied to the team.
87. **Communication and dissemination.** A CPE national roundtable workshop will be organized in Ankara by IOE in close collaboration with the Government of Turkey and NEN towards the end of the evaluation process. This workshop, which will focus on learning, will allow multiple stakeholders to exchange views on key evaluation issues and provide inputs for the preparation of the evaluation's ACP. The Associate Vice President, Programme Management Department, the Directors of IOE and NEN, and other IFAD staff are expected to take part in the workshop.
88. The published final CPE report will be widely distributed. An evaluation Profile and Insight<sup>14</sup> will be prepared on the Turkey CPE, and distributed together with the final evaluation report. The CPE report, Profile and Insight will also be disseminated through selected electronic networks such as the United Nations Evaluation Network (UNEVAL). The main text of the CPE report will be around 50 pages, written in English.
89. It is important to note that written comments of the Government of Turkey and NEN on key CPE deliverables will be treated with utmost consideration by IOE, in line with the provisions contained in the IFAD Evaluation Policy. This requires IOE to: (i) rectify any factual inaccuracies that may be present in the CPE report; and (ii) carefully assess the comments of partners on substantive issues, and decide whether or not they should be included in the report. Comments of a substantive nature that, according to IOE, would not lead to changes in the evaluation's overall findings may be flagged in the main CPE report as dissenting views in the form of footnote(s), clearly indicating the issue at hand and source of comment. Finally, IOE will prepare and share an "audit trail" of how it has treated the comments of the Government and NEN, respectively, in finalizing the CPE report.
90. The provisional timetable for the CPE is given below (Table 7). It is of utmost importance that NEN and the Government carefully review the various activities and proposed timeframes, given that their inputs and participation will be essential at key steps to ensure the success of the CPE.

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<sup>14</sup> The Profile is a succinct brochure capturing the main findings and recommendations from the CPE. The Insight will focus on one key learning issue emerging from the CPE, with the intention of raising further attention and debate around the topic among development practitioners.

Table 7  
**The evaluation roadmap**

<i>Date</i>	<i>Activity/Milestone</i>
January	Fax to Government of Turkey informing about the CPE
13-17 April	Preparatory mission to Turkey
May-June	CPE desk review phase: preparation of desk review notes, consolidation of the CPE desk review report, dedicated performance assessment
6-31 <sup>st</sup> July	Main CPE mission in Turkey
31 <sup>st</sup> July	CPE wrap-up meeting with GOT in Ankara
August-Sept	Report Writing
Oct-Nov	IOE Internal peer review PMD and GOT comments on draft CPE report
December	CPE Finalized, National Roundtable Workshop in Turkey*

The dates of the workshop still have to be agreed with the Government of Turkey

## Evaluation Framework

Criterion	Guiding questions	Sources
<b>PORTFOLIO PERFORMANCE LEVEL</b>		
Relevance	<p><u>(i) Relevance of “what”</u></p> <ul style="list-style-type: none"> <li>Consistency of project design with Government policy, IFAD strategy (COSOP), national and local poverty context and needs of the poor.</li> <li>Adaptation to changing context (if applicable)</li> </ul> <p><u>(ii) Relevance of “how”</u></p> <ul style="list-style-type: none"> <li>Internal logic of design (look at project log frame): consistent? Gaps? Strong assumptions?</li> <li>Adopting recognised good practices? Using available knowledge (evaluations, studies)?</li> <li>Allocating realistic resources?</li> </ul>	Government of Turkey Plans; IFAD project design documents, IFAD policy statements and Turkey COSOPs. Interviews with IFAD managers, Government of Turkey and project officials. Field visits
Effectiveness	Consider key project objectives and verify data on their achievement comparing (when possible) actual figures against expected figures (with some caution if the project is not completed). <u>Refer to the detailed project objectives in the design document</u> (e.g. appraisal report).	Evaluations of completed projects, Project Completion Reports, Mid-term reviews and supervision reports, Country Portfolio Reviews. Surveys of project beneficiaries. Field visits
Efficiency	<p>Economic use of resources to produce outputs or results. Typical indicators:</p> <p>(i) % project management cost over total project costs (and compare with other projects and countries)</p> <p>(ii) project cost by beneficiary</p> <p>(iii) unit cost of delivering services/product, compare to country or regional benchmark (taking care of special cost related to reaching secluded areas);</p> <p>(iv) critiquing EIRR calculation</p> <p>(v) project managerial efficiency: time between project approval and effectiveness; completion delays, cost over-runs</p>	Evaluations of completed projects, Project Completion Reports, Mid-term reviews and supervision reports. Surveys of project beneficiaries. Interviews with project managers.
Rural Poverty Impact	<p><u>A few items to be considered across the board:</u></p> <ul style="list-style-type: none"> <li>Attribution/contribution issues: to what extent did the project play a role in the observed changes and <u>how</u></li> </ul>	Evaluations of completed projects, Project Completion Reports, Mid-term reviews and supervision reports. Surveys of project beneficiaries. Interviews with project managers

Criterion	Guiding questions	Sources
	<ul style="list-style-type: none"> <li>• Coverage: how many benefited</li> <li>• Magnitude: how large are benefits</li> <li>• Beneficiaries: what categories of people benefited and why</li> </ul>	<p><u>Field visits</u>: observation, individual interviews, focus groups, photographic documentation.</p>
	<p><u>Household income and assets</u></p> <p>HH income diversification and range of changes; housing quality, availability of livestock, appliances, durable goods, inventory for microenterprises; data on indebtedness if possible</p>	
	<p><u>Human and social capital and empowerment</u></p> <p>Changes in social cohesion, functioning of rural poor's organisations;</p> <p>Changes in the way the poor interact with authorities</p> <p>Changes in the way certain categories (women, orphans, minorities) interact with others?</p>	
	<p><u>Food security and agricultural productivity</u></p> <p>Access to food; Evidence on children's nutritional status; Reduction in seasonal fluctuation in food availability</p>	
	<p><u>Natural resources and the environment</u></p> <p>Changes in the availability of natural resources (forest, water, topsoil, fish, vegetable cover); Changes in capacity to manage natural resources; Changes in exposure to environmental risks (e.g. flooding, landslides)</p>	
	<p><u>Institution and policies</u></p> <p>Changes in issues such as land tenure and security, protection/regulation of savings for rural poor, access to market, price information</p>	
Sustainability	<p>Consider the main benefits generated by the project and consider a scenario where external resources are going to reduce and terminate.</p> <p>Address questions such as the following:</p> <ul style="list-style-type: none"> <li>• What has been foreseen in the project design for this situation?</li> </ul>	<p>Interviews with Government of Turkey and District and Local Governments. In depth reviews of project documents. Discussions with IFAD managers .Field visits. Interviews</p>

Criterion	Guiding questions	Sources
	<ul style="list-style-type: none"> <li>• Is there political support at national /local level?</li> <li>• Will there be need for external technical assistance?</li> <li>• Are economic activities profitable?</li> <li>• Will there be resources for recurrent and maintenance costs?</li> <li>• Are there environmental threats?</li> </ul>	
Pro-poor innovation, replication and scaling up	<ul style="list-style-type: none"> <li>• Are there innovations in the programme (new techniques, practices, approaches)?</li> <li>• Are innovations working as expected? Are they useful?</li> <li>• Is the project helping expand the adoption of the innovation? How?</li> <li>• Is there a plan to further expand the innovation?</li> <li>• Are there any threats or limits to the uptake of the innovations?</li> </ul>	Project design documents. Supervision reports. PCRs, Mid-term reviews, Completion evaluations, Interviews with partner agencies, GOT officials NGOs and IFAD managers.
Gender Equality and women's empowerment	<ul style="list-style-type: none"> <li>• Impact in terms of promoting gender equality and women's empowerment? Consider: women's workload, women's health, skills (professional and personal levels, including e.g. knowledge, management skills), income and nutritional levels; influence in decision-making; empowerment to gain better access to resources and assets;</li> <li>• To what extent is the gender-related impact likely to be sustainable after the completion of the IFAD-funded project period?</li> <li>• To what extent did the project: (i) Monitor gender-disaggregated outputs (ii) Were gender dimensions adequately included in the project's annual work plans and budgets?</li> <li>• Any changes in policies , systems or processes that would improve gender equality and women's empowerment;</li> </ul>	Project design documents. Supervision reports. PCRs, Mid-term reviews, Completion evaluations, Interviews with partner agencies, GOT officials NGOs and IFAD managers.
Performance of partners	<p>IFAD</p> <p>Government</p> <p>Specific issues that pertain to the design of projects, management, fiduciary aspects, supervision and implementation technical support and (for Gov) enacting policies that can enhance project effectiveness</p>	Project design documents. Supervision reports. PCRs, Mid-term reviews, Completion evaluations, Interviews with partner agencies, GOT senior officials and IFAD managers, IFAD staff
<b>NON- LENDING</b> policy dialogue; partnership-building; knowledge management		

Criterion	Guiding questions	Sources
<b>Relevance</b>	<ul style="list-style-type: none"> <li>• Are NLA objectives clearly outlined in the COSOP? Are they consistent with the strategic objectives of the COSOP and lending operations?</li> <li>• Were resources earmarked for non-lending activities and explicitly outlined in the COSOP (e.g., in the form of grants and/or the IFAD administrative budget)?</li> <li>• Was the selected mix appropriate and relevant?</li> <li>• Were the advisory services delivered by other partners taken into account in selecting the focus of non-lending work?</li> </ul>	Project design documents. Supervision reports. PCRs, Mid-term reviews, Completion evaluations, Interviews with partner agencies, GOT senior officials and IFAD managers, IFAD staff
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>• Describe the extent to which non-lending activities achieved their objectives if they were explicitly articulated.</li> <li>• Contribution to Paris Declaration on Aid Effectiveness ?</li> <li>• Was strategy and project design properly informed by IFAD experiences in Turkey and elsewhere?</li> <li>• Roles of IFAD field presence and of the main government institutions in making non-lending services effective?</li> </ul>	
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>• Could alternative instruments and activities be implemented to reduce costs in non-lending activities?</li> <li>• What were the costs of the different types of non-lending activities and how do they compare to IFAD benchmarks (where available)?</li> <li>• Was the administrative burden on country officials minimized?</li> </ul>	
<b>COSOP PERFORMANCE</b>		
<b>Relevance</b>	<ol style="list-style-type: none"> <li>1. <i>Alignment of strategic objectives in the COSOPs</i> <ul style="list-style-type: none"> <li>• Consistency of COSOP objectives to IFAD policies and strategic framework</li> <li>• Adaptation to context changes</li> </ul> </li> <li>• Is there a real programme in Turkey: are projects and grants consistent with COSOP and working in synergy?</li> <li>• Are there strategic gaps?</li> </ol>	<p>COSOPs 2006, 2012.</p> <p>IFAD Policies</p> <p>Key Turkey policy and strategic documents. Interviews with Government of Turkey and IFAD managers.</p>

Criterion	Guiding questions	Sources
	<ul style="list-style-type: none"> <li>• Is COSOP formulation conducive to results-based management?</li> </ul> <p data-bbox="495 347 963 368">2. <i>Coherence of the main element of the COSOP</i></p> <ul style="list-style-type: none"> <li>• Issues in geographic focus</li> <li>• Lending – non-lending synergies within IFAD programme</li> <li>• Relations with other development partners</li> <li>• Other issues regarding the COSOP ingredients</li> </ul> <p data-bbox="495 612 826 633">3. <i>Management of the programme</i></p> <ul style="list-style-type: none"> <li>• Did the supervision and implementation support arrangements perform well overall?</li> <li>• Is IFAD country presence providing the right type of support to the programme?</li> <li>• Did IFAD learn from past evaluations and from past experience?</li> <li>• What type of technical assistance and capacity development support was provided to the national counterpart and was it adequate?</li> </ul>	
<b><u>Effectiveness</u></b>	<ul style="list-style-type: none"> <li>• To what extent were the main strategic objectives included in the COSOP achieved?</li> <li>• Is it likely that so far unattained objectives may be achieved in full or in part?</li> <li>• What changes in the context have influenced or are likely to influence the fulfilment of the strategic objectives? Were the COSOPs properly adapted mid-course to reflect changes in the context?</li> <li>• Did the Fund devote sufficient attention and resources to promoting effectiveness?</li> </ul>	

## List of IFAD loans to Turkey 1982-2014

Project Name	Project Type	Total Project Cost US\$ million	IFAD Approved Financing US\$ million*	Co-financing US\$ million	Counter-part US\$ million	Beneficiary Contribution US\$ million	Board Approval	Loan Effectiveness	Project Closing Date	Project Status
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						
<b>PROJECTS COVERED BY THE CPE</b>										
<b>Sivas-Erzincan Development Programme (SEDP)</b>	<b>RURAL</b>	<b>30</b>	<b>13.1</b>	<b>9.9</b>	<b>4.4</b>	<b>2.7</b>	<b>11-Sep-03</b>	<b>17-Jan-05</b>	<b>08-May-14</b>	<b>Closed</b>
				OFID						
<b>Diyabakir, Batman &amp; Siirt Development Project (DBSDP)</b>	<b>CREDI</b>	<b>36.9</b>	<b>24.1</b>	<b>1</b>	<b>4.5</b>	<b>7.6</b>	<b>14-Dec-06</b>	<b>19-Dec-07</b>	<b>30-Jun-15</b>	<b>Effective</b>
				UNDP						
<b>Ardahan, Kars, and Artvin development project (AKADP)</b>	<b>AGRIC</b>	<b>26.4</b>	<b>19.2</b>		<b>3.2</b>	<b>4</b>	<b>17-Dec-09</b>	<b>02-Jul-10</b>	<b>31-Mar-17</b>	<b>Effective</b>
<b>Murat River Watershed Development Project (MRWDP)</b>	<b>AGRIC</b>	<b>38.5</b>	<b>28.1</b>		<b>7.4 (gov)</b>	<b>3</b>	<b>13-Dec-12</b>	<b>15-Feb-13</b>	<b>30-Sep-20</b>	<b>Effective</b>
			<b>27.66 (loan)</b>		<b>3.0( benef)</b>					
			<b>0.43 (grant)</b>							
<b>Total</b>	<b>-</b>	<b>636.1</b>	<b>170.8</b>	<b>148.85</b>	<b>288.1</b>	<b>31.5</b>				

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A comprehensive list of project documents for the CPE team to review will be developed by IOE.

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Long-term strategy 2001-2023

10<sup>th</sup> National Development Plan (2012-2015)

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