

Republic of Turkey

Country Programme Evaluation

Executive Summary

1. This is the first country programme evaluation (CPE) for Turkey conducted by the Independent Office of Evaluation of IFAD (IOE). The CPE covers IFAD activities in Turkey from 2003 to 2015. The CPE assessed the country strategic opportunities programmes (COSOPs) of 2000 and 2006; the 2010 addendum to the 2006 COSOP; and four projects, two of which had closed and two that were ongoing at the time of the evaluation.
2. The CPE uses internationally recognized evaluation criteria to assess the performance of three mutually reinforcing pillars of the IFAD-Government of Turkey partnership: (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. Portfolio performance for 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 IFAD's Evaluation Policy and IOE's Evaluation Manual. Ratings are also provided for non-lending activities, the COSOPs' relevance and effectiveness, and the overall Government of Turkey-IFAD partnership.
3. Since 1982, IFAD has financed 10 projects in Turkey for a total project cost of US\$661.1 million, of which IFAD loans amounted to US\$189 million. Cofinancing by other development partners accounted for US\$148.8 million, while counterpart contributions from the Government and beneficiaries amounted to US\$323.3 million. Two projects include loan component grants of US\$0.43 million and US\$0.4 million. The country also benefitted from activities financed by regional grants supporting knowledge-sharing and South-South and Triangular Cooperation. The following cofinanciers have participated in IFAD-financed projects in Turkey: the Islamic Development Bank, OPEC Fund for International Development (OFID), Swiss Agency for Development and Cooperation, United Nations Development Programme and the World Bank.

Country context

4. Turkey has experienced rapid growth and development over the last decade, during which its gross domestic product tripled in United States dollar terms. Turkey is currently classified as an upper middle-income country. It has the eighteenth largest economy in the world; it is a European Union (EU) accession candidate; and it is a member of the Organisation for Economic Co-operation and Development (OECD) and the G20. Regional disparities run largely along the east-west axis, with eastern Anatolia, south-eastern Anatolia and the Black Sea being the "lagging" regions.
5. Poverty is deepest in these lagging regions. Small farm size is a key reason for rural poverty. Support policies as well as local safety nets ensure that most people enjoy a minimal standard of living even if they are very poor, and food security is, largely, not a problem.
6. 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. The country ranks globally as a significant agricultural exporter and the world's seventh largest agricultural producer. Competitiveness in EU markets is a key driving force in agricultural development, and EU funds are supporting investment in rural development.
7. The Tenth Development Plan (2014-2018), which is the master document of Turkey's agricultural policy, aims to develop a globally competitive and

environment-friendly agricultural sector. The 2007-2013 National Rural Development Strategy included policies designed to diminish the pressure of rural to urban migration and associated urban unemployment.

Findings on the portfolio of projects

Relevance

8. On balance, given the area focus and the appropriate investment in commercial agriculture, the portfolio was considered generally relevant. Nonetheless, the challenges involved in targeting poor farmers, women and youth are significant and need to be addressed more appropriately in the future portfolio. The overall rating for the relevance of the portfolio was moderately satisfactory.
9. The objectives of all four projects considered by the CPE were consistent with the Government's priorities and the COSOPs, which were relevant at the time of project design (and redesign, in the case of Sivas Erzincan Development Project SEDP). All project design documents proposed interventions that related to the priorities of the relevant COSOP and prevailing local conditions.
10. The attention paid to the commercialization of agriculture is pertinent, given the remoteness from market centres and the economic base in the targeted areas. Project designs were partly relevant in terms of activities supported. The use of matching grants was understandable in view of the challenges; however, the approach restricted the scale of support to farm households due to the relatively high investment costs.
11. Project components directed resources at poor villages and farm households within those villages, although with a greater focus on more capable and resourced farmers and to the exclusion of the poorest farmers. There was insufficient consideration of smallholder farmers in the design of the interventions and development of potential marketing channels and value adding to production. Mechanisms to generate benefits for 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.
12. Activities targeted specifically at women were found to be relevant to their needs and interests but were too limited to ensure equitable participation. Mechanisms for equal participation by women and men in project activities and investments were not sufficiently strong. Moreover, project approaches were not relevant to youth and no interventions were specifically designed to reach them and meet their needs.

Effectiveness

13. Overall, the effectiveness of the portfolio was considered moderately satisfactory. By and large, the investment in small-scale social and economic village infrastructure was effective. Investment in agricultural development also contributed effectively to diversification and increased production, although not to the extent expected in the logical frameworks. Effectiveness in commercialization and support to businesses was mixed. However, investments could have been more effective with a more in-depth feasibility assessment and greater consideration of the likely impact on the project target group. Achievements in terms of expanding rural employment opportunities were modest.
14. In general, the infrastructure was of reasonable quality and functional, providing the desired services in line with project objectives. Targets were achieved in most cases. Agriculture ponds and drip irrigation infrastructure contributed to greater efficiency in the use of irrigation water and in several cases resulted in a shift towards high-value crops. Infrastructure investments were also largely successful in increasing capacity for livestock production and improving access to markets. The average number of livestock per farmer and milk production increased, and the increased production was absorbed into existing supply chains, with price benefits

as a result of the higher quality and volume of milk. While production flow to markets improved, there was little evidence of improved farm-to-consumer value chains. Furthermore, the strategic investment plan (SIP) approach was not systematically adopted and the focus was on supply to existing markets, with little emphasis on improving marketing techniques.

15. Agricultural development interventions in the Diyarbakir, Batman and Siirt Development Project (DBSDP) and Ardahan-Kars-Artvin Development Project (AKADP) were effective in increasing milk and related dairy production. There was evidence of farmers benefiting from interventions to improve feed production and the provision of milk-cooling centres, cold storage tanks and equipment for increasing the production of raw milk and improving its quality and quantity, particularly in SEDP. Beneficiaries made gains in productivity and increased their incomes through dairy value chain activities. The large demonstration programmes, particularly those under the DBSDP and AKADP projects, provided selected farmers with guidance on improving crop management techniques and diversifying crops and incomes.
16. SEDP was only partially effective in expanding rural employment opportunities and encouraging initiatives by smallholder groups and individuals. Furthermore, the trickle-down of benefits through employment and income generation to the poorer people did not happen to the extent expected.
17. The portfolio did not strongly emphasize environmental protection prior to the Murat River Watershed Rehabilitation Project (MRWRP). However, some environmentally beneficial advances were made, such as introduction of sustainable farming practices and the requirement to meet Good Agriculture Practices standards.

Efficiency

18. Infrastructure interventions were considered highly efficient, but there was limited replication of new agricultural technology, the cost per beneficiary for farm-household level investments was high and the efficiency of interventions was affected by significant implementation delays. Thus, the overall efficiency of the portfolio was rated as moderately satisfactory.
19. Project investments were well managed and cost-effective. Most of the infrastructure intervention costs were at rates that were competitive by local standards. Moreover, the relative success of the infrastructure support has generated positive results in economic terms, and hence is assessed as efficient.
20. The matching grant approach contributes to a relatively high cost per farmer. Overall, the cost per beneficiary for smallholder investments is substantial due to the high grant percentage to be paid 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.
21. Project disbursements during implementation were low and the two completed projects did not finish on time. The ongoing AKADP received two extensions, adding two years past the initial closing date. Project management costs were on average 13.1 per cent of overall project costs, in line with ratios for comparable projects in the region.

Rural poverty impact

22. Only the two closed projects – SEDP and DBSDP – were evaluated for impact, which was rated moderately satisfactory overall. Impact on household income and assets and on food security and agricultural productivity was rated as satisfactory, while impact in other domains was assessed to be moderately satisfactory.

23. Irrigation infrastructure had a significant impact on incomes in the project areas. To a lesser degree, horticulture, dairy, crop diversification and supply chain management interventions also contributed to increases in income among matching grant recipients. Irrigation systems and the conversion of fallow land into orchards under the DBSDP reportedly increased land values. Dairy value chain infrastructure increased incomes, but mainly for better-off households. The construction works created temporary employment opportunities for the poorest to work as labourers. Moreover, farmers reported that increased income was used to increase household assets and cover children's educational expenses.
24. Infrastructure interventions contributed to improved quality of life in villages and better hygiene and health conditions, especially for women and children. Both the SEDP and the DBSDP invested in training programmes and staff training, all of which amounted to a sizeable investment in human capital. Women's participation in training was very low, meaning that the impact in terms of human capital disproportionately benefited men. The SEDP contributed to enhancing social capital through its support to several farmers' organizations, but the support provided was insufficient to achieve major progress in local institutional development. Most farmers' groups were weak or inactive.
25. In view of notable improvements in productivity in the completed projects (particularly the DBSDP), impact in terms of food security and agricultural productivity was assessed as satisfactory. The DBSDP increased cropping intensity (mainly through irrigation infrastructure) and productivity (through moving into high-yielding cash crops) and demonstrated opportunities for scaling up small-scale horticultural production on marginal soils. Its livestock watering facilities helped increase livestock productivity and reduce livestock mortality rates. In relation to food security, increases in income as a result of the SEDP and DBSDP enabled beneficiaries to balance their diet and reduce their dependence on seasonal and locally produced field crops (although food security per se was not a notable issue in the provinces covered by the two projects).
26. The impact on the environment has been positive in some ways (more efficient waste and water management in the SEDP and DBSDP) but has also been negative, for example, the increased pressure of stock on pastureland, cultivation of marginal lands leading to increased erosion and use of inorganic fertilizers.
27. In general, the portfolio focused on the operational processes within the project areas, which did little to stimulate institutional or policy change. Potential areas of impact were in the introduction of the SIP approach and greater support for women and young people in farming and enterprises. The SIP approach was promising but not replicated. The envisaged engagement of youth in agriculture was not pursued effectively.

Sustainability

28. 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 therefore rated moderately satisfactory.
29. All projects prepared exit strategies, including a set of follow-up activities to secure sustained impact and enhance wider uptake of the technologies introduced. Continued Government support has been a key dimension in the exit strategies, enhancing prospects of sustainability.
30. The sustainability prospects of infrastructure are 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 infrastructure. While a significant level of training in operations and maintenance was provided to individuals, no effort was made to

create institutional structures capable of long-term management of the facilities provided.

31. Investments in demonstrations are likely to be sustained due to the capacity of the lead farmers, their profits, and the continuing extension support from the Government. However, the approach to building sustainability mechanisms to support the independent continuation of the commercialization process has been modest. Regarding financial sustainability, despite Government 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.

Innovation and scaling up

32. Overall, innovation and scaling up were rated as moderately satisfactory. Some valuable innovations were introduced in the portfolio, including SIPs, a participatory approach to watershed management, new agricultural and irrigation technologies, and the biological treatment of wastewater using a constructed wetland system. In most cases, innovations were incremental and there was limited evidence of their adoption by the Government, private sector or financial institutions. The promotion and scaling up of successful innovations has not been strength in the IFAD-supported programme in Turkey.

Gender equality and women's empowerment

33. There were several examples of effective approaches and achievements with respect to country programme objectives for gender, but their scope was limited in comparison with the programme intent. The portfolio incorporated gender considerations in design, but fell short of active mainstreaming throughout all aspects of design and during implementation. Access to resources, including land and other productive assets, and participation in household- and farm-level decision-making by women remain low in the project areas and there is limited evidence that the projects have strengthened the participation of women in rural institutions and organizations. The inclusion of a gender strategy in the last project approved in December 2015 (Goksu–Taseli Watershed Development Project) is an indication of recent increasing attention to gender participation at the project level. Nonetheless, overall, the participation and benefits achieved for women through the country programme have been limited and at present are still insufficient. Overall, the CPE finds that performance in relation to gender and women's empowerment in the Turkey country portfolio is moderately unsatisfactory.

Performance of IFAD and the Government

34. IFAD followed a participatory process in project design, ensuring the involvement of key line ministries, but some design flaws are apparent. IFAD conducted supervision regularly, although with some gaps in technical expertise; some issues were not adequately addressed and some recommendations were not followed up. To date, IFAD has not established a country presence in Turkey (a draft country host agreement is currently under negotiation). By and large the IFAD self-evaluation system is functioning well, despite a number of shortcomings in connection with the conduct of mid-term reviews and client surveys, setting up of adequate monitoring and evaluation (M&E) systems, and limited availability of data from impact surveys. Overall, IFAD's performance is assessed as moderately satisfactory.
35. The Government of Turkey demonstrated a good level of ownership of and commitment to the IFAD-supported portfolio at both the central and the provincial levels. It participated actively and complied with loan covenants and has by and large provided timely counterpart funds. The submission of audit reports was carried out in a timely fashion. Some bureaucratic processes resulted in slow responses by line ministries, and at times annual budget allocations due to budget constraints were low. The Government contributed to planning exit strategies for all

projects, and its continued support has been a key dimension in ensuring sustainability. Domestic cofinancing has been low (below cofinancing levels in other upper middle-income countries supported by IFAD). Overall, the Government's performance is assessed as moderately satisfactory.

36. The overall policy environment has been supportive, and the Government is generally open to new ideas from IFAD. However, the agriculture sector has been heavily subsidized for decades, and a supply-driven approach still permeates public programmes in agriculture.
37. Project management was generally effective, despite challenges faced in terms of understaffing and rotation. The M&E function – a shared responsibility of IFAD and the Government – was consistently a low-performing area for the programme and appropriate instruments for M&E (logical frameworks, baseline studies) were not always in place. M&E needs to be strengthened on both the Government and the IFAD side in order to be able to account for programme results in a more substantive manner.

Non-lending activities

38. **Policy dialogue.** The two more recent COSOPs identified relevant policy issues to address with the Government and development partners, including the weakness of rural organizations, financial reform and development of the microfinance sector, and the need to reduce regional and rural economic disparities. However, policy engagement has been overall limited, and has been conducted mainly through the COSOPs and projects within a narrow circle confined to the two main implementing agencies (the Ministry of Food, Agriculture and Livestock and Ministry of Forestry and Water Affairs). IFAD has not participated in formal policymaking forums and discussions in the country, either bilaterally or with other development partners.
39. A permanent IFAD country presence in Turkey and the consideration of a more programmatic approach would contribute positively towards stronger policy engagement by IFAD in the country. Concrete opportunities for policy engagement include the discussion of practical mechanisms for decentralized implementation of rural investment projects – of particular relevance for the massive EU-financed Instrument for Pre-Accession Assistance Programme for Rural Development. Performance vis-à-vis policy dialogue is rated moderately unsatisfactory.
40. **Partnerships.** IFAD has had a long-standing partnership with the Government of Turkey and in particular with the Ministry of Food, Agriculture and Livestock since the start of IFAD operations in the country in 1982. The most recent project approved is being implemented by the Ministry of Forestry and Water Affairs. The Fund also maintains a good working relationship with the Ministry of Development and the Under-Secretariat of Treasury.
41. Notwithstanding overall good relations, there are opportunities for improvement in dialogue and communication between IFAD and the Government and with policy-level partners and implementing agencies on IFAD's strategies and policies and the overall level and predictability of resources.
42. IFAD's partnerships with development agencies in Turkey are limited, and the level of cofinancing mobilized from other donors is low. IFAD is not a member of the United Nations Country Team in Turkey and cooperation with the two other Rome-based United Nations agencies is limited. As a result of weak partnerships with the international financial institutions (i.e. Islamic Development Bank, World Bank), IFAD is missing the opportunity to leverage its programme in Turkey, on both the policy and the operational/financial fronts, including prospects for South-South and Triangular Cooperation (SSTC). Partnership with non-governmental organizations is limited and collaboration with the private sector only incipient.
43. There are opportunities to strengthen and diversify IFAD's partnerships in Turkey, including cofinancing opportunities and new Turkish partners such as regional

development agencies and the Turkish Cooperation and Coordination Agency (TIKA) on South-South Cooperation. Overall the performance in partnerships is rated as moderately unsatisfactory.

44. **Knowledge management.** Several knowledge management activities have been carried out to exchange and disseminate knowledge from the programme, including publications, regional workshops and strengthened communication through websites. At field level, projects have prepared information brochures for the farmers, organized farmer exchange visits, and invited selected project stakeholders to participate in technical courses.
45. Notwithstanding these initiatives, knowledge exchange activities and the generation of knowledge products have been limited. The M&E systems in place have focused mainly on fiduciary aspects in order to maintain accurate financial records, with little contribution to knowledge management. The programme has not benefited 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.
46. 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 SSTC initiatives. Knowledge management efforts in the programme are rated moderately satisfactory.
47. **Grants.** Turkey has benefited from a very limited amount of IFAD grant resources, mainly through participation in regional grants. It has received no country-specific grants, including Global Environment Facility grants, and as an upper middle-income country, it is not eligible for grants under the Adaptation to Smallholder Agriculture Programme.
48. Turkey is currently participating in a regional grant on South-South and Triangular Cooperation for Agricultural Development and Enhanced Food Security in the Near East, North Africa, and Europe region which is being implemented through TIKA with the Turkey International Agricultural Research and Training Center in support of agriculture cooperatives in Central Asia and the Arab states. In addition, two projects – MRWRP and the Goksu-Taseli Watershed Development Project – include loan component grants to finance technical assistance, training, studies and workshops.
49. **South-South and Triangular Cooperation.** The evaluation found strong interest by Turkey in SSTC, and progress has already been made in partnering with various development institutions in agriculture and rural development (e.g. with the Food and Agriculture Organization of the United Nations [FAO]) and other areas (e.g. with the United Nations Development Programme). The Government of Turkey has expressed interest in working with IFAD to cofinance projects and provide technical assistance through SSTC, mainly through TIKA, the government agency responsible for South-South Cooperation and the Ministry of Food, Agriculture and Livestock. The ongoing IFAD-funded regional grant is the first collaboration in this direction, which includes Turkey as a solution provider for other countries. IFAD support to SSTC in Turkey is incipient and has the potential to be further developed in the region. There is no evidence yet in terms of project results and prospects of sustainability.

Performance of the country strategy

COSOP relevance

50. All three COSOP documents were consistent with relevant national strategies and plans that prevailed at the time. The main strategic thrust was agricultural commercialization. The focus on enterprise development and value chains was

aligned with the objectives of Turkey's national-level strategic plans for agriculture as well as those of the EU.

51. The paradigm for rural poverty alleviation pursued in the COSOPs took three distinct forms over 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. At the same time, while each paradigm could be considered relevant under its own set of assumptions, it lacked a proper analysis of IFAD's strengths, weaknesses, opportunities and threats in a rapidly changing country context. Moreover, there was no attempt to articulate strategic directions that took into account Turkey's status as an upper middle-income country and its emerging role as an important bilateral donor and contributor to SSTC.
52. The COSOPs maintained a consistent and understandable geographic focus on Turkey's lagging regions and reported the findings of countrywide analyses of poverty and disparity. However, they did not guide targeting at the household level and, since 2006, have diluted the challenge of targeting with a belief in the trickle-down effect. The COSOPs also exhibited a diminishing strategic focus on gender and women's empowerment.

COSOP effectiveness

53. The effectiveness in achieving the main strategic thrusts identified in the COSOPs (income and employment generation, strengthen processing and marketing of agriculture produce, productivity gains, natural resource management) is mixed. The programme as a whole was 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.
54. The programme made more modest progress on 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 programme before the most recent project (MRWRP). These achievements enabled the country programme to generate significant impact in some of the poorest parts of the country. 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.
55. The overall COSOP performance was rated as moderately satisfactory, a rating that also applies to both the relevance and the effectiveness of the COSOPs.

Overall Government-IFAD partnership

56. The overall assessment of the Government-IFAD partnership is based on the ratings for portfolio performance, non-lending activities and COSOP performance. Despite moderately unsatisfactory performance of non-lending activities, in view of the moderately satisfactory performance in both the portfolio of projects and the COSOPs, the overall IFAD-government partnership was rated as moderately satisfactory.

Summary of the CPE overall assessment

<i>Assessment</i>	<i>Rating</i>
Portfolio performance	4
Non-lending activities	3
COSOP performance	4
Overall IFAD/Government partnership	4

Rating scale: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory.

Conclusions

57. 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 can contribute to shaping 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 in the country through substantial counterpart funding. The dual role of Turkey as borrower and donor opens new opportunities for partnering.
58. In a large upper middle-income country like Turkey, 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 recognized and appreciated for its rural poverty focus, technical expertise, country experience, and its potential to bring international knowledge and experience to 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 provide capacity-building in project design and management of rural development interventions, M&E, participatory approaches, targeting and technical solutions.
59. Over the past 13 years, the Fund has made a positive contribution to agriculture and rural development in Turkey. The overall results of the partnership have been moderately satisfactory. Reflecting the strengths and limitations of the strategy, as well as project design and implementation issues, the loan-financed portfolio has generated mixed results.
60. Access to project benefits remains a challenge for poorer farmers, women and youth, an issue of particular concern in a country experiencing growing income disparity. There is evidence of income disparity even within project areas, and projects that target "poverty pockets" need to be carefully designed and implemented to avoid capture of benefits by non-poor farmers. 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 reduce disparities among and within regions in the country. 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.
61. The programme has introduced localized innovation at the project level, but project designs did not sufficiently draw on external innovative practices that could have enhanced rural development in Turkey. Drawing from examples from other middle-income countries with a similar environment and bringing in new technological approaches would have added value to the portfolio. The IFAD-supported programme does not appear to have kept pace with the rate of development in Turkey and its performance in innovation and scaling up has been lower than might be expected in the country. Moreover, the low priority accorded to non-lending

activities (partnerships, knowledge management, and policy dialogue) has limited potential synergies in the programme and IFAD's overall visibility in Turkey.

62. 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 and aim 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.
63. There are positive signs in the evolution of the programme related to the establishment of an IFAD Country Office in Turkey, openness to new partnerships, and recent progress in SSTC. 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 partners.

Recommendations

64. **Recommendation 1: Prepare a new COSOP** with a proper analysis of IFAD's strengths and limitations in Turkey and the opportunities and threats it faces in building more effective partnerships. There are challenging issues that need fresh perspectives, and it is imperative to engage with relevant national and international resource people from both within and outside the public sector and the donor community to develop robust strategic directions.
65. **Recommendation 2: Improve targeting**, particularly for poorer farmers and specific target groups, including women and youth. Future programming should be more precise in identifying target groups: it should use participatory processes, relevant interventions and new partners to help include these groups in project decision-making, and define sharper M&E systems to track participation and benefits.
66. **Recommendation 3: Strengthen non-lending activities (partnerships, knowledge management, and policy dialogue) and ensure synergies with the portfolio.** In particular, there is a need to strengthen and diversify partnerships, enhance investment in knowledge management, and support SSTC to facilitate transfer of knowledge and technical expertise to IFAD operations in other countries, in areas where Turkey has particular strengths.
67. **Recommendation 4: Emphasize innovation and scaling up as key strategic priorities.** Innovation is required to reduce dependency on public programmes and build sustainable institutional support in areas such as market-driven value addition, better access to new markets, alternative sources of investment capital and business services that support platforms for future growth. For scaling up, there is a need to shift from a project-centric approach to an approach that can influence the work of other partners by leveraging policies, knowledge and resources.

Recommendation 5: Strengthen the strategic focus on women and youth.

A consistent, strategic focus on gender equality and women's empowerment is required, including gender action plans and ensuring gender equality in access to project resources and benefits at the project design stage. Moreover, a stronger emphasis on youth in the new COSOP and project designs is recommended in order to address youth unemployment and rural outmigration, combined with direct targeting of youth through mechanisms that are relevant to their needs and interests.