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Independent Office of Evaluation

COUNTRY STRATEGY
AND PROGRAMME EVALUATION

Republic of Türkiye

Country strategy and programme evaluation





Republic of Türkiye

Country strategy and programme evaluation

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Photos of activities supported by IFAD-supported projects and programmes in the Republic of Türkiye

Front cover: Rangeland improvements in Elazığ Province, supported by the Murat River Watershed Rehabilitation Project. ©IFAD/James Gasana

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Foreword

This is the second country programme evaluation of IFAD's engagement in the Republic of Türkiye, which covered the period 2016 – 2022. It provides an independent assessment of the development effectiveness of IFAD's strategies and operations in the country.

Over the evaluated period, IFAD developed a solid partnership with the Government of Türkiye, through the ministries for finance and agriculture; this translated into effective strategic oversight of the programme. Operational support from the Government was demonstrated through the effective involvement of provincial directorates in the management and implementation of projects, which enabled the achievement of scaled-up results at provincial level.

IFAD support rightly targeted the remote upland areas of Türkiye, which have higher economic poverty rates and are more vulnerable to climate change. The IFAD-supported programme contributed to enhancing the livelihoods and ecological resilience of smallholders living in remote mountainous areas of Türkiye, thanks to interventions aiming to: (i) increase the productivity and production of crops and livestock; (ii) diversify income sources (beyond crops and livestock activities); and (iii) strengthen the sustainable management of natural resources.

There were also challenges. IFAD insufficiently contributed to policy debates related to smallholder agriculture over the evaluated period. Similarly, its partnerships were insufficiently diversified to include other cofinanciers and key national players within the agriculture sector, e.g. research institutions, private sector actors and non-governmental organizations. Moreover, IFAD's support has not yet led to the effective participation of poor farmers in value chain activities (e.g. storage and processing) in the intervention areas to promote their improved access to remunerative markets through partnerships with private actors. Finally, in contrast with cooperatives that could sustain project benefits, the community organizations created were unable to ensure the continuity of actions, particularly in the area of natural resources management.

The evaluation makes recommendations, including to further prioritize the resilience of smallholder livelihoods in the mountain areas of Türkiye in the next strategy, by deploying innovative approaches that build on the existing country potential in terms of agriculture value chain development; and to leverage the strategic partnership between IFAD and the Government, in order to foster engagement on policy matters in relation to the smallholder agriculture in Türkiye.

This evaluation report includes the agreement at completion point, which contains the evaluation's main recommendations and proposed follow-up actions, agreed by the Government and IFAD. I hope that the results of this independent evaluation will be useful in strengthening IFAD's partnership with the Government of Türkiye for inclusive and sustainable rural transformation.



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Currency equivalent, weights and measures

Currency equivalent

Currency unit = Turkish Lira (TRY)

US\$1.00 = 26.052 TRY (July 2023)

Weights and measures

1 kilometre (km) = 0.62 miles (mi)

1 metre (m) = 1.09 yards (yd)

1 square metre (m²) = 10.76 square feet (ft²)

1 hectare (ha) = 2.47 acres

1 acre (ac) = 0.405 hectares (ha)

1 kilogram (kg) = 2.204 pounds (lb)

1,000 kg = 1 metric tonne (t)

Abbreviations and acronyms

ACP	agreement at completion point
AKADP	Ardahan-Kars-Artvin Development Project
AWPB	annual work programme and budget
CCA	climate change adaptation
COSOP	country strategic opportunities programme
CPE	country programme evaluation
CSPE	country strategy and programme evaluation
EFA	economic and financial analysis
EUR	Euro
FAO	Food and Agriculture Organization of the United Nations
GDAR	General Directorate of Agricultural Reform
GEWE	gender equality and women's empowerment
GIS	geographic information system
GTWDP	Göksu Taşeli Watershed Development Project
HDI	Human Development Index
ICO	IFAD Country Office
IOE	Independent Office of Evaluation of IFAD
KM	knowledge management
M&E	monitoring and evaluation
MCO	multi-country office
MCP	micro catchments plan
MoAF	Ministry of Agriculture and Forestry
MSP	multi-stakeholder platform
MTR	midterm review
MRWRP	Murat River Watershed Rehabilitation Project
NDP	National Development Plan
NEN	Near East, North Africa and Europe Division of IFAD
NRM	natural resource management
OBI	Oracle Business Intelligence
OECD	Organisation of Economic Co-operation and Development
OGM	General Directorate of Forestry
PBAS	performance-based allocation system
PCR	project completion report
PDR	project design report
PIM	project implementation manual
PMU	project management unit
PPE	project performance evaluation
PSB	Presidency of Strategy and Budget
RIA	Research and Impact Assessment Division of IFAD
SECAP	Social, Environmental and Climate Assessment Procedures
SME	small- and medium-size enterprise
SSTC	South-South and Triangular Cooperation
TULIP	Resilient Landscape Integration Project

TurkStat	Turkish Statistical Institute
ToC	theory of change
UNDP	United Nations Development Programme
URDP	Uplands Rural Development Programme
USD/US\$	United States Dollar
VCD	value chain development

Map of IFAD-supported operations in the Republic of Türkiye

Ongoing and closed operations



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

Map compiled by IFAD | 27-02-2023

Executive summary

Background

1. In 2023, the Independent Office of Evaluation of IFAD (IOE) undertook a country strategy and programme evaluation (CSPE) of IFAD's engagement in the Republic of Türkiye. The CSPE covered the 2016 country strategic opportunities programme (COSOP) and four projects implemented between 2015 and 2022. The total estimated cost of the projects covered by the CSPE amounts to US\$233.2 million, including US\$136.6 million financed by IFAD, and US\$96.6 million by the Government of Türkiye, domestic bank cofinanciers and beneficiaries.
2. **CSPE objectives.** In line with the Revised IFAD Evaluation Policy (2021) and the IFAD Evaluation Manual (2022), the main objectives of the CSPE were to assess the results and performance of the IFAD strategy and programme and generate findings and recommendations to support the future partnership between IFAD and the Government of Türkiye for enhanced development effectiveness and sustainable rural development. The evaluation findings, lessons and recommendations are also expected to inform the preparation of the new COSOP in 2024, which will be undertaken on the basis of Türkiye having reached the Graduation Discussion Income (GDI) threshold in 2021, making the country now eligible to initiate the IFAD graduation process.
3. **Country context.** Türkiye is a country located between the Mediterranean Sea and the Black Sea, with a total area of 785,350 km² and 7,200 km of coastline. The country has a population of 84.78 million and hosts an estimated 3.5 million refugees as of February 2023. It is an upper-middle-income country and has the 19th largest economy in the world. The Turkish Statistical Institute (TurkStat) estimated monetary poverty (the percentage of households with less than 50 per cent of the median disposable income) at 15.0 per cent in 2020, slightly down from 16.1 per cent in 2011. Challenges persist in terms of gender equality. The country ranked 124th (out of 145 countries) in 2022 on the Global Gender Gap Index, lagging behind Central Asian countries. Nearly half of the population (48.3 per cent) are under the age of 30, and 24.4 per cent are between the ages of 15 and 29 years. According to TurkStat, the unemployment rate among young people in 2021 was 20.8 per cent (17.9 per cent for men and 26.1 per cent for women).
4. According to the Organisation for Economic Co-operation and Development (OECD) data, Türkiye had the largest agricultural economy in Europe in 2022. Its agroecological diversity allows for the production of a wide range of crops (including apricots, cherries, chestnuts, figs, hazelnuts, olives, tea and tobacco). Animal production accounted for 47 per cent of total agricultural production in 2020, and the subsector remains the source of raw materials for the meat, woollen textile and leather industries. Still, the country faces agricultural challenges such as land fragmentation (which discourages farmers from investing in appropriate technologies, restricts access to irrigation, limits the choice of crops and increases production costs), a lack of contemporary technologies and decision-making tools for efficient cropping patterns in remote areas, and low animal feeding levels resulting in non-optimal productivity due to expensive feed inputs. In relation to climate change and the environment, the country is facing a warming temperature trend and a downward trend in precipitation, which negatively affects the availability of groundwater for agricultural production. Türkiye has put in place a legislative approach centred on sustainably safeguarding the environment, forest resources and biodiversity.
5. **IFAD's strategy and operations during the review period.** The overall goal of the 2016 COSOP was to contribute to rural poverty reduction in upland areas of Türkiye through two strategic objectives: (i) enhance market access for productive, poor smallholder farmers; and (ii) mainstream sustainable natural resource

management (NRM) into all aspects of upland agricultural production and increase upland climate change resilience. The COSOP's strategic themes were access of productive poor people to markets, climate change resilience support and agricultural value chains. The portfolio covered by the evaluation includes two completed projects that were approved under a previous COSOP, and two projects that were ongoing (at the time of the CSPE), designed under the 2016 COSOP.

Performance of IFAD's country strategy and programme

6. **Relevance** is rated moderately satisfactory. IFAD's country strategy objectives were aligned with the Government's long-term strategies (2001–2023) of enhancing competitiveness and productivity in all economic areas of the country. Furthermore, all projects focused on supporting farmers to move from subsistence farming towards commercial agriculture; addressing regional economic disparities; and reducing rural-urban migration. Climate resilience was considered in the design of the two most recent projects in the portfolio, in alignment with IFAD's Strategic Framework 2016–2025. **The geographical targeting of upland and mountainous areas was found to be relevant, as poverty rates are higher in those areas**, offering opportunities to improve agricultural incomes. This geographical targeting allowed IFAD to reach rural communities underserved by others – including government programmes and those of other partners – due to their remoteness, low population density and relatively high operation costs compared to operations in lowland areas. However, **reaching the poorest people within the targeted areas was often difficult because of their limited productive assets as they lacked the resources required to participate in matching grant schemes**. This led to revisiting the matching grant conditions for the poorest groups.
7. The overarching theme of inclusive and resilient rural livelihoods for smallholder farmers living in remote upland areas and the thematic approaches were relevant, but the CSPE identified gaps. The 2016 COSOP design did not include a theory of change, nor was an operational resilience framework prepared subsequently to provide pathways and guidance on how to induce the sustainable improvement of rural livelihoods, taking into account the country context of agricultural development. Additionally, the analysis of the important theme of climate change adaptation was insufficient in older projects. Finally, implementation arrangements differed according to the main themes of the projects (value chain development [VCD] for three projects and natural resource management for one) and effective collaboration between the two general directorates in charge of project oversight and implementation was lacking.
8. Coherence is rated moderately satisfactory. IFAD support has played a catalytic role in deploying sound interventions to tackle rural poverty in mountain areas and this will continue. IFAD's comparative advantage in applying development approaches to address rural poverty in geographically remote and marginalized areas was explicitly acknowledged by most stakeholders. There was a clear consensus among government and international stakeholders that the reliability and flexibility of IFAD's approach responded to the needs of smallholder farmers. Externalities that the Turkish economy faced over the evaluation period strongly corroborate that IFAD's support will continue to be relevant and complementary to the Government's efforts to reduce economic inequalities and poverty in the highland areas. There was a thematic convergence between IFAD's support and that of other key external rural development partners in Türkiye (the European Union, the Japan International Cooperation Agency and the World Bank). However, the evaluation found no evidence of synergy developed with various domestic partners (e.g. research institutions), which are important for rural development activities. While there were efforts to learn from previous operations in designing new ones, evidence showed internal coherence gaps related to insufficient learning within the country programme (across the two general directorates), a weak

consolidation of achieved results in one region before moving to another, and a very low contribution of grants to programme effectiveness.

9. Regarding the other subdomains of coherence, **knowledge management (KM)** is rated moderately satisfactory, while **partnership-building and policy engagement** are rated moderately unsatisfactory. The portfolio demonstrated mixed results for knowledge management. For example, while two studies planned in the COSOP for knowledge management were not delivered, three unplanned but important studies were carried out in collaboration with United Nations organizations (the United Nations Development Programme [UNDP] and the Food and Agriculture Organization of the United Nations [FAO]). While most design documents for portfolio projects described KM and learning processes, planned KM outputs were mostly limited to communication and dissemination products. **The CSPE noted an increasing effort to deliver knowledge products by documenting and disseminating information on best practices from IFAD-supported projects, and also by publishing them on the internet.** However, evidence was limited on the extent to which the knowledge produced was converted into lessons learned and used for informed decision-making within and beyond the programme.
10. Evidence showed strong positive partnerships between IFAD and the Government, but partnerships with other actors described in the 2016 COSOP were limited, even absent. The government partners that collaborated well with the IFAD programme were the Ministry of Treasury and Finance, the Presidency of Strategy and Budget and the Ministry of Agriculture and Forestry (MoAF) at central and provincial levels. However, collaboration with other government institutions (e.g. Turkish Cooperation and Coordination Agency (TIKA) and regional development agencies) has not yet materialized. IFAD continues to explore options for cofinancing with other international financial institutions, as well as effective partnerships with strong private actors; however, results have yet to materialize.
11. In relation to policy engagement, the evaluation found no evidence of concrete policy results or changes due to IFAD-supported operations over the evaluated period. Contributing factors include the fact that the Government holds minimal expectations for IFAD to contribute to policy matters, as the Fund's focus is on smallholder farmers in marginalized areas whose issues are not prominent in national agricultural strategies. In addition, IFAD has not been proactively engaged in policy matters due to the location of its country office in Istanbul, and its knowledge management framework lacks the necessary robustness to generate lessons for informed decision-making. The CSPE found only a few examples of policy decisions at the provincial level, and these were more related to scaling up results, as presented below.
12. **Effectiveness** is rated moderately satisfactory. Available data as of end-2022 showed that the country programme reached 72.4 per cent of the targeted households and this outreach is expected to increase due to the two ongoing projects. The programme contributed to **increased productivity and production of both crop and livestock systems, as well as more resilient agricultural ecosystems in upland areas. This increase was supported by the programme outputs, which** reached 77.4 per cent of the cumulative planned targets, for example: the promotion of vegetables, orchards and new forage crops (triticale and Hungarian vetch) and forage cropping (66.6 per cent relative to target); 473 barns constructed or rehabilitated (76 per cent), and 225 km of pasture roads.
13. Support to VCD activities for processing and marketing of agricultural products (both crop and animal) and for access of poor farmers to markets led to modest results. Numerous actions (e.g. equipment or facilities for storage, packaging and processing) reached better-off farmers and effective partnerships with strong

private actors for the access to markets of smallholder farmers (living in the targeted mountain areas) have not yet been established. However, evidence suggests that smallholders' incomes increased as a result of the support to economic diversification and livestock production, for example through the greenhouses (641 developed, 52 per cent), and livestock productivity enhancement (473 livestock barns [76 per cent], pasture roads [225 km] and livestock water points built or rehabilitated).

14. IFAD's support contributed to improving the resilience of beneficiary households to climate shocks by strengthening their absorptive and adaptive capacities and enhancing sustainable NRM in targeted areas, by applying a landscape approach and by improving the hydrological functioning of the micro-catchment areas. However, the programme made little effort to strengthen grassroots organizations and enable them to take on responsibilities for managing the rehabilitated rangelands (see further details under sustainability, para. 19).
15. Innovation is rated moderately satisfactory. Numerous technologies, practices and processes were introduced and promoted by the programme that were new to project beneficiaries, even if not necessarily innovative in the country context. These include improved fodder crops (triticale and Hungarian vetch), shepherd shelters, juice extractors, dairy cattle milking machines and seed drillers. While these technologies were found to be relevant and effective in addressing challenges in the systems, interviewed farmers explained that most of the technologies introduced were already being used elsewhere in the country, but had become accessible in the targeted area for the first time thanks to the projects.
16. **Efficiency** is rated moderately satisfactory. The evaluation found that project start-ups were relatively quick and that project management units were responsive and operated at a relatively low cost. **Low costs per beneficiary household and positive economic internal rates of return also show that the country programme has converted inputs into results cost-effectively.** However, three out of four projects experienced significant delays and low rates of disbursement that led to project duration extensions. **Multiple delays were also encountered in procurement, stemming from lengthy processes.** Field visits confirmed the positive findings presented in the economic and financial analyses of the two completed projects (Ardahan-Kars-Artvin Development Project [AKADP] and Murat River Watershed Rehabilitation Project [MRWRP]), including economic benefits to beneficiaries through the development of greenhouses, livestock water facilities and pasture roads.
17. Impact is rated moderately satisfactory. Livestock activities, supported by the two completed projects, contributed to moderately positive changes in household incomes, mainly through enhancements or improvements in livestock practices (including forage cultivation and pasture road development) and facilities (including construction and rehabilitation of livestock markets). The results of the impact assessment of MRWRP showed no significant increase in income from crop-growing or tree-farming activities, but a 7 per cent reduction was documented in the multi-dimensional poverty index in the intervention areas. The evaluation found that the programme contributed to building human capital with capacity development activities, but the results were insufficient in strengthening the social capital, namely in fostering collective actions to address shared constraints. Household food security may have improved as a result of the increase in productivity and income, however, there is no evidence of project contributions to improved nutrition as none of the portfolio projects included activities directly addressing nutrition issues.
18. **Gender equality** is rated moderately satisfactory. Even though projects faced challenges in reaching women at times, the outreach to women beneficiaries by the programme was significant, representing 46.1 per cent of the cumulative set target. Often, however, the projects only reported results related to gender inequality at

the output level, or with anecdotal evidence. The evaluation found that **projects took into account gender gaps in the country context, and supported actions that led to empowerment of women beneficiaries, including increased income, and increased participation and leadership** in decision-making bodies such as cooperatives and multi-stakeholder platforms. There are indications that projects have contributed to changes in perceptions of women's roles in targeted communities, albeit to a limited extent. Anecdotal evidence also suggests contributions to reducing the workload of women through mechanization. It was observed that older projects in the portfolio primarily adapted to social norms and attitudes, while newer projects have paid more attention to addressing gender-discriminating factors.

19. **Sustainability** is rated moderately satisfactory. The evaluation found that projects in the portfolio successfully reached individual farmers deemed "economically active", as well as cooperatives capable of covering the initial investment costs and sustaining activities. In such instances, the sustainability of benefits was high. Similarly, the key government agencies (at the provincial level) with responsibility for long-term management are well-prepared and have sufficient resources. Indeed, as with the completed projects, the ongoing projects are embedded in government institutions and rely on government support for financial sustainability. **These government agencies and decentralized administrations are strong enough to ensure the sustainability of project benefits**, even if the CSPE noted a few challenges related to the maintenance of upland roads. However, the prospect of sustainability of the community-based organizations and user groups involved in NRM activities is poor, as these organizations were often informal and lacked the necessary structure and capacity.
20. **Scaling up** is rated moderately satisfactory. **Evidence suggests several positive scaling-up achievements through governmental institutions at the provincial level.** Project results (e.g. of innovations such as the shepherd shelters and forage crops, the pilot strawberry orchards initiative, erosion control, and afforestation) have been scaled within provinces. In several cases, scaling up by other partners has yet to happen. Additional follow-up on these opportunities is still needed.
21. **NRM and climate change adaptation** are rated moderately satisfactory. Overall, the country programme focused on NRM, rehabilitation of degraded lands and climate change adaptation, but results varied widely across the projects. Only the MRWRP had an explicit focus on environmentally sustainable land use and climate change adaptation, even if the project design did not benefit from a master watershed management plan and only targeted the micro-basin level. **MRWRP made significant contributions to restoring degraded lands, managing natural resources in upland areas, and managing watersheds in a way that benefited poor people inclusively and enhanced their resilience to climate change.** The CSPE found no reported negative effects on ecosystems resulting from project activities, which all supported climate change adaptation strategies through the diversification of economic opportunities.
22. Both IFAD's performance and that of the Government are rated moderately satisfactory. IFAD strengthened its presence in Türkiye over the evaluation period and also its approach to developing the COSOP and portfolio projects in an inclusive manner. Nevertheless, IFAD's visibility has been weakened by its location in Istanbul, as key national and international partners are based in Ankara. IFAD responded well to some challenges during the evaluation period (e.g. the Government's budget limitation policy and reallocation of resources after the earthquakes of February 2023) but could have done more to anticipate known risks in the country context (e.g. inflation and earthquake). While IFAD regularly conducted supervision and implementation support missions, it did not sufficiently outline and monitor the set-up and running of project steering committees.

23. The Government has demonstrated political and economic commitment to the IFAD-supported programme and has contributed significantly to the development and implementation of projects at both the central and the provincial levels. It has fulfilled its fiduciary responsibilities for financial management and procurement. Project management was responsive to contextual changes (including economic volatility and COVID-19) and adjusted the activities according to needs and priorities. However, the Government's strategic and operational support for the country programme has been provided by two different general directorates (under the same Ministry in charge of agriculture and forestry) with two different approaches and involving insufficient cross-learning. Furthermore, three of the four projects in the portfolio did not establish effective project steering committees and faced persistent problems with staffing, procurement and financial management systems, even given the partnership with UNDP (tasked with financial management of three out of the four portfolio projects).

Conclusions

24. IFAD's country strategy and programme appropriately prioritized support for upland and mountainous regions, which face heightened vulnerability to climate change, elevated economic poverty rates and rural-urban outmigration. The CSPE assessed as relevant: (i) the overarching theme of resilience in social and ecological livelihoods; (ii) the geographic targeting of upland/mountain areas; and (iii) the increasing efforts over time to target women, youth and nomadic groups. However, the absence of an explicit resilience framework tailored to the country and its intervention context undermined coherence among the specific themes addressed by the four evaluated projects.
25. Over the evaluated period (2016–2022), the strategic partnership between IFAD and the Government was solid, and this translated into effective operational involvement of government agencies within the targeted provinces. Nevertheless, strategic and operational partnerships were not diversified and the engagement on policy matters was insufficient. It seems clear that due to externalities that have negatively affected the Turkish economy in recent years, IFAD's support will remain pertinent and useful to support the Government's efforts to reduce regional economic disparities.
26. The programme contributed to increasing agricultural productivity and production, and to improving the sustainability and resilience of ecosystems. Similarly, the rehabilitation of degraded lands and afforestation positively supported better NRM, especially in the framework of a watershed management approach, even if the CSPE noted the lack of a master plan for watershed management. These results were instrumental in enhancing both the ecosystem and the economic resilience of smallholders' livelihoods. The programme achieved mixed results in increasing smallholders' incomes: the support provided for livestock production made a positive contribution to incomes, while the impact of the VCD support was limited.
27. Findings indicate gaps in strengthening social capital within targeted rural communities, although the sustainability prospects of the supported cooperatives are good. The programme's focus on community-based organizations was minimal, especially in terms of the management of natural resources. This was because the development of social-bonding and -bridging capital was not embedded explicitly within the programme strategy. This gap may be attributable to the lack of a resilience framework. Only the cooperatives supported by projects, which are usually managed by better-off farmers as private businesses, showed positive sustainability prospects. Additionally, the public institutions responsible for implementing the projects demonstrated strong capacity to sustain the projects' benefits.

Recommendations

28. The CSPE made the following recommendations for consolidating achievements and improving areas meriting further attention.
29. **Recommendation 1. Further prioritize, in the next strategy, the resilience of rural livelihoods in the mountain areas of Türkiye in an integrated manner by deploying innovative approaches that build on existing country potential in value chain segments.** To this end, it is crucial to develop a resilience framework, adapted to the operational contexts, that is aligned with an overarching theory of change for the COSOP. The framework should integrate ecosystem resilience through sustainable management of natural resources and climate change adaptation, as well as economic livelihood improvement through pro-poor value chain activities and access to markets.
30. **Recommendation 2. Leverage the strategic partnership between IFAD and the Government beyond portfolio oversight to foster engagement on policy matters and effective knowledge management for greater scaling up of results.** IFAD needs to identify the right entry points to engage in policy dialogue (informally and formally) that are aligned with the country context. Key strategic partners at the central and provincial levels should widen the space for IFAD to do this. Following the identification of entry points, IFAD should strengthen the country programme KM framework to improve performance in generating relevant knowledge and lessons, with the active involvement of government stakeholders. Organizing dialogue/discussions at the strategic and operational levels on knowledge generated (related to the policy themes identified) will be critical in identifying options for scaling up results and incorporating them into policy and strategic decisions. Engagement with diverse national and international players in the agricultural sector would also be useful for sharing perspectives on key topics of interest for IFAD's country programme. Learning events should be organized by the country team to help raise IFAD's visibility.
31. **Recommendation 3. Improve the inclusiveness of the country programme towards poor and vulnerable rural women, young men and young women.** In relation to gender, the programme should consider the following: (i) build on the success of the women-led cooperatives by bolstering support to increase and strengthen these cooperatives through financial, technical and managerial training to empower more women; (ii) in line with contextual challenges, ensure the collaboration and/or approval of men (relatives) in specific project activities exclusively targeting women, for example through learning visits; (iii) acknowledge, in the targeting approaches, the intersectional needs and interests of women by taking into account such factors as marital status, education level and presence of a disability; (iv) develop activities that improve men's and boys' perceptions of women's roles and their participation in agricultural activities in targeted communities. In relation to young people, the following improvements should be considered: (i) develop guidance for targeting rural young people with support that is specific to the intervention areas (considering their needs, interests and challenges); (ii) build on good practices for support to young people in the Turkish context (e.g. by promoting technologies to reduce drudgery, digital technologies, economic diversification); and (iii) adopting approaches that target youth who have returned to rural areas with good financial incentives to help them work in agricultural production, in line with VCD activities, and to access economic networks and social opportunities.
32. **Recommendation 4. Strengthen the programmatic approach in the delivery of IFAD's support and foster the learning culture to address persistent implementation challenges.** First, consolidate results achieved in the targeted intervention areas by providing continuous support over an extended period, taking into account the critical and specific contextual challenges addressed. Second, foster a culture of learning and continuous improvement as a unified

IFAD-supported programme under the MoAF, by reinforcing mechanisms to interact with and share experiences that involve stakeholders at central and decentralized levels. Additionally, enhance the programme's monitoring and evaluation systems to go beyond the capture of output data to also measure and report on outcomes and impact, ensuring consistent disaggregation by sex and age where possible. Finally, address the recurrent implementation challenges in procurement and steering committees, by learning from management methods that have already proved successful within the country programme.

Agreement at Completion Point

Introduction

1. In 2023 the Independent Office of Evaluation of IFAD (IOE) undertook a country strategy and programme evaluation (CSPE) of IFAD's engagement in the Republic of Türkiye. The CSPE covered the 2016 country strategic opportunities programme (COSOP) and four projects implemented between 2015 and 2022. The main objectives of the CSPE were to assess the results and performance of the IFAD strategy and programme and generate findings and recommendations to support the future partnership between IFAD and the Government of Türkiye for enhanced development effectiveness and sustainable rural development.
2. This agreement at completion point (ACP) contains the recommendations made in the CSPE report, which were accepted (in full or in part) by IFAD and the Government of Türkiye, as well as the proposed follow-up actions agreed on. The ACP is signed by the Government of Türkiye, represented by the Deputy Minister of Agriculture and Forestry on behalf of IFAD Governor of Türkiye, and IFAD Management, represented by the Associate Vice-President of the Programme Management Department. The signed ACP is an integral part of the CSPE report in which the evaluation recommendations are presented in detail and will be submitted to the IFAD Executive Board as an annex to the new country strategic opportunity programme. The implementation of the recommendations agreed upon will be tracked through the President's Report on the Implementation Status of Evaluation Recommendations and Management Actions, which is presented to the IFAD Executive Board on an annual basis by IFAD's Management.

Recommendations and follow-up actions

Recommendation 1: Further prioritize in the next strategy, the resilience of rural livelihoods in the mountain areas of Türkiye in an integrated manner, by deploying innovative approaches that build on the existing country potentials in value-chain segments. To this end, it is crucial to develop a resilience framework, adapted to the intervention contexts that is aligned with an overarching theory of change for the COSOP. The framework should integrate the ecosystem resilience through sustainable management of natural resources and climate change adaptation, as well as economic livelihoods improvement through pro-poor value chain activities and access to markets.

Accepted.

Proposed follow-up actions:

- The Government of Türkiye and IFAD agree on cooperating closely in the preparation of the new COSOP covering the period 2025-2030, with the aim of developing an inclusive and sustainable resilience framework which will benefit poor rural populations living in upland areas of the country, in particular those with the highest incidence of poverty.
- The new COSOP will conform with the key tenets of Türkiye's 12th National Development Plan (NDP, 2024-28) which envisions the country as an environmentally friendly, disaster-resistant, technologically advanced, and prosperous nation, with a focus on fair income distribution, consistent growth, and a strong economy.
- Bearing also in mind that the country's Medium term Plan (MTP, 2024-26) has accorded priority to 'healing the wounds of earthquakes and mitigating disaster risks', in identifying and designing the new Euphrates River Watershed Rehabilitation Project (FIRAT) which is expected to enter into force in early 2025, the Government of Türkiye and IFAD have considered the impact of the two strong earthquakes that hit the region on 6 February 2023 and resulted in the death toll of more than 50,000 people.

- In the design of future projects such as FIRAT that aim to alleviate, in part, the consequences of natural disasters, the risks and needs of mountainous regions and measures to increase the resilience to drought, forest fires and earthquakes will be considered.
- Due consideration will further be given to both Türkiye's National Pathway for Food Systems Transformation and upstream and downstream linkages in the agricultural sector, empowering farmers' organizations while promoting the use of technological solutions. Efforts will be exercised to involve the private sector for aggregation and marketing, as well as for providing technical assistance, in particular in providing technical advisory services assisting communities to enhance social capital and strengthen grassroots institutions with the aim, among other things, of enforcing norms and values that ensure sustainable management of natural resources such as rangelands.
- The above development approaches will bear in mind the need to address vulnerabilities through climate change adaptation and resilience-building interventions to sustainably manage the ecosystem natural resources while supporting livelihoods, ultimately transforming upland rural areas to stem migration and provide meaningful employment opportunities for women, youth and the rest of the population.
- During the elaboration of the new COSOP, we will continue to apply a consultative approach involving exchanges with local leaders, NGOs and stakeholders representing all segments of the society will be pursued to ensure that their feedback, and the needs of the rural people targeted through the interventions developed under the COSOP, are adequately considered.

Responsibility and timeframe: Government of Türkiye and IFAD Country Team, January 2025 onwards.

Recommendation 2: Leverage the strategic partnership between IFAD and the Government of Türkiye, beyond portfolio oversight, to foster engagement on policy matters and effective knowledge management for greater scaling up of results. It is necessary that IFAD identifies the right entry points to engage in policy debates (informally and formally) aligned with the country context, and key strategic partners at the central and provincial levels should widen the space for IFAD to do this. Following the identification of entry points, IFAD should strengthen the country programme KM framework for improved performance in generating relevant knowledge and lessons, with the active involvement of government stakeholders. Organizing debates / discussions at strategic and operational levels on knowledge generated (related to the policy themes identified) will be critical for the identification of options for scaling up positive results, as well as their incorporation in policy / strategic decisions. It will also be useful to engage with diverse national and international players in the agricultural sector, to share perspectives on key topics of interest for IFAD's country programme. Learning events should be organized by the country team to contribute to improving IFAD's visibility.

Partially accepted.

Proposed follow-up actions:

- Discussions will be held between IFAD and relevant stakeholders to change the perception of the Fund not being a prominent policy player compared to other development partners. Yet, challenges are likely to remain on the demand-side as stronger engagement on knowledge management and sharing will hardly suffice to bring about significant shifts in government policy approaches.
- As mentioned above, the Government of Türkiye and IFAD will work closely on the preparation of the COSOP 2025-2030. The existence of an adequate regulatory/policy environment for the improvement of agricultural producers' livelihoods, especially those who are not registered as farmers and other vulnerable smallholders living in upland regions such as women and youth, will be key to the full attainment of the expected COSOP objectives.
- To this end, IFAD will leverage its strategic partnerships at central and provincial levels and promote the Fund's visibility, with the aim of strengthening the country programme evidence-based knowledge management framework whilst identifying policy engagement entry points to increase the effectiveness of the Fund's activities in the agriculture and rural development sectors.
- Through monitoring and evaluation (M&E), evidence will be documented to ensure that proven good practices and lessons learned from ongoing and future investments are institutionalized in technical guidelines, regulations and eventual policy recommendations for sustainability and scaling up. Through existing monitoring and evaluation methodologies and comparative studies, the impact of policy decisions and implementation results will be assessed with the active involvement of programme participants, with the aim of fostering sustainability of programmes and underlying policies. Furthermore, future projects will ensure that knowledge management processes are incorporated in the designs to facilitate continuity and scaling of relevant methodologies and approaches.
- Of course, besides the generation and dissemination of knowledge products, it will be important for both IFAD and the Government of Türkiye to focus on the use of any such generated knowledge for decision-making processes in the context of the formulation of recommendations for new, or amendment of existing policy instruments whilst building an enabling institutional environment for evidence-based learning and knowledge-sharing.

Responsibility and timeframe: Government of Türkiye and IFAD Country Team, January 2025 onwards.

Recommendation 3: Improve the inclusiveness of the country programme towards poor/vulnerable rural women, as well as young men and young women. In relation to gender, the programme should consider the following points: (i) building on the success of supported women-led cooperatives, bolster support to increase and improve the women-led cooperatives, through financial, technical and managerial trainings to empower more women; (ii) in line with contextual challenges, ensuring the collaboration and/or approval of men (relatives) in specific project activities exclusively targeting women, e.g., learning visits; (iii) acknowledging in the targeting approaches, intersectional needs and interests of women, by accounting for differences, such as: age, marital status, education level, disability etc; and (iv) developing activities that improve perceptions (among men and boys) towards women's roles and their participation in agricultural activities in targeted communities. In relation to young people, the following improvements should be considered: (i) developing guidance for rural youth targeting and support, specific to the intervention areas (considering their needs, interests and challenges); (ii) building on good practices of youth support in the Turkish context (e.g., by promoting technologies to ease working effort, digital technologies, economic diversification,

etc.); and (iii) adopting approaches that target youth who have returned to rural areas, with good financial incentives to help them work in agricultural production, in line with VCD activities, and to access economic networks and social opportunities.

Accepted.

Proposed follow-up actions:

- The Government of Türkiye and IFAD appreciate IOE's recommendation and acknowledge that women's voice in public space is a key factor for changing social norms and attitudes justifying patriarchal attitudes which are still prevailing in many rural, upland areas of the country.
- To this end, strengthened efforts will be exercised to reach out to women and afford them economic and social empowerment opportunities through the promotion of income generating activities, encouraging at household level the importance of women having a say on spending modalities of the earnings from their work, and the benefit thereof to overall household improvement. Project teams will build awareness, capacity, confidence and determination in generating as many positive benefits as possible for women, as they do for men, including through gender-sensitive trainings tailored for individual women farmers or members of women-led cooperatives, or learning visits.
- Project teams will be invited to rely on highly qualified gender and targeting specialists who will be guided by adequate social inclusion strategies, elaborated to cover the specific needs of nomad female beneficiaries, and people with disabilities, or those with low levels of education, promoting actions in line with IFAD's three gender policy objectives: economic empowerment, more equal voice and equitable workloads.
- Current and future projects will also pay greater attention to addressing factors of discrimination (intersectional aspects) such as ethnicity, age and disabilities pursuant to state-of-the art GEWE assessments.
- IFAD and the Government of Türkiye further acknowledge that high disparity in relative poverty rates persists in Türkiye. In general, upland mountainous areas, which are more vulnerable to climate change burdens as well, have higher rates of economic poverty and are subject to rural-urban outmigration, a phenomenon which affects primarily the younger population. As during the upcoming COSOP period (2025-2030) IFAD is likely to focus on such remote mountainous regions, increased attention will be paid to overcoming the unfavourable socio-economic conditions thereof, including high youth unemployment, lack of quality public services, as well as a non-supportive environment and a lack of opportunities for personal growth and professional development.
- To this end, women, youth and very poor households will be consulted to ensure that future programme activities take into consideration their specific needs. In particular, from a youth perspective, future IFAD-financed investments in the country will aim, among other things, at addressing youth-specific challenges by providing orientation, mentoring and coaching support to young men and women to: (i) identify the skills required to enter the job market and access relevant training offered by the public sector; and (ii) develop their business ideas and enable them to access start-up capital and technical advisory support. Merit will be given to enabling youth to access financial support from the project ongoing government grant schemes to engage in agriculture as a business. Youth interested in vocational training may be supported to form groups and linked to vocational training centres.
- It is expected that such efforts will result in increased access of youth to job and entrepreneurship opportunities in the agriculture and wider rural sector, both on- and off-farm, thus stemming and in the best-case scenarios reversing

rural-urban migration. To increase the social capital of rural youth, support will be provided thereto to increase their access to Information and Communication Technology (ICT) and the adoption of on-farm smart irrigation technologies, including digital solutions that will enhance water-use efficiency.

- Project funds for women and youth entrepreneurship will support innovative and sustainable business ideas in rural areas to establish new or expand existing businesses, thus increasing the economic independence of women and young entrepreneurs whilst reducing gender inequality and youth unemployment.

Responsibility and timeframe: Government of Türkiye and IFAD Country Team, January 2025 onwards.

Recommendation 4: Strengthen the programmatic approach in the delivery of IFAD's support, and foster the learning culture, to address persistent implementation challenges. First, consolidate results achieved in the targeted interventions areas, by providing continuous support over a significant period, taking into account the critical and specific contextual challenges addressed. Second, foster the learning culture and the continuous improvement as one IFAD supported programme under the MoAF, by reinforcing mechanisms to interact and share experiences that involve stakeholders at central and decentralized levels. Additionally, enhance the programme's M&E systems to go beyond the capture of output data to also measure and report on outcomes and impact, ensuring consistent disaggregation by sex and age, where possible. Finally, address the recurrent implementation challenges in procurement and steering committees, by learning from management methods that already proved to be successful within the country programme.

Accepted.

Proposed follow-up actions:

- IFAD and the Government of Türkiye concur on the need to foster programmatic approaches for increased impact as efforts are jointly exercised to achieve the SDGs. In this regard:
- Considering the ongoing IFAD-financed projects implemented in the country, it will be important to provide continuing support to facilitate beneficiaries' transition from a semi subsistence agriculture to a more commercialized agriculture which treats farming as a business. A judicious combination between off-farm investments (e.g. irrigation infrastructure) and on-farm developments enabling increased agricultural productivity will increase the sustainability prospects of ongoing or future operations in the country.
- Ongoing and future knowledge management activities will place particular emphasis on the sustained anchoring of technical and managerial knowledge among supported upland farmers and entrepreneurs which apart from helping in increasing productivity will also contribute to improved visibility of the Government of Türkiye and IFAD and enhance post-project sustainability. To this end, efforts will be exercised to elaborate various knowledge management products and platforms taking into account the knowledge and communication needs of all key stakeholders, including programme participants (small farmers, women, youth, MSMEs) and implementing agencies at both central and regional levels. Several tools could be used for these initiatives such as fairs, roundtable discussions, networks, social media platforms, radio programmes or newsletters. Furthermore, the merits of establishing a "Sustainable Innovation and Cooperation Platform" within ongoing IFAD-financed projects in the country will be jointly assessed by Government of Türkiye and IFAD to provide an environment where stakeholders such as government institutions, NGOs, private sector representatives, academic

institutions and others can share experiences, develop innovative solutions, and explore cooperation opportunities.

- M&E systems for future programmes will be developed to cover periodic measurement of project results - activities, outputs, outcomes and impact - in relation to agreed targets to monitor implementation performance, AWPB execution, outreach and effectiveness of the targeting strategy, including disaggregated by gender and age. Emphasis will be given to monitoring outreach and physical progress for each key output, as and when they delivered.
- It is noted that Türkiye has a public procurement law aimed at increasing the functionality of purchasing processes. However, the Procurement Risk Analysis of the FIRAT project revealed a Medium/Moderate Risk Rating at both Inherent and Residual levels. Such rating will constitute the basis for setting the procurement thresholds in The Project Procurement Arrangements (PPA) and reflected in the Procurement Implementation Manual, which will also be informed by successful practices implemented in earlier operations. Based on a positive assessment of the Turkish procurement framework (The Public Procurement Law (PPL) No. 4734 and the Public Procurement Contracts Law (PPCL) No. 4735) and in line with experiences in previous/ongoing IFAD Projects in Türkiye, procurement for the Euphrates River Watershed Rehabilitation Project will be conducted in accordance with the provisions of the Turkish Public Procurement Law to the extent such are consistent with the IFAD Project Procurement Guidelines and IFAD Procurement Handbook.
- Last, but not least, it is noted that while Türkiye has undergone major transformation in the public sector management, implementation challenges remain. Institutional changes or frequent changes in the management of institutions may occur at the central, regional and provincial levels with effects on implementation arrangements and the timeliness for achieving project development objectives. Implementation risk will be reduced by assessing the merits of: (i) establishing a functioning PSC that will ensure proper coordination among project implementing partners and smooth flow of funds, as appropriate; and (ii) mobilizing service providers for facilitating grassroots processes and institutions promotion/strengthening and providing technical assistance.

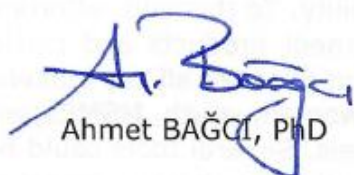
Responsibility and timeframe: Government of Türkiye and IFAD Country Team, January 2025 onwards.

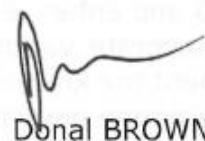
Signed in Ankara on 12.07.2024

Signed in Rome, on 17/07/24

For the Government of Türkiye,
Deputy Minister for Agriculture and Forestry

For the International Fund for
Agricultural Development (IFAD),
Associate Vice-President – PMD


Ahmet BAĞCI, PhD


Donal BROWN

Republic of Türkiye

Country strategy and programme evaluation

I. Background

A. Introduction

1. In line with the Revised IFAD Evaluation Policy (2021)¹ and as approved by the IFAD Executive Board in December 2022,² IOE undertook a country strategy and programme evaluation (CSPE) of IFAD's financing in the Republic of Türkiye. The main objectives of the CSPE, in accordance with the IFAD Evaluation Manual (2022), were to: (i) assess the results and performance of the IFAD strategy and programme; and (ii) generate findings and recommendations to steer the future partnership between IFAD and Türkiye for enhanced development effectiveness and sustainable rural development. Thus, the findings, lessons and recommendations of the evaluation will inform the preparation in 2024 of the new country strategic opportunities programme (COSOP) of the country which reached the threshold to undergo the IFAD graduation process in 2021.³
2. The last country programme evaluation (CPE) conducted by IOE in Türkiye was published in 2016, which covered the period from 2010 to 2015. Consequently, this CSPE covers the period 2015-2022. Other IOE products produced in the country during the CSPE period include one project performance evaluation (PPE) and one project completion report (PCR) validation. This evaluation provides an opportunity to review the extent to which the recommendations of the 2016 CPE were implemented, and how the programme performance changed thereafter and why.
3. IFAD has been supporting operations in Türkiye since 1982 and has approved 11 loan-funded projects (see details in annex III) with a total cost of US\$804 million, of which IFAD has financed US\$260 million (table 1). The total estimated cost of the four investment projects covered by the CSPE amounts to US\$233.2 million, of which US\$136.6 million was financed by IFAD, and the balance came from the Government of Türkiye and other cofinanciers, including domestic banks and beneficiaries.

¹ Revised IFAD Evaluation Policy available at: <https://ioe.ifad.org/documents/38714182/44701795/Evaluation+Policy+2021.pdf/a8e814af-03c9-f497-21c1-d3c318749a11>.

² See EB2022/137/R.3 <https://webapps.ifad.org/members/eb/137/docs/EB-2022-137-R-3.pdf>.

³ IFAD Graduation Policy, 2021: <https://webapps.ifad.org/members/eb/133/docs/EB-2021-133-R-5.pdf>. According to this policy, IFAD should engage in a graduation process with a Member State that reaches the IFAD graduation threshold and has remained at that level for at least three consecutive years. A new (or updated) COSOP is a key step that enables the country's trajectory towards achieving graduation from IFAD finance to be defined and describes the country's capacity in this process.

Table 1
Snapshot of IFAD operations in Türkiye since 1982

First IFAD-funded project	1982
Number of approved loans since 1982	11
Ongoing projects in 2023	2
Total amount of all lending projects since 1982 (x1000)	US\$804 507
IFAD financing since 1982 (x1000)	US\$260 000
International cofinancing amount since 1980 (x1000)	US\$41 254.650
Estimated total cost of the four projects (2016-2022) (x1000)	US\$232 200
Amount of IFAD's lending in four projects (2016-2022) (x1000)	US\$136 656.6
Lending terms	Ordinary
COSOPs	2006, 2016

Source: IFAD Oracle Business Intelligence.

B. Scope, methodology and processes

Evaluation scope

4. **Scope and criteria.** In line with the evaluation objective (above), the CSPE assessed the overall strategy (implicit and explicit), non-lending activities (knowledge management, partnerships, policy dialogue and grants), the performance of loan-financed operations (portfolio of projects), and the performance of partners (Government of Türkiye and IFAD) in managing the country strategy and programme. These aspects were assessed using the evaluation criteria of relevance, coherence, effectiveness, efficiency, impact, gender equality and sustainability (presented in annex I). For each criterion, the CSPE rated the performance on a scale of 1 (highly unsatisfactory) to 6 (highly satisfactory).⁴
5. **Strategic aspects.** These entailed ascertaining the relevance of IFAD's strategic choices, positioning and comparative advantage vis-à-vis other development partners, as well as the complementarity and synergy that all these enable. Key strategic orientations foreseen by the 2016 COSOP included policy engagement to reinforce the pro-poor and gender focus of Government of Türkiye policies, strategies and programmes, and prioritizing the remote and marginalized areas in mountain zones. Strategic themes identified included: the access of productive poor people to markets, natural resources management (NRM) and climate change resilience. Additionally, the CSPE ascertained the extent to which IFAD's support will remain pertinent for Türkiye in the near future, considering economic challenges faced by the country due to various shocks (e.g. rising inflation and the earthquake of 6 February 2023).
6. **Portfolio evaluability.** The evaluability of projects was linked to their implementation progress, as presented in table 5. Therefore, the first two projects were assessed according to all evaluation criteria, while the last two were assessed for selected criteria.

⁴ The standard rating scale adopted by IOE is: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory.

Table 2
Evaluability portfolio projects

Project ID	Project name	Approval date	Effective date	Completion date	Closing	Criteria covered
1100001492	Ardahan-Kars-Artvin Development Project (AKADP)	17/12/2009	02/07/2010	30/09/2017	31/03/2018	All criteria
1100001623	Murat River Watershed Rehabilitation Project (MRWRP)	13/12/2012	15/02/2013	30/06/2022	31/12/2022	All criteria
2000000812	Goksu Taseli Watershed Development Project (GTWDP)	12/12/2015	26/05/2016	30/06/2023 (initial) 30/06/2025 (current)	31/12/2025	All criteria, except impact and sustainability
2000001409	Uplands Rural Development Programme (URDP)	11/12/2017	05/03/2018	31/03/2023 (initial) 31/03/2027 (current)	30/09/2027	Relevance, coherence, effectiveness, and efficiency.

Sources: Design and completion reports.

7. **Non-lending activities.** The CSPE assessed non-lending activity results in line with intentions outlined in the 2016 COSOP, as well as for unplanned activities. In relation to knowledge management (KM), the COSOP foresaw the delivery of a thematic study on sustainable development and poverty alleviation in mountainous ecosystems, to draw lessons from IFAD-supported projects in the mountainous zones of Morocco and Türkiye, in the framework of South-South and Triangular Cooperation (SSTC).⁵ Additionally, the COSOP intended to support the Government of Türkiye in generating knowledge on the impact of matching grants and subsidy programmes in terms of the performance of government support.⁶
8. In relation to partnership development, the intent was to strengthen strategic and operational partnerships with key national players (central ministries and regional directorates), the Turkish Cooperation and Coordination Agency, donors and community-based organizations. There was also the intention to enhance partnerships with private actors, as government-led rural development programmes were unable to attract private investment in value chains in the upland areas.
9. Policy engagement activities were considered to facilitate the access of poor farmers (women, youth and marginalized farmers) to Government of Türkiye support and to enable their participation in national policy processes.
10. **Performance of partners.** The CSPE assessed the extent to which: (i) IFAD performed its supervisory and advisory functions; and (ii) the Government of Türkiye has played its management and oversight roles for efficient and effective delivery of the country programme in achieving results. This entailed an assessment of the implementation of their respective responsibilities in design, implementation support, monitoring, and evaluation, overcoming bottlenecks, addressing challenges and managing risks.

Evaluation questions, theory of change and topics

11. **Evaluation questions.** The CSPE answered the following overarching questions: (i) To what extent have IFAD's country strategy and programme, through its supported operations, produced tangible results and contributed to changes in improving rural

⁵ The 2016 COSOP outlined some SSTC initiatives whose implementation will be assessed.

⁶ One weakness identified in the 2016 COSOP was the excessive reliance on subsidies and support programmes by the ministry in charge of agriculture to create change in agriculture; and therefore, this became the main focus of activities.

livelihoods sustainably in the upland areas of Türkiye? (ii) What were the key lessons learned for the development of a new COSOP, for the future partnership between IFAD and the Government of Türkiye? Aligned with these overarching questions, the CSPE defined specific questions by evaluation criterion (presented in annex II).

12. **Theory of change (ToC).** The evaluation applied a theory-based evaluation approach to assess possible causal relationships between different elements of the country strategy and programme. The evaluation team then reconstructed a ToC (presented in annex VIII),⁷ which includes three main pathways that enable the contribution of the IFAD-supported programme to reduce rural poverty in Türkiye, considering the main contextual challenges.⁸
13. The first pathway was the increase of the incomes and livelihoods of productive poor farmers through supporting improved post-production, access to markets and nutrition-sensitive activities. The second pathway was the increase of crop and animal productivity and production through adequate support downstream, including for the adoption of intensive but sustainable farming practices. The third impact pathway was ensuring the sustainability and resilience of agricultural ecosystems in the uplands by supporting the promotion and adoption of conservation and climate-smart practices and approaches. In all support efforts, women and youth were critical targets for the creation of job opportunities and to reduce outward migration. A key assumption was to capitalize on the Government of Türkiye's agricultural policy framework and its efforts to reduce economic disparities between urban and rural Turkish regions.
14. **Analytical themes.** Considering the focus of the country programme, the CSPE identified key themes that deepened the analysis. These themes are: (i) the strategic niche and comparative advantage of IFAD in Türkiye; (ii) access of the productive poor to markets; (iii) promoting gender equality and women's empowerment; and (iv) the empowerment of the youth (details are in annex IX).

Methodology

15. **Methodological steps.** The CSPE applied a mixed methods approach based on qualitative and quantitative data collected from various sources. Table A11 in annex IX presents the main methodological building blocks, including an in-depth desk review, virtual interviews, field visits, key informant interviews, geospatial data, secondary data analysis and results interpretation. These activities were not strictly sequential.
16. **Evaluation processes.** Aligned with the methodological building blocks, the conduct of the CSPE followed the following steps:
 - a. **Preparatory/inception phase.** This entailed a desk review and virtual meetings with national stakeholders. At the end of this stage, the CSPE team prepared internal working papers which guided further inquiry during the main mission.
 - b. **Main mission in the country.** The CSPE's main mission was implemented in the country from 1 to 14 July 2023 to gather data on programme results and end users' perspectives on the programme's performance. The team visited selected intervention sites and met with diverse stakeholders in the capital and field locations. A purposeful selection of intervention sites to visit was done with a stronger focus on ongoing projects (URDP and GTWDP), followed by

⁷ The first draft used inputs from the programme documents, which were later discussed with the key programme actors and subsequently revised as necessary.

⁸ The challenges were: weak linkages between productive poor and markets; imbalance of public focus; low private sector investment in remote highland areas; gender inequalities; degradation of natural resources; high vulnerability to climate change and natural hazards; and the uplands suffering rural outmigration.

AKADP and MRWRP,⁹ with the intention to cover diverse situations.¹⁰ The URDP includes intervention sites in areas affected by the recent earthquakes but affected areas were not visited by the CSPE team due to challenges associated with the earthquakes.¹¹ A debriefing meeting was organized on 13 July to share preliminary findings with the main stakeholders.

- c. **Draft report and review.** The team analysed field data gathered and triangulated from various sources to generate findings and prepare the draft report. The questions listed in the evaluation framework guided the analysis and helped to draw up the main conclusions and recommendations. After an internal, thorough IOE peer review, the draft report was shared with the Government of Türkiye and IFAD for review and comment.
 - d. **Report finalization and dissemination.** IOE finalized the CSPE report, after engagement with IFAD and Government of Türkiye stakeholders, and prepared audit trails explaining how comments were addressed. A national in-person workshop was organized on 16 April 2024 in Ankara to discuss key findings and recommendations of the CSPE.
 - e. **Agreement at completion point (ACP).** Following the completion of the CSPE, the ACP, the document summarizing follow-up actions on the CSPE recommendations agreed by IFAD and the Government will be signed by the representatives of IFAD Management and the Government of Türkiye (to be published in the final CSPE report). IOE is not responsible for preparing the ACP but facilitates the process.
17. **Limitations.** Only one set of rigorous impact assessment results was available for one project among the two completed.¹² This limited the ability to draw conclusions on contributions to long-term changes and impacts of the country programme overall. Moreover, challenges linked to the locations of project sites in different regions and the earthquake aftermath situation limited the choice of project sites that the CSPE team could visit. In light of these limitations, the team triangulated using diverse sources of data and information, where accessible, before concluding.

Key points

- This is the second country evaluation of IFAD's support in the Republic of Türkiye. The previous one was conducted in 2015 and published in 2016. This CSPE assessed the period between 2016 and 2022 and covered four investment projects (two completed and two ongoing).
- The total cost of the investment portfolio covered in this CSPE is US\$233.2 million, of which US\$136.66 million was financed by IFAD.
- The scope of the evaluation included an assessment of the country strategy and the performance of the portfolio, non-lending activities and partner performance (IFAD and the Government of Türkiye).
- The evaluation applied a theory-based model and a mixed methods approach including qualitative and quantitative data. Data was triangulated from various sources to generate findings, conclusions and recommendations.

⁹ As AKADP has been the subject of an IOE project performance evaluation, the team exploited information and findings already available. MRWRP and GTWDP have not been subject to any prior independent evaluations, nor impact assessments.

¹⁰ In addition to meetings in Ankara and Istanbul, the evaluation team visited intervention sites in Konya, Sinop, Kastamonu, Elazığ and Kars for primary data collection.

¹¹ On 6 February 2023, two earthquakes with magnitudes of 7.8 and 7.5 heavily affected the south-eastern provinces of Adıyaman, Hatay, Kahramanmaraş, Kilis, Osmaniye, Gaziantep, Malatya, Şanlıurfa, Diyarbakır, Elazığ and Adana in southern and south-eastern Türkiye, resulting in 50,783 deaths and up to 107,000 injured residents. An estimated 3 million people have been displaced, according to the International Organization for Migration's 2023 Earthquakes Displacement Overview. <https://reliefweb.int/report/turkiye/iom-2023-earthquakes-displacement-overview-turkiye-march-2023>.

¹² Conducted by the IFAD Research and Impact Assessment Division (RIA).

II. Country context and overview of IFAD's strategy and operations

A. Country context

Socio-economic and social development indicators

18. **Geography and demography.** Türkiye is a country located between the Mediterranean Sea and the Black Sea, in Southeastern Europe and Southwestern Asia.¹³ Its largest city is Istanbul, and the national capital is Ankara. The country has a total area of 785,350 km² (303,225 mi²) and 7,200 km (4,473.9 mi) of coastline,¹⁴ making it one of the largest countries in Asia and the 37th largest country globally. Türkiye is bounded on the north by the Black Sea, on the north-east by Georgia and Armenia, on the east by Azerbaijan and Iran, on the south-east by Iraq and Syria, on the south-west and west by the Mediterranean Sea and the Aegean Sea, and on the north-west by Greece and Bulgaria. Türkiye has a population of 84.78 million people (in 2021),¹⁵ and currently hosts the largest refugee population in the world, with an estimated 3.5 million refugees as of February 2023.¹⁶
19. **Administrative set-up.** Administrative decentralization divides Türkiye into 81 provinces and, under these, 957 districts. There are seven geographical regions in the country. These include Eastern and South-eastern Anatolia in the east, the Black Sea in the north, Central Anatolia and the Mediterranean in the south), and Marmara and the Aegean in the west.¹⁷
20. **Political situation.** Since early 2015, Türkiye has experienced a series of political challenges, including a cabinet reshuffle in May 2016, and a failed coup d'état in July 2016. In the aftermath of the failed coup, a state of emergency was instituted, leading to drastic political changes. In April 2017, a set of constitutional reforms was approved establishing an executive presidency with strong oversight on national policies. In July 2018, the long-standing parliamentary system was transformed into a centralized presidential system. Important changes were also made in the structure of some of the ministries, reducing their number. A national election held on 14 May 2023 led to a run-off election held on 28 May 2023. The election resulted in a win for the ruling Justice and Development Party.
21. **Economy.** According to the World Bank, Türkiye is an upper-middle-income country, with a GDP in 2021 of US\$819.04 billion (current US\$) and a GDP per capita of US\$9,661.2, which recorded a decrease from 2015 (table 3). The country is ranked 19th among the largest economies worldwide, based on the GDP values in 2021.¹⁸ The GDP growth rate was 11.4 per cent in 2021. The decline in GDP per capita from 2010 to 2021 is due to the decline in trade balance in the stipulated period,¹⁹ following the coup attempt and political reform impacts since 2016. Türkiye has experienced significant currency devaluation and high inflation since the coup. The Turkish Central Bank (Türkiye Cumhuriyet Merkez Bankası) reports that the Consumer Price Index change was 71.98 per cent on average in 2022 versus 19.42 per cent in 2021.²⁰ More data on the vulnerability of the Turkish economy, as well as contributing internal and external factors, are presented in annex V.

¹³ European (or Balkan) Turkey is relatively small compared to the Asian part, the Anatolian Plateau, which is a large peninsula.

¹⁴ Worlddata.info Asia-Türkiye 2022.

¹⁵ World Bank (2021).

¹⁶ UNHCR (2023) Registered Syrian Refugees. <https://data.unhcr.org/en/situations/syria/location/113>.

¹⁷ <https://portal.cor.europa.eu/divisionpowers/Pages/Türkiye.aspx>.

¹⁸ <https://www.worlddata.info/largest-economies.php>.

¹⁹ <https://www.macrotrends.net/countries/TUR/Türkiye/trade-balance-deficit>.

²⁰ Consumer Price Index(2003=100)(TURKSTAT):

<https://www.tcmb.gov.tr/wps/wcm/connect/EN/TCMB+EN/Main+Menu/Statistics/Inflation+Data/Consumer+Prices>.

Table 3
Key economic development indicators

Indicator	2010	2015	2020	2021
GDP per capita (current USD)	10 614.98	10 851.95	8 561.06	9 661.24
GDP growth (annual %)	8.4	6.1	1.9	11.4
Tax revenue (% of GDP)	16.9	14.34	17.64	22.8
Exports of goods and services (% of GDP)	21.2	25.2	28.7	35.3
Imports of goods and services (% of GDP)	25.5	26.6	32.2	35.5
Foreign direct investment, net inflows (% of GDP)	1.2	2.2	1.1	1.6
Central government debt % GDP	45.1	29.1	42	NA
Agriculture value added % GDP	9	6.9	6.7	5.5
Industry value added % GDP	24.5	27.8	28	31.1
Services value added % GDP	64.5	63.5	64.2	62.8

Source: World Bank.²¹

22. **Poverty.** Türkiye has made progress in reducing poverty in recent years. World Bank indicators show that the proportion of the Turkish population living below the national poverty line decreased from 18.5 per cent in 2005 to 14.3 per cent in 2015 but increased to 15 per cent in 2019. The Turkish Statistical Institute (TurkStat) estimates of income poverty (the percentage of households with less than 50 per cent of median disposable income) were 15.0 per cent in 2020, down from 16.1 per cent in 2011.²² Eastern Türkiye is the least developed part of the country with the lowest incomes and western Türkiye has the highest incomes. Households at risk of poverty are found in different parts of the country, but more in upland areas (figure 1). About 7.3 million people (9.5 per cent of the population) live in forest villages located mainly in the uplands and they are among the poorest in the country (COSOP 2016). The Gini coefficient index was 41.9 in 2019 against 41.7 in 2017, reflecting a moderately high wealth inequality, which is significantly higher when compared to neighbouring countries.²³ Sub-indicators for educational attainment and health/survival are very high (97.3 per cent and 96.6 per cent respectively). The labour force participation rate is 32 per cent (up from 25 per cent in 2005).²⁴

²¹ World Bank data can be found in full at: <https://data.worldbank.org/indicator/NV.IND.MANF.CD?locations=TR>.

²² The at-risk-of-poverty-rate, according to the poverty threshold set at 60 per cent of median equivalized household disposable income, was 21.9 per cent in 2020.

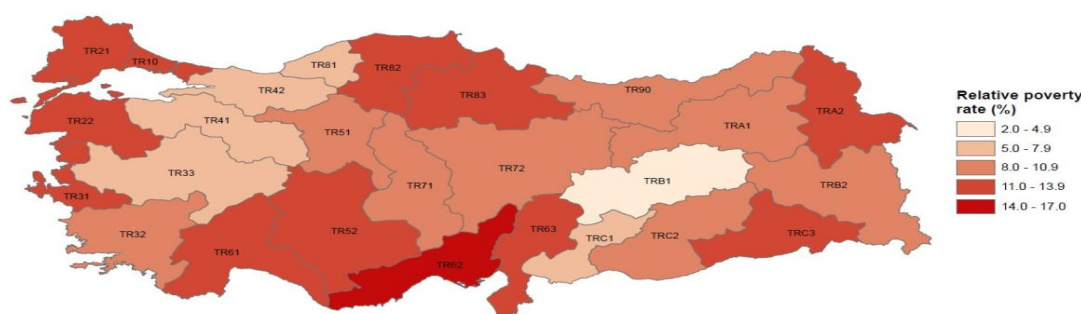
See <https://data.tuik.gov.tr/Bulten/Index?p=Income-and-Living-Conditions-Survey-2020-37404>.

²³ Compared to 26.6 (2005) for Azerbaijan, 25.2 (2020) for Armenia and 34.5 (2020) for Georgia which border Türkiye.

²⁴ World Bank (2021) female labour force data (as a percentage of the total labour force): <https://data.worldbank.org/indicator/SL.TLF.TOTL.FE.ZS?locations=TR>.

Figure 1
Income and poverty levels across Türkiye

Relative at-risk-of-poverty-rate by 50% of median income (%), SR Level 2, 2021



Source: Turkish Statistical Institute.²⁵

23. **Human Development Index (HDI).** According to UNDP data, Türkiye's Human Development Index (HDI) value for 2021 was 0.838, which put the country in the very high human development category, positioning it at 48 out of 191 countries and territories. Between 1990 and 2021, Türkiye's HDI value changed from 0.600 to 0.838, an increase of 39.7 per cent. Key drivers of this improvement were life expectancy at birth (which improved by 8.3 years), the mean years of schooling (which improved by 4.2 years), expected years of schooling (improved by 9.3 years), and the gross national income per capita, which increased by 138.7 per cent between 1990 and 2021.²⁶
24. **Nutrition and food security.** According to the Global Food Security Index of 2022, Türkiye ranked 49 out of 113 countries with a score of 65.3, with its best rankings (26th) obtained for food quality and safety and sustainability/adaptation, while the lowest score was for food affordability (81st).²⁷ The prevalence of undernourishment in the total population was reported to be less than 2.5 per cent in 2022, and the prevalence of stunting (chronic malnutrition) among children under five years old was estimated to be 5.5 per cent in 2020. The Report on the State of Food Security and Nutrition in the World in 2023 found the national prevalence of wasting to be 1.7 per cent.²⁸
25. **Gender equality.** Nearly half (49.8 per cent) of the Turkish total population are women.²⁹ The country ranks 124th (out of 145 countries) with a 63.9 per cent score in the Global Gender Gap Index of 2022, lagging at the bottom of central Asian countries.³⁰ The worst gender gap sub-indicators are economic participation and opportunity for women, and political empowerment. Women still have limited participation in governance and very limited access to and control over resources including land and finance.³¹ There are numerous other challenges related to gender equality in Türkiye, presented in box A1 in annex V.
26. **Youth employment.** Türkiye has a young and dynamic population with 48.3 per cent of the population being under the age of 30, and 24.4 per cent being

²⁵ For further details see: <https://data.tuik.gov.tr/Bulten/Index?p=Income-and-Living-Conditions-Survey-Regional-Results-2021-45582&dil=2>.

²⁶ <https://hdr.undp.org/data-centre/specific-country-data/#countries/TUR>.

²⁷ See <https://impact.economist.com/sustainability/project/food-security-index/explore-countries/turkey>.

²⁸ <https://data.worldbank.org/?locations=TR-7E>.

²⁹ <https://eurydice.eacea.ec.europa.eu/national-education-systems/Türkiye/population-demographic-situation-languages-and-religions>.

³⁰ After Azerbaijan (68.7 per cent), and Tajikistan (66.3 per cent). Global Gender Gap Report 2022, World Economic Forum.

³¹ The participation rate was 12.4 per cent for illiterate women, 24.1 per cent for women who left education before high school, 29.9 per cent for women who finished their education with high school, 37.0 per cent for women whose highest educational level was at vocational high school and 65.6 per cent for women who attended higher education. <https://data.tuik.gov.tr/Bulten/Index?p=Istatistiklerle-Kadin-2021-45635&dil=2>.

between the ages of 15-29.³² According to TurkStat data, the labour force participation rate for young people aged 15 to 24 was 43.0 per cent in December 2021, while the unemployment rate was 20.8 per cent (17.9 per cent for men and 26.1 per cent for women). About 19 per cent of young people were employed in agriculture, 33 per cent were employed in industry, and 48 per cent in the service sector.³³

27. **Incidence of conflicts and natural disasters.** The civil war in neighbouring Syria has caused significant challenges for Türkiye. The large influx of Syrian refugees (estimated to be 3.5 million) has led to a significant demographic shift in the country. At the same time, the war in Ukraine has led to increased risks to the Turkish economy and rural sector due to its reliance on oil and gas imports. Energy prices have increased significantly in 2022, but in comparison to EU countries, Türkiye has been less affected by the war's resulting energy cost increases.³⁴ Türkiye is also highly prone to earthquakes due to its position spanning multiple tectonic plates. In the past, the country has experienced frequent earthquake activity. The most recent took place on 6 February 2023 in Southern Türkiye, with significant impacts.³⁵ A detailed description of the incidence of conflicts and natural disaster in the Turkish economy is presented in annex V.

Agricultural sector and rural development challenges

28. **Importance of agriculture.** The agriculture sector is important for the Turkish economy. Türkiye is one of the largest agricultural economies worldwide, exporting approximately US\$16.9 billion in agricultural products annually (FAO 2021).³⁶ It is one of the world's leading producers and exporters of vegetable products, including apricots, cherries, chestnuts, figs, hazelnuts, olives, tea and tobacco.³⁷ In 2020, the sector contributed up to 5.5 per cent to national GDP. Approximately 23 per cent of the population lives in rural areas, and 18 per cent of the total employment (25 per cent of females and 15 per cent of males) comes from the sector (World Bank indicators).
29. **Crop production and challenges.** The country has three distinct climatic regions: Mediterranean, oceanic and continental climate,³⁸ allowing the production of a diversity of crops.³⁹ Crop production accounted for 53 per cent of the total Turkish agricultural production in 2020 (OECD).⁴⁰ One of the most important problems for sustainable agricultural land use in Türkiye is land fragmentation,⁴¹ primarily due to the cumulative impact of the inheritance laws that divide land equally between inheritors. Land fragmentation dissuades farmers from investing in appropriate technologies, restricts access to irrigation, limits the choice of crops and timely agronomic operations, and increases production costs (COSOP 2016). Additionally, agricultural producers lack the contemporary technologies and decision-making tools (for efficient cropping patterns) necessary for improving and sustaining the agricultural productivity. This challenge is exacerbated by water shortages, partly

³² See: <https://national-policies.eacea.ec.europa.eu/youthwiki/chapters/Türkiye/overview>.

³³ Türkiye 2016 COSOP.

³⁴ IFAD (2022). Türkiye 2016 COSOP results review.

³⁵ According to the statement released by the government dated 5 March, a total of 45,968 people lost their lives, of whom 4,267 were under temporary protection status. Over 214,000 buildings had collapsed or were heavily damaged.

³⁶ Digital Agriculture Profile 2021, Türkiye.

³⁷ <https://www.oecd.org/fr/turkiye/evaluationdesreformesdelapolitiqueagricoleenturquie.htm>.

³⁸ There are significant differences in climatic conditions between regions. The inland Anatolian plateau experiences extremes of hot summers and cold winters with limited rainfall. The Aegean and Mediterranean coasts have milder climates with cool, rainy winters and hot, moderately dry summers.

³⁹ Major crops are cereals (wheat, barley, and maize), sugar beet, cotton, potatoes, fruit and vegetables (especially apples, citrus, grapes, figs, hazelnuts, olives and tea).

⁴⁰ Approximately 49 per cent of the country's land (366,620 sq. km) is considered as agricultural land, of which 28.9 per cent are forest areas. Only 4.6 per cent of the land areas are used permanently for cropping, according to World Bank data: <https://data.worldbank.org/indicator>.

⁴¹ S. Hayran, A. Gul, and M. A. Saridas (2018), Farmers' sustainable agriculture perception in Türkiye: The case of Mersin province. NEW MEDIT N. 3/2018.

due to inefficient water usage in irrigation systems, which are mostly based on gravity (with open canals).⁴²

30. **Livestock production and challenges.** Animal production contributed 47 per cent to the total agricultural production in 2020 (OECD). The sub-sector remains the source of raw materials for meat, woollen textile and leather industries.⁴³ Despite a large number of animal heads, low feeding levels due to expensive feed inputs led to significantly low productivity per animal, especially for cattle. Feed costs are a major challenge for the livestock industry in Türkiye, accounting for 80 per cent of total expenditures.⁴⁴ The presence of animal diseases, especially foot and mouth disease, brucellosis and tuberculosis further pose challenges for producers.
31. **Natural resources and climate change.** Türkiye's legislative approach to forest resources, the environment and biodiversity is centred around safeguarding natural assets, particularly emphasizing sustainability.⁴⁵ Negative situations including illegal forest clearing, heavy grazing and ploughing rangelands are the consequence of overpressure on ecosystems.⁴⁶ Natural habitat loss has occurred across approximately 40 per cent of the steppe ecosystem in the past 50 years. The destruction of plant cover accelerated across forest, grazing and cultivated lands because of unsustainable farming and grazing practices, as well as forest fires. This has led to erosion of different intensities affecting most arable lands (about 80 per cent). Additionally, Türkiye being connected to the southern belt of Mediterranean Europe, has been facing a warming trend in temperatures and a decreasing trend in precipitation, with an already negative effect on the availability of ground water for agricultural production (irrigation) and rural development activities, exacerbating social and regional disparities between the regions.⁴⁷

Agricultural policy and institutional framework

32. **Agricultural policy and strategy.** The Government of Türkiye's main development goal, set out in its Long-term Strategy document (2001-2023), is to improve Türkiye's global position and enhance the welfare of citizens with structural transformations based on the nation's principal social values and expectations in a world that is undergoing a rapid change. By 2023, it aimed to reduce the unemployment rate to 5 per cent, decrease the inflation rate permanently to single-digit levels and increase the agricultural sector's share to 5 per cent of GDP. Türkiye's National Development Plan was prepared to support that strategy by setting five-year targets that took into consideration intersectoral balance. The Tenth National Development Plan (NDP) 2014-18 included objectives to develop a globally competitive and environment-friendly agricultural sector aimed at providing sufficient and balanced nutrition to the population.⁴⁸ It also intended to enhance the planning, implementation and monitoring of natural resources, and improve the living and working conditions of rural people in their neighbourhoods.
33. The Eleventh NDP (2019-2023) focuses on improving competitiveness and productivity in all areas. The plan prioritized overcoming the challenges the country faces to become a high-income country and continue its diversification of the economic development programme with a focus on digital transformation and technology-intensive industrial production. In the Eleventh NDP, agriculture was identified as one of its priority sectors for achieving international competitiveness

⁴² World Bank (2016) Systematic Country Diagnostic, Türkiye.

⁴³ According to TurkStat, in 2020 the cattle population was 18.2 million head, the sheep population 42 million head (a 13 per cent increase from 2019), and the goat population 11.9 million head (an increase from 11.2 million in 2019).

⁴⁴ United States Department of Agriculture, 2021. Livestock and Products, Annual, Türkiye. Report Number: TU2021-0033.

⁴⁵ <https://www.cbd.int/doc/world/tr/tr-nr-01-en.pdf>.

⁴⁶ Economic pressure from population increases in rural areas and lack of legislation preventing the fragmentation of farms into suboptimal units has decreased the number of farmers who already struggled with low incomes.

⁴⁷ <https://www.adaptation-undp.org/explore/europe-and-central-asia/t%C3%BCrkiye>.

⁴⁸ The plan focused on effective food-stock management, diminishing losses along the food chain, strengthening administrative and technical capacity related to market regulations, and effective use of foreign trade tools to ensure food security and stability in markets and farmers' incomes.

and food security. Among the NDP's main objectives were to increase the production capacity and employment of the rural labour force, improve the quality of life, combat poverty, and increase the welfare of rural communities, while also reducing migration from rural areas.⁴⁹

34. **Institutional framework.** The Government of Türkiye's main strategic institutions engaged with the IFAD-supported programme are the Ministry of Treasury and Finance, the Presidency of Strategy and Budget (PSB), and the Ministry of Agriculture and Forestry (MoAF). The MoAF oversees food, agriculture and livestock development in Türkiye and is the main technical strategic partner of the IFAD-supported programme, through the general directorates of agricultural reform and forestry.⁵⁰ Private agricultural banks, microfinance institutions, farmers' organizations and cooperatives are also key institutional players in rural development in Türkiye.
35. **Financing Turkish agriculture.** According to data from the Turkish Ministry of Trade, foreign investment in the agriculture sector represented only 0.2 per cent of the total foreign investment in 2020 (US\$17 million), reaching 2 per cent in 2021, and 1.6 per cent in 2022 (US\$148 and US\$107 million, respectively).⁵¹ The main sources of foreign investment are multilateral investment banks and bilateral partners (the World Bank, European Union countries and, in particular, the United States). The Japan International Cooperation Agency is one of the few bilateral partners supporting rural development efforts in Türkiye. The MoAF has experienced staff involved in rural development matters and comprehensive field coverage in 81 provinces and 887 districts across the country. The MoAF is responsible for forest, water and climate change matters. Private agricultural banks, microfinance institutions, farmers' organizations and cooperatives are also key institutional players in rural development in Türkiye.

B. IFAD's strategy and operations for the CSPE period

36. **Past country strategies and evaluations.** The 2006 COSOP (and its 2010 addendum)⁵² covered the period 2006 to 2015. It focused on agricultural and institutional development in the eastern and southern-eastern regions of Türkiye with efforts to support income diversification among the economically active poor. The strategic objectives focused on three areas: (a) the profitability and marketability of the activities promoted; (b) the site-specific opportunities in terms of natural resources, market linkages and private sector involvement; and (c) the support of small- and medium-sized enterprises to improve market linkages and increase self-employment and job creation opportunities.
37. The 2016 CPE assessed the 2000 and 2006 COSOPs and found that the Government of Türkiye and IFAD had developed a solid and strategic partnership. It further found that the programme had contributed to improving the incomes and quality of life of beneficiaries. Areas of improvement were related to: the targeting of the poorest farmers, ensuring equal participation of women and youth in project activities, limited progress on innovation and scaling up, and a need to strengthen non-lending activities to ensure synergies with the portfolio. Recommendations from the CPE 2016 are available in annex IV.
38. The 2016 COSOP, the subject of the current evaluation, aimed to contribute to rural poverty reduction in upland areas of Türkiye. It included two strategic objectives: (i) to enhance market access for productive, poor smallholder farmers; and (ii) to mainstream sustainable natural resources management into all aspects of upland agricultural production and hence increase upland climate change resilience (table

⁴⁹ At the time of completing this evaluation, the preparation process of the Twelfth NDP was underway. The evaluation team could not access the draft 12th plan.

⁵⁰ The forestry department (OGM) used to be an independent ministry.

⁵¹ Economic Outlook, February 2023. Data on government financing to agriculture could not be obtained.

⁵² The addendum was prepared to expand the 2006 COSOP timeline. The principles and direction of the 2006 COSOP remained valid but with more attention given to natural resources management.

A6, annex VI). Thus, the main difference with the 2006 COSOP and its 2010 addendum is the explicit inclusion in the latter of aspects of climate change resilience.

39. **Loan portfolio.** The projects covered by the evaluation (table 4) include: two approved under the 2006 COSOP and already completed, the Ardahan-Kars-Artvin Development Project (AKADP) and the Murat River Watershed Rehabilitation Project (MRWRP);⁵³ and two designed under the 2016 COSOP, the Göksu Taşeli Watershed Development Project (GTWDP), and the Uplands Rural Development Programme (URDP).
40. The AKADP aimed to increase the incomes of poor smallholders and small-scale rural entrepreneurs and to improve rural infrastructure, particularly related to rangeland roads. The MRWRP was designed to improve rural livelihoods through the rehabilitation and sustainable use of natural assets, to break the linkage between poverty endemic in upland village communities and the degradation of natural resources in the Murat watershed.⁵⁴

Table 4

List of projects covered by the CSPE

Project ID	Project name	Approval	Effective	Completion	Closing	Regions
1100001492	Ardahan-Kars-Artvin Development Project	17/12/2009	02/07/2010	30/09/2017	31/03/2018	North-eastern Anatolia
1100001623	Murat River Watershed Rehabilitation Project	13/12/2012	15/02/2013	30/06/2022	31/12/2022	Eastern Anatolia
2000000812	Göksu Taşeli Watershed Development Project	12/12/2015	26/05/2016	30/06/2025	31/12/2025	Central Anatolia
2000001409	Uplands Rural Development Programme	11/12/2017	05/03/2018	31/03/2027	30/09/2027	Eastern Mediterranean and Western Black Sea

Source: IFAD Oracle Business Intelligence.

41. The GTWDP aims to increase farmers' incomes by supporting economic diversification through value chain development (VCD) and sustainable natural resource management (NRM), as well as strengthening resilience to climate shocks.⁵⁵ Finally, the URDP aims to enhance the prosperity and resilience of upland smallholder farmers building on and accentuating rural production, ensuring that sustainable land and water use practices are promoted, while also increasing the climate adaptive capacity of smallholders.
42. The structure of the investment portfolio (see figure A3, annex VI) entails: (i) the development of rural enterprises (52 per cent); (ii) crop production (19 per cent); (iii) livestock and pastoralism development (11 per cent); (iv) natural resources management (6 per cent); and (v) financial services (4 per cent).⁵⁶

⁵³ These two projects were assessed during the CPE conducted in 2015, but not for all criteria. AKADP was assessed on relevance, effectiveness, efficiency, gender and innovation, but not for impact and sustainability. MRWRP was assessed only on relevance.

⁵⁴ The project focuses on village dwellers' involvement in the decision-making and implementation processes relating to the rehabilitation of existing natural resources while facilitating the creation of a strong sense of ownership among upland communities and thereby ensuring sustainability of the investments.

⁵⁵ The project is also improving the living standards of the nomadic Yörük tribes in the Taurus Mountains by improving natural resource management.

⁵⁶ The remaining balance is the programme management.

43. **Grant portfolio.** For the period under review, a preliminary analysis by the CSPE team showed that there was no country specific grant implemented and only two regional grants with planned activities in Türkiye. These were: (i) the South-South and Triangular Cooperation for Agricultural Development and Enhanced Food Security in the Near East, North Africa, Europe, and Central Asia Region; and (ii) Digital Advisory Support Services for Accelerated Rural Transformation.
44. **IFAD country presence.** IFAD's Türkiye programme was managed from headquarters in Rome until 2018. Following decentralization in 2019, a subregional hub (now called a multi-country office, or MCO) which includes an IFAD Country Office (ICO), was established in Istanbul. The MCO aims to strengthen portfolio management across Eastern Europe, Caucasus, Central Asia and the Balkans, and enhance partnerships between the ICO teams. The MCO expanded from 9 staff in 2019, to 12 staff in 2022 at the time that the CSPE was conducted. The MCO Director is the Türkiye country director (CD); he is supported by one country programme officer (CPO). Additional staff include one analyst and two administrative staff who support the Türkiye portfolio while also supporting the other MCO programmes. For the period evaluated (2016-2022), two CDs have been in charge of the country programme.⁵⁷

Key points

- Türkiye is a country located between the Mediterranean Sea and the Black Sea, which includes 81 provinces located in seven geographical regions. Since 2018, a central presidential system has replaced the old parliamentary system.
- Türkiye is an upper-middle-income country with the 19th largest economy in the world. Despite the past economic growth, the Turkish economy has shown a great vulnerability to internal and external shocks in recent years. These shocks, which include the conflict in neighbouring Syria and earthquakes on 6 February 2023, have negatively affected the Turkish economy.
- While absolute poverty is low in Türkiye, financial poverty remains significant and regional disparities in poverty are observed. Poverty rates across the country, however, are higher in rural mountain areas.
- There are major gaps in gender equality and the country lags behind other Central Asia countries. Moreover, the unemployment rate of young people is higher for women (26 per cent) compared to men (18 per cent).
- The agriculture sector remains important for the Turkish economy, contributing 5.5 per cent of the GDP and 18 per cent of the total employment. Crop and animal production are almost equally important, estimated at 53 and 47 per cent of the total agricultural production, respectively.
- The 2016 COSOP was the only IFAD strategic document valid for the evaluated period 2016-2022. Its two strategic objectives were: (i) to enhance market access for productive, poor smallholder farmers; and (ii) to ensure sustainable natural resource management and climate change resilience in upland areas.
- The first completed project (AKADP) was implemented with an integrated rural development approach and focus on animal production. The second completed project (MRWRP) had a high focus on natural resource management and climate change adaptation. The two ongoing projects (GTWDP and URDP), have a stronger focus on economic resilience, with particular attention given to the management of natural resources.

⁵⁷ Dina Saleh and Bernard Hien (2019-2022). Gianluca Capaldo was the interim CD from January until September 2023, when Liam F. Chicca took the position of MCO Director.

III. Performance and rural poverty impact of the country programme and strategy

A. Relevance

45. This section assesses the extent to which: (i) strategic and programme objectives were consistent with country needs/priorities, beneficiaries' requirements, and institutional partner priorities; (ii) the design of the strategy, interventions and targeting approaches were consistent with these objectives; and (iii) the strategy and interventions have been (re-) adapted to address changes in the context.

Relevance to country priorities, IFAD's strategies, and beneficiaries' needs

46. **The 2016 COSOP objectives were aligned with the Türkiye long-term strategies (2001-2023)** of enhancing competitiveness and productivity in all economic areas of the country. The evaluation found that the objectives were relevant to both the Tenth and Eleventh NDPs. The objectives were particularly well aligned with the objectives of reducing disparities between regions, increasing production capacity and employment among the rural labour force, improving quality of life, reducing poverty and increasing the welfare of rural populations. The objectives were furthermore aligned with priorities set out in the agriculture sectoral strategic plans and National Rural Development Strategy (2014–2020) in promoting a sustainable agricultural sector with good infrastructure, high organizational and productive structure and an increase in international competitiveness; and steering the improvement of production capacities, rural employment and quality of life while also reducing outmigration from rural areas. Additionally, the CSPE found that the COSOP's objectives were aligned with Türkiye's National Forestry Programme (2004–2023) with the objectives of ensuring sustainable forest management, ecosystems and biodiversity conservation, and the efficient use of forest resources with the participation of stakeholders, including local communities.⁵⁸
47. The 2016 COSOP was relevant to IFAD's strategies and priorities, while project designs were consistent with the existing COSOPs and beneficiaries' needs. All four projects in the country programme included in the CSPE had objectives consistent with the COSOP valid at their design stage. All projects focused on supporting farmers to move from subsistence farming toward commercial agriculture, and to contribute to the development of local farm entrepreneurs that can lead to reducing regional economic disparities and rural-urban migration. The goal of climate resilience was considered in the design of the two projects approved under the 2016 COSOP, which was well aligned to the IFAD Strategic Framework 2016–2025. Moreover, the 2016 COSOP objectives were relevant to the needs of beneficiaries in targeted areas, where reducing poverty and economic inequalities are of critical importance. However, ex post, some projects' objectives (AKADP and GTWDP) were found to be less relevant to the needs of these target groups. The AKADP project performance evaluation (PPE) report noted that activities under component 1 (smallholder and non-farm enterprise investments) were of limited relevance to beneficiaries, due to the weak suitability of loan services that posed significant challenges for access by the intended target groups, including women, youth and other marginalized groups. In the same line, the GTWDP midterm review reported that the relevance of the project to beneficiaries varied by component and sub-component, and the matching grant programme appeared less relevant to the poorest landless households who rely on social assistance and who cannot bear the costs associated with matching grants. This insight triggered the recommendation to

⁵⁸ It places a particular emphasis on ecosystem services provided by forests, including soil and water conservation, water quality protection, prevention of desertification, soil erosion and natural disasters, air quality regulation and carbon storage.

revise the matching grants manual to remove the constraints restricting access to the poor households targeted.

Relevance of themes and quality of design

48. The overarching theme of building inclusive rural livelihoods' resilience focusing on smallholder farmers living in remote upland areas was relevant, as well as the specific themes addressed by the interventions. Interviews conducted by the evaluation team with strategic actors show that this will continue to be relevant in the future, considering the Twelfth National Development Plan in preparation at the time of the evaluation. More focus will be placed on climate change risks, digital technology as a tool for rural transformation and development challenges resulting from externalities including conflicts in Syria and Ukraine, and the earthquake impacts, especially in poorer rural areas.⁵⁹ Specific thematic areas addressed by the strategy and programme were also very relevant to the challenges faced by smallholders in the upland areas of Türkiye. These areas include value chain development which creates opportunities for better access of smallholder farmers to markets, diversification of rural economic opportunities, management of natural resources and building climate change resilience.
49. **However, the CSPE identified gaps in the design of the country strategy and programme.** Notably, the 2016 COSOP design did not set out a theory of change, and thus, there was no clarity on the pathways of change or the steps required to achieve the overall strategic goal of "sustainable improvement of the standard of living of rural people in poorest regions", especially taking into account Türkiye's upper-middle-income country status; and key development-related assumptions were not adequately identified, in terms of building on the existing opportunities with the subsidies' programme supported by the Government of Türkiye. Additionally, the evaluation found that there was a lack of an operational resilience framework adapted to operations in the highland contexts of Türkiye, insufficient clarity on the role of community-based organizations and inadequate empowerment of these organizations, and a lack of baseline, landscape-level analysis to establish the status of natural resources. Furthermore, the designs of highland development and watershed operations did not include aspects of monitoring and assessing the hydrological effects of soil and water conservation or land use and rehabilitation interventions on river flows and other ecosystems.⁶⁰ Finally, the 2016 COSOP included the theme of "nutrition sensitive agriculture", but did not provide guidance on how to address this important theme, considering the key nutritional challenges (see the context section).
50. **Similarly, analysis was insufficient in the design of some projects for important themes they addressed.** For instance, the analysis of adaptation to climate change in the MRWRP design did not sufficiently identify vulnerability issues and their causes and consequences, the resources needed to address them, and the existing capacities. This is particularly important where some actions – such as the rehabilitation of degraded forests, new afforestation, soil erosion control activities and support to pasturelands – were relevant for the sustainable management of natural resources. The GTWDP design did not provide an in-depth analysis of climate change and adaptation, but a technical report was prepared during the implementation stage which led to several activities implemented in the target areas that are relevant to the mitigation of climate risks and adaptation to climate change variability. On a positive note, the URDP carried out: (i) a systemic climate change

⁵⁹ Government partners interviewed indicated that in future, thematic areas which need higher additional focus include disaster risk reduction in the wake of the earthquake and overcoming challenges in poorer rural areas resulting from the war in Ukraine.

⁶⁰ The hypothesis is that managing the watershed will improve the hydrological regulation of run-off from the ridge to the valley and from uplands to lowlands. Monitoring and assessments should be carried out to support not only the projects, but also the national structures in charge of watershed management to monitor management plan implementation and its long-term impact, in particular the effectiveness of soil and water conservation activities to manage and respond to natural disasters, track trends, and to validate or calibrate the watershed management models.

trend analysis, resilience and vulnerability assessment to determine some applicable adaptation and mitigation measures; and (ii) a review of the nutrition theme in Türkiye which analysed the potential of the selected food value chains to positively impact diet and be included in tailored nutrition education.⁶¹

Relevance of targeting

51. **The geographical targeting defined in the 2016 COSOP was relevant.** Main targeting measures in the COSOP included geographic targeting, followed by self and direct targeting. The evaluation found that the geographic approach applied in the 2016 COSOP led to the targeting of the mountain areas where poverty rates are high, and there are opportunities for substantial improvements in agricultural incomes. This finding was confirmed through interviews with stakeholders. Indeed, the CSPE found that geographical targeting contributed to the outreach of rural communities which are underserved by projects implemented by the Government of Türkiye and other partners, due to their remoteness, low population densities and the relatively high operational costs in those areas compared to operations in lowland areas.
52. However, the targeting was less relevant for outreach to the poorest households, aligned with the nature of activities supported. The COSOP reports that self-targeting should be used to reach “productive smallholders (men and women), farmers, pastoralists, and rural women and youth willing to engage in small- and medium-size enterprises (SMEs) for downstream market value chains”. Aligned with this approach, project designs foresaw self-targeting to reach individual beneficiaries. The CSPE found that this approach had limitations in reaching poor people who lacked the productive assets needed to take advantage of matching grant schemes and had limited capacity to engage in some value chain activities (see further elaboration in the effectiveness section). To address this limitation, special accommodation packages were prepared for the GTWDP and URDP to promote the inclusion of farmers with incomes below income thresholds, household members who are people with disabilities and women-headed households, but challenges in reaching these groups persisted.
53. Due to these restrictions, projects with a greater focus on value chain development (AKADP, GTWDP and URDP) actively applied direct targeting measures to reach poor people and marginalized groups, including women, youth and nomadic groups, during their implementation stages. Proactive efforts were taken to target individuals with fewer assets and opportunities, and address gender inequalities in accessing project benefits (see further elaboration in the gender section). Strong outreach and communication by programme management unit (PMU) staff and elected village leaders (“*muhtars*”) was found to be important for direct targeting and outreach. Interviewed beneficiaries reported that they primarily learned about the project through direct outreach from PMU staff. In the case of MRWRP, there was no direct targeting of those with fewer assets and opportunities, as the focus was on reforestation, but the project targeted whole village communities by virtue of their location and the state of their local natural resource base, enabling all social categories to be reached.

Relevance of institutional arrangements and implementation changes

54. **There were two distinctive institutional arrangements under the MoAF with different degrees of relevance.** Projects in the Türkiye portfolio were implemented either through the General Directorate of Agrarian Reform (AKADP, GTWDP and URDP) or the General Directorate of Forestry (OGM) (MRWRP) (see box

⁶¹ The URDP design included key assumptions about what was required: (i) overcoming the challenges of fragmented and inconsistent production which is a key cause of commercial isolation and limited value added in the uplands; (ii) better advisory services, business development, individual and collective investments (including in economic infrastructure); (iii) factoring in the need to preserve the often fragile environment and ensure enhanced climate resilience; and (iv) increase utilization and inclusiveness of rural financial services to support farmers.

1) under the MoAF. Projects implemented under the General Directorate of Agriculture experienced delays in procurement, combined with lengthy internal approval processes and non-functional steering committees with UNDP,⁶² while such delays were not experienced in the project implemented under OGM.

Box 1

Dual implementation arrangements of portfolio projects

The AKADP, GTWDP and URDP received oversight from the central programme management unit under the General Directorate of Agricultural Reform (GDAR). Provincial PMUs, established under the provincial directorates of MoAF, had direct implementation responsibility. Through a signed service agreement with the MoAF, the UNDP ensured the projects' financial management, including the flow of funds, recruitment of PMU staff and technical assistance, procurement and fiduciary aspects. There was no steering committee established for oversight.

With the MRWRP, the General Directorate of Forestry (OGM) took responsibility for implementation, including planning, budgeting, procurement, financial accounting and reporting. The implementation of activities in the provinces was decentralized to the forestry directorate at the provincial level which worked in close collaboration with its regional level (in Elazığ). A project steering committee was established and worked to provide guidance and oversight.

Sources: AKADP, MRWRP, GTWRP and URDP design documents and supervision reports.

55. **Relevant changes were made during implementation as a consequence of lacking in-depth analysis of specific themes.** Several modifications occurred during project implementation. For instance, recognizing the low demand for services under component one of the project, causing persistent low disbursements, the AKADP expanded its coverage from 160 to 597 villages in 2014.⁶³ The AKADP also made necessary extensions to the implementation period twice due to changes in many of the original design parameters during implementation (such as the inclusion of large livestock markets and the limited capacity of private contractors to implement huge projects at the district level on time) leading to delays.⁶⁴ With GTWDP, similar modifications took place to increase the number of commodities supported by the project, and to revise the matching grant principles to improve access by poor households. The need for these changes was the consequence of insufficient analysis at the design stage. More in-depth analyses would have increased understanding of critical conditions for VCD activities in the project contexts.⁶⁵
56. **Summary. The CSPE rated the relevance of the country strategy and programme as moderately satisfactory (4).** The CSPE found the following positive relevance features included a strong alignment to national plans, policy and strategy frameworks. Geographic targeting of remote upland areas and the overarching theme of smallholders' livelihood resilience were very relevant. The targeting approach allowed projects to reach poor farmers and respond to their needs. At the same time, the specific themes involved in the country programme were relevant and aligned with the contextual challenges of targeted areas. Conversely, project relevance was reduced by implementation arrangements that

⁶² See further details in the governance performance section.

⁶³ The expanded coverage included villages where the loan services were more relevant to the beneficiaries. In agreement with the Government of Türkiye, the project area was expanded to 14 districts and 597 villages in those districts as the result of a low abortive capacity in the existing targeted regions, and high demand for IFAD-supported activities in newly targeted districts.

⁶⁴ AKADP design did not sufficiently take into consideration the very severe climate conditions in the implementation region, which has long and harsh winters. This resulted in a shorter implementation period, particularly for infrastructure projects, such that the initially planned project duration was insufficient. The PMU did not receive the requisite logistical support at the start (as delay occurred in activating recruitment and procurement by UNDP), and the design did not permit launching the implementation in all the villages from the outset. This further constrained the project due to long winters and the consequent short period for work.

⁶⁵ The main change in the case of MRWRP was the increase in the number of individual beneficiaries by 15,000 (from 80,000 to 95,000), which was justified due to additional financing (see efficiency section).

did not enhance interdirectorate collaborations, and there was insufficient analysis of project themes and context at the design stage and the lack of an overarching ToC.

B. Coherence

57. This section assesses coherence, which covers external and internal coherence. External coherence relates to the consistency of the strategy and programme with other partners' interventions operating in the same context. Internal coherence refers to the internal logic, synergies and linkages among different elements of the country strategy and programme. Aligned with the IFAD Evaluation Manual (2022), the section also assesses aspects related to knowledge management, partnership-building, and policy engagement.

External coherence

Added value and comparative advantage of IFAD financing

58. Considering Türkiye's upper-middle-income country status and developed agriculture sector, specific investments which are geographically targeted are needed to improve production techniques, boost productivity, cope with climate change burdens and enable the market access needed for agriculture sector growth to benefit the poor and poorest farmers in remote highland areas.
59. In response, IFAD's support has played a catalytic role in targeted areas due to its comparative advantage in applying development approaches that can effectively address rural poverty in geographically remote and marginalized areas. IFAD's added value lies in supporting the resilience of rural livelihoods (in terms of economics and climate change adaptation) especially in the remote and marginalized highland areas of Türkiye that are not served by other external partners. In fact, even in an upper-middle-income country like Türkiye, IFAD has remained coherent with its policy of targeting the poor and most vulnerable people, including those with limited economic assets and opportunities.⁶⁶ In addition to being a trusted actor for rural development and poverty reduction, the CSPE found that IFAD's efforts have inclusively engaged with implementation partners at the provincial level, acknowledged by Government of Türkiye stakeholders centrally. There was a clear consensus among the Government of Türkiye and international stakeholders that the reliability and flexibility of the IFAD approach responded well to the needs of smallholder farmers.
60. IFAD support aimed at increasing economic opportunities for smallholders and improving the management of natural resources sustainably in upland areas that are not served by other external partners. While the volume of funds invested is small compared to other international financiers like the World Bank and European Union, the catalytic role and quality of change triggered by the IFAD investment is meaningful. Considering the extent to which the Turkish economy has been negatively affected by internal challenges (such as the change to the presidential system, rising inflation) and external shocks in recent years (wars in Syria and Ukraine, earthquake activity, as presented in annex V), there was a consensus that IFAD's support will still be relevant in the near future to complement the Government of Türkiye's efforts to reduce economic inequalities and poverty in the highland areas. Government of Türkiye stakeholders interviewed by the evaluation team expressed strong interest in pursuing IFAD's funding in the coming years.

Convergence and complementarity with other external partners' support

61. There was thematic convergence between IFAD's support and the support of other key external partners supporting rural development in Türkiye, namely the World Bank, the European Union, and the Japan International Cooperation Agency (see table A12, annex X), over the reviewed period, 2016-2023. With the Resilient

⁶⁶ Türkiye's remote highlands share commonalities with low-income countries and upper-middle-income countries in the need for an approach to address structural rural poverty and reduce social inequalities where social groups are in specific large geographies.

Landscape Integration Project (TULIP), the World Bank provides Türkiye US\$135 million to improve its climate resilience and the livelihoods of rural communities in river basins to protect 90,000 poor and vulnerable people, half of whom are women, against natural and climate-induced hazards and expand their income opportunities.⁶⁷ IFAD's experience in uplands and watershed rehabilitation projects was useful in the design of TULIP. Japan has also been an important partner in Türkiye's watershed rehabilitation activities. It funded the Coruh River Watershed Rehabilitation Project, which contributes to afforestation and soil preservation, as well as the improvement of small-scale irrigation and livelihoods by engaging in environmental conservation and regional development.⁶⁸

62. However, there was no evidence of synergy developed between IFAD's strategy and programme and other rural development programmes. Coordination and integration between different sources of funding for complementarities in watersheds have not occurred yet. The CSPE found that at the ground level, building synergies was limited by little effort being applied to develop collaborative frameworks with actors other than key state institutions. This approach reduced the potential for consolidating results and impact. Interviews conducted for the evaluation confirmed that as a result, there was room for IFAD to be more proactive. Complementarities and synergies with nationwide programmes funded by the Government of Türkiye were also limited, as many government schemes did not necessarily address the needs of IFAD's target group of poor farmers. For example, government matching grant schemes, which limit grants to 20 per cent of costs for investment and financing of agricultural investments, were found to be prohibitively expensive for poor farmers.⁶⁹

Contribution to the United Nations system and international partners' groups

63. Key stakeholders in the United Nations system acknowledged the regular participation of IFAD's country team in meetings and retreats. They also reported that IFAD contributed suggestions and ideas to inter-agency discussions.⁷⁰ The active participation was mainly suggestions and ideas, as other United Nations partners consider IFAD more as an international financial institution due to the government's role in the usage of IFAD's funding, provided as loans, and IFAD's dependence on technical ministries' staff presence in the field for its supported projects' implementation.
64. **IFAD collaborated with FAO and UNDP to carry out studies in cooperation with the MoAF** during the review period (presented in the knowledge management subsection). It proposed a coordinated response, including policy recommendations and digital solutions (mobile and public block-chain), to bring together suppliers and buyers of agricultural products in the context of social distancing rules.⁷¹ The IFAD country team has also contributed to the preparation of the National Pathways for Sustainable Food Systems together with other Rome-based agencies. The team participated in the preparation process of the United Nations Sustainable Development Cooperation Framework in Türkiye for the period 2021-2025.⁷²

⁶⁷ The World Bank (2021). Türkiye Resilient Landscape Integration Project (TULIP).

<https://documents1.worldbank.org/curated/en/416751623549654112/pdf/Türkiye-Türkiye-Resilient-Landscape-Integration-Project.pdf>.

⁶⁸ Ministry of Foreign Affairs of Japan (2023). Evaluation of Japan's ODA to Türkiye.

<https://www.mofa.go.jp/policy/oda/evaluation/FY2022/pdfs/turkey.pdf>.

⁶⁹ The URDP planned to support a Rural Credit Guarantee Facility in cooperation with the Kredi Garanti Fonu.

However, this cooperation has now been shelved due to difficulties in identifying a mechanism for MoAF to transfer funds to Kredi Garanti Fonu, as well as lack of evidence of demand for credit from the IFAD target group.

⁷⁰ Those meetings were mostly virtual since 2020, due to the COVID-19 pandemic.

⁷¹ IFAD (2022). Türkiye COSOP result review.

⁷² A partnership for sustainable development between the Government of Türkiye and the United Nations system in Türkiye. See <https://turkiye.un.org/en>.

Internal coherence

Coherence across projects

65. While portfolio project designs were coherent and aligned with the objective of rural livelihoods resilience, no project addressed it comprehensively by promoting both economic and ecosystem resilience simultaneously. The CSPE found that three projects in the Türkiye portfolio focused on post-production activities and deployed VCD and access to markets approaches, while one project (MRWRP) focused more on production segments with an emphasis on natural resource management. For instance, AKADP design focused on economic resilience through commercially oriented agriculture and supported beneficiaries to profitably engage with existing and emergent markets without addressing natural resource management. The MRWRP design has a strong focus on natural resource management (ecosystem resilience), but its focus on market access (linked to economic resilience) was weak. The GTWDP focused on both aspects, but its approach to natural resource management was not explicit. The URDP design strongly focuses on strengthening economic resilience, but with a weak focus on aspects of natural resource management.
66. The 2016 COSOP did not emphasize applying a programmatic approach, and this did not facilitate the consolidation of IFAD's support and learning. While projects in the Türkiye portfolio had upland development, watershed development and watershed rehabilitation objectives, design documents often lacked clarity on how to ensure cross-cutting coherence and learning related to portfolio objectives. As a result, the geographically dispersed projects were implemented with project-specific strategies that did not necessarily build on previously successful results,⁷³ to consolidate results over time.

Interlinkages between loans, grants and SSTC activities

67. The CSPE found that the country programme did not use grant windows to enhance the effectiveness of the loan-financed activities and non-lending activities.⁷⁴ The COSOP foresaw using approximately US\$1 million from the 2016-2018 performance-based allocation system (PBAS) allocation to support non-lending activities and South-South and Triangular Cooperation (SSTC) in Türkiye. The grant was used mainly to support SSTC activities through the GTWDP and URDP under the GDAR. The CSPE found that while some output results were obtained, these results did not directly support the country programme's effectiveness.⁷⁵
68. Few other SSTC activities were implemented with the regional grant-funded project "South-South and Triangular Cooperation for Agricultural Development and Enhanced Food Security" which targeted eight participating countries (Algeria, Hungary, Kyrgyzstan, Morocco, Sudan, Tunisia, Türkiye and Uzbekistan).⁷⁶ As shown in box 2, the intended outputs were meaningful to the country strategy and programme objectives. However, it appeared that outputs achieved with activities delivered did not translate into concrete outcomes. The grant allowed participants to be exposed to and to learn from the Turkish experience in agricultural development and to the signing of memoranda of understanding, but effective partnership results

⁷³ For instance, land degradation is one factor that threatens the function of watersheds. Where these projects operate, key solutions (to rehabilitate degraded land, support natural resources and watershed management) could have been addressed holistically as a programmatic cross-cutting approach, instead of being linked to each project design. This would have required an in-depth analytical study during the COSOP design stage.

⁷⁴ The 2016 COSOP review report mentioned the small proportion of grants directly embedded in the loan financing for MRWRP (US\$430,000), GTWDP and URDP. The PCR of AKADP indicates no grant financing.

⁷⁵ Activities implemented to date include supporting the participation of overseas representatives (Kenya, Tajikistan and others) in the Konya agriculture fair in 2022, planned to be repeated in 2023 which was unachievable due to the crisis following the earthquakes in February 2023. The planned regional farmers' organizations conference took place on 23 February 2023. There have been project exchange visits with the Uzbek Ministry of Forestry and a group of project staff from Morocco visited Türkiye to see the experiences of the GTWDP in Konya.

⁷⁶ The total budget was US\$2,649,243.87, of which US\$1,800,000 was IFAD's contribution, US\$200,000 came from the Islamic Development Bank and US\$649,243.87 was cofinancing from the United Nations Office for South-South Cooperation and other beneficiary countries.

did not follow, because the signatory entities in the other countries (outside Türkiye) were less prominently engaged.

Box 2

SSTC grant for agricultural development and enhanced food security

The project worked on three components: (i) the practical transfer of innovative solutions and technologies; (ii) creating a more favourable policy and institutional environment for the scaling up of successful solutions; and (iii) facilitating South-South knowledge exchange. The completion report of the project mentions that partnerships at various levels have been established during the initiative, and it also led to additional, unexpected results such as the signing of 8 memoranda of understanding between different institutions, 13 joint research and training programmes, and the inclusion of South-South cooperation in government documents beyond the thematic scope of the initiative.⁷⁷

Source: Project completion report, South-South and Triangular Cooperation for Agricultural Development and Enhanced Food Security.

Learning lessons from previous interventions

69. Desk review results showed that **portfolio projects made efforts to apply lessons learned from previous interventions into new designs.** For instance, at the time of the design of the AKADP, constraints (such as bureaucratic procedures, slow rates of disbursement), and difficulties in maintaining the flow of funds led to the need for simplicity and adjustment to socio-economic conditions. As a result, attention was given to developing procedures for the procurement of goods and services, the need for institutional responsibility for implementation and follow-up, and increased assistance to implementing parties, which led to a partnership with UNDP. The design of the GTWDP took into account previous learning that it takes more than one project period to develop and sustain new processes and skills to change entrenched patterns of livelihood. The design of the URDP addressed past experiences with the Government of Türkiye and the central programme management unit, which bolstered confidence in the integrity and effectiveness of using national systems and procedures that can both create cost savings and, more importantly, develop and retain capacity within the central programme management unit.
70. The evaluation team found a case where lessons learned from prior portfolio projects were not sufficiently applied in the field. In the area of natural resource management, there has been no exchange of experience between the GTWDP and the MoAF structures that manage the post-project phase of the MRWRP on the linkages between afforestation and rangeland management. Although the GTWDP initiated pasture improvement activities and a process for establishing an animal welfare and health centre in Konya, its design and implementation lacked approaches to reforestation and soil and water conservation and lacked support for rangeland users to enhance land rehabilitation through the introduction of trees.

Knowledge management

71. The 2016 COSOP outlined two specific knowledge management (KM) products: (i) a thematic study on sustainable development and poverty alleviation in mountainous ecosystems which would analyse experiences; and (ii) assistance to the Government of Türkiye to generate knowledge on the impact of matching grants and subsidies. This was also to follow up on the recommendations made by the CPE that the programme should actively generate and share knowledge across its portfolio.
72. **The two studies planned in the 2016 COSOP were not delivered, but other unplanned and important studies were carried out.** The first study was intended to generate lessons from IFAD's support in mountain regions. This study remains important as it would have been helpful for the definition of an explicit

⁷⁷ IFAD (2020). South-South and Triangular Cooperation for Agricultural Development and Enhanced Food Security in the Near East, North Africa, Europe, and Central Asia Region. Final Report 2015-2019.

resilience framework. The findings of the second study could have been useful in identifying policy engagement themes with the government. In fact, the 2016 COSOP review highlighted limited evidence of outcomes of knowledge management activities, because the learning potential of project experiences in uplands and from watershed development interventions has not been sufficiently harnessed. However, three other unplanned assessments were carried out in 2021 and 2022. These were: (i) a deep dive assessment of rural finance policy performance in Türkiye (2021) prepared by the Economist Intelligence Unit; (ii) a rapid impact assessment on the agri-food sector and rural areas conducted with FAO (2022);⁷⁸ and (iii) empowering rural smallholders in Türkiye through digital marketing and business solutions in a post-COVID-19 period, implemented with FAO and UNDP in 2022.⁷⁹ There was no evidence at the time the CSPE was conducted⁸⁰ that the knowledge created by those studies was used to inform processes of decision-making and/or policy change.

73. There were increased efforts to develop communication products, but there was insufficient progress towards effective knowledge utilization. Although most project design reports describe the processes of learning and knowledge management, they do not specify the concrete expected KM outputs, beyond communication products. The CSPE noted an increasing effort to collect, document and disseminate communication and information materials on best practices generated by IFAD-supported projects. Similarly, success stories and thematic studies have been shared to display the impact of the project on natural resources. A video shoot conducted by the country office in collaboration with the MRWRP management team was finalized. The country team launched discussions with Turkish Airlines to show the video on the company's flights. Additionally, the Country Office issues a newsletter periodically that consolidates and communicates knowledge on IFAD's work in Türkiye and in the entire subregion. Progress in capturing and disseminating knowledge varied between projects, with greater results observed with the more recent projects.⁸¹ During the field visits, the CSPE team found various brochures published by the three recent projects. However, it is not clear the extent to which the knowledge products generated were converted into lessons learned for informed decisions within and beyond the programme.

Partnership-building

74. **The strategic partnership with the government was satisfactory**, through the Ministry of Treasury and Finance, the PSB and the MoAF. The latter is the strategic technical ministry, while the other institutions are in charge of approving and signing the loan agreements and ensuring alignment with national strategies and plans, respectively. All strategic actors interviewed expressed to the CSPE team their great appreciation of the quality of the relationship between IFAD and key Government of Türkiye institutions. The partnership with the Turkish Cooperation and Coordination Agency has not yet materialized in relation to SSTC activities.⁸²
75. **The good strategic partnership at the central level has been translated into operational partnerships at the provincial level**, as the MoAF's decentralized directorates have been playing critical roles in the implementation of projects. The CSPE found that a key success factor was continuous engagement through the MoAF

⁷⁸ Document available at: <https://www.undp.org/turkiye/publications/covid-19-rapid-impact-assessment-agri-food-sector-and-rural-areas-Turkiye>.

⁷⁹ Document available at: <https://www.undp.org/turkiye/publications/%E2%80%9Cempowering-rural-smallholders-Turkiye-through-digital-marketing-and-business-solutions-post-covid-19-period%E2%80%9D-report>.

⁸⁰ This assessment may be early, as such a process may take longer time.

⁸¹ The GTWRP, MRWDP and URDP produce bulletins, press releases and news which are published on provincial directorates' web and social media sites. AKADP produced knowledge materials in livestock and horticulture production.

⁸² The country programme evaluation (2016) stressed the need to strengthen and diversify partnerships in one of its recommendations. To address this recommendation, the 2016 COSOP planned to explore stronger partnerships with various actors, including MoAF, the ministry responsible for development, national institutions such as the Turkish Cooperation and Coordination Agency, private actors, community-based organizations, and donors. In terms of potential new national partners, it identified regional development agencies.

general directorates, provincial and district bodies and staff. In a few cases, there was good collaboration developed with regional development administrations,⁸³ and with the provincial administrations and local municipalities, for instance, in the context of the GTWDP implementation.⁸⁴

76. **Strong partnerships with a wider range of actors as envisaged in the 2016 COSOP did not materialize.** Apart from the provincial MoAF directorates and other regional and provincial administrations, there were limited operational partnerships with organizations such as: research centres, universities, farmers' organizations, and NGOs.⁸⁵ Moreover, partnerships with regional development agencies,⁸⁶ which are also key national players for projects' funding and implementation, have not been systematic.
77. **The CSPE found no evidence of cofinancing partnerships with other international players,** as recommended by the 2016 CPE.⁸⁷ At the time of the CSPE, a project identification note has been developed for Global Environment Facility-8 financing, titled "Towards Land Degradation Neutrality Using Nature-based Solutions in the Catchments of the Euphrates Watershed".⁸⁸ IFAD has been exploring options for cofinancing partnerships with other international financial institutions. It has identified the Islamic Development Bank for cofunding a future project. Supplementary funding from the Global Environment Facility has also been highlighted.
78. **Strong partnerships with private actors did not materialize over the evaluated period.** The COSOP indicates that private investments in upland rural areas will be stimulated by linking buyers to producers, and by creating links with commercial banks, thereby facilitating the emergence of public-private partnerships. Evidence gathered from the GTWDP and URDP implementation suggests that the increase of support to local farmers' organizations (cooperatives and their unions) helped them to establish linkages with private sector actors for access to markets, but on a limited scope. An example is the contract farming arrangements (see details under effectiveness).
79. The IFAD Türkiye country team led the private sector working group in the IFAD-NEN region in 2022.⁸⁹ The report presents challenges and opportunities for building public-private partnerships based on insights from several countries across the region, but it included no example from Türkiye.⁹⁰ Since then, IFAD has undertaken actions for formal partnerships with private sector actors in the hazelnut value chain. The purpose of these actions has been to enable effective access to stable profitable markets for smallholders (in highland areas). For instance, under the URDP, IFAD signed a memorandum of understanding with the Ferrero Group, one of the largest global chocolate producers, to assist selected smallholders in modernizing their production and integrating sustainability into the hazelnut supply chain, with the implementation of climate-smart farming practices and technologies. The partnership aims to enhance the sustainable development of the hazelnut value

⁸³ The cases of Konya and Karaman provide examples.

⁸⁴ This was especially good for technical preparation, obtaining legal permissions, designing activities, and collaborating to realize investments on the ground. Similar partnerships with local administrations have also been developed by the URDP.

⁸⁵ There was an exceptional case with MRWRP, as the OGM has partnered with the Bingöl University to implement several actions (see more details in the subsection on NRM).

⁸⁶ Under the Ministry of Industry and Technology.

⁸⁷ The 2016 CPE recommended IFAD seek cofinancing with international donors, such as the EU, the World Bank and UNDP and partner with technical services providers (e.g. FAO).

⁸⁸ The project is anticipated to be cofinanced with IFAD resources as a scale-up of the MRWRP, focused on addressing the development needs of rural communities where agricultural and rangeland management practices underpin the livelihoods of poor rural farmers and pastoralists in microcatchments of the Euphrates River.

⁸⁹ This involved a story-telling exercise that documents past and present engagement occasions, while identifying further entry points and partnership opportunities.

⁹⁰ This absence could also be because the study team found no interesting example to showcase.

chain, empowering farmers and rural communities to preserve the cultural and physical environment and enhance their resilience to shocks.⁹¹

Policy engagement

80. In reviewing the policy engagement results foreseen in the 2016 COSOP,⁹² **the CSPE found limited evidence of concrete policy change due to the results of IFAD-supported projects.** Policy engagement results led by the country team were hard to identify due to several factors. Knowledge management results were limited and could not support strategic and policy discussions and debates (see knowledge management section). At the same time, interactions with key government partners revolved around projects' implementing issues. There is a very low, if not a complete lack of expectation from the MoAF strategic actors that IFAD plays any direct role in policy and strategy formulation. As such the IFAD country team is not associated with or invited to debates on policy matters,⁹³ nor can IFAD be proactive in enabling this to happen as its office is located in Istanbul.⁹⁴ Finally, in the current rural development context of Türkiye, the emphasis is on cooperatives (oriented to economic goals), not on community-based farmers' organizations to play an advocacy role.
81. At the project level, the MRWRP and URDP have actual or potential for policy influence. A good example is with MRWRP, where OGM developed an integrated microcatchment plan, with expertise and resources following the project results achieved, and this has increased its competencies in mainstreaming livelihood and agricultural aspects into forestry activities. Additionally, positive outcomes and lessons that emerged through MRWRP provided an opportunity to use evidence generated by the project to improve regulations and guidelines on forest interventions in villages.
82. **Policy engagement initiatives and results were insufficient over the review period overall.** The self-assessment conducted by the ICO (see box 3 below) concurred with this CSPE finding and highlighted its real challenges in engaging on policy matters in the context of Türkiye. This finding raises questions about the role IFAD can play in policy matters in an upper-middle-income country like Türkiye. Interview outcomes suggest clearly that IFAD has no role to play in this area, according to government stakeholders, because the national policy framework is already well elaborated and strong, reflecting a narrow view of IFAD's approach to policy engagement.⁹⁵ IFAD has participated in the preparation process of the 12th NDP, but the Government of Türkiye did not task IFAD to play a specific role, beyond invitations to attend ad hoc meetings (on food security and safety, women and development and impacts of climate change). Thus, IFAD actively contributed to the work of the commission on food security and safety by providing inputs on issues of poor smallholders, the importance of rural development projects and safety net programmes for poor people living in rural areas.
83. Field evidence suggests that there is still room for improvement, especially in light of the few results spanning from practices to policy (presented in the subsection on

⁹¹ Information Note: MoU between Ferrero and IFAD: <https://webapps.ifad.org/members/eb/135/docs/EB-2022-135-INF-5.pdf>.

⁹² Two priority areas for policies identified in Türkiye were: "(i) Reinforcing the pro-poor and gender focus in the financing, implementation, and monitoring of government strategies, policies, and investment programmes. In the context of the subsidy system in rural areas, IFAD will provide technical assistance for analysing and enhancing the efficiency of agricultural support policies, in coordination with partners including the other Rome-based agencies; (ii) Promoting the long-neglected links between the productive poor and markets in the most disadvantaged areas, such as the uplands, through policy engagement and partnership-building. IFAD can help facilitate dialogue among private-sector actors to identify policy and operational challenges and potential solutions." pp. 5-6.

⁹³ For the government representatives interviewed, FAO is already playing that role.

⁹⁴ See additional points on IFAD's visibility in the partners' performance section.

⁹⁵ Country-level policy engagement can be seen as a process in which IFAD can collaborate, directly and indirectly, with partner governments and other country-level stakeholders to influence policy priorities or the design, implementation and assessment of formal policies that shape the opportunities for inclusive and sustainable rural transformation.

scaling up) at the provincial level.⁹⁶ This requires prior interactions and discussions with the key government stakeholders to clarify the IFAD's policy engagement framework and scope, and to jointly identify topics and areas where IFAD can contribute, in light of its comparative advantage.⁹⁷ Evidence-based policy influence appears to be a useful approach in the Turkish context, therefore enhancing the overall KM and learning mechanisms of the country programme is critical to facilitate achieving policy engagement results.

Box 3

Policy engagement results as self-assessed by the country team

The 2016 COSOP review report mentions (p.7) that IFAD's contribution to policy in Türkiye was "mostly episodic, opportunistic, and not based on a systematic approach and earmarked resources". The self-assessment conducted by the ICO for this evaluation stated (p.10) that, "Government representatives do not emphasise the role of IFAD as a direct adviser on policy formulation and might be resistant to seeing IFAD prominently in that role. Policy advocacy is not seen as an important or perhaps appropriate role of FOs [farmers' organizations]."

The country team piloted a policy mapping and prioritization exercise for NEN, with the Economic Intelligence Unit, taking the examples of eight countries. The deep dive into the Turkish programme has identified five priorities for IFAD's policy contribution in Türkiye, and IFAD was assessed to lack strength in all of them. They are rural poverty alleviation, private sector engagement, environment and climate change, access to rural finance and gender equality. IFAD is partially strong in the first three.

Source: 2016 COSOP Review Report 2022.

84. **Summary of coherence. The coherence criterion is moderately satisfactory (4).** Identifying Türkiye's remote uplands as a priority focus and the approaches to support were coherent and complementary to the Government of Türkiye programme. However, there was no synergy developed with other international partners working on the same themes and the learning of lessons was insufficient.
85. Knowledge management is rated moderately satisfactory (4), while partnership-building and policy engagement are both rated moderately unsatisfactory (3). Three important knowledge products (studies) have been delivered with IFAD's contribution, even if not initially planned, and there were increasing efforts to document and disseminate projects' results. However, there was insufficient progress on the usage of knowledge created for informed decision-making. Related to partnership-building, there were strong and effective partnerships with government institutions at the central and provincial levels, but the programme did not make sufficient efforts to diversify its partnerships with international players, civil society organizations, farmers' organizations and research institutions. Concerning policy engagement, IFAD has not delivered the intended results that the 2016 COSOP had foreseen, nor has it been able to effectively influence policy processes at the central level.⁹⁸

C. Effectiveness

86. The effectiveness criterion assesses the extent to which the country strategy and programme achieved or is expected to achieve the intended objectives (at the time of the evaluation), including any unplanned achievements. The reconstructed ToC identified three pathways for achieving the desired impacts. They are related to: (i) improving crop and animal productivity and production; (ii) increasing the incomes of productive poor farmers; and (iii) enhancing the sustainability and the resilience

⁹⁶ Evidence-based policy influence is critical in a context like Türkiye's.

⁹⁷ The 2017 evaluation synthesis on IFAD's country-level policy dialogue, conducted by IOE, provides good practices, success factors and challenges of IFAD's work on such a critical topic but is difficult to achieve in upper-middle-income countries. The report provides examples of results achieved at regional and state levels in those contexts. It also concludes by highlighting that policy dialogue is a main driver for scaling up.

⁹⁸ The 2016 CPE also rated partnership-building and policy engagement insufficient. It made explicit recommendations on the three aspects of non-lending activities.

of uplands' agricultural ecosystems. The first strategic objective of the 2016 COSOP⁹⁹ is directly linked to the first two outcomes, while the second objective was linked to the third outcome. This section analyses output results achieved by the portfolio projects in line with each outcome of the ToC, followed by results achieved in relation to youth support and innovations.

Overall outreach and effective targeting of poor rural people

87. The CSPE estimates the total outreach of the programme to be 116,295 households as of December 2022 (59,506 households for AKADP; 20,885 households for MWRWP; 14,232 households for GTWDP; and 21,672 households for URDP). This represents 72.4 per cent of the total target described in project design documents (table 5). This outreach will certainly increase as two projects are still ongoing, with URDP having not reached its midterm. Projects in the portfolio reached 202,676 persons (101 per cent of design targets), of whom 83,708 were women (46.1 per cent) and 118,968 were men (59 per cent).¹⁰⁰

Table 5
Project outreach numbers and achievement rates

Projects	Number of persons reached and percentage of targets				Number of households reached
	Women	Men	Young	Total	
AKADP	45 624 (-)	45 625 (-)	-	91 249 (274%)	59 506 (-)*
MWRWP	23 801 (91.1%)	37 931 (62.2%)	-	61 732 (70.9%)	20 885 (136.5%)
GTWDP	11 729 (30.5%)	14 995 (17.3%)	2 755 (78.7%)	26 724 (21.3%)	14 232 (44.5 %)
URDP	2 554 (14.2%)	20 417 (48.6%)	3 222 (53.7%)	22 971 (38.3%)	21 672 (36.1%)
Total	83 708 (46.1%)	118 968 (59%)	5 977 (32.1%)	202 676 (66.3%)	116 295 -

Source: project completion reports for AKADP and MRWP. Midterm review reports for GTWDP and 2022 Supervision Report for URDP. Achievement rates are shown as (n) = achieved or actual number / target objective at design. (*) No target was set for AKADP.

88. As described earlier (in the relevance section), **the effectiveness of outreach to poor people was low for any economic activities that required owning productive resources.** Evidence corroborates that beneficiaries were relatively better-off individuals for activities that required the beneficiary to own productive assets (e.g. greenhouses, orchards, production and processing equipment) or funds before engaging. Therefore, better-off community members were directly targeted by PMU staff to kick off the activities, to serve as demonstration cases and to encourage other individuals or households to participate in project activities. There was also an expectation of trickle-down benefits to poorer farmers,¹⁰¹ but this materialized to a more limited extent, according to evidence gathered by the CSPE team. Better-off farmers were found across the entire portfolio. For instance, in the MRWRP, the evaluation team met a better-off individual in Garip Village (Bingöl District) who benefited from a matching grant to produce and package lavender; this would subsequently have had direct benefits for poorer farmers in the community,

⁹⁹ The objectives were: (i) to enhance market access for productive, poor smallholder farmers, and to mainstream sustainable natural resources management into all aspects of upland agricultural production; and (ii) to increase upland climate change resilience.

¹⁰⁰ The COSOP review estimated the outreach to 247,529 direct beneficiaries against a consolidated target of 357,900 persons, accounting for about 69 per cent of the targets. From these, 107,520 female beneficiaries were reached, representing a share of about 30 per cent, which is much lower than the COSOP target.

¹⁰¹ As they were expected to serve as aggregators and demonstration cases to support subsequent adoption by poorer farmers.

but it did not happen as planned. In the AKADP, the 2020 PPE report records that the project had to adjust its targeting approach after the midterm review, as investments mostly benefited better-off farmers. In the GTWDP, the core target group consisted of farmers with marginal and adequate surplus, as well as farmers with production surpluses for marketing. This led the project to remove the financial contribution required by poor people before they could access project support.

Outcome: agricultural productivity and production

89. All projects supported activities to varying degrees that aimed to increase agricultural production. Table 6 presents the main output results. The country programme introduced new forage crops (triticale and Hungarian vetch) and promoted forage cropping (66.6 per cent achieved), it constructed or rehabilitated 473 barns (76 per cent achieved), it built 225 km of pasture roads, established 1677 livestock water points (357 per cent overachieved), and 10,839 farmers were trained on various production practices and technologies (only 13.2 per cent achievement rate). In total, these achievements represented on average 77.4 per cent of the planned targets.
90. **Investments to improve crop and animal systems have contributed to increasing agricultural productivity and production.** For instance, with AKADP the introduction of drip irrigation reached 62 per cent of beneficiary farmers who switched to drip irrigation, exceeding the project target of 25 per cent. Roads constructed by the same project (table 6) allowed better access to pastureland and hence better nutrition for the cattle, thus increasing animal productivity while also reducing the amount of feed provided to cattle. As a result, smallholders reduced the costs of raising cattle and were more disposed to invest in better breeds of cattle.¹⁰² It appeared that activities to support improved barn-building for cattle had low participation due to the lack of demand, which stemmed from the high cost of barns, and the unclear value addition. None of the milk collection centres were still functioning after the project ended. The MRWRP contributed to the increase in productivity and production through training in production technologies, improvement in forage crop production, improvements in livestock facilities and the development of small-scale irrigation. Field observations and interviews by the CSPE team corroborated reasonable increases in production due to livestock stables, orchards established, greenhouses built and training delivered, as well as better water management due to the drip and canal irrigation investments.¹⁰³

¹⁰² This data is found in the AKADP's PPE.

¹⁰³ The RIA impact assessment (2023) found that the total value of production was similar between beneficiary and comparison households, indicating MRWRP had limited added value for smallholder production.

Table 6

Project output indicators which contributed to increased agricultural productivity and production achieved (by 12/2022)

Sub-outputs	Project indicators	AKADP	MWRWP	GTWDP	URDP	Total
Improved livestock husbandry practices and horticultural practices	Number of hectares of farmland planted with forage crops	–	931 (66.7%)	–	–	931 (66.7%)
	Number of greenhouses supported	236 (323%)	200 (27%)	188 (83.6%)	17 (9.7%)	641 (52.8%)
	Number of hectares of farmland planted with new orchards	–	633 (127.4)	–	–	633 (127.4%)
	Number of hectares of farmland under water-related infrastructure constructed/rehabilitated	–	1 319 (110.8%)	42.9 (3.2%)	–	1 361.9 (54.0%)
	Milk collection centres constructed	4 (57%)	–	–	2 (40%)	6 (50%)
	Forage crops introduced (triticale and Hungarian vetch and maize)	2 (–)	–	–	–	2 (–)
	Number of livestock barns constructed/rehabilitated	11 (57.9%)	462 (76.5%)	–	–	473 (75.9%)
Rehabilitated pasture roads and livestock facilities	Pastures roads (number of km)	225 (225%)	–	–	–	225 (225%)
	Roads constructed, rehabilitated or upgraded	–	–	39 (100%)	–	39 (100%)
	Livestock water points constructed/ rehabilitated	98 (82%)	1 579 (385.1%)	–	–	1 677 (356.8%)
Farmers trained in production practices and/or technologies	Farmers trained in production practices and/or technologies	1 584 (57.6%)	2 506 (46.9%)	5 720 (9.5%)	1 029 (7.4%)	10 839 (13.2%)

Sources: PCRs for AKADP and MRWP. MTR reports for GTWDP and 2022 supervision report for URDP. Goal achievement rates are shown as (n): achieved or actual number/target objective at design.

91. With GTWDP, the greenhouses developed for vegetable and mushroom production have increased productivity by about two to three times the yields achieved before using greenhouses. According to farmers met by the CSPE team, greenhouses have significant positive returns on the investments. With the URDP, it is early to appreciate its results for productivity enhancement, but as per the data in table 6, there was a low achievement rate for farmer training sessions in production practices and technologies (13.2 per cent at the end of December 2022), partially due to the COVID-19 pandemic that negatively impacted both GTWDP and URDP.¹⁰⁴ These two projects were also affected by the rising inflation linked to the depreciation of Turkish Lira (see efficiency section).

Outcome: smallholder farmers' incomes

92. The country programme aimed to contribute to increasing poor smallholder farmers' incomes (outcome) by supporting the promotion of: (i) processing and marketing agricultural products; (ii) participation of beneficiaries in pro-poor value chain activities; (iii) better access of poor farmers to markets; and (iv) diversification of economic activities. Evidence suggests moderate results were achieved for this

¹⁰⁴ The rates of achievement for the two completed projects (AKADP and MWRWP) were also average (57.6 per cent and 46.9 per cent respectively) for training activities.

outcome. Table 7 compiles the main outputs' results, at the time of the evaluation; all achievements to support post-production and access to markets in the intervention areas represent on average 77.8 per cent of the targets planned.¹⁰⁵

93. Support for VCD activities for processing and marketing agricultural products (crop and animal production-related), as well as for improving access of poor farmers to markets led to very modest outcomes. Achievements related to markets and processing facilities supported (as shown in table 7) are relatively modest (seven livestock markets, four milk collection centres and three off-farm employment facilities constructed or rehabilitated). Apparently, four milk collection centres were established with AKADP support, but they could not function by the end of the project period or afterwards, as confirmed through interviews conducted by the CSPE team. According to the AKADP's PPE report, the project did not build on the strength of the traditional arrangements that dairy producers had with the private milk collectors, which allowed suppliers to receive six months of milk provided in advance in cash, and a lower unit sale price.¹⁰⁶ Learning from that experience, the current ongoing projects invested in improving some existing milk collection centres.

Table 7

Project output indicators achieved which contributed to the increase of farmers' incomes (by 12/2022)

Sub-outputs	Project indicators	AKADP	MWRWP	GTWDP	URDP	Total
Market, processing or storage facilities constructed or rehabilitated	Market, processing or storage facilities constructed or rehabilitated	7 (117%)	–	2 (25%)	4 (–)	13 (64.3%)
	Processing facilities constructed or rehabilitated	4 (57%)	–	–	–	4 (57%)
Cluster multi-stakeholder platforms established	Number of platforms established and functional	–	–	–	22 (27.5%)	22 (27.5%)
	Rural producers' organizations (cooperatives) supported	–	–	15 (70%)	–	15 (70%)
	Number of products branded based on geographical origin	–	–	–	0 (0%)	0 (0%)
Partnerships with private sector actors	New partnerships established with financial sector actors (mainly private banks)	–	–	–	0 (0%)	0 (0%)
	Number of persons in rural areas trained in financial literacy and/or use of financial products and services	–	–	–	62 (1.9%)	62 (1.9%)
Non-farm and farm employment promoted	Persons trained in income-generating activities or business management	–	–	44	–	44 (0.4%)
	Supporting off-farm employment (processing facilities constructed or rehabilitated)	3 (–)	–	–	–	3 (–)

Sources: PCRs for AKADP and MRWP. MTR reports for GTWDP and 2022 supervision report for URDP
Goal achievement rate = (n): actual number/target objective at design.

94. With the GTWDP, there were very modest achievements at the time of the evaluation.¹⁰⁷ It supported the development of new agricultural production clusters

¹⁰⁵ This average rate seems high, and this is mainly driven by the overachievement rate of 300% obtained with the construction of livestock markets (under AKADP where four additional livestock markets were constructed on the request of the government).

¹⁰⁶ Consequently, the associations that took over the administration of the milk collection in Benliahmet (Kars) and Ardahan could not compete with the traditional arrangements, and these centres could not become functional.

¹⁰⁷ The evaluation reviewed six years of implementation with two years under the COVID-19 pandemic restrictions.

through over 150 matching grant investments, strengthened 15 farmers' organizations (cooperatives and their business plans), and supported greater participation of private actors in contract farming arrangements and retail buying at the farm gate for vegetables produced in greenhouses.¹⁰⁸ The CSPE team interviewed two private actors who bought honey produced by the cooperative of Bozkir (Konya province) and found that they are primary small buyers with linkages with bigger private entities. URDP established 22 multi-stakeholder platforms (MSP) with a 27.5 per cent achievement rate.¹⁰⁹ These MSP were found useful by the stakeholders interviewed, enabling the participation of various social actors (representatives of cooperatives, chambers of commerce, municipalities and private actors) in VCD activities. Nevertheless, evidence was lacking on the magnitude of effective access to markets by smallholders resulting from those actions.

95. Evidence suggests that projects have made a positive contribution to improving smallholder income levels through their support for economic diversification and livestock production. The CSPE found that greenhouses for mushrooms and vegetables production contributed to income generation. However, investments in greenhouses were often unaffordable to poorer farmers, even with matching grants and they reached a limited number of poor households. Support for livestock production and marketing as part of the AKADP and MRWRP (forage cultivation, livestock productivity enhancement, pasture roads and especially livestock markets) have helped poor farmers to improve their incomes. An assessment conducted by RIA for the MWRDP found that the total gross income of farmers was largely driven by income from livestock activities and the beneficiary household's income was higher than for the comparison households (see impact section). Field observations by the evaluation team corroborate the positive contribution of livestock activities as presented in box 4.

Box 4

Field testimonies of the positive contribution of animal production

Beneficiaries of MRWRP in Bingöl District who were interviewed reported that improved rangeland productivity had led to increased income from animal production and enabled beneficiary households to pay for their children's education. Previously, children of beneficiaries could not study beyond primary school (up to 4th grade) and would work with their parents on the rangelands.

Source: Field data collected by the CSP team.

Outcome: resilient agricultural ecosystems in upland areas

96. Country programme support to sustain and strengthen the resilience of agricultural ecosystems in upland areas went through various interventions that enhanced natural resources management and climate change adaptation, by promoting several climate-smart practices, including soil conservation and restoration. Output results are presented in table 8.

¹⁰⁸ In Karaman, the project initiated a partnership between a private-sector textile manufacturer and a group of very poor women who received sewing machines from the project. In Konya province, the project supported 15 progressive farmers to conduct on-farm demonstrations for sage production; it also brokered contract farming partnerships between the beneficiaries and an agribusiness involved in sage processing and exporting.

¹⁰⁹ An average greenhouse cost US\$9,066, while orchards cost an average of US\$7,081 (PPE-AKADP).

Table 8

Project output indicators contributing to sustained and resilient agricultural ecosystems achieved by 12/2022

Suboutputs	Project indicators	AKADP	MWRWP	GTWDP	URDP	Total
Climate-resilient practices including soil conservation	Number of hectares of land brought under climate-resilient management	–	37 219 (124.1%)	1 512 (12.9%)	664 (79.6%)	39 395 (92.5%)
	Number of people trained in NRM (including government staff)	–	4 012 (23.2%)	–	–	4 012 (23.2%)
	Individuals engaged in NRM and climate risk management activities	–	–	0 (0%)	–	0 (0%)
	Number of MCPs, covering the three provinces, approved	–	36 (100%)	–	–	36 (100%)
Access to climate change-related technologies	Number of persons accessing technologies that sequester carbon or reduce greenhouse gas emissions	–	18 173 (133.2%)	0 0%	–	18 173 (87.2%)
Forest and rangeland rehabilitated	Number of public nurseries improved/rehabilitated	–	2 (100%)	–	–	2 (100%)
Energy-saving practices promoted	Number of persons accessing technologies that sequester carbon or reduce greenhouse gas emissions	–	18 173 (133.2%)	–	–	18 173 (133.2%)

Sources: PCRs for AKADP and MRWP. MTR reports for GTWDP and 2022 supervision report for URDP. Target achievement rate = (n): achieved or actual number/target objective at design.

97. **Support contributed to strengthen absorptive and adaptive capacities that improved the resilience of beneficiary households.** Numerous programme actions presented in table 8, especially through the MRWRP interventions (with several overachieved results), drove improvements in resilience to climate shocks. The project focused on actions supporting enhanced natural resource management through the landscape approach and on improving the hydrological functioning of forested microcatchments. As reflected in the data in table 7, GTWDP and URDP did not include explicit outputs on the resilience of ecosystems; but they did support specific actions leading to that end. For instance, GTWDP supported actions – such as the introduction of renewable sources of energy, water harvesting and water-saving technologies, promoting bee-keeping and smart hives, improved livestock rearing technologies and improvement of rangelands – which were relevant to climate change adaptation and mitigation, as well as for the improved resilience of ecosystems. Similarly, URDP supported activities – such as irrigation channel modernization, the establishment of solar-powered irrigation facilities and portable solar-powered systems for beekeepers – which were useful as climate change adaptation and mitigation measures in the interventions areas. Finally, it appeared overall that the programme did not invest in the emergence of grassroots organizations that would take active responsibility for managing those rehabilitated, previously degraded, rangelands in future (see more details in the sustainability section).¹¹⁰

Empowerment of young men and young women

98. While support for youth was identified as a key theme of the country programme, the evaluation found that projects did not consistently target youth or develop youth-specific interventions. The project designs described challenges faced by rural youth in Türkiye, but they did not consistently develop youth targeting strategies. Only the

¹¹⁰ Indeed, targeted farmers and rangeland users are not structured in cooperatives or other community-based organizations that can take over from the project the services to their members and ensure the sustainability of its achievements. See more details below in the dedicated section on natural resource management and climate change.

two ongoing projects (GTWDP and URDP), developed under the 2016 COSOP, explicitly included youth in their targeting strategy and developed objectives or targets related to youth empowerment. Notably, the other portfolio projects (AKADP and MRWRP) were developed prior to the 2016 COSOP and before youth mainstreaming was introduced at IFAD. The URDP has been classified as a youth-sensitive project and is the only project that included youth empowerment indicators in the logical framework.¹¹¹ Youth in these projects were recruited through direct targeting, including the establishment of quotas to support youth participation.

99. **There were gaps at the design and implementation stages on youth support.** The design documents of projects regularly grouped youth with women in gender and targeting strategies, suggesting an implied similarity between the needs and barriers faced by both groups, which is not the case. Furthermore, while the youth beneficiaries interviewed reported that project activities were highly relevant to their need for financial support to develop their agricultural activities, it is notable that none of the projects in the portfolio developed activities to address the differential needs and challenges of young men and women in targeted communities. In Kars, Kastamonu and Sinop, female beneficiaries, including young women, reported that there was a need to develop community-based support for women and young women to increase their confidence and capacity to engage in agricultural activities.
100. Despite these gaps, activities implemented that targeted youth have produced positive results, albeit modest on improving employment prospects. For example, youth beneficiaries of vegetable and mushroom greenhouses supported by the GTWDP reported US\$6,000-US\$10,000 in revenue from plots that were barren before the project started. Youth that received sewing machines in the GTWDP were able to access income-generating opportunities, however no tangible evidence of actual income increases from this initiative is available. Training to support the productive capacity of youth included business plan development (URDP),¹¹² financial literacy training (GTWDP), infrastructure and equipment upgrades (MRWRP and URDP) and livestock production (MRWRP).¹¹³ Youth beneficiaries of the URDP interviewed for the evaluation reported that grants for greenhouse development had helped overcome critical financial barriers to their businesses and had helped them generate increased profits.
101. Youth beneficiaries (male and female) interviewed during the evaluation field visits reported that the projects had contributed to increasing their productivity and income. Youth engaged in greenhouse production in the URDP reported that the support they received contributed to diversifying their income sources, making their incomes more stable and resilient. For youth beneficiaries interviewed who were previously not in education, employment or training, the projects substantially increased their motivation to participate in the agricultural sector as well as their income-generating opportunities. For youth beneficiaries interviewed who were already engaged in agricultural activities prior to participating in these projects, the project supported them to overcome barriers to expanding their operations and improve their resilience to financial shocks.¹¹⁴
102. **The lack of in-depth analysis of youth issues restricted the effectiveness of support to youth** in the two completed projects. In the AKADP, there was a low level of youth participation as a result of the limited relevance of project activities.¹¹⁵

¹¹¹ This likely reflects the targeting policy that was available at the time of the project design (2008) which provided very minimal focus on youth in targeting guidance.

¹¹² In the URDP, training of trainers has identified 22 youths for business plan development mentoring.

¹¹³ Information on the number of youth beneficiaries was not recorded for the AKADP and MRWDP. Among the two projects, youth accounted for slightly more than 10 per cent of beneficiaries (2,755 young people or 10.3 per cent of beneficiaries in GTWDP, and 3,222 or 14.0 per cent of beneficiaries in URDP in 2022).

¹¹⁴ Field observations and interview outcomes indicate that young people in areas targeted by the projects are not motivated to settle down in villages to practice agriculture, if they were not already in them, because of traditional farming methods.

¹¹⁵ IFAD (2018) Ardahan-Kars-Artvin Development Project (AKADP) Project Completion Report.

At the project completion point, it was noted that the project design had insufficient design mechanisms and approaches to encourage youth engagement.¹¹⁶ For the MRWRP, it was noted that the project did not systematically track youth beneficiaries in the M&E system as it was not a requirement when the project was approved (although there would have been scope to introduce this later during implementation).

Innovation

103. The country strategy and programme supported the development of diverse innovations, which contributed to addressing challenges in the agri-food systems. The CSPE found that they were overall useful to address challenges linked to the ecosystem and economic resilience of smallholders in the mountain areas. The innovations, aligned with the definition in IFAD Evaluation Manual,¹¹⁷ are presented below.
104. **Technologies promoted by the country programme included few that were innovative.** Numerous technologies were introduced and reported as innovations in the project reports. These included drip irrigation, improved fodder crops such as triticale and Hungarian vetch, shepherd shelters, grape juice electric extractors, dairy cattle milking machines and seed drillers. The CSPE assessed some of these technologies (e.g. triticale and Hungarian vetch, seed drillers, improved fodder crops, juice extractors) as innovations in the intervention contexts and/or to beneficiary farmers. As such, the rangeland roads and the cattle-handling facilities constructed were also new in some intervention areas, as they were not implemented before the project. Farmers interviewed explained that most of those technologies were already applied elsewhere (in the region or the country) but were introduced to them for the first time due to project support.
105. **Smallholder farmers were able to access income diversification opportunities for the first time as a result of IFAD support.** The CSPE found that some activities, including off-season production and high-value greenhouse vegetable production, were not inherently innovative, but were successfully piloted and validated for the first time in the intervention areas as the result of IFAD projects. These pilot projects validated the relevance and effectiveness of the activities for targeted groups. As a result, these activities can be considered innovative under IFAD's definition. In addition, the Ardahan livestock market supported by the AKADP offered innovative features and services and was the first of its kind in Türkiye.
106. **The IFAD-supported programme introduced processes or approaches that were innovative at the time of their introduction.** This was true in the case of: the integrated bottom-up and market-oriented private sector approach to rural poverty reduction; the participatory process for preparing microcatchment plans and managing irrigation facilities; as well as for the cluster and MSP approaches. The latter MSP approach, promoted by URDP and still ongoing at the time of the evaluation, was acknowledged by the government stakeholders interviewed to be relevant and useful in enabling the participation of various rural actors in the rural development process and able to transcend administrative borders.
107. **Summary. The effectiveness and innovation criteria are rated moderately satisfactory.** IFAD's programme contributed to positive outcomes in relation to increased agricultural productivity and production (in crop and animal production systems), and more resilient agricultural ecosystems in upland areas. However, very modest results were achieved with regard to increasing the incomes of poor farmers

¹¹⁶ The PCR found that "mechanisms in design were not sufficiently developed to engage and spread benefits to young people."

¹¹⁷ As per IFAD Evaluation Manual (2022), innovation refers to the extent to which interventions brought a solution that is novel, with respect to the specific context, timeframe and stakeholders with the purpose of improving performance and/or addressing challenge(s) in relation to rural poverty reduction.

through VCD activities and access to markets. As far as innovation was concerned, numerous technologies, practices and processes were introduced and promoted by the programme, but only a few of them were confirmed as true innovations, which contributed to addressing challenges within the system.

D. Efficiency

108. The efficiency section assesses the extent to which the interventions or strategies delivered, or are likely to deliver, results in an economic and timely manner. The section considers operational efficiency (how well the intervention was managed, including timeliness and business processes), and economic efficiency (conversion of inputs into results as cost-effectively as possible).

Operational efficiency

109. Project start-up times are notably shorter than the regional averages in NEN, despite relatively longer lags to disbursement in the ongoing projects. The projects took half the time from approval to entry into force (3.8 months on average), compared to the regional average (8.6 months) over the same period (2010-2021), as indicated in table A9, annex VI. The time lags from entry into force to first disbursement have increased with time, taking 14 months for the most recent project, URDP. This is longer than the NEN region average of 9 months and was caused by the internal restructuring undertaken in MoAF and the budget limitation policy implemented by the Government of Türkiye at the time to help contain the economic crisis.¹¹⁸
110. **Disbursement rates were affected by distinctive project implementation arrangements.**¹¹⁹ AKADP, GTWDP and URDP (under the GDAR oversight) have had low disbursement rates until their fifth year of implementation, contributing to their classification in various years as potential or actual problem projects,¹²⁰ see figure A5 in annex X. However, MRWRP did not face this situation. The main reasons for slow disbursement in the ongoing projects included restructuring within the MoAF, the Government of Türkiye's budget limitation policy (also affecting the MRWRP),¹²¹ as well as lengthy internal audit procedures and COVID-19 restrictions (which also affected MRWRP). The disbursements in the GTWDP were also slow due to the delayed recruitment of staff, slow procurement and processing the revision to the financing agreement. Tardy disbursement in the AKADP was a result of a lack of staff and staff capacity in the ministry, including at the provincial and district level and in the PMU and the weak absorption capacity for cofinanced IFAD activities in the villages targeted.¹²²
111. **Slow disbursement has been the primary reason for the extension of project completion dates,** except in MRWRP. Projects were extended by about two years (AKADP, MRWRP, GTWDP) and four years (URDP).¹²³ MRWRP is the exception to the rule with the bulk of its extensions resulting from good implementation progress. Due to a solid performance in the first half of the project, the Executive Board approved an additional IFAD loan and an extension of over one year to the project completion date, to consolidate existing interventions and expand investments to six new microcatchments.¹²⁴ An additional three-month extension was agreed with IFAD to make up for implementation adversely affected by the earthquake in Elazığ at the

¹¹⁸ As a result of the economic crisis, the prerequisites for first disbursement, the procedures for finalizing the AWPB, the financial management system, the M&E system, key staff recruitment and ratifying the memorandum of understanding with Kredi Garanti Fonu all came to a halt (URDP partial supervision report, 2020).

¹¹⁹ In line with the two distinct implementation arrangements as presented in the relevance section.

¹²⁰ A project is classified as a potential or actual problem project based on the ratings of the two key supervision indicators, which are indicative of disbursement trends: the likelihood of achieving the development objective; and overall implementation performance.

¹²¹ For instance, out of the EUR 9 million budget requested by the lead agency of URDP to implement the 2019 Annual Work Plan and Budget, only EUR 200,000 (2 per cent of the budget needed to unroll the AWPB) was allocated by the budget authority.

¹²² IOE, 2020, PPE AKADP.

¹²³ The extension of four years to URDP was due to slow disbursement as well as the request to align the completion and closing dates of the first tranche of financing with the second tranche of financing.

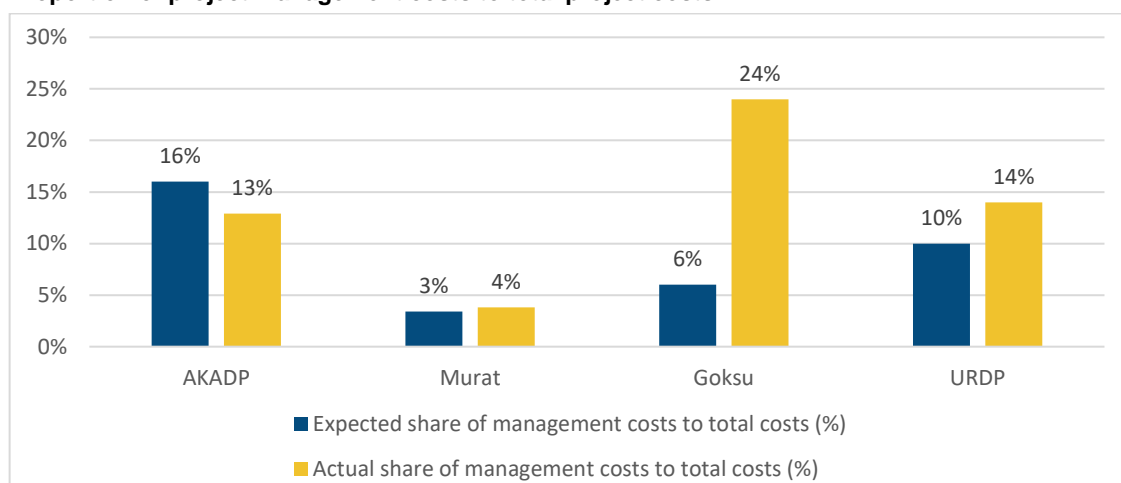
¹²⁴ An additional US\$8.2 million was approved by the IFAD Executive Board in December 2018.

beginning of 2020 and the COVID-19 pandemic that restricted capacity-building activities critical for strengthening the management of investments.

112. Despite extensions, the two closed projects, AKADP and MRWRP disbursed 85 per cent and 91 per cent of funds, respectively, rather than the full amount.¹²⁵ The PPE of the AKADP found 85 per cent to be a respectable rate, given the poor performance in the first half of the project. The disbursement rate of the first IFAD loan for the MRWRP (project years one to six in figure A5 in annex X) was relatively good compared to the rest of the portfolio, due in large part to the ownership, stability and commitment of the PMU, which was confirmed during interviews. Not all funds were disbursed for the reasons outlined in the paragraph above.
113. **Actual project management costs are close to design estimates and lower or on par with IFAD's standard**, with the current exception of the GTWDP. IFAD's Financial Management and Administration Manual states that recurrent costs (salaries and operating costs) should not exceed 15 per cent of total project costs.¹²⁶ Figure 2 below shows that this was achieved in both closed projects (AKADP [13 per cent] and the MRWRP [4 per cent]) as well as the ongoing URDP (14 per cent). In contrast, project management costs of the ongoing GTWDP are currently 24 per cent - markedly higher than the 6 per cent designed at the start. According to the midterm review and supervision missions, these higher costs were related to structural changes at the MoAF and the need for technical backstopping from UNDP to cover staff vacancies. This latter cost was not foreseen at the design stage, despite the same practice being used in previous projects.

Figure 2

Proportion of project management costs to total project costs



Sources: Project design reports, project completion reports, MTR, supervision mission.

114. The project management has generally submitted key reports on time and been responsive to external shocks, but procurement and staffing issues have often hindered operations. Audit reports and annual work programmes and budgets were mostly submitted to IFAD on time. External shocks (including earthquakes, the COVID-19 pandemic, high inflation and currency depreciation) have slowed implementation in the ongoing projects, but project management units have been responsive and supported by supervision missions.¹²⁷ The main bottlenecks to

¹²⁵ MRWRP's final disbursement was 88 per cent according to the PCR (2023) but 91 per cent according to Oracle Business Intelligence.

¹²⁶ IFAD Financial Management and Administration Manual 2019:

<https://www.ifad.org/documents/38711624/39804719/Financial+Management+and+Administration+Manual.pdf/a382f28a-f633-437a-a685-fd48d04c0482>.

¹²⁷ As a further example, the negative impact of a nearly 80 per cent depreciation of the Turkish Lira put pressure on the procurement of civil works. To overcome this operational challenge, the project management unit in agreement with IFAD, UNDP and the government, accepted bidding documents in US\$. URDP supervision mission report, November 2022.

project management efficiency have been in procurement and staffing for projects under GDAR oversight (AKADP, GTWDP and URDP). UNDP has been a key service provider in recruitment, procurement and financial management in these projects. The partnership is widely recognized by high-level stakeholders as stable and critical to plug capacity gaps in the MoAF.

115. However, there have been multiple significant delays in procurement stemming from lengthy procurement processes. The desk review and interviews showed that persistent staffing issues in projects implemented through GDAR from AKADP to the present add to delays. See the section on the performance of the Government of Türkiye for further details.¹²⁸

Economic efficiency

116. **Project costs per beneficiary household are lower at completion and to date compared to design estimates** (see table 9). In both the AKADP and MRWRP this can be explained by both lower final total costs and markedly higher numbers of beneficiary households reached than planned. While this could indicate increased efficiency, changes to targeting modalities also need to be considered (see relevance section). In the MRWRP, the decrease in total costs can be attributed to the depreciation of the Turkish Lira during the project. The ongoing GTWDP has also recorded lower costs per beneficiary household to date, but this is mainly due to relatively low disbursement levels while half the target households have been reached.

Table 9

Project costs per beneficiary households, planned versus actual

Project	Cost per beneficiary household at design	Cost per beneficiary household at completion*/to date
AKADP	5 179	1 268*
MRWRP	3 412	2 000*
GTWDP	781	625
URDP	2 252	Not yet available

Sources: project design reports, PPE AKADP, PCR MRWRP, GTWDP, December 2022 supervision report.

117. **The economic and financial analysis (EFA) showed that both completed projects (AKADP and MRWRP) were economically viable,**^{129,130} and significant positive returns were confirmed during evaluation field visits. The estimated economic internal rate of return of these projects was significantly higher than the discount rates and significantly higher than the estimates at the project design. The estimated net present values were all positive, demonstrating the benefits of the projects and their economic viability. In the case of AKADP, although all implemented activities were found financially profitable, the main contributions to economic benefits come from the greenhouses, livestock water facilities, and pasture roads. These were confirmed by the PPE and verified by the CSPE field visits.¹³¹ Some

¹²⁸ The IFAD country team have been trying to find new solutions, but more efforts are still needed to expedite this process in the future, potentially with the involvement of other United Nations agencies.

¹²⁹ The EFA was updated during the project performance evaluation, and it confirmed the PCR assessment. The updates were based on the 2018 prices of inputs and profitability of outputs, however the assumptions related to the models could not be verified during the PPE. The EFA showed that the project was likely to result in significant positive returns over a 20-year period. The economic internal rate of return of the project was estimated at 23.4 per cent, which was significantly higher than that estimated by the project design (14.8 per cent). The net present value of the additional benefits brought by the project (at an opportunity cost of capital of 8 per cent) was US\$16.5 million (PPE 2020).

¹³⁰ The EFA conducted at project completion showed an overall economic internal rate of return of 16.3 per cent with an expected net present value estimated at US\$16.4 million, discounted at 11.0 per cent. The overall economic internal rate of return calculated at design was 8 per cent and the expected net present value was US\$8.8 million.

¹³¹ The economic internal rate of return of greenhouses was 135 per cent. The economic internal rate of return of the livestock water facility was also very high with a value of 273 per cent, followed by the pasture roads with 87 per cent. The remaining models used have the economic internal rate of return within the range of 12 per cent (for baling machines) and 27 per cent (for the Ardahan livestock market) (PPE 2020).

beneficiaries of AKADP reported that greenhouses were profitable enough to recoup the cost of investment within three or four years.¹³² For MRWRP, the increase in both indicators can be explained by the increase in the Government of Türkiye contribution, the financial reallocations, the fluctuations in the national currency exchange rate and the additional IFAD loan.¹³³

118. **Summary.** The CSPE rates efficiency as moderately satisfactory (4). Available findings suggest an efficient use of IFAD's resources through relatively quick project start-ups and responsive project management units operating at relatively low cost. Low costs per beneficiary household and positive economic internal rates of return also show the country programme has converted inputs into results cost-effectively. However, three out of four projects experienced significant delays and low rates of disbursement, leading to the extension of project durations. While some of these were due to external events, persistent delays in procurement processes and staffing issues in project management led to some additional operational inefficiencies.

E. Rural poverty impact

119. The impact criterion assesses the extent to which an intervention and/or country strategy has generated, or is expected to generate, significant positive or negative, intended, or unintended higher-level effects. The assessment includes the following domains: (i) changes in incomes, assets and productive capacities; (ii) changes in social or human capital; (iii) changes in household food security and nutrition; and (iv) changes in institutions and policies. For this CSPE, two projects (AKADP and MRWRP) were analysed for impact results achieved, which drew evidence from the documentation available: the end-line survey of the two projects,¹³⁴ and the impact assessment of the MRWRP conducted by IFAD's Research and Impact Assessment Division (RIA) which used a robust methodology. Additionally, the AKADP PPE report was also a useful source of information.

Income and assets

120. **Livestock activities contributed to moderately positive changes in household incomes.** Robust evidence corroborates the contribution to changes in income through enhancements or improvements in livestock practices (e.g. forage cultivation, pasture roads), and facilities (e.g. livestock markets) with the MRWRP. In the case of the AKADP, where there is an absence of robust (impact assessment) evidence, there are strong indications that enhanced horticultural activities (with greenhouses), improved livestock practices and facilities, and improvements in rural infrastructure contributed to positive changes in income. According to the AKADP PPE report, the increase in net household income resulting from the horticultural support of AKADP amounted to US\$2,011 which surpasses the poverty threshold in Türkiye as of January 2019 (US\$1,232 per month for a household of four). Nonetheless, while this boost would have eradicated poverty for 1.8 per cent of the households in the project areas, it is not expected to have a province-wide effect on household income.¹³⁵ According to the project end-line survey, the AKADP's impact on livestock practices and infrastructure led to an increase of 5.5 per cent in milk yield and income for cattle-owning households in intervention areas; and

¹³² IOE (2020) PPE AKADP.

¹³³ After the midterm review, the Government of Türkiye decided to increase its contribution through the financing of civil works for a total amount of US\$5.1 million (component 2) and financing complementary investments to the MRWDP's activities for an amount of US\$4 million (both components 2 and 3). Also, there was a reallocation of US\$5.1 million from the civil works category to the goods and equipment category to impact more beneficiaries under the livelihood improvement component (component 3). In 2019, IFAD provided an additional loan of US\$8.2 million to scale up the MRWRP interventions.

¹³⁴ The CSPE found the methodological approach used in these studies to be insufficiently robust. For instance, the matching approach used to compare beneficiaries and control groups does not respect the state-of-the-art situation in terms of matching techniques, and the selection of non-beneficiaries does not consider contamination effects. However, in the absence of other sources, evidence was used when acceptable.

¹³⁵ Interviews with beneficiaries and field visits during the time the PPE was conducted, along with values reported on logframe indicators, confirmed that the enhancement of livestock practices, facilities and rural infrastructure improvements contributed to income increase.

beneficiaries experienced a 10 per cent increase in milk yield per cow, while non-beneficiaries saw a decline of 4 per cent.

121. According to the RIA impact assessment, there was no statistically significant change in the gross total income, even if there was an approximately 10 per cent increase for MRWRP beneficiaries' total net income compared to the control households. The increase in total gross income was primarily due to income from livestock activity, which was 63 per cent higher in beneficiary households than in control households, confirming once more the positive effects of livestock activities. There was also no significant increase in income from crop or tree farming activities.¹³⁶ While the MRWRP impact report did not quantify income from crop and fruit trees, it seems that 85 per cent of beneficiary participants reported a significant increase in their crop production area.¹³⁷ The report shows **a significant impact in the overall multi-dimensional poverty index score, resulting in a 7 per cent reduction in the index** in the intervention areas.
122. There were good indications that the IFAD portfolio contributed to a slight increase in household assets and productive capacities. For instance, in the AKADP, the value of household assets had appreciated across the three provinces since 2014, exceeding the design target of 20 per cent in project districts. However, these increases cannot be entirely attributed to the project due to the low robustness of the end survey methods (mentioned earlier). The end survey also showed no significant difference in asset values between beneficiaries and the control group. On the other hand, considering the impact assessment findings, the MRWRP had a negligible positive impact (less than 2 per cent) on durable and livestock asset ownership, and no difference was found between beneficiaries and non-beneficiaries in terms of productive agricultural assets. According to the MRWRP project completion report, the beneficiaries invested in assets for agriculture and livestock productivity enhancement (such as mechanical ploughs, water pumps for irrigation, hoes for orchard management, electric grape juice extractors and milking machines) and better living conditions (such as energy-saving equipment and household appliances such as refrigerators, televisions and smartphones) due to the increase in income.

Human and social capital empowerment

123. Overall, the programme contributed to the development of human capital by enhancing beneficiaries' capacities through training and education. The CSPE found that this change was possible due to investment in the development of the capacities of beneficiaries. In the AKADP, training and demonstrations were used to promote agro-technology and increased productivity, profitability and sustainability-enhancing practices. The AKADP end impact survey results showed that beneficiaries of training reported improved milk hygiene and quality, enhanced barn conditions, improved vaccination and disease management, better cropping practices and more advanced planting and pruning methods for orchards. The AKADP PPE reported that 93 per cent of beneficiaries reported that training was useful or had a lasting impact. The MRWRP impact assessment reported that the majority of beneficiaries (69.9 per cent) who received training and technical assistance applied and practiced the techniques they learned. The same report found that training to support the adoption of improved production technologies was a valuable step for building human and social capital for collective actions to address shared constraints.¹³⁸ MCP preparation

¹³⁶ This data was aligned with the impact assessment report. Also, according to the MRWRP PCR, the immediate partial adoption of improved production technologies and access to agricultural inputs is the primary factor that enables productivity and household income growth. The availability of irrigation water in the short term also contributes to incremental gains in productivity and income. The full adoption of improved technologies in the long term is the third factor that enables increased income gains. The report also highlights the positive impact of energy-saving assets on household income through a reduction in energy expenditures.

¹³⁷ IFAD. 2022. Murat River Watershed Rehabilitation Project. Project Completion Report.

¹³⁸ Between 2013 and 2022, beneficiaries received more training in production-related activities, irrigation, and water management, soil management, harvesting techniques, animal and forestry management compared to the control group. Beneficiaries benefited more from the training they received and applied the techniques learned.

in the MRWRP also supported capacity development for beneficiaries and allowed them to express their opinions and influence MCP investment priorities.

124. **Evidence suggests insufficient results in relation to strengthened social capital.** The AKADP-PCR explicitly mentioned that the project had no significant impact on social capital.¹³⁹ The PCR of MRWRP reported that social capital in targeted communities and villages had been strengthened through the participatory approach and trust-building applied in the microcatchment plan development, along with the technical training provided, resulting in beneficiaries having increased access to essential social and productive services. If the last part of the latter statement confirms the strengthening of human capital, there were insufficient actions deployed to enable effective bonding and bridging social capital (see further details in the sustainability subsection). In fact, the impact study of MRWRP reported that the project did not have a significant impact on improving the resilience of households, as beneficiary households have a similar capacity to recover from overall, climate, and non-climate shocks, compared to non-beneficiaries.

Food security and nutrition

125. **The portfolio projects contributed variably to improving food security within households.** The improvement in household food security was possible through the increase in productivity and income. MRWRP had a positive impact on household food security (RIA impact study), evidenced by a decrease in severe forms of food insecurity and higher household dietary diversity scores. In fact, there was a 20 per cent drop in the aggregated food insecurity experience scale, indicating a decrease in severe forms of food insecurity, and a 2.7 per cent higher household dietary diversity score for beneficiaries compared to control households. Such a result indicates that most of the agricultural production resulting from the project was consumed by households rather than sold to the market, as per the impact study report.¹⁴⁰ With the AKADP, evidence was lacking to substantiate its impact on food security. Nevertheless, aligned with the impact pathways in the ToC, the positive outputs delivered by the two projects in terms of livestock productivity and production may have contributed to improving food security, considering that the support reached about 35 per cent of households (estimated in the PCRs). However, the beneficiaries of greenhouses constituted less than 2 per cent of the total population of targeted areas, making it unlikely that their contribution to the increase of productivity and production has had a significant impact in improving the food security.¹⁴¹
126. **With regard to nutrition, evidence of contribution to change was lacking.** In fact, the programme implemented no specific direct activities to that effect, as the main assumption was that improving the food security level and increasing the households' incomes would lead to better nutrition. As per previous elaborations, this assumption appeared to be only partially verified.

Institutions and policies

127. **The programme had mixed impacts on rural institutions and policies.** On public institutions, AKADP strongly reinforced the capacity of provincial directorates, which was translated into higher responsibilities in managing projects.¹⁴² However, it engaged with cattle breeder associations in the three project provinces with more mixed results. At the end of the project, the majority of those associations were

¹³⁹ PCR p. 2.

¹⁴⁰ The PCR also noted that the home food processing and storage of dried fruits and nuts (such as apricots, prunes, raisins and walnuts), and dried vegetables (eggplants, peppers and tomatoes) during the winter period further contributed to improved food security.

¹⁴¹ No project had direct and explicit actions focused on health and nutrition.

¹⁴² According to the PCR, five former AKADP PMU staff members became managers of other internationally funded projects in Türkiye. After gaining experience in AKADP, staff of provincial agriculture directorate in Artvin and Kars contributed to their office efforts to write project proposals to the EU.

nascent, informal and require significant further assistance to provide required services to their members.

128. Regarding public institutions, the MRWRP strengthened the capacity of regional and provincial directorates to deliver veterinary services and technology transfer to farmers and increased the long-term production capacity of existing public sector forest nurseries. This enabled them to operate quasi-autonomously. For grassroots organizations, the project built local institutions at microcatchment and village levels, which included small-scale irrigation water users' cooperatives, public fountains users' groups, village bakeries users' groups, rangelands users' groups and beekeeping groups. They were informal organizations constituted at a late project implementation stage and they could not develop sufficient capacity to provide support services to their members autonomously.¹⁴³
129. Concerning policy, as per the earlier elaboration in the section on policy engagement, there were limited results achieved overall. The MRWRP identified the following areas where policy engagement could have been undertaken: "(i) strengthening the existing capacity for uplands, agriculture technology development and transfer, and (ii) a support policy for payment of environmental services such as an incentive policy for rehabilitation of rangelands and forest pastures in the form of compensation for the loss of income for rangeland users during the closure periods."¹⁴⁴
130. **Summary. The CSPE rated the impact criterion moderately satisfactory (4).** Available evidence suggests that projects in the IFAD portfolio had a positive impact on household income. Additionally, an improvement in household food security and nutrition was noted thanks to the increase in agricultural productivity and household income. There were positive impacts on human capital within communities and for enhancing governmental institutions. However, the impacts were mixed on the improvement in household assets and productive capacities, as well as on strengthening social capital, for example through developing grassroots institutions.

F. Gender equality and women's empowerment

Gender mainstreaming at the design stage

131. The 2016 COSOP applied IFAD guidance for gender mainstreaming,¹⁴⁵ including providing an overview of poverty and its gender dimensions, profiling key target groups, and identifying targeting and gender issues, strategies and outcomes.¹⁴⁶ At the project level, design documents consistently provided analyses of poverty, gender and targeting issues from secondary sources, profiled the target groups and assessed project thematic areas from a gender perspective. Additionally, all projects identified linkages between target groups and various project components and described the main targeting mechanisms that would be applied to strengthen project outreach.
132. However, project design documents often failed to account for context-specific, intersectional needs and challenges experienced in the region(s) where projects were implemented. None of the projects in the portfolio provided an analysis of how age interacted with gender to impact the needs or challenges of targeted groups, and one project (GTWDP) did not provide an analysis of the differentiated needs of men and women in targeted communities.¹⁴⁷ However, the evaluation found that young

¹⁴³ This was referenced in the PCR.

¹⁴⁴ MRWRP, PCR, p.17.

¹⁴⁵ The 2016 COSOP identifies key challenges and disparities with the themes of gender equality, including social and economic barriers to employment, income disparities and limited participation in decision-making challenges for women. It noted that the Gender Inequality Index value for Türkiye was 0.359, ranking it 72nd (out of 149 countries) and that women have limited participation in governance and very limited access to and control over resources.

¹⁴⁶ IFAD (2016) Gender mainstreaming in IFAD10:

https://www.ifad.org/documents/38714170/40321309/Gender+mainstreaming+in+IFAD10_e.pdf/8e5a5dd4-29ed-4d18-8c1e-5f36663354c5.

¹⁴⁷ There was no analysis of how being people living with disability interacted with gender issues, but it should be noted this was not a focus of IFAD at the time of these project designs.

women in targeted rural areas face strong pressure to migrate to urban areas in order to find work, attend school, access social spaces and find spouses, while older women in rural areas are more likely to uphold cultural norms that place restrictions on women's participation in agriculture and decision-making. Moreover, gender strategies and action plans were developed and implemented to varying extents, as presented in box A9 in annex X. Training for staff and project partners on gender mainstreaming was also not consistently envisaged.

133. Furthermore, project designs did not plan for engagement with male community members to ensure the buy-in and endorsement of women's participation in project activities. As a result, challenges were reported, especially with older projects, e.g. AKADP, to fully support women's engagement in project activities, as the design failed to adequately account for cultural norms and context-specific needs of female beneficiaries and create the conditions for women's greater participation.

Women's outreach and reporting on gender

134. Desk review evidence reveals that projects faced challenges in reaching women at times. The GTWDP and URDP faced periodic challenges to achieve targets for outreach to women.¹⁴⁸ This suggests that gender mainstreaming actions undertaken during the design and implementation of projects (such as positive discrimination during beneficiary selection and targeting strategies), while important, were not sufficient to ensure effective outreach and engagement, aligned with the sociocultural constraints of gender equality. Nonetheless, at the time of the evaluation, the portfolio had reached 83,708 women beneficiaries, representing 46.1 per cent of the cumulative target (table 10), which is significant.

Table 10

Total number of women beneficiaries reached (by December 2022)

Project	Women outreach (total beneficiaries)	Target	Per cent achieved
AKADP	45 624 (91 249)	Not available	Not available
MRWRP	23 801 (61 732)	26 130	91.1%
GTWDP	11 729 (26 724)	38 400	30.5%
URDP	2 554 (22 971)	18 000	14.2%
Total	83 708 (202 676)	82 530	46.1% ¹⁴⁹

Sources: PCRs for AKADP and MRWP. MTR reports for GTWDP and 2022 supervision report for URDP.

135. All four projects reported monitoring data disaggregated by sex, however, only two projects included gender equality and women's empowerment (GEWE)-related indicators in the project design. The MRWRP M&E database maintained a sex-disaggregated tracking system on project beneficiaries by category of intervention. Indicators related to youth and women for all projects were output- rather than outcome-oriented, with a focus on the number or proportion of women and/or youth that participated in activities (for example, the number of women who received training, equipment). Outcome indicators were more commonly reported at the household or village level. Few efforts were taken to assess how women were impacted by project activities in line with contextual challenges, beyond the outreach numbers.

Women's access to resources, income sources and their levels

136. **Despite outreach challenges, the projects contributed to positive economic results variably with women beneficiaries.** Some projects reported increases in

¹⁴⁸ For example, GTWDP reporting found apparent opportunistic behaviour where poor households were accessing matching grants through women in households. Supervision reporting for the GTWDP also reported in 2018 that the project had achieved 17 per cent of beneficiaries being women (against a target of 30 per cent). Similarly, the supervision report for the URDP project in 2021 found that out of the target of 9,000 beneficiaries, the number of direct female beneficiaries was only 408 representing 4 per cent of overall beneficiaries against the target of 30 per cent).

¹⁴⁹ This total includes only those projects with set targets (GTWDP, MRWDP and URDP).

employment (AKADP, MRWRP), productivity (URDP), income (GTWDP) and control of assets (MRWRP). Across the projects, activities like greenhouse production, the development of milk collection centres, and the establishment of women's cooperatives had the largest impact on increasing access to resources, income sources, assets and services for women. These activities increased women's productive capacities, offered opportunities for new income-generating activities and increased access to markets. These outcomes were found in AKADP (production of vegetables in greenhouses), GTWDP (provision of equipment for food processing distribution and greenhouses), MRWRP (employment generation through nurseries) and URDP (value chain development actions).

137. In the URDP, milk collection centres were found to have improved access to markets and provided guaranteed sales that permitted women producers to increase their milk production without risk of waste, enabling women beneficiaries to sell more milk more consistently. As a result, women producers earned more income more regularly with timely payments. In the absence of outcome indicators data, a cooperative representative responsible for the management of the milk collection centres reported that the URDP contributed to increasing women's income from milk production by between 10 per cent and 30 per cent on average.
138. The AKADP project primarily benefited women engaged in greenhouse production. The completion report found that the annual yield in the greenhouses for tomatoes, cucumber and peppers increased from 1.5 kg/m² to 5.6 kg/m². This represented a 273 per cent increase in productivity, thus contributing to generating income for women. Some women beneficiaries interviewed during field visits by the CSPE team reported that they are now producing a surplus of vegetables which could be sold in the market for the first time (rather than for home consumption only). Other beneficiaries reported that the greenhouses supported by the project allowed them to extend the growing season by two months, allowing them to produce an additional crop and increase crop yields each year.

Women's participation and leadership within households and communities

139. Portfolio projects primarily addressed increasing women's influence in decision-making by promoting the representation of women in bodies like cooperatives and multi-stakeholder platforms. This was done by establishing quotas and applying positive discrimination during selection, establishing safe spaces and supporting effective participation in such bodies through targeted training for women in leadership skills. The URDP further extended women's participation and leadership skills by promoting twelve women-run cooperatives. Projects in the portfolio deployed a range of activities intended to increase participation and leadership among women. Strategies included training (GTWDP), improving access to employment opportunities (GTWDP), promoting women's inclusion in decision-making (MRWRP) and supporting cooperatives with technical assistance (URDP). These activities were found to contribute to greater inclusion of women in decision-making (a traditionally male sphere) and ensure that their needs and perspectives are considered in decision-making processes (see table A13 in annex X).
140. There are indications that projects have contributed to changing perceptions of women in targeted communities, even if the scale is limited. For example, participants of women's cooperatives supported by the URDP reported that women-run cooperatives had encouraged women to engage in agricultural activities previously reserved for men (such as driving trucks, tractors and using other agricultural equipment). Women who participated in these activities increased their confidence to engage in other activities and changed their mindsets about their own

capabilities.¹⁵⁰ Women's cooperatives were found to increase women's participation in agricultural and non-agricultural activities (for example, making baklava) and increase their visibility in public life. As a result of the activities and support for women's cooperatives, attitudes are changing towards what roles are acceptable for women. At the same time, the MRWRP increased the participation of women in the development of microcatchment plans, increasing their role in decision-making. This contribution was not seen across all projects, however, and in some notable cases, projects failed to account sufficiently for cultural norms in ways that effectively limited women's engagement.

Equitable workloads

141. **There were anecdotal positive results of project activities that contributed to reducing the workloads of women beneficiaries,** reported by three out of four portfolio projects. The primary activities that contributed to reducing women's workloads related to infrastructure upgrades, mechanization and technology adoption. For example, women beneficiaries of the AKADP project reported that roads constructed and repaired had improved access to grazing areas by car, reducing the need to do laundry and other chores in grazing areas with no electricity and running water. The impact assessment survey conducted for the MRWRP found that women's workloads have been considerably reduced as a result of the adoption of energy-saving technologies eliminating time spent on collecting wood and the introduction of electric grape juice extractors that reduced drudge work for women. In the URDP project, women using milk collection centres reported that the guarantee of milk sales reduced the leftover unsold milk and eliminated the need to produce secondary products for home consumption (yoghurt, butter and cheese) to avoid waste.¹⁵¹

Gender transformation perspectives

142. Projects in the portfolio showed an awareness of the root causes of gender inequality and discrimination, and prevailing attitudes towards gender roles, norms and power relations.¹⁵² **Projects primarily responded by adapting to social norms and attitudes, rather than by creating opportunities to promote women's social and political influence in communities further** and begin to address power inequities between people of different genders. This approach included designing project activities to be appropriate for women by hiring staff with gender expertise, considering social norms in the design of activities, and designing activities specifically to increase women's leadership skills and participation in decision-making bodies. Projects responded to cultural norms by working within expectations for appropriate agricultural activities for women by targeting sectors where women's engagement is already accepted (such as horticulture and milk production), rather than addressing or attempting to change accepted gender roles. While these strategies were relevant to targeted women under current circumstances, the evaluation found no evidence that this approach has led to gender transformative change in target areas.¹⁵³
143. **Summary.** The CSPE rates the GEWE criterion as **moderately satisfactory (4)**. It found that projects took into account the country context in relation to gender gaps, and achieved positive results in empowering beneficiary women, including increasing income and productivity, and improving participation and leadership in decision-making bodies like cooperatives and multi-stakeholder platforms. However, the

¹⁵⁰ Seeing women engaging in typically male activities also made a broader impact on communities. Men and other women in communities were initially shocked but have now broadened their perspectives of what women are capable of and what is acceptable for them to do.

¹⁵¹ This may affect household consumption.

¹⁵² Project design documents noted that gender inequalities were prevalent in Türkiye and observed that women face higher rates of unemployment and unpaid labour, while cultural and social norms limit what is deemed appropriate for women.

¹⁵³ To be transformational, projects need to address the root causes of gender inequalities, including prevailing social norms, attitudes and behaviours, as well as the social systems that build and reinforce norms.

portfolio projects have at times struggled to reach women and meet targets related to women's participation, often only reporting results at the output level or supported by anecdotal evidence. Overall, despite contextual challenges, progress has been made towards addressing GEWE results; and newer projects have paid greater attention to addressing factors of discrimination including considering ethnicity, age, and disabilities as reported in the latest GEWE assessment of URDP and GTWDP.

G. Sustainability of benefits

144. The sustainability criterion assesses the extent to which the net benefits induced by the strategy and programme continue over time and are scaled up (or are likely to continue and scale up) by the Government of Türkiye or other partners. It includes social, institutional, technical and economic sustainability aspects. Other specific aspects of sustainability are: (i) scaling up; (ii) environment and natural resources management; and (iii) climate change adaptation.

Sustainability of benefits

Socioeconomic sustainability aspects

145. Key players in driving the socioeconomic sustainability of a project's benefits are individual farmers (and their households), cooperatives and community or user groups. In relation to individuals and households, **evidence shows that by implementing the matching grant approach, project support reached "economically active" farmers who could afford the initial investment and maintenance costs** (for instance for greenhouses and orchards) and could wait long periods for economic returns.¹⁵⁴ In such cases, the sustainability of benefits was ensured due to beneficiaries' existing financial and economic capacities. This trend was observed across the projects in the portfolio. For instance, in the URDP, beneficiaries who received matching grants to establish walnut orchards were found to be able to bear the costs of the orchards until the walnut trees are productive (estimated to be between five and seven years). Field visits conducted by the CSPE team, as well as project documentation, indicated that beneficiaries' incomes were already sufficient to cover costs related to maintenance and repairs of equipment and infrastructure from matching grants. This positive sustainability feature is well aligned with the criticality of those investments to sustain economic livelihoods. Beneficiaries who constructed greenhouses reported that the structures generated benefits, and their replacement every five years was possible at a manageable cost, while beneficiaries who constructed barns stated that maintenance costs are low. It was also reported that the farmers received referrals to the National Agricultural Bank (*Türkiye Cumhuriyeti Ziraat Bankası*) for financial support to cover maintenance costs with loans. However, it was beyond the scope of the evaluation to assess the effectiveness of these referrals.
146. The CSPE found that supported cooperatives have well-developed strategies for managing and sustaining their operations (including strategic and financial plans), because several cooperative heads manage the cooperatives as if they were their own enterprises. They have mechanisms in place (such as informal sources and formal loans) to fund their operations independently of external support. They have a long history of self-management. For example, the Köy-Koop met by the evaluation team in Kastamonu does not rely on governmental or non-governmental support to maintain its operations. Instead, operations and maintenance are funded by a fee-for-service model. Milk collection centres charge 3 per cent of the milk volume received as a fee. This system allows agricultural cooperatives to be financially self-reliant and self-sustaining. As a result, milk collection centres constructed and rehabilitated under the URDP project under cooperative management were found to have a high likelihood of technical and financial sustainability. The same mechanisms applied to other cooperatives met in Konya and Kastamonu.

¹⁵⁴ The PPE report of AKADP explicitly highlights this, given the size of the orchards, farming was undertaken with family labour, limiting the employment generation potential for poorer people.

147. Conversely, the evaluation found limitations concerning the prospects for the socio-economic sustainability of community-based organizations and user groups. For instance, the MRWRP worked with a range of small-scale user groups (for irrigation, public fountains, village bakeries, rangelands and beekeeping) by encouraging their participation in the development of microcatchment plans through capacity-building and awareness-raising activities and supported them to take on operation and maintenance activities for some project infrastructure and equipment.¹⁵⁵ However, desk review and field evidence suggest that most organizations engaged by the project were informal and required significant support and training to be able to manage their responsibilities as part of the exit strategy of the project.¹⁵⁶ So, while rural grassroots organizations are meant to play a critical role in ensuring the sustainability of investments, in the Turkish context, they often lack the structure and capacity required to be successful in this role. Support to this end is minimal as the institutional and policy framework is less favourable to advocacy-oriented community-based organizations, the focus being on economic benefits.

Institutional and technical sustainability

148. **Government agencies appeared able to ensure the sustainability of benefits.** They include municipal governments and provincial directorates of MoAF, and of OGM, as they are the other main partners of the IFAD-supported programme, in addition to the central level. Municipal governments have been assigned responsibility for the operation and maintenance of infrastructure projects including livestock markets (AKADP and URDP), while provincial and special management units have been assigned oversight of road infrastructure (AKADP), and provincial directorates have been assigned natural resource management tasks (MRWRP). Partnerships with government agencies were often a successful strategy for technical and financial sustainability. Evidence corroborates the availability of adequate technical skills within those institutions. For example, livestock markets constructed and renovated as part of the AKADP were found to be well maintained with management plans in place. In these projects, municipalities are responsible for the maintenance and operation of the livestock markets. Animal health is overseen by the Government of Türkiye and is ensured by mandatory vaccinations. Constructed and renovated livestock markets are financially supported by municipalities, with some costs offset by a small fee collected from sellers for each animal sold.
149. The CSPE found that all completed projects developed an exit strategy and plan to sustain infrastructure investments, both at the individual and community levels. With MRWRP, the sustainability plan included several protocols signed to that effect and presented in box 5. In the case of the AKADP, the sustainability of results following the completion of the project proved to be mixed. While the livestock market visited for the evaluation was well maintained, with a designated management team and resources, upland roads visited by the evaluation team were found to be poorly maintained.

¹⁵⁵ For example, water users' groups expected to oversee the maintenance and operation of small-scale irrigation schemes implemented by the project.

¹⁵⁶ Water users' cooperatives for irrigation canals need periodic technical training and coaching by the General Directorate of State Hydraulic Works in water distribution and water charges recovery systems.

Box 5

An example of an exit strategy: case of MRWRP

MRWRP was designed to sustainably: (i) protect and manage natural resources and the environment through soil erosion control and afforestation; and (ii) improve livelihoods through the creation of income-generating agricultural production and living conditions assets. The Government of Türkiye prepared a robust exit strategy, approved at the wrap-up/stakeholder workshop that took place on 18 October 2022 in Elazığ. The exit strategy actionable plan is based on: (i) the Government of Türkiye's commitment to finance post-project recurrent maintenance activities and scaling up of natural resources assets created; and (ii) implementation partners' commitments, through seven signed protocols, to ensure access to small-scale irrigation and drinking water facilities, erosion control monitoring and support to agriculture technologies transfer for improving livelihoods. Through the signed protocols stakeholders made some commitments to the exit strategy.

Source: MRWRP PCR.

150. During the field visits, **the evaluation team observed maintenance challenges.** For instance, roads constructed to reach grazing lands as part of the AKADP were poorly maintained. The choice of construction material (sand) coupled with wet weather conditions (such as rain and snow) led to significant road deterioration. Beneficiaries in a village serviced by the road reported that no maintenance took place in the five years since construction. Similarly, GTWDP field visits conducted for the CSPE found that conditions at the Yörük Market in Karaman, managed by the local municipality, were poor. There was also deterioration of the pasture roads built, due to the heavy machinery used for the transportation of wood, and their maintenance by the provincial technical directorate does not meet the required standards due to their lack of financial resources. Additional sustainability challenges were observed with milk collection centres constructed as part of the AKADP found to not be functional.¹⁵⁷

Scaling up

151. **Evidence suggests several positive scaling up achievements.** The shepherd shelters and clustering fences constructed by AKADP in 62 villages as pilot initiatives were replicated by the Eastern Anatolia Development Programme in other villages. Additionally, it was reported that the provincial agricultural directorates in target areas pursued systematic efforts to promote and scale up some successful innovations. This was the case with forage crops such as triticale and Hungarian vetch, providing a good example of scaling up results from practice to policy. The AKADP innovations, such as the shepherd shelters and forage crops (triticale and Hungarian vetch), were applied by the Ministry of Agriculture and Forestry in other zones and contexts outside the project area, testifying to the strength of these innovations and the strong government ownership of the AKADP.
152. Aligned with the strong institutional capacity of the OGM, the Mus Provincial Directorate of Agriculture and Forestry established a grant scheme for scaling up the successful pilot strawberry initiative. The Government of Türkiye, through the OGM confirmed its budget commitment for the recurrent maintenance and scaling up of erosion control and afforestation work for 2023. Global Environment Facility financing has also been identified for scaling up the afforestation and erosion control activities under the land degradation window. Moreover, the scaling up of the small-

¹⁵⁷ The situation is attributable primarily to the wrong choice of locations, as they were placed in villages too close to the milk processing industry. It is important to note that the cheese-making tradition in Kars, the target province, primarily relies on using hot milk. This aspect was overlooked in the technical and sociological studies while planning the project. Since both kashar and gruyere, two prominent cheeses of Kars, are produced by boiling hot milk, milk collection centers are only needed strategically near remote pastures and uplands with wandering livestock.

Another factor was the absence of a mechanism for providing advance payment to villagers when they delivered their milk to the milk collection centres. This lack of a mechanism, coupled with the dominance of established milk collection enterprises, which discouraged competition and limited price negotiation, contributed to the centres' failure. Lastly, Kars' vast, mountainous and rural terrain posed challenges in regulating unregistered buying and selling of milk. Unlike the municipality-run Selim Livestock Market, the milk collection centres struggled to identify a legal entity to run their activities and ensure sustainability.

scale irrigation programme already started with the General Directorate of State Hydraulic Works financing, confirming its long-term commitment to that extent (for instance, with an additional 300 small-scale irrigation schemes for 2023). Finally, the OGM replicated the microcatchment plan approach in several cases, using its own resources, and it has strengthened its capacities in mainstreaming livelihood and agricultural aspects into its forestry activities.

153. **Scalability features are already present with ongoing interventions.** For instance, with the GTWDP, activities such as milk hygiene training and laboratory analysis were supported by the European Union's Instrument for Pre-Accession Assistance for Rural Development window. The Government of Türkiye also supported investments in machinery and the German Cooperative and Raiffeisen Confederation is contributing to support the milk industry. The milk collection centre has served as an example for other agencies like the North Anatolian Development Agency to start activities in other villages in Kastamonu and Sinop, and to establish their new milk collection centres.
154. During the field visits, the CSPE team found that demand remains high for the IFAD-supported model of matching grants, especially with regard to greenhouses and barns supported in the AKADP and URDP. However, following the completion of AKADP, no similar grant scheme was available. Similarly, there was also a strong interest in establishing livestock markets in other provinces, but there are no funds to support additional construction under the current economic conditions. Staff interviewed from the AKADP reported that greenhouse activities were first introduced to Kars as a result of the project. Following the success of the IFAD-funded greenhouses, the Government of Türkiye tried to replicate the project under the provincial agriculture directorate. However, due to the decision to change construction materials, greenhouse construction costs increased and farmers in the region were not able to afford the increased costs.

Environment and natural resources management and climate change adaptation

155. This subsection analyses the extent to which the country strategy and programme contributed to enhancing environmental sustainability and climate change adaptation (CCA) in smallholder agriculture.

Mainstreaming of NRM and CCA into designs

156. The Social, Environmental and Climate Assessment Procedures (SECAP) were duly performed during the design of the last two projects, the GTWDP and MRWRP and both were assessed to have a risk rating of category B. This means that the projects were expected to have no more than minor environmental, social or gender risks and impacts.¹⁵⁸ In the case of the AKADP and MRWRP, the IFAD SECAP was not in place when they were designed. Overall, Türkiye has high capacities, including environmental standards and regulations, to reduce the adverse impacts of investments on the environment.
157. Other than the SECAP, the CSPE found no prior work or assessment on watershed strategic management planning (e.g. in the form of a master plan) and prioritization at a strategic level in the wider watersheds where IFAD-supported projects operate. Indeed, this was needed for a large watershed linked to Murat River, which supports the implementation of microwatershed plans.¹⁵⁹ There was also no baseline landscape-level analysis to ascertain the status of natural resources and related use

¹⁵⁸ There are sufficient indications in the supervision mission reports that the projects have adopted and implemented measures designed to minimize environmental and social risks and manage their impacts. For URDP for example, the project review of 2021 advised the project team to familiarize itself with IFAD SECAP guidelines and the IFAD Strategy and Action Plan on Environment and Climate Change for 2019 – 2025 to ensure the project activities' compliance.

¹⁵⁹ Watershed management planning should be conducted at different scales. At a higher level of planning, there should be a master plan based on watershed or sub-watershed assessment and prioritization based on an assessment of the watershed. Then, more detailed planning and implementation can take place at sub-watershed and microcatchment scales to address socio-economic and ecological needs at those levels.

issues and other key aspects.¹⁶⁰ In addition, the PDR did not include an output on designing a monitoring system in the logical framework to monitor the Murat watershed management processes. Such a monitoring system is usually an integral part of a watershed management plan. These are critical gaps upstream in project designs. During the field visits, the evaluation team found that there has been no exchange of experience between the GTWDP and the MoAF structures that manage the post-project phase of the MRWRP on the linkages between afforestation and rangeland management. Although the GTWDP initiated pasture improvement activities and a process for establishing an animal welfare and health centre in Konya, its design and implementation lacked approaches to reforestation or soil and water conservation, and support for rangeland users to enhance land rehabilitation through the introduction of trees.

Resilient production systems

158. The main output results on this point were already presented in the effectiveness section. Overall, **evidence suggests that IFAD's support for natural resource management yielded positive effects in the targeted highlands.** The results achieved vary across projects, with the MRWRP having a highly explicit focus on environmental sustainability for land uses and climate change adaptation.¹⁶¹ During the field visit, the evaluation observed that the MRWRP effectively supported natural resource management by conducting afforestation and restoring degraded areas in targeted agricultural lands and rangelands.¹⁶² However, it appeared that interventions did not promote an approach to community-based natural resources management. For instance, in the villages visited by the evaluation team in Bingöl and Elazığ,¹⁶³ discussions with the beneficiaries suggest that the MRWRP did not invest much to enable the emergence of grassroots institutions that are actively involved and responsible for the rehabilitation of degraded land, as well as their ongoing management. So, community-based organizations of farmers and rangeland users are not yet capable of sustaining the achievements, as the focus was on looking to public forestry decentralized institutions for maintenance and follow-up.
159. There was no support to introduce best practices that help maintain resilient rangelands and ensure a sustainable flow of rangelands, economic goods and environmental services. In addition to production on agricultural land, the projects supported production on rehabilitated degraded lands to restore their public good function. This rehabilitation can be considered a positive project outcome in watershed management. At the wider landscape level, it enhances diversity in land use, thus enhancing households and ecosystem resilience. However, notwithstanding the success in rehabilitating the watershed functions, the project did not seek to strengthen the community climate resilience by enhancing co-benefits to compensate for the lost opportunity of using afforested areas for grazing. This is the case in the site of Yıldızhane Village visited by the evaluation team, as presented in box 6.

¹⁶⁰ Such an analysis could include options for biophysical treatments and different land-use options, trade-offs and cost benefits of potential options.

¹⁶¹ The MRWRP's design and implementation have ensured environmental sustainability regarding land uses and climate change adaptation, while the other three projects were more focused on inclusive and sustainable value chain development.

¹⁶² The focus of the rehabilitation of degraded land has been on afforestation and soil and water conservation works, and the benefits from the investments in soil and water management are mainly environmental. However, there was no focus on rehabilitating degraded rangelands.

¹⁶³ Dikme Village (ex. Yelesen Village) and Elazığ Province (ex. Korucu, Sarıkamış and Sarıkamış Villages, and those in Bahçedere microwatershed).

Box 6

A case of lost opportunity for afforested area

The upland area was planted in 2021 with well-adapted hardy tree species (such as *Cedrus libani*, *Pinus sylvestris*, *Pinus nigra* and *Quercus laevis*) and sound techniques of land preparation aimed at erosion control were successfully used. While this laid the foundations for a process to establish a forest cover that will ensure the restoration of eroded lands and rehabilitation of watershed functions, thereby enhancing their value, the MRWRP did not work with former pastureland users on ways to implement sustainable silvo-pastoral participatory practices that can enhance community climate resilience. In all the afforested sites as well as the rangeland sites, the evaluation team did not observe any approaches to collaborate with target groups to plan pasture management for their rangelands, or silvo-pasture management for afforested areas. It learnt that the project management team did not include a watershed or range management expert.

Source: CSPE team.

160. In the GTWDP target area, where grazing pressure led to the degradation of pasture rangelands, and there is a growing scarcity of fodder grass and reduced soil fertility, the project has not supported the introduction of resilient rangeland management practices such as rotational grazing. As a result of increasing degradation, some of the communities have stopped practising animal husbandry. In other communities, farmers have reduced their cattle and small ruminants by more than half, but the project has not moved to a more integrated management approach. The project limited its focus to small-scale infrastructure in the pasture rangelands, with less attention on rehabilitating the degraded pastures and enforced rotational grazing schemes.¹⁶⁴

Effects on the ecosystems

161. There are no reported negative effects on ecosystems; instead, there is evidence of positive impacts of interventions for the rehabilitation of degraded natural resources. One of the enabling factors to avoid negative effects is the leadership of the government sectoral partners through the OGM and their skilled personnel. There is evidence of positive impacts resulting from project interventions in upland development and watershed rehabilitation, as supported by the geographic information systems (GIS) data analysed by the CSPE (figure 3 below and more details in annex XI). For instance, in the framework of the MRWRP, an impact assessment conducted by Bingöl University in cooperation with IFAD's Research and Impact Assessment Division (RIA), reported several positive impacts, including a reduction of soil loss from erosion, by control interventions over 21,845 ha, estimated to be 16,500 tons of topsoil annually, and an increase in vegetation cover by 31.5 per cent from afforestation, erosion control and forest rehabilitation.¹⁶⁵ The CSPE team visited a geologically unstable area where the project conducted gully control. It found the partnership between Bingöl University and OGM to implement a system to monitor the effect of soil and water conservation measures had been successful.

¹⁶⁴ IFAD. 2018. Türkiye: Göksu Taşeli Watershed Development Project Midterm Review.

¹⁶⁵ OGM signed an agreement with Bingöl University to put in place observation plots in Çapakçur microwatershed. The area covered by the observations is about 10,675 ha, where soil degradation was caused by overgrazing. A university scientist who did his Ph.D. research on these observations told the evaluation team that there had been a 24 per cent reduction in soil loss compared to the planned 20 per cent.

Figure 3

Impact on natural resources: before and after of soil conservation activities in Bingöl Province



Source: GIS data analysis by the CSPE team (see more details in annex XI).

162. Notwithstanding these positive results, it is important to highlight that undertaking monitoring activities started relatively late during the project implementation and were conducted at a highly limited scale which will restrict the use of the information emerging to assess scalability. The evaluation team also found that only one microwatershed is observed, and the results cannot be generalized over the 36 microwatersheds covered by the projects.¹⁶⁶

Climate change adaptation of smallholder farmers

163. The country programme support was useful to boost agricultural productivity and production and contributed to increasing resilience to climate change. This occurred through increased access to advisory services, technical skills, knowledge, production inputs, improved farming practices and irrigation technologies. A good example is provided by the MRWRP, which was designed before climate change adaptation was mainstreamed in IFAD project designs. However, several of its activities contributed to CCA.¹⁶⁷ These contributions include reduced pressure on forests as a source of firewood through improved house insulation, use of energy-efficient stoves and solar water heaters, new streams of income from crop diversification and improved production technologies (cattle barns, greenhouses, drip irrigation, improved cereal seeds). One good example of an effective CCA action is the use of solar energy (with solar panels installed on rooftops) to supply energy to households in rural remote areas, which has a significant positive impact on climate change adaptation (but also on mitigation), as presented in box 7.

Box 7

Usage of multi-purpose solar energy to enhance adaptation to climate change

The evaluation team found a high uptake of this support as an example of how access to solar energy is enhancing climate change adaptation and improving well-being at the household level. In one village visited (in Bahçedere microwatershed area), the households interviewed described the key positive change for them: in addition to improved roofing for their homes, insulation stabilized the temperature inside, thus decreasing their dependence on firewood. Women said that access to solar thermal systems as a source of energy allowed them to gain time to heat water compared to firewood heating and more productive time for them to make juices for home consumption or for sale.

Source: CSPE team elaboration.

164. **All four projects supported the diversification of economic opportunities, which were also critical in CCA strategies.**¹⁶⁸ In particular, the AKADP's project

¹⁶⁶ The monitoring being conducted should also have been part of a master watershed management plan, which the CSPE found lacking.

¹⁶⁷ The November 2019 supervision mission reported that although climate change adaptation was not a core project objective, more than half of the project interventions directly contribute to the enhanced climate change adaptation capacity of the beneficiaries.

¹⁶⁸ See details in the effectiveness section.

completion report noted that the project has helped farmers improve their resilience to climate shocks through investments in a variety of more resilient fodder crops and greenhouses and improved livestock housing. This is confirmed by the PPE which found the project satisfactory in strengthening the CCA practices of smallholders, even though it did not have this explicit intent or analysis at design. Overall, the country programme contributed to enhancing the resilience strategies of smallholder farmers in the targeted areas by supporting the development of absorptive and adaptive capacities, as presented in box A10, annex X.

165. **Summary. Sustainability and scaling up are rated as moderately satisfactory (4).** While all projects in the Türkiye portfolio showed clear sustainability and exit strategies, projects in the portfolio primarily rely on government agency partners for technical and financial sustainability. Additionally, the portfolio demonstrated scalable elements, such as greenhouses and solar energy with sustained benefits at the individual beneficiary level. Project results have also been scaled, if mainly at the provincial level, and the CSPE found the government institutional arrangements to be positive for technical and financial sustainability. However, there was an insufficient focus in ensuring socio-institutional sustainability at the grassroots level, despite interest among some project beneficiaries. Moreover, in several cases, the scalability was not successful because of a lack of follow-up programmes and opportunities.
166. **Natural resources management and climate change adaptation are rated as moderately satisfactory (4).** The country programme overall paid high attention to natural resources management, rehabilitation of degraded lands and climate change adaptation, but the results achieved varied widely according to projects, with the MRWRP having had the highest achievements in this respect. It made significant contributions by restoring degraded lands, managing natural resources in upland areas, and introducing watershed management to benefit poor people inclusively and to enhance their resilience to climate change. However, the project's design did not benefit from a master watershed management plan and only targeted the microbasin level.

H. Overall country strategy achievement

167. The 2016 COSOP intended to enhance market access for productive, poor smallholder farmers, sustain the management of natural resources in the upland agricultural production system, and increase the farmers' climate change resilience. This would ultimately be expected to contribute to the inclusive improvement of rural livelihoods in the target areas. Aligned with the evidence gathered, as presented in the previous sections, **the overall country strategy and programme achievement has been moderate.** Outcomes linked to sustainable natural resources management and climate change adaptation have been satisfactorily achieved. On the other side, there were modest results achieved in terms of increased smallholders' incomes. This should have resulted from their greater access to markets, which did not materialize, mainly because poor farmers could not benefit from the matching grants approach (as they have limited economic capacities and assets).¹⁶⁹ With regard to inclusion, despite contextual challenges, there were increasing efforts to reach women, youth and nomadic groups, leading to positive results related to women's economic empowerment and economic opportunities for youth. However, there is considerable scope to improve actions that are more specific to the needs of each group.
168. A retrospective look at the findings of the 2016 CPE reveals persisting challenges for the country strategy and programme related to: knowledge management, partnership development, policy engagement, gender equality and support to youth (see annex IV for the review of the 2016 CSPE recommendations). The ratings of the

¹⁶⁹ The 2016 COSOP review report used the proxy indicator of job creation and indicated that this is unlikely to be achieved at the end of the period.

current CSPE, and those of the 2015 CPE, presented in table 11 below, are the same, suggesting that the overall performance of the programme has remained constant.

Table 11
CSPE ratings

Evaluation criteria	Current ratings	Ratings of CPE 2016
Relevance	4	4
Coherence	4	NA
Knowledge management	4	4
Partnership development	3	3
Policy engagement	3	3
Effectiveness	4	4
Innovation	4	4*
Efficiency	4	4
Rural poverty impact	4	4
Gender equality and women's empowerment	4	3
Sustainability of benefits	4	4
Natural resource management and climate change adaptation	4	NA
Scaling up	4	4*
Overall achievement	3.84**	3.72**

(*) Innovation was rated together with scaling up.

(**) Average of all scores.

Key points

- The IFAD country strategy and programme was closely aligned with the government's priorities, and the portfolio was very relevant to the needs of the rural populations targeted in the remote rural uplands where economic poverty is higher.
- The geographic targeting and the overarching theme of resilience or building rural livelihoods in those upland areas were highly relevant; however, the theory of change was absent to delineate the impact pathways.
- IFAD's comparative advantage – to apply sound development approaches and tools that can effectively address rural poverty and inequalities in geographically remote and marginalized areas that are not served by other external partners – was well acknowledged.
- An insufficient programmatic approach weakened the internal coherence of the country programme.
- Although unplanned knowledge products were delivered, and despite several knowledge management actions, there was no evidence of the usage of knowledge generated to inform policy and decision-making processes.
- Apart from the solid strategic and operational partnerships with the governmental institutions, all other partnerships were insufficient, if not absent.
- There was a potential to use the programme results to inform policy processes, however, IFAD's engagement on policy matters has been insufficient, exacerbated by its low visibility.
- The portfolio projects contributed to increases in crop and animal productivity, and to better sustained and resilient agricultural ecosystems. Results related to increased income were mixed, as poor farmers lack the minimum financial assets to fully benefit from the matching grant scheme.
- There were efficiency challenges in terms of slow disbursement rates and for procurement; but there were also efficiency gains, for instance, related to low management costs and unit cost per beneficiary household.
- The programme contributed to the development of human capital, but the achievements were insufficient in the development of social capital, rural institutions and policy change.
- The portfolio projects contributed to the economic empowerment of beneficiary women while reducing their workloads through the various technologies introduced. However, projects struggled to achieve targets for women.
- The sustainability of project results was successfully ensured by governmental agencies. However, the socio-institutional sustainability was weak due to insufficient focus on grassroots organizations.
- Project results have been scaled mainly at the provincial level.
- The programme support for NRM yielded positive effects in the targeted highlands, although the results achieved vary according to the projects. The diversification of economic opportunities and numerous climate-smart practices supported were critical for the resilience strategy.

IV. Performance of partners

169. This section assesses the extent to which IFAD and the Government (including its central and local authorities and executing agencies) supported the design, implementation and achievement of results, a conducive policy environment and the impact and sustainability of interventions and the country programme as a whole.

A. IFAD

Strategic oversight

170. **IFAD strengthened its support to Türkiye over the evaluation period in terms of human resources and physical presence.** The portfolio was managed from its headquarters in Rome until 2018 when the MCO in Istanbul was opened as part of IFAD's decentralization process.¹⁷⁰ The location was a strategic choice to serve the subregion more cost-effectively, to create a South-South corridor to share experience, and to facilitate the movement of personnel to and from headquarters and between country offices. The benefits of having an MCO in Istanbul relate to triannual review meetings between staff to discuss progress and plans and, given its role as a transport hub, having frequent and accessible flight connections for other country teams of the MCO. Since the last country programme evaluation, IFAD has become a member of the United Nations Country Team in Türkiye and interactions with other development agencies have increased, because most meetings were organized virtually, due to the occurrence of the COVID-19 pandemic. Although the creation of the MCO in 2019 was a key milestone in the partnership between IFAD and the Turkish Government, interview outcomes show limited engagement with various partners at national level (domestic and international), due to the location of the IFAD office in Istanbul, while most of the other development agencies are based in Ankara. This location has thus limited the ability for in-person engagement by the country team members.¹⁷¹
171. Since 2019, the country director has been supported by a dedicated country programme officer and their contributions are well acknowledged by country stakeholders.¹⁷² The turnover rate of country directors was also reasonable between 2016 and 2022 resulting in stable support for the country programme; two IFAD staff were appointed to the role, and each held their position for roughly three years (until the end of December 2022). However, the 2016 COSOP was drafted and approved under a CD who then left, disrupting the continuity of IFAD strategic oversight.
172. IFAD has responded well to challenges during the evaluation period, but did not anticipate risks linked to inflation and the earthquake. Despite the general lack of agricultural-related data in Türkiye, project designs used effective geographic targeting measures to reach remote and poor rural areas that are otherwise unserved (see relevance section). In 2019, IFAD responded to the Government of Türkiye's budget limitation policy that restricted the implementation of activities across the portfolio. With MoAF, it initiated a high-level dialogue with the Ministry of Treasury and Finance and the PSB, resulting in an unprecedented hundredfold budget increase. During the COVID-19 pandemic, IFAD continued to support ongoing projects through remote supervision and implementation support missions. IFAD also worked with FAO, UNDP and MoAF to produce the "COVID-19 Rapid impact

¹⁷⁰ The established MCO serves as an operational hub in the Eastern Europe, the Caucasus, Central Asia and the Balkans region covering the following countries: Azerbaijan, Bosnia and Herzegovina, Georgia, Kyrgyzstan, Lebanon, Moldova, Tajikistan, Türkiye and Uzbekistan.

¹⁷¹ The MCO's location in Istanbul will continue in the near future to strongly limit the ability of the country team to physically engage on a regular basis with relevant government counterparts and other development partners. According to the country team, the CD and CPO have to decline invitations to participate in events, to optimize their usage of time and resources, due to other priorities.

¹⁷² The country team also benefits from the contributions of the NEN regional team (regional director, lead regional economist and lead portfolio advisor) based in HQ.

assessment on the agri-food sector and rural areas in Türkiye”.¹⁷³ However, risks linked to the soaring inflation and earthquake, although well known in the Turkish context, were not anticipated either at the COSOP design stage or during joint missions with partners and potential mitigations were not considered.

Operational oversight

173. High and increasing inflation during the evaluation period caused delays in procurement and discouraged the participation of some poor rural men and women. IFAD, UNDP and the Government of Türkiye agreed to accept bidding documents for the URDP procurement in US dollars to ease the procurement of civil works.¹⁷⁴ However, the evaluation did not find evidence that IFAD has sufficiently dealt with the risk linked to a volatile currency exchange rate for farmers. The evaluation further notes the omission of potential earthquake damage and disruption in risk and mitigation plans in project design reports. This was also raised as an issue during interviews. However, the IFAD country team was quick to react to the 6 February earthquakes and worked with the Government of Türkiye to reallocate resources to relief efforts (away from non-performing rural finance activities to smallholder livestock production) that still contributed to the project development objective.¹⁷⁵
174. Since AKADP, IFAD has regularly conducted supervision and implementation support missions covering key thematic, mainstreaming and operational topics. Average mission frequency per project has increased over time from 1.2 supervision and implementation support missions a year for the AKADP, to 2 and 1.5 a year for the GTWDP and URDP, respectively (including those in remote locations). IFAD has also been responsive to the implementation delays in the GTWDP and URDP by increasing the missions to up to three a year. Crucially, these have led to increased rates of implementation.¹⁷⁶ The composition of team members during missions shows consistency and focus on the projects’ important thematic intervention areas, especially infrastructure and natural resources management. There was also a clear intention to regularly include gender and targeting expertise in the missions, which is a marked improvement from the findings of the previous country programme evaluation (covering the period between 2010 and 2015). IFAD missions have also put increasing importance on monitoring and evaluation (M&E) over time by ensuring dedicated M&E expertise in mission teams.¹⁷⁷ Still, there is considerable scope for further and more intensive support to the government on M&E (see government performance). Although the government strongly values IFAD’s international expertise, it would also prefer mission members to have greater country knowledge.
175. Three out of four project design reports have not clearly explained the project steering committee function, nor have the committees been consistently reviewed during supervision missions. The PDRs for AKADP, GTWDP and URDP are vague in explaining the composition of the steering committee, detailing at what levels it would operate and scope precisely what it would do. The MRWRP PDR provides a good example of how this can be done. The knock-on effect of a lack of clarity in the steering committee set-up is a general lack of supervision and guidance for PMUs during implementation to overcome bottlenecks (see government performance section). Recent IFAD supervision reports for GTWDP have identified reasons for the

¹⁷³ Further details are available at: <https://www.undp.org/turkiye/publications/covid-19-rapid-impact-assessment-agri-food-sector-and-rural-areas-Turkiye>.

¹⁷⁴ URDP supervision mission report, November 2022.

¹⁷⁵ Two strong earthquakes struck on 6 February 2023 in Kahramanmaraş province. In March 2023, IFAD and the Government jointly organized a mission to discuss how to respond and on March 10, the Government requested IFAD’s support. The level-2 IFAD decision memo to request changes is dated 16 May 2023. IFAD URDP Level-2 Modification Decision Memo, May 2023.

¹⁷⁶ In 2019, the IFAD midterm review mission restructured the GTWDP project and strengthened its staffing with more emphasis on clustering investments, business approach, marketing linkages, farmers’ organizations and integration between components. The rate of implementation improved until the COVID-19 pandemic disrupted plans.

¹⁷⁷ The focus on M&E can be indicated by the following data. The number of missions with a member covering M&E compared to total number of missions (and following in parentheses is the number of missions with dedicated M&E expertise as opposed to the mission member being expert in other technical areas): AKADP 2/5 missions (1); MRWRP 7/7 missions (2); GTWDP 7/10 missions (6); URDP 3/4 missions (3).

delay in setting up a steering committee and they are monitoring progress to resolve this. However, IFAD mission reports for the URDP have overlooked the matter.

Visibility and cofinancing

176. **The visibility of IFAD among development partners in the country is low.** Most stakeholders interviewed on this aspect mentioned the weak visibility of IFAD in Türkiye. During interviews, the CSPE learnt that some main partners in the field (e.g. the EU and World Food Programme), were not familiar with IFAD's operations in the country. The participation of Türkiye-based FAO technical experts in IFAD supervision missions is limited, yet they could represent a valuable in-country resource.¹⁷⁸ The regular United Nations coordination meeting is proactively attended by the IFAD country team as these meetings were mostly virtual. However, this has not proved to be enough, because IFAD did not implement periodic portfolio review meetings in coordination with the MoAF, attended by other development partners, to present its work and achievements. Nor is there sufficient opportunity for informal exchange between the IFAD country team and other agencies given their different locations. The lack of knowledge-sharing and communication with donor agencies is a missed opportunity for the enhancement of the portfolio's strategic visibility.¹⁷⁹
177. **IFAD has not managed to mobilize international cofinancing over the evaluation period,** as recommended by the previous CPE. The previous country programme evaluation found that two out of four of the projects evaluated (2010-2015) had mobilized international cofinancing from the OPEC Fund for International Development and UNDP.¹⁸⁰ It recommended that IFAD should mobilize cofinancing with international donors, such as the EU, the World Bank and UNDP. However, this has not been achieved in the four projects under the current evaluation, as this was not a preferred option for the borrower.
178. **Summary. IFAD's overall performance is rated as moderately satisfactory (4).** Although IFAD manages a relatively small portfolio, it has a clear comparative advantage in Türkiye by supporting agricultural development in poor remote and marginalized areas. It has also been responsive for the most part to shocks that threaten to derail project implementation. This has been enabled through a stronger country team providing stable support as well as through regular well-planned missions. The multi-country office in Istanbul marks a cornerstone in the partnership between IFAD and the Government, but it has yet to yield benefits for the country programme. The visibility of IFAD's country programme remains low and international financing is elusive. IFAD did not sufficiently design the set-up and monitor the running of steering committees in projects that have experienced significant implementation delays.

B. Government

Strategic commitment and oversight

179. **The Government of Türkiye has demonstrated political and economic commitment to the IFAD-supported programme.** It has contributed significantly to the development of projects at both central and provincial levels, as well as to their implementation. Although the efficiency of the projects has been affected by the transition from a parliamentary system to a presidential system in 2017,¹⁸¹ the Government's financial contributions have often exceeded its financial commitments at design (see figure A4, annex VI). Compliance with loan agreements and conditions by the government has been good overall. Its institutions actively participated in the main steps of project designs and supervision mission reports.

¹⁷⁸ FAO technical experts joined the last supervision mission of AKADP in 2016.

¹⁷⁹ For example, development agencies in Türkiye work on similar issues, such as watershed management and the promotion of gender equality, so there is scope to learn from one another.

¹⁸⁰ Two projects (approved in 2003 and 2006, respectively) had mobilized international cofinancing from the OPEC Fund for International Development (US\$9.9 million) and UNDP (US\$1 million).

¹⁸¹ The new political system brought liquidity caps and restructuring to the MoAF, see section on efficiency.

180. **The project management was responsive to the contextual changes that affected the project's implementation** (mainly earthquakes, economic fluctuations and COVID-19) and adjusted the projects according to the changing needs and priorities, usually by requesting one or more extensions to complete the activities planned and mobilize additional funding. However, more could be done to better address the recommendations provided during the supervision mission and at completion. For example, GTWDP's MTR shows that very few recommendations were implemented.¹⁸² The MRWRP PCR explicitly recommended to finance Murat Second Phase project covering the original three provinces and other provinces within the boundaries of the Murat River watershed. From the evidence provided to the evaluation team on the evolving design of phase II, this has not been taken on board. Instead, the target area is the Euphrates River watershed.
181. Critically, it appears that the government's strategic and operational support for the country programme has functioned along two different tracks guided by the two different general directorates, GDAR and OGM, rather than as one. This was evident during the evaluation team's interactions with the Government of Türkiye and, more importantly, from the limitations identified in the internal coherence of the country programme.¹⁸³

Operational oversight and fiduciary responsibility

182. **Evidence shows gaps in the oversight of projects through ineffective steering committees, except in one case (out of the four).** The MRWRP's steering committee was supportive, overseeing the project's execution effectively. In contrast, the AKADP's steering committee showed insufficient supervision and minimal initiative in organizing meetings, leading to a limited understanding of project matters and an inability to provide adequate guidance to project management.¹⁸⁴ The steering committee for the GTWDP was delayed due to management changes across all levels in the ministry, but there is still no evidence in 2023 that it has started to be functional. No information on the establishment of such a body has been provided in the supervision missions and field missions for the URDP.
183. **The Government of Türkiye has fulfilled its fiduciary responsibilities on projects with some challenges in financial management and procurement.** Audit reports, annual work plans and budgets were mostly submitted on time in the closed projects. In the ongoing projects, there have been some issues regarding coherence and some delays in the submission of annual workplans and budgets,¹⁸⁵ with improvements recorded in the latest supervision mission reports. Lessons from the MRWRP show that the accounting software needed to be set up and functional from start-up and the project implementation manual should include accounting policies and procedures.¹⁸⁶ Procurement in the AKADP and GTWDP, contracted to UNDP by the Government of Türkiye, has encountered issues which caused implementation delays. In the GTWDP, delays were also observed in procuring services, particularly for the preparation of strategic investment plans.¹⁸⁷ The CSPE agrees with the MRWRP's PCR that the executing agency, OGM, should share its experience and good practices in direct procurement and provide first-hand training to ongoing and future IFAD-supported projects.

Management of projects

¹⁸² Out of the 17 and 12 recommendations made by IFAD in 2017 and 2018, respectively, very few were implemented in 2017, and none was implemented in 2018.

¹⁸³ The gaps noted were specifically concerning the lack of inter-project learning and knowledge-sharing between projects on the same themes but implemented by different directorates.

¹⁸⁴ AKADP supervision mission, November 2016; GTWDP MTR Feb 2020.

¹⁸⁵ From 2018 to 2021 in the GTWDP and since 2020 in URDP.

¹⁸⁶ MRWDP PCR 2023.

¹⁸⁷ These plans were intended to outline priority investments by district and year, as well as establish the connection between demonstration activities and matching grants. Without these, implementation proceeded by individually identifying investment opportunities in targeted villages, which undermined the overall strategic focus.

184. With the exception of the MRWRP, **the set-up and staffing of project management units have frequently encountered problems.** The PMUs of AKADP, GTWDP and URDP have been characterized by coordination gaps in their initial stages and understaffing, which has hindered programme implementation. This also resulted in limited institutional memory and slow identification of project bottlenecks. For example, in the AKADP the project had four different project coordinators over time and the experience coming from the ongoing projects of the GTWDP and URDP suggests that these challenges have not been addressed: staff turnover continues to be remarkably high, primarily due to the lack of enthusiasm for working in remote rural areas and the insufficient salary incentives. Consequently, institutional memory remains weak and project progress often faces delays.
185. Project management units at local governmental levels have proved vital for projects to respond to the priorities of IFAD's target group. The evaluation team's visits to rural communities revealed how successfully local government implementers were able to engage with rural men and women during project implementation and to understand local issues. Many beneficiaries confirmed the regular presence of provincial and village governmental implementers in villages available to engage and listen to farmers.
186. In line with the 2015 CPE, the M&E function – a shared responsibility between the Government and IFAD – remains a low-performing area of the country programme, with some improvements in place by the completion of the MRWRP. All four projects conducted baseline surveys within the first one or two years of project implementation, but their robustness is not evident.¹⁸⁸ The timely set-up and staffing of effective M&E systems has been a recurrent problem in all projects. AKADP could not recruit an M&E officer due to a lack of qualified applicants within the Government of Türkiye. Instead, the project used the procurement and finance assistant as the M&E officer for the last couple of years. Consequently, the logframe was not updated during implementation to ensure the relevance of indicators, and an M&E system was not established to capture progress towards results. Equally importantly, the targets of the project were not updated following the dramatic expansion of the project scope.¹⁸⁹
187. In the GTWDP, the central project management unit at the time was hesitant to put in place a project M&E system because the Government of Türkiye initiated a public portal to capture and report on foreign investment projects in the country. However, by 2019, the project management team responsible realized its unsuitability for IFAD's work. In the meantime, understaffing in the ministry had contributed to the project's inability to track activities and report on progress by the midterm review.¹⁹⁰ Since 2020, electronic spreadsheet and paper-based M&E systems have been in place for both the GTWDP and URDP. The URDP database is still insufficiently systematic to allow adequate data analysis and support decision-making at the MTR stage.¹⁹¹
188. **Summary.** The Government has shown joint ownership of IFAD-supported investments by fulfilling financial commitments, honouring loan agreements, adjusting to external shocks that hinder implementation and ensuring fiduciary responsibility. Local government has also been critical in promoting a better understanding of target group priority needs and enabling a purposeful response. However, directorates involved had limited interaction to facilitate learning. The oversight mechanism has been challenged in one with persistent problems

¹⁸⁸ In the AKADP, the samples used in the impact assessment survey had no links to those in the baseline survey. In the MRWDP, the Government of Türkiye impact assessment did not use the baseline data. The validity of its comparison of results between beneficiaries and control groups is questionable without an understanding of these two groups before the project.

¹⁸⁹ IOE PPE AKADP.

¹⁹⁰ GTWDP MTR, 2019.

¹⁹¹ URDP supervision mission, November 2022.

(difficulties with staffing, procurement and financial management systems), while satisfactory in the other directorate. M&E systems remain a low-performing area across the entire country programme. Based on these factors, **the CSPE assessed the performance of the Government of Türkiye as moderately satisfactory (4).**

Key points

- IFAD strengthened its support to Türkiye over the evaluation period with the opening of the multi-country office. It has also been largely responsive to shocks that threatened to derail project implementation.
- IFAD adequately supported the appropriate design of projects, but did not integrate in natural and regular disasters (earthquakes) into the potential risks or plan for this eventuality.
- Support for management units was provided through regular implementation outreach and supervision missions.
- IFAD's presence in the country has not resulted in the development of synergy, cofinancing or greater visibility.
- The Government of Türkiye has demonstrated political and economic commitment to IFAD's supported programme.
- The Government of Türkiye was responsive to contextual changes that affected the project's implementation, but there were gaps in the oversight of three projects by their steering committees.
- There were challenges encountered at the initial stage of projects to establish some PMUs, which delayed the early implementation at these stages.

V. Conclusions and recommendations

A. Conclusions

189. In line with IFAD's policy on graduation (Doc EB 2021/133/R.5), Türkiye has reached the threshold to undergo the graduation process. This CSPE did not comment on the graduation process, recognizing that it is the subject of a dialogue between individual governments and IFAD. The conclusions and the recommendations of this report reflect the substantive findings and highlight the areas of good performance as well those in need of improvement.
190. The Turkish agricultural sector is one of the largest worldwide, enabling the country to meet its demand for food, and export its surplus, in line with its upper-middle-income country status. While the poverty headcount ratio remains very low (0.4 per cent in 2019, according to World Bank data), the relative poverty rate remains significant (14 per cent in 2022 according to the Turkish Statistical Institute), albeit with great regional disparities. Reducing these disparities was a priority for the Government of Türkiye over the evaluated period (2016-2022). In this context, IFAD's country strategy and programme rightly prioritized support for upland and mountainous areas, which are more vulnerable to climate change burdens, have higher rates of economic poverty and are subject to rural-urban outmigration. These areas are hard to reach, and thus often underserved, due to their remoteness, elevation and low population density. The CSPE found **the overarching theme of resilience for social and ecological livelihoods in the upland areas, adopted by the country strategy and programme, to be pertinent.** Nevertheless, there was a lack of an explicit resilience framework (particularly adapted to the contexts of the country and targeted areas), and of an overarching theory of change guiding operations, which contributed to lowering the coherence of specific themes across the four projects evaluated.
191. Over the evaluated period, the strategic partnership between IFAD and the Government of Türkiye was solid and this was translated into the effective involvement of provincial MoAF directorates, for whom the programme results were more useful (compared to the central level). However, there was also insufficient consolidation of results within the country programme, due to the weak programmatic approach, which translated into scattered attempts at support in various provinces and the absence of cross-learning among the two MoAF general directorates. Over the evaluation period, externalities negatively affected the Turkish economy (i.e. rising inflation, consequences of the wars in Syria and Ukraine and earthquakes), and these suggest that IFAD's support will remain pertinent and useful in the near future to support the Government of Türkiye's efforts to reduce regional economic disparities.
192. The CSPE found that the diversification of partnerships recommended by the last country programme evaluation did not materialize over the evaluated period. Evidence shows an absence of cofinancing partnerships over the evaluated period, non-diversification of collaborations with operational partners, and a lack of synergy with other international players who are also active within the agriculture sector, and working on a similar topic (for instance, watershed management). The national partners involved in the implementation were mainly the MoAF stakeholders, while there were opportunities for greater involvement with other relevant actors (e.g. regional development agencies, research institutions and NGOs). Moreover, considering Türkiye's upper-middle-income country status (with numerous private actors downstream of the agricultural value chain segments), solid and effective partnerships with the private sector could have been developed in order to sustain smallholders' access to profitable markets; but these were absent. Such an initiative started in 2022 and is yet to be effective. Only contract farming partnerships were developed with smaller private actors.

193. **There was limited progress on policy engagement, and several factors explain this situation.** The government has very low expectations that IFAD will play a role in policy matters, as the Fund supports specific groups – smallholder farmers living in marginalized areas – who are not important numerically. Nor are their issues prominent or typical in national agricultural strategies or policies (which are generally more oriented to large commercial farming). At the same time, IFAD has not been proactive in engaging in policy discussions, as its MCO location in Istanbul does not favour effective in-person interactions and engagement (formal or informal), because those opportunities mostly happen in Ankara. Additionally, the programme’s KM framework was not sufficiently robust to facilitate the translation of knowledge generated through studies conducted (of a limited number) into decisions (whether policy-related or not), and there was no systematic approach to identifying and applying lessons learned. Lastly, the low visibility of IFAD was an issue highlighted by numerous stakeholders (national and international), who were not aware of the achievements of the IFAD-supported programme.
194. The CSPE found the geographic targeting applied by the programme to be relevant, as well as the continuous improvement of efforts to target specific groups (women, youths and nomadic groups) over years. The increasing targeting of women contributed to empowering the beneficiaries economically and to reducing their workload through relevant technologies promoted in project areas. Nevertheless, the projects faced challenges in reaching women, as the scale of outreach remains small compared to the needs. Support to empower youth was explicit in the most recent two portfolio projects, but the proposed actions remained unspecific in the design documents, and in many instances, the analysis of youth needs was embedded within gender strategies.
195. Findings confirm numerous positive results achieved for: (i) the increase in agricultural productivity and production (crops and livestock); and (ii) the sustainability and resilience of ecosystems, which together contributed to improving household food security. In line with these changes, some meaningful key output results included the introduction of improved farming practices and technologies (e.g. orchards, forage crops and pasture roads), the rehabilitation of degraded lands and afforestation. Impact assessment evidence and the CSPE analysis of GIS data corroborate the positive effects of actions for better managing natural resources, especially the restoration of degraded lands within the framework of a watershed management approach. Nevertheless, the CSPE noted the lack of a master plan for watershed management, which would have helped to better streamline interventions. Several other output results achieved (such as the promotion of small-scale irrigation, greenhouses, solar panels to supply energy, improvement of livestock housing and the diversification of income sources) were instrumental in enhancing both the ecosystem and economic resilience of smallholder livelihoods.
196. The country programme achieved **mixed results regarding the objective of increasing smallholders’ incomes.** Interventions aimed to increase smallholders’ incomes were in the production segment, including actions to enhancing crop and livestock productivity, and related to value chain development (VCD), including promoting facilities for processing, storage, market infrastructure, multi-stakeholder platforms and partnerships with private actors. Evidence suggests that support to livestock production has had a positive contribution in increasing smallholder incomes, but this was more limited in support for VCD. The main challenge with VCD was the fact that support mostly reached better-off farmers (sometimes managing cooperatives), because owning initial productive assets was required before accessing additional investments with the matching grants programme, except in a few cases where full grants were provided to poor farmers (following an adjustment made during the implementation phase). Additionally, effective and significant partnerships with private actors for access to markets have not yet occurred.

197. Findings indicate an insufficient performance in strengthening the social capital within rural communities, even though there was strong capacity among national implementing institutions. The programme's focus on community-based organizations was minimal, especially in relation to the management of natural resources. The development of social bonding and bridging capital was not embedded explicitly within the strategy, and this gap was attributable to the lack of a resilience framework compounded by the absence of an overarching theory of change. Grassroots organizations supported were informal, not well structured, and still requiring significant capacity support to be able to sustain the results achieved. Only those cooperatives which were managed by better-off farmers as private businesses showed positive sustainability prospects. At the same time, public institutions involved in the project implementation at the central and provincial levels remained very strong. Embedding project management units within the Government of Türkiye's institutional set-up was effective and a positive sustainability point, which led to some scaling up of results at the provincial level.
198. The Government of Türkiye has demonstrated an overall good commitment towards IFAD's country programme; however, persistent implementation challenges remain that prevent achieving greater performance. These are related to: (i) staffing issues and delays in procurement processes (even with the partnership with UNDP, which undertook the financial management of three out of four portfolio projects); (ii) the ineffectiveness of the steering committees (of those three projects) to perform their oversight functions; and (iii) inadequate M&E systems.
199. Overall, the evaluation findings and conclusions suggest that the implementation of IFAD's strategy and programme in Türkiye over the evaluated period (2016-2022), did not specifically take into account Türkiye's upper-middle-income country status. As such, most operations deployed applied similar approaches to those of IFAD in other developing countries. Despite the strong institutional capacities within the country (in both the public and private sectors), **there were no innovative approaches developed and implemented to leverage the existing potential linked to Türkiye's upper-middle-income country status.** For instance, taking advantage of the advanced value chain activities within the agri-food system, in favour of smallholder farmers in the target areas.

B. Recommendations

200. The CSPE made recommendations to address critical challenges and to build on the strengths identified. Some points were already raised in the 2016 CPE recommendations, and these are related to knowledge management, partnership-building, policy engagement, and the empowerment of women and youth (see annex IV).
201. **Recommendation 1. In the next strategy, further prioritize the resilience of rural livelihoods in the mountain areas of Türkiye in an integrated manner, by deploying approaches that build on the existing potential in value chain segments.** To achieve this, it is crucial to develop a resilience framework adapted to intervention contexts that is also aligned with an overarching theory of change for the COSOP. The framework should integrate ecosystem resilience through the sustainable management of natural resources and climate change adaptation, as well as improving economic livelihoods through pro-poor value chain activities and access to markets in the country's unique context.
202. In relation to ecosystem resilience, building the capacities (technical, managerial and financial) of community-based organizations (created for rangelands and watersheds management) appears critical, in alignment with the national legal framework; and for this purpose, the diversification of operational partners (including NGOs) will also be vital, complementing the role of the decentralized directorates.
203. In terms of economic resilience, it is necessary to intensify ongoing efforts to develop win-win partnerships with relevant private actors in the value chain, who will

facilitate and sustain the access of poor and vulnerable smallholder farmers, especially in remote areas, to markets. To achieve this, it is critical to identify relevant and effective partnership approaches to attract private actors to support agricultural development efforts in rural mountain areas. The expansion of areas targeted geographically by the programme may be considered, after discussions between IFAD and the Government of Türkiye, taking into account the commitment for resources as well as cofinancing opportunities.

204. **Recommendation 2. Leverage the strategic partnership between IFAD and the Government of Türkiye beyond portfolio oversight, to foster engagement on policy matters and effective knowledge management for greater scaling up of results.** It is necessary for IFAD to identify the right entry points to engage in policy debates (informally and formally) aligned with the country context, and key strategic partners at the central and provincial levels should widen the space for IFAD to do this. Following the identification of entry points, IFAD should strengthen the country programme's KM framework to improve performance in generating relevant knowledge and lessons, with the active involvement of government stakeholders.
205. Organizing discussions at strategic and operational levels on the knowledge generated related to the policy themes will be critical to identify options for scaling up positive results, as well as to allow their incorporation in policy and strategic decisions.
206. It will also be useful to engage with diverse national and international players in the agricultural sector to share perspectives on key topics of interest for IFAD's country programme. Learning events should also be organized by the country team to contribute to improving IFAD's visibility and demonstrate its comparative advantage.
207. **Recommendation 3. Improve the inclusiveness of the country programme towards poor and vulnerable rural women, as well as young men and young women.** In relation to gender, the programme should consider the following opportunities: (i) building on the success of the women-led cooperatives, extend support to increase and improve them through financial, technical and managerial training to empower more women; (ii) supporting women to overcome contextual challenges, ensure the collaboration and endorsement of male relatives in specific project activities exclusively targeting women, e.g. learning visits; (iii) acknowledging the intersectional needs and interests of women in targeting approaches, by accounting for differences such as age, marital status, education level and disability; and (iv) developing activities that improve perceptions among men and boys to reframe women's roles and allow their broader participation in agricultural activities in targeted communities.
208. In relation to young people, the following improvements should be considered: (i) develop guidance for rural youth targeting and support, specific to the intervention areas (considering their needs, interests and challenges; (ii) build on good practices of youth support in the Turkish context (e.g. by promoting technologies to ease working effort, digital technologies, economic diversification); and (iii) adopt approaches that target youth who have returned to rural areas with good financial incentives to help them work in agricultural production, in line with VCD activities, and to access economic networks and social opportunities.
209. **Recommendation 4. Strengthen the programmatic approach in delivering IFAD's support and foster a learning culture to address persistent implementation challenges.** First, consolidate the results achieved in the targeted interventions, by providing continuous support over a significant period, taking into account the critical and specific contextual challenges addressed.
210. Second, foster a learning culture and a mindset of continuous improvement as one IFAD-supported programme under the MoAF, by reinforcing mechanisms to interact

and share experiences, involving stakeholders at both central and decentralized levels. Additionally, enhance the programme's M&E systems to go beyond the capture of output data to also measure and report on outcomes and impact, ensuring consistent disaggregation by sex and age, where possible.

211. Finally, address the recurrent implementation challenges in procurement and the oversight of steering committees, by learning from management methods that already proved to be successful within the country programme.

Definition of the evaluation criteria

Evaluation criteria

Relevance

The extent to which: (i) the objectives of the country strategy and programme are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor policies; (ii) the design of the strategy and the targeting strategies adopted are consistent with the objectives; and (iii) the adaptation of the strategy addresses changes in the context.

Coherence

This comprises two notions (internal and external coherence). Internal coherence is the synergy of the intervention/country strategy with other IFAD-supported interventions in a country, sector or institution. The external coherence is the consistency of the intervention/strategy with other actors' interventions in the same context.

Non-lending activities are specific domains to assess coherence.

Knowledge management

The extent to which the IFAD-funded country programme is capturing, creating, distilling, sharing and using knowledge.

Partnership-building

The extent to which IFAD is building timely, effective and sustainable partnerships with government institutions, the private sector, organizations representing marginalized groups and other development partners to cooperate, avoid duplication of efforts and leverage the scaling up of recognized good practices and innovations in support of smallholder agriculture.

Policy engagement

The extent to which IFAD and its country-level stakeholders engage to support dialogue on policy priorities or the design, implementation and assessment of formal institutions, policies and programmes that shape the economic opportunities for large numbers of rural people to move out of poverty.

Effectiveness

The extent to which the country strategy achieved, or is expected to achieve, its objectives and its results at the time of the evaluation, including any differential results across groups.

A specific subdomain of effectiveness relates to:

innovation, the extent to which interventions brought a solution (practice, approach/method, process, product or rule) that is novel, with respect to the specific context, timeframe and stakeholders (intended users of the solution), with the purpose of improving performance and/or addressing challenge(s) in relation to rural poverty reduction.¹

Efficiency

The extent to which the intervention or strategy delivers, or is likely to deliver, results in an economic and timely way.

"Economic" is the conversion of inputs (funds, expertise, natural resources, time etc.) into outputs, outcomes and impacts, in the most cost-effective way possible, compared to feasible alternatives in the context. "Timely" delivery is within the intended timeframe or a timeframe reasonably adjusted to the demands of the evolving context. This may include assessing operational efficiency (how well the intervention was managed).

Impact

The extent to which the country strategy has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.

The criterion includes the following domains:

- changes in incomes, assets and productive capacities;
- changes in social / human capital;
- changes in household food security and nutrition;
- changes in institution and policies.

The analysis of impact will seek to determine whether changes have been transformational, generating changes that can lead societies onto fundamentally different development pathways (e.g. due to the size or distributional effects of changes to poor and marginalized groups).

Sustainability and scaling up

The extent to which the net benefits of the intervention or strategy continue and are scaled up (or are likely to continue and be scaled up) by government authorities, donor organizations, the private sector and other agencies.

¹ Conditions that qualify an innovation: newness to the context, to the intended users and the intended purpose of improving performance. Furthermore, the 2020 Corporate-level Evaluation on IFAD's support to Innovation defined transformational innovations as "those that are able to lift poor farmers above a threshold, where they cannot easily fall back after a shock". Those innovations tackle simultaneously multiple challenges faced by smallholder farmers. In IFAD operational contexts, this happens by packaging or bundling together several small innovations. They are often holistic solutions or approaches applied or implemented by IFAD supported operations.

Evaluation criteria

Note: This entails an examination of the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits over time. It involves analyses of resilience, risks and potential trade-offs.

Specific domain of sustainability:

Environment and natural resources management and climate change adaptation. The extent to which the development interventions/strategy contribute to enhancing the environmental sustainability and resilience to climate change in small-scale agriculture.

Scaling-up* takes place when: (i) other bilateral and multilateral partners, the private sector, etc. adopt and generalize the solution tested or implemented by IFAD; (ii) other stakeholders invest resources to bring the solution at scale; and (iii) the government applies a policy framework to generalize the solution tested or implemented by IFAD (from practice to a policy).

*Note that scaling up does not only relate to innovations.

Gender equality and women's empowerment

The extent to which IFAD interventions have contributed to better gender equality and women's empowerment. For example, in terms of women's access to and ownership of assets, resources and services; participation in decision-making; workload balance and impact on women's incomes, nutrition and livelihoods; and in promoting sustainable, inclusive and far-reaching changes in social norms, attitudes, behaviours and beliefs underpinning gender inequality.

Evaluations will assess to what extent interventions and strategies have been gender transformational, relative to the context, by: (i) addressing root causes of gender inequality and discrimination; (ii) acting upon gender roles, norms and power relations; and (iii) promoting broader processes of social change (beyond the immediate intervention).

Evaluators will consider differential impacts by gender and the way they interact with other forms of discrimination (such as age, race, ethnicity, social status and disability), also known as gender intersectionality.²

Partner performance (assessed separately for IFAD and the Government)

The extent to which IFAD and the Government (including central and local authorities and executing agencies) ensured good design, smooth implementation and the achievement of results and impact and the sustainability of the country programme.

The adequacy of the borrower's assumption of ownership and responsibility during all project phases, including government, implementing agency, and project company performance in ensuring quality preparation and implementation, compliance with covenants and agreements, establishing the basis for sustainability, and fostering participation by the project's stakeholders.

² Evaluation Cooperation Group, *Gender. Main messages and findings from the ECG Gender practitioners' workshops*. (Washington, DC. 2017), <https://www.ecgnet.org/document/main-messages-and-findings-ieg-gender-practitioners-workshop>

Evaluation matrix

Evaluation criteria and definition	Key evaluation questions	Data sources and collection methods
Relevance	<ul style="list-style-type: none"> To what extent and in what ways was the country strategy and programme relevant and aligned to: <ol style="list-style-type: none"> the country's development priorities, national policies and strategies in the evolving context; IFAD's relevant strategies and priorities; the needs of the target groups. How ongoing project approaches are relevant and adequate aligned with the 11th NDP 2019-2024? How appropriate was the targeting strategy, with attention to gender equality and social inclusion of youth, people with disabilities and other marginalized groups? Was the design quality in line with available knowledge on specific themes of the country strategy: sustainable agriculture, adaptation to climate change, access of pro-poor to markets, nutrition-sensitive value chain? Were lessons from previous interventions adequately taken into consideration in the design? To what extent and how were the institutional arrangements appropriate to ensure the effectiveness and efficiency of the implementation? To what extent and how well was the design re-adapted to changes in the context? 	<p>COSOP and programme/projects' documents: design reports, PCRVs, PPEs, and impact evaluation/assessment reports</p> <p>In-depth desk review of national policies, IFAD design reports, and other reports</p> <p>Interviews with IFAD staff and national stakeholders</p> <p>Interviews and focus groups with beneficiaries during field visits</p>
Coherence	<ul style="list-style-type: none"> To what extent and how did the country strategy and programme take into consideration other development initiatives to maximize the investments and added value? Specific aspects: <ul style="list-style-type: none"> Added value of IFAD financing compared to the government agricultural financing programme (including subsidies). Main points of additionality and/or complementarity. Other external partners engaged in the rural development sector and their thematic areas, types of supports. Convergence of various supports. Comparative advantage of IFAD's support compared to other partners. IFAD's role / contribution: (i) within the UN system: (ii) to other donor forums: and (iii) for donors' coordination mechanism(s). Perceptions / opinions of government actors and other key players on IFAD's support to agriculture in the country. To what extent were there synergies and interlinkages between different elements of the country strategy and programme (i.e. between projects, between lending and non-lending activities)? Specific aspects: <ul style="list-style-type: none"> Coherence of strategic choice and orientations; Coherence in developing the themes of focus; Coherence of projects' objectives and approaches, from one to another; Implementation of learning from one project to another; Contribution and complementarity of programme supported by grants. 	<p>COSOP and programme/project documents, design reports, PCRVs, PPEs, and impact evaluation/assessment reports</p> <p>In-depth desk review of strategies, documentation (COSOP, COSOP review), and reports of projects supported by other development partners</p> <p>Key informant interviews with IFAD staff, government stakeholders and representatives of partners</p> <p>Interviews with other relevant stakeholders</p>
<ul style="list-style-type: none"> Knowledge management 	<ul style="list-style-type: none"> To what extent were knowledge management themes identified in the COSOP addressed and yield results? What knowledge and lessons have been gathered, documented and disseminated? How have these happened and contributed to the programme effectiveness? 	<p>COSOP and programme/projects' documents, design reports, PCRVs, PPEs, and impact evaluation/assessment reports, previous CSPE reports, COSOP review report</p>

Evaluation criteria and definition	Key evaluation questions	Data sources and collection methods
• Partnership development	<ul style="list-style-type: none"> How has organizational learning been enabled within the country programme? Which results were achieved? Any contribution of grants to that end? What were key factors for successes and the main challenges? 	<p>In-depth desk review of programme documents Key informant interviews with IFAD staff and government stakeholders</p> <p>Interviews with IFAD partners and other national non-governmental players Field visits and discussion with local partners and evidence-gathering</p>
	<p>To what extent were partnerships foreseen in the COSOP implemented and for what results?</p> <p>How did IFAD position itself and its work in partnership with other development partners?</p> <p>What types of partnerships with other partners were established and for what end?</p> <p>To what extent and how did IFAD foster strategic, cofinancing and operational partnerships with others?</p> <p>How did these enable achieving results?</p> <p>What were key factors for successes and the main challenges?</p>	
• Policy engagement	<p>To what extent policy engagement actions foreseen in the COSOP were implemented and for what results?</p> <p>How did IFAD contribute to policy discussions drawing from its programme experience (for example, on themes addressed by the country programmes)?</p> <p>Which specific policy engagement activities (e.g. policy brief, policy discussion, etc.) were implemented and how did these yield positive results?</p> <p>Is there any actual policy change that IFAD has contributed to (at least partially)?</p> <p>Which contribution of grants led to better policy engagement and results?</p> <p>What were key factors for successes and the main challenges?</p>	
Efficiency	<ul style="list-style-type: none"> What is the relation between benefits and costs (e.g. net present value, internal rate of return)? Are programme management cost ratios justifiable in terms of intervention objectives, results achieved, considering contextual aspects and unforeseeable events? Is the timeframe of the intervention development and implementation justifiable, taking into account the results achieved, the specific context and unforeseeable events? Were the financial, human and technical resources adequate and mobilized in a timely manner? Are unit costs of specific interventions (e.g. infrastructures in micro projects) in line with recognized practices and congruent with the results achieved? What factors affected the efficiency of IFAD interventions? 	<p>In-depth desk review of IFAD documentation and database (e.g. Oracle Business Intelligence), including: historical project status reports, project financial statements, disbursement data, project financing data, economic and financial analyses, information on project timeline, etc.</p> <p>M&E data</p> <p>Cost and benefit data from other similar projects</p> <p>Interviews with IFAD staff and national stakeholders</p> <p>Interviews and focus groups with direct and indirect beneficiaries during field visits, spot validation of reported costs, benefits</p>
Effectiveness	<ul style="list-style-type: none"> To what extent were the objectives of the country strategy and programme (outcome-level in the ToC) achieved or are likely to be achieved at the time of the evaluation? What were the concrete achievements for each thematic area identified: sustainable agriculture, adaptation to climate change, access of pro-poor to markets, nutrition-sensitive value chain? Did the interventions/strategy achieve other unexpected results or did it have any unexpected consequences? How effectively were the implementation issues/challenges addressed? What factors had positive or negative influence on the achievement of the intended results? What about the COVID-19 pandemic? To what extent did the programme or project support/promote innovations, aligned with stakeholders' needs or challenges they faced? In what ways were these innovative in the country/local context? 	<p>COSOP and programme/projects' documents, design reports, PCRVs, PPEs, and impact evaluation/assessment reports, previous CSPE reports, COSOPs review reports.</p> <p>In-depth desk review of programme documents</p> <p>Interviews with IFAD staff and national stakeholders</p> <p>Interviews and focus groups with beneficiaries during field visits</p> <p>Secondary data for benchmarking</p>

Evaluation criteria and definition	Key evaluation questions	Data sources and collection methods
	<ul style="list-style-type: none"> Were the innovations inclusive and accessible to different groups (in terms of gender, youths and diversity of socio-economic groups)? To what extent and how have those innovations contributed to addressing challenges within the system? What was the contribution of grants in leveraging the promotion of successful innovations? 	
Impact	<ul style="list-style-type: none"> What is evidence of the contribution of IFAD-funded interventions to changes in: (i) household incomes and assets; (ii) food security and nutrition; (iii) human and social capital of the target group; (iv) rural institutions and policy change? How did the interventions contribute to those changes? What is evidence of increased resilience of beneficiary households and communities? Were there any unintended impacts, either negative or positive? 	<p>COSOP review reports, PCRVs, PPEs, and reports of impact evaluation and assessment, previous CSPE reports</p> <p>In-depth desk review of strategy and programme documents, etc.</p> <p>GIS data analysis</p> <p>Key informant interviews with IFAD staff and national stakeholders</p> <p>Evidence and testimony-gathering</p> <p>Field visits and discussion with direct and indirect beneficiaries during field visits</p> <p>Secondary statistical data on poverty, household incomes and nutrition where available and relevant (possible benchmark)</p>
Gender equality and women's empowerment	<ul style="list-style-type: none"> How was the focus on gender aspects apparent in design documents and upstream activities? To what extent gender strategy(ies) and action(s) were developed, implemented and for which results? How were implementation resources and monitoring data disaggregated with respect to gender equality and women's empowerment goals? What were the contributions of IFAD-supported interventions to changes in: <ul style="list-style-type: none"> (i) women's access to resources, income sources, assets (including land) and services; (ii) women's influence in decision-making within the household and community; (iii) workload distribution (including domestic chores); (iv) women's health, skills, nutrition? Was there any change in social norms, attitudes, behaviours and beliefs and policies / laws relating to gender equality to which the projects contributed? <p>Youths:</p> <ul style="list-style-type: none"> To what extent did the interventions empower youths, the very poor/marginalized groups? Which contribution enhanced their capacities and created job opportunities? The extent to which support contributed to improve rural youths' resilience and livelihoods by increasing: (i) their productive capacities, (ii) their capacities to undertake/engage in economic activities, (iii), their access to markets? What evidence is available in terms of positive change on youths due to the contribution of the support provided? What have been the contribution of non-lending activities, especially grant support, to those changes? 	<p>COSOP and programme/projects' documents, design reports, PCRVs, PPEs, and impact evaluation/assessment reports, previous CSPE reports</p> <p>In-depth desk review of strategy and programme documents, etc.</p> <p>Interviews with IFAD staff and national stakeholders</p> <p>Interviews and focus groups with beneficiaries during field visits</p> <p>Key informant interviews with IFAD staff and national stakeholders</p> <p>Evidence and testimony-gathering</p> <p>Field visits and discussion with direct and indirect beneficiaries during field visits</p> <p>Secondary statistical data on gender</p>

Evaluation criteria and definition	Key evaluation questions	Data sources and collection methods
Sustainability	<ul style="list-style-type: none"> To what extent did the intervention/country strategy and programme contribute to long-term technical, social, institutional and financial/economical sustainability? Did/would community-based organizations and institutions continue operation without external funding? What are the explaining factors? What about the sustainability of inclusive financial institutions in rural areas? Are the infrastructure microprojects financed by the projects likely to be maintained? And what about the outcomes of other types of microprojects? Did/would national-level institutions continue activities they initiated with IFAD support? What are the explaining factors? 	<p>In-depth desk review of IFAD documentation</p> <p>Interviews with IFAD staff and national stakeholders</p> <p>Interviews and focus groups with direct and indirect beneficiaries during field visits</p> <p>M&E data</p> <p>Interviews with other development partners with similar/relevant support</p>
Environment and natural resources management and climate change adaptation	<ul style="list-style-type: none"> To what extent was SECAP analysis performed and results used? To what extent did IFAD interventions contribute to a more sustainable environmental management? To what extent did IFAD interventions contribute to more productive and resilient (crops, animal, agro-pastoral and pastoral) production systems? Did IFAD-supported interventions have any positive or negative effects on the ecosystems (lands, forests, pastures and non-pastoral agricultural landscapes)? To what extent and how did IFAD-supported interventions contribute to better adaptation by the target group rural population to climate change? What are/were successful resilience strategies in terms of absorptive, adaptive and transformative capacities (at household and community level)? Are there any indications of contribution of projects to mitigation of climate change (e.g. on livestock production, agro-pastoral resources)? 	<p>SECAP review reports, COSOP and programme/projects' documents, design reports, PCRVs, PPEs, and impact evaluation/assessment reports, previous CSPE reports, COSOP review reports</p> <p>In-depth desk review of strategy and programme documents</p> <p>Key informant interviews with IFAD staff and government stakeholders</p> <p>Field visits and discussion with direct and indirect beneficiaries during field visits</p> <p>GIS data analysis</p>
Scaling up	<ul style="list-style-type: none"> To what extent were results scaled up or clear indication of future scaling up by other development partners or the private sector? Is there an indication of commitment of the government and key stakeholders in scaling-up interventions and approaches, for example, in terms of provision of funds for selected activities, human resources availability, continuity of pro-poor policies and participatory development approaches, and institutional support? How scaling related to "from action to policy" scaling up was enabled and achieved? 	<p>In-depth desk review of strategy and programme documents, etc.</p> <p>Interviews with IFAD staff, national stakeholders and other development partners</p> <p>Key informant interviews with IFAD staff and government stakeholders</p>
Performance of partners (IFAD & Government)	<p>IFAD:</p> <ul style="list-style-type: none"> How was IFAD's strategic oversight effective? How did IFAD take into account contextual issues and challenges in working in the country? How effectively did IFAD support the overall quality of design, including aspects related to project approach, compliance and implementation? How proactively did IFAD identify and address threats to the achievement of project development objectives? To what extent was IFAD effective in leveraging existing financing opportunities from the government and other partners? How effectively did IFAD support the implementation of projects on aspects related to project management, financial management, and setting up project-level M&E systems? How effective is the location of IFAD country office to ensuring greater visibility and collaboration with the government? 	<p>In-depth desk review of strategy and programme documentation, including the quality of design, frequency and quality of supervision and implementation support mission reports, project status reports, PCRs, key correspondence (IFAD-Government), COSOP and COSOP review</p> <p>Project M&E data and systems</p> <p>Interviews with IFAD staff and government stakeholders</p> <p>Interviews and focus groups discussion with other non-governmental stakeholders</p>

Evaluation criteria and definition	Key evaluation questions	Data sources and collection methods
	<p>Government:</p> <ul style="list-style-type: none"> • How tangible was the Government's commitment to achieving development objectives and taking ownership of the strategy/projects? • Did the Government adequately involve and consult beneficiaries/stakeholders at design and during implementation? • How did the Government position itself and its engagement with IFAD and in partnership with other development partners? • How well did the PCUs manage the start-up process, staff recruitment, resource allocation, implementation arrangements, the involvement and coordination with other partners, especially public institutions? • Did the PCUs identify and resolve implementation issues in a timely way? Was project management responsive to context changes or the recommendations by supervision missions or by the project steering committee? • How adequate were project planning and budgeting, management information system/M&E? Were these tools properly used by project management? • How well did the PCUs fulfil fiduciary responsibilities (procurement, financial management)? 	

IFAD-financed projects and grants in the Republic of Türkiye

Project name	Total project cost, US\$ million	IFAD approved financing US\$ million	Cofinancing US\$ million	Counterpart US\$ million	Beneficiary contribution US\$ million	Executive Board approval	Loan effectiveness	Project completion date	Cooperating institution ^a	Project status
Erzurum Rural Development Project	137.0	20.0	40.0	77.0	-	31/03/1982	03/12/1982	30/06/1989	IBRD	Financial closure
Agricultural Extension and Applied Research Project	205.9	10.0	72.2	123.7	-	03/04/1984	05/09/1984	31/12/1993	IBRD	Financial closure
Bingöl – Muş Rural Development Project	61.2	19.9	9.0	32.3	-	14/09/1989	10/01/1990	30/06/1999	UNOPS	Financial closure
Yozgat Rural Development Project	40.5	16.4	-	24.1	-	13/12/1990	23/09/1991	30/06/2001	UNOPS	Financial closure
Ordu – Giresun Rural Development Project	59.7	19.0	17.0	18.0	4.8	14/09/1995	25/08/1997	31/12/2005	UNOPS	Financial closure
Sivas – Erzincan Development Project	30.0	13.1	9.9	4.4	2.7	11/09/2003	17/01/2005	31/03/2013	IFAD	Financial closure
Diyarbakır, Batman and Siirt Development Project	36.9	24.1	0.8	4.5	7.6	14/12/2006	19/12/2007	31/12/2014	IFAD	Financial closure
AKADP	26.4	19.2	-	3.2	4.0	17/12/2009	02/07/2010	30/09/2017	IFAD	Financial closure
MRWRP_Murat	46.7	36.3	-	7.4	3.0	13/12/2012	15/02/2013	30/06/2022	IFAD	Project completed
GTWRP_Göksu	25.0	18.3	-	3.9	2.9	12/12/2015	26/05/2016	30/06/2025	IFAD	Available for disbursement
URDP	135.1	62.9	2.9	18.3	12.7	11/12/2017	05/03/2018	31/03/2027	IFAD	Available for Disbursement

^a IBRD is the International Bank for Reconstruction and Development, UNOPS is the United Nations Office for Project Services.

Project/grant name	Grant number	Grant amount US\$	Grant recipient	Approval date	Effective date	Completion date	Country of implementation
Bingöl – Muş Rural Development Project	1000001259	16,000	Governments	05/10/2000	05/10/2000	31/12/2000	Türkiye
Yozgat Rural Development Project	1000001377	22,000	Governments	20/05/2002	20/05/2002	31/10/2002	Türkiye

The 2016 CPE recommendations

Recommendations formulated	Implementation status according to the current CSPE findings
<p>Recommendation 1: Prepare a new COSOP. There is a need to improve the strategy formulation process to enable a proper analysis of IFAD's strengths and limitations in Türkiye and the opportunities and threats it faces in building a more effective partnership with the Government of Türkiye and other potential partners. While a process that follows past practice and involves key government entities is necessary, it is not sufficient to address the diversity and depth of challenges that confront IFAD in Türkiye today. The CPE makes it clear that past approaches to issues such as SSTC, partnerships, the participation of the rural poor, women and youth in project activities and benefits, new technology for resource-poor farmers, commercialization of agriculture and knowledge management (including M&E contributions, in particular) need fresh perspectives. It is imperative, therefore, to engage relevant national and international resource persons from both within and outside the public sector and the donor community in developing strategic directions that are robust and likely to work in the country context.</p>	<p>Implemented</p> <p>See relevance section of the report.</p>
<p>Recommendation 2: Improve targeting in terms of scope and accessibility to project benefits, particularly for poorer farmers and specific target groups including women and youth. Türkiye is a country experiencing growing income disparity, and so poverty reduction efforts need to identify and recognize disparities that may exist within rural communities. Inclusiveness is placed high in the government agenda to ensure that the benefits of growth and prosperity are shared by all segments of society. Improved targeting can be achieved through various methods, which should include several key aspects. Firstly, future programming should be more precise in identifying target groups and use participatory processes to ensure inclusion of these groups in project decision-making. Secondly, there is a need to introduce specific initiatives and new partners to make sure that the more disadvantaged are not left out. These may include a ministry of youth and sports to help design appropriate approaches to attract and retain young farmers, chambers of commerce as mentors or area-based NGOs that work with culturally and linguistically diverse communities. This improved targeting will also require better definition at the design phase of who will benefit and how in M&E systems, as well as detailed indicators to track participation and benefits.</p>	<p>Implemented</p> <p>See relevance section of the report.</p>
<p>Recommendation 3: Strengthen IFAD's non-lending activities and ensure synergies with the portfolio. Non-lending activities (knowledge management, policy dialogue and partnerships) have been a low-performing area of the country programme. Strengthening IFAD's non-lending activities in Türkiye will be essential for scaling up impact and rural transformation. Ensuring adequate links between non-lending activities with the investment portfolio would contribute to synergies and improve development effectiveness. The CPE recommends in particular to strengthen and diversify partnerships and further investment in knowledge management. IFAD also needs to take advantage of opportunities to support South-South cooperation in Türkiye. The possibility of mobilizing country-specific grants and or participation in regional grants to support non-lending activities in Türkiye should be explored.</p> <p>First, IFAD needs to strengthen and diversify its partnerships in Türkiye. IFAD's relatively minor investment must be applied strategically, being viewed within the wider framework of key development partners' ongoing operations and the Government of Türkiye's commitment to adopt measures to reduce inequalities. IFAD needs to extend its partnerships to enhance its ability to leverage its programme, both in policy dialogue and on the operational/financial front, including cofinancing with international donors, such as the EU, the World Bank, UNDP, as well as partnering with technical services providers (e.g. FAO).</p> <p>Moreover, IFAD needs to ensure strong coordination with national institutions and explore collaboration with new Turkish partners such as regional development agencies. At the operational/local level, the inclusion of NGOs and the private sector with relevant skills such as participatory village mobilization, inclusive development, environment and niche markets merits consideration. In particular IFAD would benefit by engaging suitable selected private sector entities and also experienced donors directly at an early stage.</p>	<p>Partially implemented</p> <p>Some progress, but several aspects are still yet to be implemented as analysed in the coherence section (including non-lending activities). Also subject to recommendations in the current report.</p>
<p>Second, strengthen knowledge management. A key dimension of IFAD's value added in Türkiye will be linked to its capacity to further strengthen the generation and sharing of lessons from the programme in order to improve performance and to support scaling up. IFAD needs to enhance KM using</p>	

Recommendations formulated	Implementation status according to the current CSPE findings
<p>its international and country experience, its technical expertise and its knowledge in involving the rural poor in the design and implementation of rural investment projects, M&E, targeting and technical solutions in rural development. IFAD needs to make use of its capacity as knowledge broker, to be able to respond to demand on state-of-the-art knowledge products and services and prove its global reach to mobilize required expertise. A dynamic knowledge management effort requires active interaction with national research organizations, think tanks and academia, which currently seems to be limited.</p>	
<p>Third, IFAD needs to facilitate the exchange of knowledge and experience between Türkiye and other IFAD-supported countries, furthering current efforts within the framework of South-South and Triangular Cooperation initiatives as an integral part of its IFAD-Türkiye partnership. This transfer of successful ideas from one country to another can lead to considerable development impact. As a broker, IFAD can engage Turkish government organizations (e.g. GDAR, OGM and appropriate research and private sector entities in facilitating transfer of knowledge and technical expertise to IFAD operations in other countries in the region (Central Asia, the Balkans, North Africa and the Middle East), in areas in which Türkiye has particular strengths, such as food processing and food safety. IFAD and the Government of Türkiye would benefit from a well-articulated approach to SSTC that includes the Turkish Cooperation and Coordination Agency as the main partner and the direct coordinator of Turkish solution providers from the public and also the private sector. Enhancing IFAD's presence in Türkiye through a country office to capitalize on Türkiye's experience and knowledge to support other countries could contribute in this direction. Opportunities to partner with FAO and UNDP's current cooperation programmes on SSTC should also be explored.</p>	
<p>Recommendation 4: Emphasize innovation and scaling up as key strategic priorities. IFAD and the Government of Türkiye are fully aware that financing for investment projects is not the major justification to borrow from IFAD and it is not an effective single vehicle to eradicate rural poverty in the country. This is particularly relevant in Türkiye in view of relatively limited availability of PBAS resources for the programme. IFAD needs to further demonstrate value added in Türkiye beyond delivering projects. In this context promoting innovation and pursuing scaling up (two poorly performing areas in the programme) need to be regarded as strategic priorities in the future country programme.</p> <p>Promoting innovation. First, a closer review of mechanisms for innovation is required to reduce public dependency and build sustainable institutional support. IFAD has knowledge and experience in appropriate technology and local institutional development that could assist in scaling pro-poor interventions that would be more consistent with the portfolio's strategic objectives of empowerment and creating sustainable pathways out of poverty. Concerted efforts are required to find new mechanisms to strengthen collective farming and marketing initiatives to create economies of scale and value adding opportunities in relation to market demand. There is a need to explore, in addition to better access to new markets, alternative sources of investment capital such as Islamic financing models and to build coordinated support services and local business services within the project areas that will provide both improved local economies and establish strong platforms for future growth. There are some promising examples of small women-led producer groups and farmer-led initiatives such as family farm consolidation and joint marketing that could be studied and further developed. This would be of benefit in the Türkiye programme and also support South-South and Triangular Cooperation initiatives.</p>	<p>Implemented</p> <p>As analysed in the innovation subsection of the report.</p>
<p>Scaling up. Building on additional efforts to strengthen policy dialogue and knowledge management, the IFAD-supported programme needs to shift from a project-centric approach to one aimed at influencing other partners (government, donors, private sector) by leveraging policies, knowledge and resources. This will require the adoption of a programmatic approach to scaling up in Türkiye and a shift from scaling up IFAD projects to scaling up broader results. Potential scaling up pathways (through projects, policy dialogue, knowledge management) need to be explored from the beginning and throughout the project cycle and will need to be supported over a longer time horizon, typically much longer than a one-time IFAD intervention. New ideas can be tested through pilot projects, as the basis of a scaling-up model.</p>	<p>Partially implemented</p> <p>Some progress, but several aspects are still yet to be implemented as analysed in the coherence section (including non-lending activities). Also subject to recommendations in the current report.</p>
<p>Recommendation 5: Strengthen the strategic focus on women and youth. A consistent, strategic focus on gender equality and women's empowerment is required. Moreover, in order to more closely align with the social and strategic context of rural Türkiye in relation to youth unemployment and rural</p>	<p>Partially implemented</p>

Recommendations formulated	Implementation status according to the current CSPE findings
<p>outmigration, a strengthened focus on youth is recommended. This should be reflected in the new COSOP, including setting clear and specific objectives in the country strategy and in project designs. Project designs need to include better gender mainstreaming and mechanisms to ensure gender equality of access to project resources and benefits, including allocation of resources to ensure they are not ignored in implementation. In line with IFAD's 2012 Gender Policy, all future projects should also develop gender action plans at the design stage. Inclusion of youth as a primary target group would be highly relevant. Rather than rely on project activities targeting older, landowning farmers to have trickle-down impacts on rural youth, projects need to more directly target youth using mechanisms that are relevant to their needs and interests.</p> <p>Additionally, the CPE recommends that IFAD support the portfolio more strongly with non-lending activities (knowledge-sharing, policy dialogue and partnerships) with a particular focus on gender mainstreaming and on targeting women and youth, as well as more regularly deploying gender and youth experts on supervision missions to ensure that projects are supported to achieve gender equity in implementation and respond to youth-specific needs. Finally, logical frameworks for future projects should include indicators, targets and means of measurement relating to the participation of and expected outcomes relating to gender and the involvement of youth.</p>	<p>There are still room for improvement, as analysed in the subsection on youth (effectiveness) and in the gender equality section.</p>

Some contextual challenges in Türkiye

Box A1

Contextual gender challenges in Türkiye

Türkiye currently and historically performs poorly on gender equality and lags behind other countries at similar levels of development (UNDP 2022). According to the 2023 Gender Gap Index of the World Economic Forum, Türkiye is the 129th country out of 146 countries (WEF 2023).

In 2021, Türkiye ranked 48th out of 191 countries on the Human Development Index, putting it in the “very high development” bracket. However, Türkiye’s Gender Development Index ranks the country much lower. The 2021 female HDI value for Türkiye is 0.806 in contrast with 0.860 for males, resulting in a Graduation Discussion Income value of 0.937, placing it into Group 3; and among OECD countries, Türkiye had the lowest gender development ranking of all (UNDP 2021; UNDP 2022).

Women also lag behind men in labour force participation. Turkish labour statistics show that men’s labour force participation rate is more than twice that of women (71.4 per cent and 35.1 per cent respectively) (TURKSTAT 2022). The unemployment rate is also higher for women (13.4 per cent) compared to men (8.9 per cent) (TURKSTAT 2022). Unemployment rates for young women are even higher compared to their male peers (16.4 per cent for men and 25.2 per cent for women) (TURKSTAT 2022).

Previous research has identified income disparities between women and men as a factor underlying gender inequalities. Currently, the gender wage gap in Türkiye is 15.6 per cent. In Türkiye, women’s income, on average, was just 47 per cent that of men in 2019. Labour force participation rates (as previously noted) are low as a result of the large share of women remaining outside the workforce (UNDP 2022).

Despite the great efforts shown by governments, institutions, and most importantly by the women’s movement, women and girls are still exposed to violence, being abused, and trafficked, their access to education and political participation is refused, and they face many other human rights abuses and violations (UNFPA 2023). Two out of five women in Türkiye (38 per cent) face a lifetime risk of physical and/or sexual intimate partner violence, while 11% of women have experienced physical and/or sexual intimate partner violence in the last 12 months. Nearly one in six girls is subject to child marriage (14.7 per cent) (UN Women 2022a).

Furthermore, the representation of women in national and local governments in the country is low. Currently only 17 per cent of parliamentarians are women, 3 per cent of mayors, and 11 per cent of municipal councillors (UN Women 2022b). At the same time, women occupy 22 per cent of company management positions, 18 per cent of board memberships, and 11 per cent of senior executive positions (UN Women 2022b).

Sources: UNDP (2022), WEF (2023), UNDP (2021), TURKSTAT (2022), ILO (2020), UNFPA (2023), UN Women (2022a), UN Women (2022b).

Box A2

Internal challenges of Turkish economy: currency and debt crisis since 2018

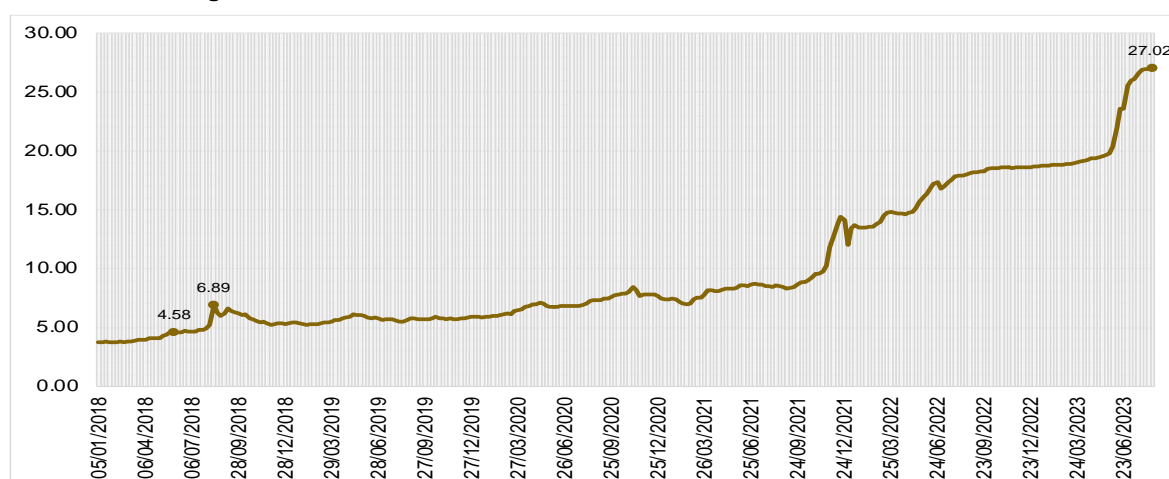
In the aftermath of the coup of July 2016 and the transition to a presidential system, 2018 marked a critical turning point for Türkiye with significant political and economic changes. The shift to a presidential system resulted in substantial governance transformation. Meanwhile, Türkiye faced a crisis stemming from a considerable accumulation of debt, a high current account deficit and an overvalued Turkish Lira.

The Turkish Lira depreciated sharply in July-August 2018 (from TRY 4.58 in June 2018 to TRY 6.89 on 14 August 2018) (Keyder 2022). From then onwards, the currency entered a rapid phase of depreciation (see figure A1). Thus, 2018 appeared to be the initial year of Türkiye’s ongoing currency and debt crisis. What followed were a protracted recession, mounting debt (see table A1), loan defaults, borrowing difficulties, rising unemployment, further depreciation of the Turkish Lira and rising inflation.

Rising inflation has been observed since 2022. The inflation forecast for the end of 2023 was raised from 22.3 per cent to 58 per cent, and for 2024, it was adjusted from 8.8 per cent to 33 per cent (Merkez Bankası Başkanı Erkan 2023).

Source: Keyder; Nur (İktisat ve Toplum Dergisi 2022); BBC News Türkçe (2023).

Figure A1
USD/TRY exchange rate between 2018-2023



Source: Central Bank of the Republic of Türkiye (2023).

Table A1
Türkiye's gross external debt between 2018–2022

billion USD	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Public sector	78.6	83.7	89.4	96.3	107.0	118.9	121.3	116.7	123.7	137.3	143.2	160.9	178.7	180.5	186.9
Short-term	3.2	3.6	4.3	8.6	13.3	19.8	20.5	17.0	17.1	19.4	20.8	23.4	24.9	22.2	28.9
Long-term	75.3	80.2	85.1	87.8	93.7	99.2	100.8	99.7	106.6	117.8	122.4	137.5	153.8	158.3	158.0
CBRT	14.1	13.2	11.6	9.3	7.1	5.2	2.5	1.3	1.1	1.8	5.9	8.5	21.3	26.1	32.8
Short-term	1.9	1.8	1.6	1.2	1.0	0.8	0.3	0.2	0.4	1.8	5.9	8.5	21.3	26.1	32.8
Long-term	12.2	11.4	10.0	8.1	6.0	4.4	2.1	1.1	0.7	0.0	0.0	0.0	0.0	0.0	0.0
Private sector	192.4	179.5	207.2	215.0	243.2	281.0	293.1	284.8	281.3	311.8	277.2	245.2	230.2	232.7	239.4
Short-term	51.2	50.8	87.2	87.2	100.4	121.4	121.9	87.6	73.0	88.7	66.5	64.4	65.9	70.8	85.9
Long-term	141.1	128.8	120.0	127.8	142.8	159.6	171.2	197.3	208.3	223.1	210.7	180.9	164.3	161.9	153.4
Total gross external debt	285.0	276.4	308.2	320.7	357.2	405.2	416.8	402.9	406.1	450.8	426.3	414.6	430.2	439.3	459.0
Total gross external debt/GDP (%)	36.4%	42.4%	39.6%	38.3%	40.7%	42.3%	44.3%	46.5%	46.7%	52.5%	53.5%	54.6%	60.0%	54.4%	50.7%

Source: Ministry of Treasury and Finance, Republic of Türkiye (2023).

Box A3

Influence of civil war in Syria on Turkish economy

In December 2017, the Government of Türkiye released a figure indicating that the cost of supporting Syrian refugees in Türkiye was approximately \$200 per person per month (Ergül 2017). Another press release from the Government was in November 2019. Then Vice-President Fuat Oktay stated that, "[The government's] spending on services for Syrian refugees for 8.5 years has exceeded \$40 billion" (Burun and Kanlı 2019). The impact of this refugee influx on the informal labour markets, real estate markets, business ownership, the government budget and schools is difficult to measure (IMF Survey 2016). However, together with the Turkish Government's resources, a €6 billion fund was made available in two tranches by the European Commission (EC) through the European Union (EU) Facility for Refugees in Türkiye to support refugee integration programmes (Tümen 2023, 6).

It is important to highlight that the economic impact of the war in Syria on Türkiye extends beyond the refugee crisis. Several other contributing factors include the reduction in trade volume between Syria and Türkiye, the necessity of Turkish businesses to resort to more expensive transportation methods for exported goods that were previously transported on trucks through Syria to other nations, the inactivity of Turkish production centres in Syria, and the challenge Türkiye faces in attracting foreign investors due to the potential risk of the conflict spilling over into Türkiye (Romya 2016, 4).

Sources: Ergül, Coşkun (Anadolu Ajansı 2017), Burun, Eyyüp and Kanlı, Mustafa (Hürriyet 2019), IMF Survey (2016), Tümen, Semih (World Bank 2023), Romya, Korcan (Anka Enstitüsü 2016).

Box A4

Influence of war in Ukraine on Turkish economy

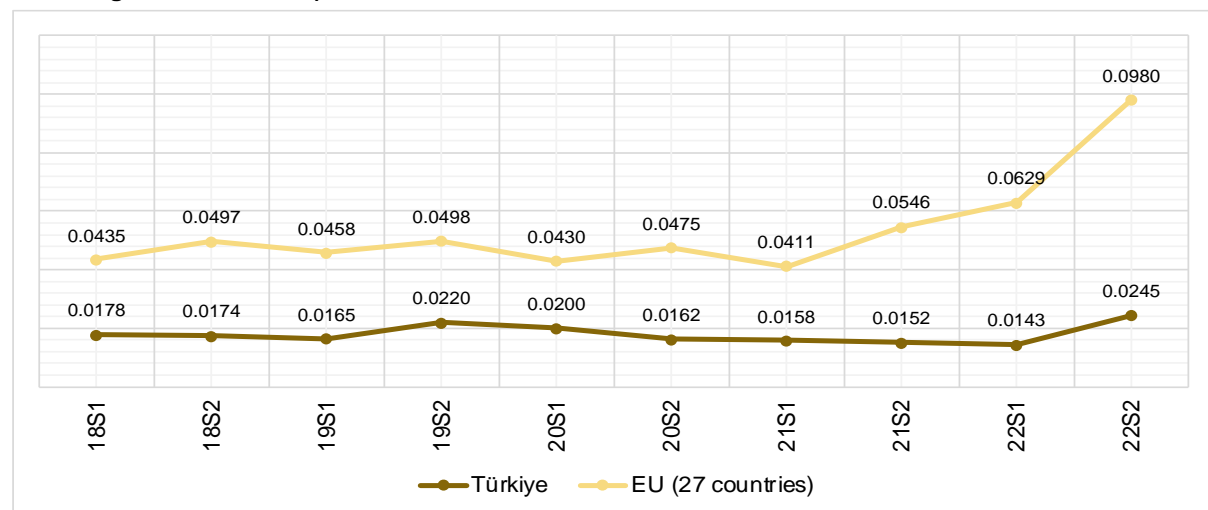
Türkiye has embraced a politically neutral policy from the onset of the war and the negative impacts of the war in Ukraine on the Turkish economy have, so far, been relatively restrained (Çağaptay 2023). Many Russians fleeing the war sought refuge in Türkiye, bringing their financial resources with them. In 2022, the number of companies with Russian partners increased from 177 to 1363 (TEPAV 2023a, 10). Although the overall impact on Türkiye's financing gap was minor, the capital brought by the Russians did have some positive influence. Moreover, the rental market was positively affected by the investments made in Turkish real estate by both Russian and Ukrainian nationals. In 2022, house sales to foreigners increased by 15.1 per cent to 68,210, with particularly rapid increases in sales to Russian and Ukrainian citizens, by 203.3 and 106.6 per cent, respectively (TEPAVi 2023b, 7).

However, the war in Ukraine had unfavourable effects on inflation in Türkiye, like its impact on global economies. The war led to volatility in the prices of key commodities like Brent oil, wheat, and nickel, of which Russia is a major exporter (Solmaz 2022, 396). To date, a comparison of natural gas in Türkiye and EU countries shows that Türkiye has been less affected by the war in terms of energy cost increases (see figure A2). Nevertheless, all prices are subject to change based on the bilateral dynamics between Russia and Türkiye.

Sources: Çağaptay, Soner (The Washington Institute for Near East Policy 2023); TEPAV Doğrudan Yatırımlar Bülteni 2023a and Doğrudan Yatırımlar Bülteni 2023b; Solmaz, Mustafa (Journal of Social Sciences and Humanities, 2022).

Figure A2

Türkiye versus EU natural gas prices for household consumers between 2018-2022 (€/kilowatt-hour, excluding taxes and levies)



Source: Eurostat (2023).

Box A5

Influence of the COVID-19 pandemic on the Turkish economy

The Turkish economy had significant vulnerabilities prior to COVID-19, and the outbreak further highlighted its fragility. Türkiye was caught in the pandemic with a growth rate below its potential, double digit unemployment levels, a deteriorating fiscal balance and high inflation rates (Sertkaya and Baş 2021, 149). That said, as the retirement age in Türkiye is lower than in Europe, the Turkish Government has been able to prevent people of critical age from leaving their homes in order to prevent the spread of COVID-19 to a good extent. Table A2 displays cases and death data for several countries, including Türkiye.

Although the effects of COVID-19 in the Turkish economy have been felt less than in some other leading economies of the world, it has had severe effects for SMEs in Türkiye: 90 per cent of these companies attribute the contraction in their business volumes and 85 per cent of the companies attribute the loss of the labour force to the effects of COVID-19 (TÜSİAD et al. 2021, 3). The pandemic triggered a widespread implementation of travel restrictions, causing a profound disruption in global tourism activities. In 2020, the number of tourists visiting Türkiye suffered a significant loss, with a decrease of approximately 69 per cent compared to the previous year (see table A3). In 2021, as COVID-19 vaccination rates increased around the world, the pandemic was brought under control to some extent, which was reflected in the growing number of visitors. In 2021, the number of tourists arriving entered an upward trend again, with an increase of nearly 100 per cent compared to the previous year (Demirkıran et al. 2022, 72).

Sources: Sertkaya, Burak and Baş, Seher (Dicle Üniversitesi İktisadi ve İdari Bilimler Fakültesi Dergisi 2021), TÜSİAD (2021), Demirkıran, Mahmut et al. (İktisat İşletme ve Uluslararası İlişkiler Dergisi 2022).

Table A2

COVID-19 cases and mortality in selected countries and Türkiye

Country	Confirmed	Deaths	Deaths/100k population
Germany	38,249,060	168,935	203.16
France	39,866,718	166,176	254.68
Italy	25,603,510	188,322	311.47
Japan	185,738	311	57.53
UK	24,658,705	220,721	325.13
Canada	4,617,095	51,720	135.23
China	25,087	388	7.03
Russia	22,075,858	388,478	266.2
USA	103,802,702	1,123,836	341.11
Türkiye	17,042,722	101,492	120.34

Source: Johns Hopkins University & Medicine Coronavirus Resource Center (2023).

Table A3

Türkiye tourism key statistics between 2019–2022

	Tourism income (billion USD)	Number of visitors	Average expenditure per capita (USD)
2019	38.9	51,860,042	751
2020	14.8	15,826,266	936
2021	30.2	29,357,463	1,028
2022	46.5	51,369,026	905

Source: TURKSTAT (2023).

Box A6

Influence of the earthquakes of 6 February 2023 - overview

The 7.7 and 7.6 magnitude earthquakes centred in Kahramanmaraş that took place on 6 February 2023 affected eleven provinces and are expected to be a critical factor in the Turkish economy, causing billions of dollars in material damage.

Aside from the loss of more than 50,000 lives, most of the economic loss caused by the earthquakes can be attributed to damaged buildings. According to an assessment by the Ministry of Environment, Urbanization and Climate Change, 651,416 apartments in 232,632 buildings were destroyed or severely damaged (see table A4). Assuming that the cost of an average 100 m² apartment is US\$60,000, the total funds needed to replace all the damaged and destroyed homes would amount to a staggering US\$39 billion (Demiralp 2023, 3). However, this figure does not include the damaged infrastructure in the region, nor does it take into account the apartments and buildings of businesses.

Another direct cost of the earthquakes arose from the urgent need to provide shelter for nearly two million people who lost their homes. Based on the Government's data concerning the expenses of sheltering Syrian refugees in Türkiye, which amounts to approximately US\$200 per person per month, the minimum budget required to cater to the needs of these two million individuals for one year, including shelter, food, clothing, education and health expenditures, is estimated to be around US\$5 billion (Demiralp 2023, 4).

Given the size of the earthquake's impact area, it is clear that the earthquake zone contributes significantly to various economic indicators. It is home to 16 per cent of the country's population and is a notable source of employment (13 per cent), GDP (10 per cent), agricultural production (15 per cent), exports (9 per cent), imports (7 per cent), and tax revenues (5 per cent) (see table A4). In 2022, Türkiye's overall textile product exports reached US\$14.2 billion. Among these exports, the eleven provinces within the earthquake zone accounted for US\$5 billion, contributing to 35 per cent of the total textile product exports (2023 Kahramanmaraş ve Hatay 2023, 7). Moreover, the region's significance in terms of energy security is also evident, as it accounted for 19 per cent of dams and 40 per cent of hydroelectricity production in Türkiye in 2022 (2023 Kahramanmaraş ve Hatay 2023, 11).

Source: Demiralp, Selva. *İstanbul Politik Araştırmalar Enstitüsü* (2023), Presidency of Strategy and Budget of Republic of Türkiye (2023).

Table A4

Share of earthquake zone in the Turkish economy (in percentage)

Provinces	Population (2022)	Employment (2021)	GDP (2021)	GDP agriculture, forestry (2021)	Exports (2022)	Imports (2022)	Tax income (2022)
1 Adana	2.67 %	2.4 %	2.0 %	2.5 %	1.2 %	1.3 %	1.3 %
2 Adıyaman	0.74 %	0.4 %	0.3 %	0.8 %	0%	0%	0.1 %
3 Diyarbakır	2.12%	1.5 %	0.9 %	2.2 %	0.2 %	0%	0.3 %
4 Elazığ	0.69 %	0.7 %	0.5 %	0.8 %	0.1 %	0%	0.1 %
5 Gaziantep	2.53 %	2.5 %	2.0 %	1.3 %	4.4 %	2.3 %	0.7 %
6 Hatay	1.98 %	1.7 %	1.4 %	1.3 %	1.6 %	2.1 %	1.9 %
7 Malatya	0.95 %	0.9 %	0.5 %	0.9 %	0.2 %	0%	0.2 %
8 K.maraş	1.38 %	1.2 %	0.9 %	1.4 %	0.6 %	0.5 %	0.3 %
9 Şanlıurfa	2.54 %	1.4 %	0.8 %	3.0 %	0.1 %	0.1 %	0.2 %
10 Kilis	0.17 %	0.1 %	0.1 %	0.2 %	0%	0%	0%
11 Osmaniye	0.66 %	0.5 %	0.4 %	0.6 %	0.1 %	0.3 %	0.1 %
Region total	16.43 %	13.3 %	9.8 %	15.1 %	8.6 %	6.7 %	5.1 %
Türkiye total	85.3 million people	28.8 million people	7,249 billion TL	402 billion TL	254 billion USD	364 billion USD	2,353 billion TL

Source: Presidency of Strategy and Budget of Republic of Türkiye (2023).

Box A7

Influence of earthquakes of 6 February 2023 – economic impacts

In the earthquake zone, agriculture and animal husbandry play a vital role, with significant shares in arable land, vegetable cultivation areas, orchards and livestock numbers. For instance, the region hosts 17 per cent of the country's arable land, 16 per cent of its cultivated land, and 26 per cent of the fruit, beverage and spice crops in the country (Kahramanmaraş ve Hatay 2023, 7). Based on an initial assessment (Demiralp 2023, 4), the immediate damage to the overall economic production capacity is estimated to be around US\$10 billion, approximately 1 per cent of the national GDP. However, the potential long-term impact could be more significant, particularly if there is a permanent exodus from the region, especially affecting labour-intensive sectors like agriculture and textiles (Demiralp 2023, 4).

Among the recent earthquakes Türkiye has faced, the 2023 activity can only be likened to the 17 August 1999 Marmara earthquake, which struck an industrial zone responsible for about 30 per cent of the country's GDP and had a significant impact on production costs (Demiralp 2023). The World Bank estimated the costs of that earthquake to be around \$5 billion, equivalent to approximately 2.5 per cent of the GDP at that time.

Source: Demiralp, Selva. BBC News Türkçe (2023).

Additional information on the country strategy and programme of Türkiye

Table A5

Key elements of COSOP 2006 compared to 2016

	COSOP 2006	COSOP 2016
Overall objective	The COSOP proposes to sustainably improve the standard of living of rural people in poorest regions through the support for SME development, within pro-poor supply chains and improvement of employment opportunities for both men and women, thereby potentially contributing to reduce inter-regional migration.	The overall strategic goal of the COSOP is to contribute to the reduction of rural poverty in the upland areas of Türkiye. Using targeting, gender and community empowerment, innovations for scaling up and partnership-building as main principles of engagement.
Strategic objectives	Greater emphasis on: (i) the profitability and marketability of the promoted activities; (ii) the site-specific opportunities available in terms of natural resources, market linkages and private sector involvement; and (iii) the support of small- and medium-sized enterprises to provide the market linkages and increase self-employment and job creation opportunities. Additional focus placed on aspects of natural resources management in the 2010 addendum.	To enhance market access for productive, poor smallholder farmers, and to mainstream sustainable natural resources management into all aspects of upland agricultural production and increase upland climate change resilience.
Geographic priority	Eastern and south-eastern regions of the country.	The mountain zones as areas where there are opportunities for substantial improvements in agricultural productivity and profitability.
Main target groups	Direct and indirect targeting of the rural poor. Türkiye's forest village population affected by: low incomes and assets, limited access to health and employment, severe need for job creation upon often fragile and severely degraded ecosystems (COSOP 2006 addendum 2010).	Productive smallholders (men and women), farmers, pastoralists, and rural women and youth willing to engage in small- and medium-scale enterprises for downstream market value chains.
Non-lending activities focus	In-country partnerships with the World Bank, UNDP and the EU to facilitate IFAD's engagement in policy dialogue and ensure a focus on the interests of the rural poor. Policy engagement in areas which had affected the full realization of programme impact in the past, including for example: (i) the weakness of rural organizations; (ii) the limited degree of rural organizations' representation in executive and advisory government bodies; and (iii) the heavily centralized decision-making processes.	Knowledge management will be strengthened by a systematic strategy for collecting, documenting and disseminating lessons and best practices. ¹ Stronger partnerships will be explored with different governmental ministries; national institutions such as the Turkish Cooperation and Coordination Agency; and private actors, community-based organizations and donors. On policy engagement, IFAD will provide technical assistance for analysing and enhancing the efficiency of agricultural support policies, in coordination with partners including the other Rome-based agencies.
Main partners	EU, World Bank, UNDP	World Bank, EU, FAO, UNDP

Source: COSOP 2006 and COSOP 2016.

¹ Two knowledge products were foreseen during the COSOP period: (i) a thematic study on sustainable development and poverty alleviation in mountainous ecosystems analyzing the experiences and lessons from IFAD-supported projects in the mountain zones of Morocco and Türkiye; (ii) a knowledge product to support the Government on the impact of matching grants and subsidies to address the absence of an impact analysis of the performance of national support programmes.

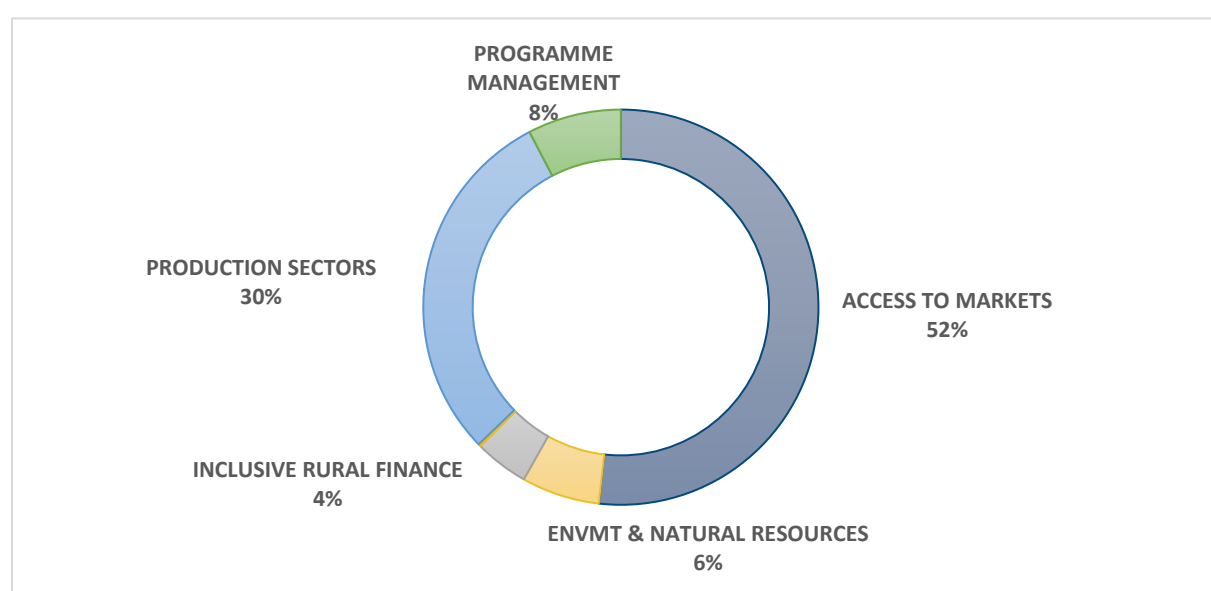
Table A6

PBAS allocation and other resources mobilized

	IFAD9	IFAD10	IFAD11	IFAD12
PBAS allocation	14 420 154	50 156 234	21 000 368	0
PBAS used	18 290 000	50 156 234	20 919 390	
Percentage used	126.8 %	100%	99.6%	
Cofinancing				
National government	11 275 594	18 273 450		
Beneficiaries	5 827 357	12 731 970		
Kredi Garanti Fonu		2 909 500		

Source: IOE analysis based on OBI data. Period covered 2013-2023.

Figure A3

Portfolio investments

Source: IOE analysis based on OBI data. Period covered 2016-2023.

Table A7

Evaluability portfolio projects and available reports

Project name	Status	Self-evaluation reports available	IOE reports available	Evaluation criteria
Ardahan-Kars-Artvin Development Project	Completed	Progress report 2011 Supervision report 2012 Supervision report 2013 Supervision report 2014 Supervision report 2015 Supervision report 2016 PCR 2018	PPE (2020) CPE (2016)	All criteria

Murat River Watershed Rehabilitation Project	Completed	Supervision report 2015 Supervision report 2016 MTR 2017 Supervision report 2018 Supervision report 2019 Supervision report 2020 Supervision report 2021 PCR GIS data available	CPE (2016)	All criteria
Goksu Taseli Watershed Development Project	Ongoing	Supervision report 2018 Supervision report 2019 Supervision report 2020 MTR 2020 Supervision report 2021 Supervision report 2022		All criteria, except impact and sustainability
Uplands Rural Development Programme	Ongoing	Supervision report 2020 Supervision report 2021 Supervision report 2022 MTR (expected 2023)		All criteria, except impact and sustainability

Table A8

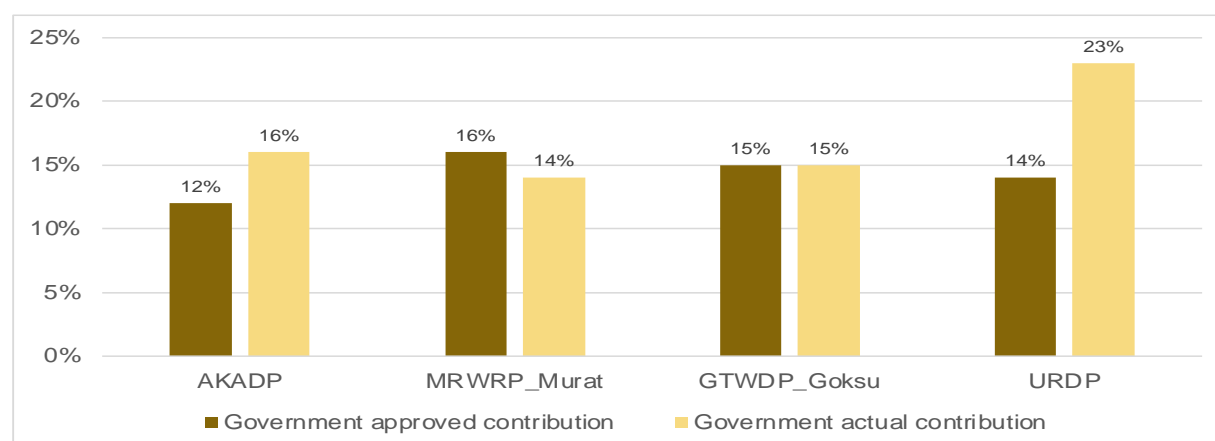
Time between key milestones (in months)

Project name	Approval to signing	Approval to entry into force	Entry into force to first disbursement	Approval to first disbursement
AKADP	2	6	5	11
MRWRP	0	2	6	8
GTWRP	2	5	9	15
URDP	2	2	14	17
Türkiye average	1.5	3.8	8.5	12.8
NEN average*	3.5	8.6	9.0	18.0

* This average includes the projects approved between 2010 and 2021 in Armenia, Azerbaijan, Bosnia and Herzegovina, Djibouti, Egypt, Georgia, Iraq, Jordan, Kyrgyzstan, Lebanon, Moldova, Republic of Montenegro, Morocco, Palestinian Territory, Sudan, Syrian Arab Republic, Tajikistan, Republic of Türkiye, Tunisia, Uzbekistan, Yemen.

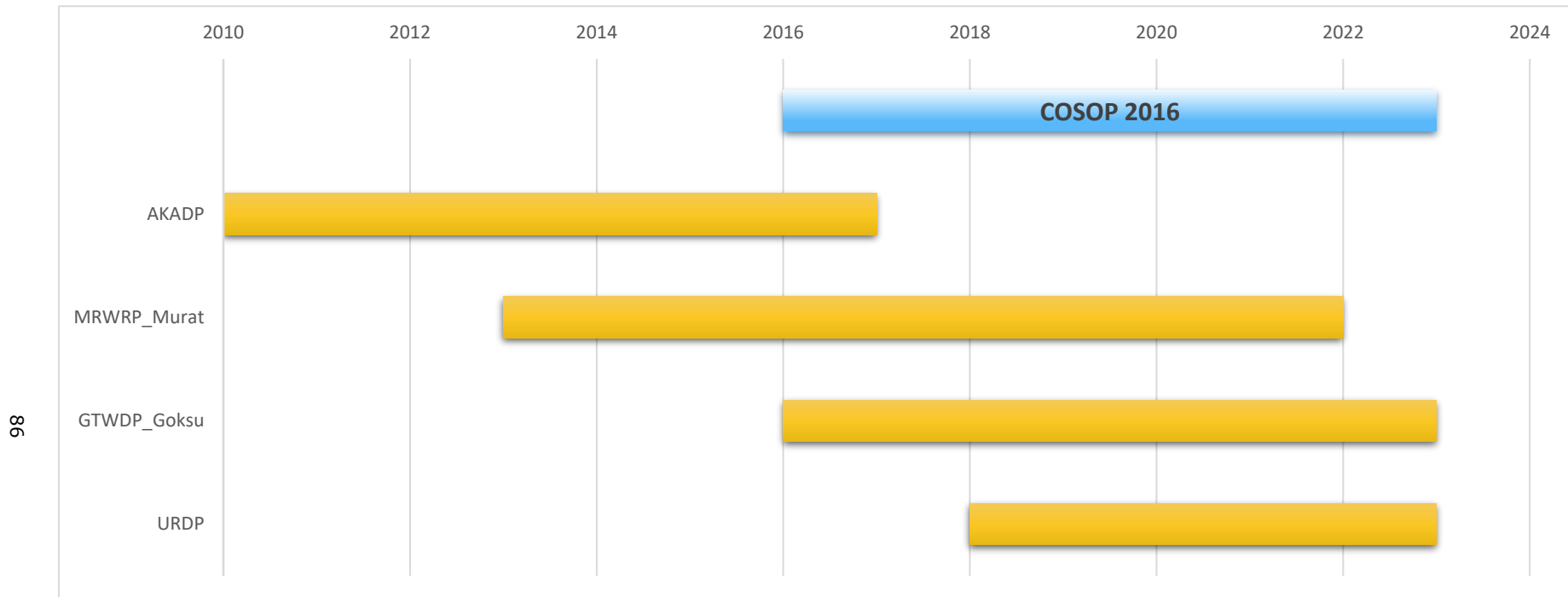
Source: CSPE analysis based on OBI data.

Figure A4

Government's financial contributions

Source: OBI data and financial agreements.

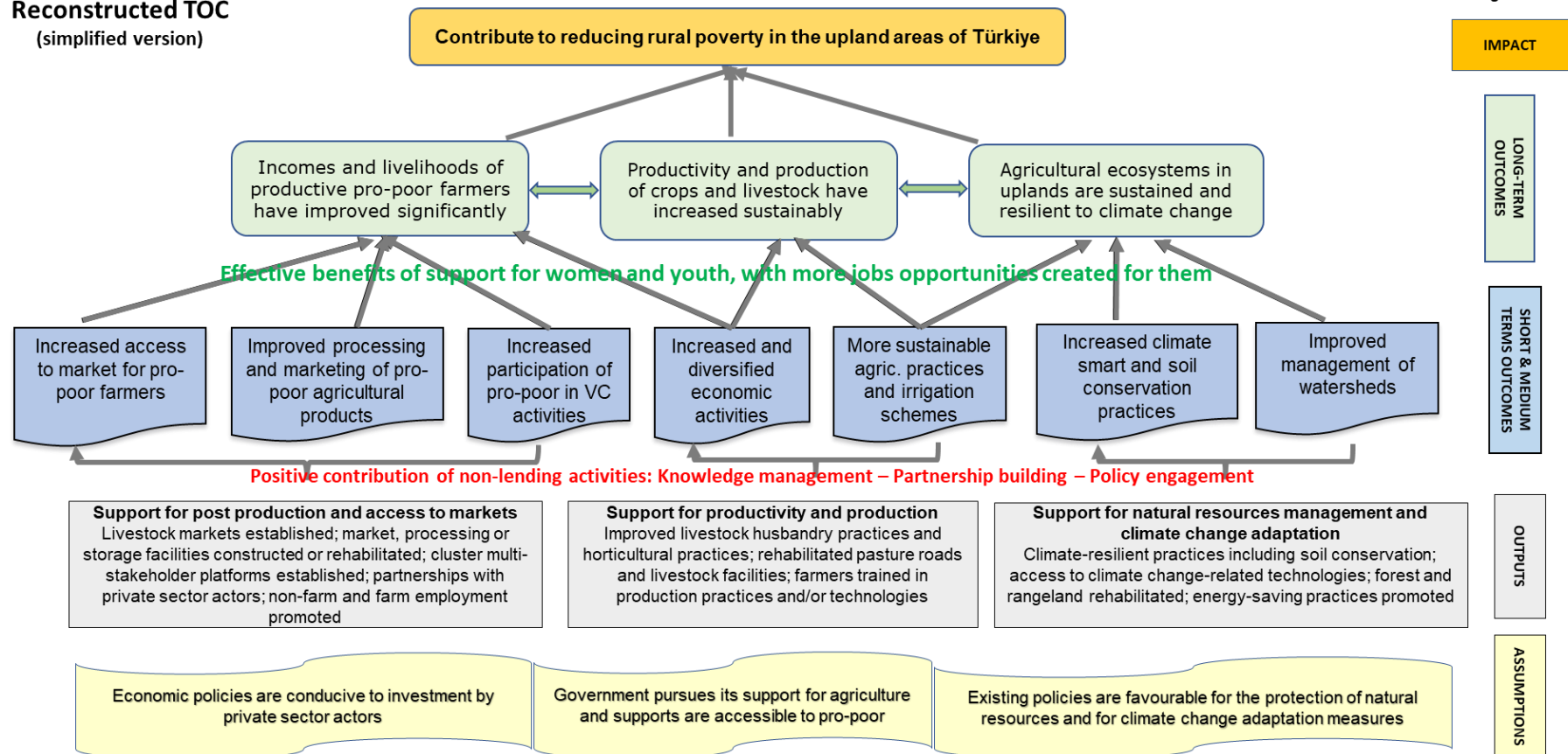
Timeline of projects assessed by the CSPE



The table shows project dates starting from entry-into-force year.
Source: IOE elaboration based on OBI data.

Theory of change

Reconstructed TOC
(simplified version)



Main issues to be addressed: Weak linkages between productive poor and markets; imbalance of public focus; low private sector investment in remote highland areas; gender inequalities; degradation of natural resources; high vulnerability to climate change and natural hazards; uplands suffer rural outmigration

Additional details on the CSPE methodology

Table A9
Mapping the CSPE stakeholders

Stakeholders	Interest in the evaluation	Engagement throughout the evaluation
IFAD's Near East, North Africa and Europe Division, in particular IFAD Türkiye MCO team members	Usage of evaluation findings, lessons and recommendations for improving the programme	Engagement discussion Data collection meeting and for assessment Key informant interviews
Central government representatives: Presidency of Strategy and Budget Ministry of Environment, Urbanization and Climate Change Ministry of Agriculture and Forestry Turkish Cooperation and Coordination Agency	Usage of evaluation findings, lessons and recommendations for improving the programme	Engagement discussion Data collection meeting and for assessment Key informant interviews
Managers of IFAD-supported projects and their team members	Usage of evaluation findings, lessons, and recommendations for improving the programme	Engagement discussion Data collection meeting and for assessment Key informant interviews
Decentralized administrative institutions and public services within the regions and districts Regional Directorate of Forestry Provincial Directorate of Agriculture and Forestry District Directorate of Agriculture and Forestry District governorate District municipality	Use of knowledge and lessons on the project results	Data collection meetings Assessment discussions Key informant interviews
Farmers' organizations (apex and affiliated groups)	Use of knowledge and lessons on the project results	Data collection meetings Assessment discussions Direct field observations
International partners: World Bank European Union United Nations Development Programme Food and Agriculture Organization of the United Nations Islamic Development Bank	Use of knowledge and lessons on the project results	Data collection meetings Assessment discussions Key informant interviews
National partners: Technology Development Foundation Research Organization of the Turkish Ministry of Agriculture and Forestry The Scientific and Technological Research Council of Türkiye	Use of knowledge and lessons on the project results	Data collection meetings Assessment discussions Key informant interviews

Source: Evaluation team elaboration.

Box A8

Thematic focuses of the CSPE

- **Strategic niche and comparative advantage of IFAD.** Türkiye is a net exporter of agricultural products (both crop and animal-related). Government subsidies to producers were identified in the COSOP 2016 as among the sector's weaknesses. Therefore, the COSOP 2016 strategically identified uplands areas, where rural communities are poorer, as areas of focus for IFAD financing. The CSPE was to ascertain the extent to which this strategic choice remains pertinent and effective in terms of value additionality. Moreover, as Türkiye will go through IFAD's graduation process in the coming years,¹ how poor farmers in marginalized areas will really benefit from government support remains a key question. Therefore, the CSPE was to deepen understanding of these aspects, while also exploring other possible options of strategic relevance of IFAD for instance, building knowledge management, SSTC, policy engagement and upscaling advisory support. This appears critical for both continuity of support and promoting greater visibility of IFAD in Türkiye.
- **Natural resources management and climate change adaptation.** All four projects covered by the evaluation included results on natural resources management and climate change, which remain critical in Türkiye. Indeed, the COSOP 2016 explicitly outlines these areas of thematic focus. Therefore, in addition to assessing the effectiveness of actions undertaken by the portfolio on this topic (for instance, sustainable and climate-smart practices, resilience strategies), the CSPE was to ascertain how a programmatic approach was applied on these aspects to enable the development of synergy with the government approach, especially in upland areas.
- **Access of the productive poor to markets.** Except for one project (MRWRP), all portfolio projects have taken (hard and/or soft) action on developing markets. The COSOP 2016 included the intent to promote linkages between the productive poor and markets and, to achieve this, IFAD was to facilitate the identification of mutually beneficial (win-win) solutions, to enhance the environment in which smallholders operate. It seems that interventions areas of IFAD-supported projects are not attractive for private actors, therefore the CSPE was to explore the extent to which the programme has enabled or strengthened partnerships with private actors to support the access of the productive poor to markets. Beyond market access, the CSPE also planned to explore pro-poor value chain aspects, aligned to the context of operations.
- **Gender equality and women's empowerment.** The COSOP 2016 included several intended goals to address gender inequality issues, among which were the development of a gender strategy and activities "to expand women's and poorer households' access to and control over capital, land, knowledge and support services". Considering the overall country context, the gender gap index being on the lower side (as presented in the context section), the CPSE was to deepen the extent to which the IFAD-supported programme contributed to significant change on gender equality and women's empowerment.
- **Youth empowerment.** Just like women, young people have been identified as a specific target group. A main challenge is the outmigration of youth in the interventions areas, as livelihoods are worsening. The COSOP intended several actions for youth, among which was to enable them to have greater access to government subsidies, and the promotion of job opportunities for youth along the value chain segments. Aligned with the criticality of the youth situation in the intervention areas, the CSPE would deepen the extent to which support has been effective in terms of contribution to improving youth livelihoods

Source: CSPE elaboration.

¹ For details on IFAD graduation policy see: <https://webapps.ifad.org/members/eb/133/docs/EB-2021-133-R-5.pdf>.

Table A10

Methodology building blocks

Building blocks	Details of activities
In-depth desk review	<p>In-depth desk review of strategic and programme-related documentation, e.g. design documents, midterm reviews, supervision and completion reports, grant reports, COSOPs and portfolio review documents. Documents on the national agricultural strategies, policies and operations will also be reviewed.</p> <p>Quantitative data on the programme will be extracted from available databases at IFAD (for instance OBI, the Grant and Investment Projects System and the Operational Results Management System) and at the level of the country, in order to perform simple quantitative analysis.</p>
Virtual interviews	<p>Virtual interviews with key stakeholders will be carried out at the inception stage to gather information on: expectations of key actors, context of interventions, approaches deployed, opportunities and challenges, as well as opinions on future orientations. Key stakeholders for virtual interviews include government representatives, IFAD staff and consultants, research institutions, NGOs and private sector actors as well as development partners (Rome-based agencies, the World Bank, European Union, UNDP). An indicative listing will be established early at the inception of the evaluation. The team will prioritize semi-structured group virtual interviews, to help understand desk review results.</p>
Field visits and key in-person interviews	<p>During a mission in the country (see below), some intervention sites will be selected purposefully, reflecting as much as possible the diversity of themes and intervention contexts, to be visited by the evaluation team. Direct observations of project results and in-person discussions with beneficiaries will be prioritized during the field visits, entailing conducting both individual (including key informant) interviews and focus group discussions.</p>
Geospatial data analysis	<p>GIS data are available for one project (Murat project), therefore relevant analysis will be carried out to check alterations in the vegetation cover at some intervention sites.</p>
Data analysis and interpretation	<p>The analytical methods will be mainly qualitative, entailing mostly content and narrative analysis, based on triangulation from various sources of information and evidence. Simple descriptive statistical analysis will complement qualitative analysis, as necessary.</p>

Source: CSPE elaboration.

Additional details supporting the CSPE findings

Table A11

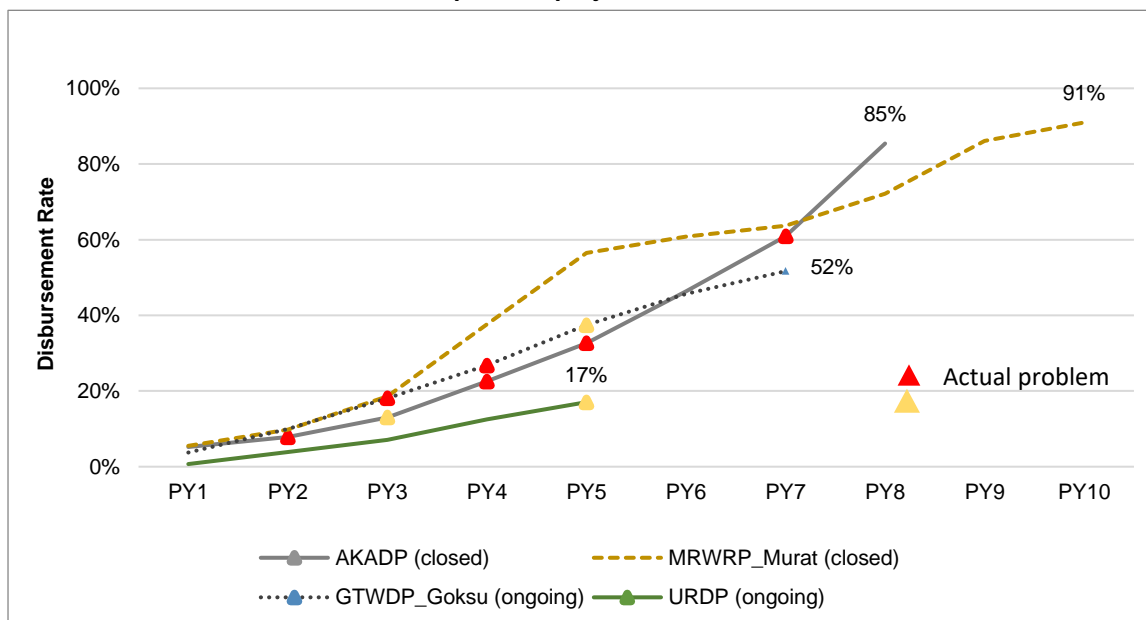
Themes addressed by other external partners of the agricultural sector of Türkiye

Partners	Theme	Examples of projects
World Bank	Improvement of rural livelihoods with focus on: (i) integrated landscape management including watershed management and irrigation schemes infrastructure; and (ii) animal productivity and production enhancement.	Sulama Modernizasyonu Projesi / Irrigation Modernization Project (2019 - 2026) Türkiye Dayanıklı Havza Entegrasyonu Projesi: Bolaman NHRP & Çekerek NHRP / Türkiye Resilient Landscape Integration Project: Bolaman RWRP & Çekerek RWRP (2021 - 2028)
Japan International Cooperation Agency	Improvement of rural livelihoods through protection, rehabilitation and sustainable management of natural resources.	Çoruh Nehri Havzası Rehabilitasyonu Projesi / Coruh River Watershed Rehabilitation Project
Food and Agriculture Organization of the United Nations	Sustainability of natural resources in agriculture.	Sürdürülebilir Arazi Yönetimi ve İklim Dostu Tarım Uygulamaları Projesi / Sustainable Land Management and Climate Friendly Agriculture (2015 - 2020)
European Union	Support to Turkish agricultural and rural sector to make it more sustainable and align it with the EU's common agricultural policy.	Katılım Öncesi Yardım Aracı Kırsal Kalkınma Programı / Instrument for Pre-Accession Assistance for Rural Development to EU (II and III)

Source: CSPE team elaboration based on desk review.

Figure A5

Disbursement rates of IFAD loans and problem project status



Source: CSPE elaboration based on OBI data.

Box A9

Gender mainstreaming in projects

The 2016 COSOP notes that gender strategies and implementation action plans (including actions to improve production and develop market linkages, and activities designed to expand women's and poorer households' access to and control over capital, land, knowledge, and support services) must be developed for portfolio projects. However, limitations of the gender mainstreaming approaches deployed by projects were evident. Portfolio projects showed mixed achievement with regard to the creation of gender strategies and action plans. AKADP, which was planned prior to the current COSOP, did not create either a gender strategy or action plan. Two projects prepared gender strategies and action plans separately from the design report (GTWDP and URDP). One project (MRWRP) included information on the gender strategy in the design report but did not prepare a gender action plan.

In project design documents, gender mainstreaming activities were primarily intended to be achieved through establishing quotas for women, giving preferential treatment (positive discrimination) to women during beneficiary selection and providing targeted training to women. Project management unit staff also conducted direct outreach with women in targeted areas.

Source: CSPE team elaboration based on desk review.

Table A12

Project activities contributing to women's participation and leadership in decision-making

Project name	Activities intended to increase women's role in decision-making	Results achieved
AKADP	None	Not applicable
GTWRP	Training workshops and access to employment opportunities	Women interviewed during field missions reported that they had access to economic opportunities (sewing, processing, etc.), but there has also been a change in relations at the household level as a result of women's economic contributions to the household being valued, and workloads are being redistributed. ¹
MRWRP	Inclusion of women's groups in decision-making in the selection of MCPs' investment packages	Supervisory reports indicate that women's groups that participated in the preparation of microcatchment plans drove the choice of investments in energy-saving technologies and the promotion of pilot strawberry orchards and handicrafts production.
URDP	Establishing and supporting women-run cooperatives	Interviewed cooperative members report that participation in cooperatives has increased their technical skills (to manage equipment and large vehicles) and increased their confidence to take on leadership tasks. The women noted that activities conducted by women-run cooperatives had not only changed their attitudes towards what women are capable of, it had also started to change the attitudes of other village residents.

Source: CSPE team elaboration based on desk review.

¹ IFAD (2022) Goksu Taseli Watershed Development Project Supervision Report.

Box A10

Resilience strategies

The activities that strengthen the absorptive capacity have contributed most to the resilience of the target groups in all four projects. Among AKADP's key activities which have the potential for developing absorptive capacities of the beneficiaries are the training of farmers and rural workers, the improvement of livestock husbandry practices, and the improvement of horticultural production. With the training farmers undertook during the project, they improved fodder crop production and expanded the area under production. They also adopted techniques to produce maize silage. Other activities contributing to strengthening the absorptive capacity of the target groups are: (i) raising community environmental consciousness; (ii) strengthening the bonding social capital in village communities for the development and implementation of village management plans; (iii) supporting small-scale crop and livestock production on private land; (iv) training women farmers, primary agro-processors, and rural workers; (v) improvement of livestock husbandry practices; and (vi) improving horticultural production.

For GTWD, the main activity that contributes to developing the absorptive capacity of target groups is probably the support to develop Yörük's bonding capital, using their identity and unique culture to organize the community to improve management of common resources. The other two activities are encouraging farmers to insure their crops against adverse weather and assisting users of highland rangelands to develop participatory grazing plans.

For MRWRP, the main activity that supports absorptive capacity is strengthening the social capital in village communities to prepare and implement microbasin management plans. The other two are raising community environmental consciousness and supporting small-scale crop and livestock production on private land.

As for URDP, the main activity that supports strengthening the absorptive capacity of the beneficiaries is improved productivity and post-production activities. The six others are: enhanced capacity to respond to climate change; better environmental management; awareness of promising business opportunities available in rural areas; helping rural stakeholders to formulate and deliver on an individual and collective level; business and broader rural development plans, and government institutions becoming sensitized to rural youth and upland challenges.

There is satisfactory evidence that the four projects contributed to enhancing the adaptive capacity of target populations. As table 1 shows, interventions that contributed to strengthening the adaptive capacity of beneficiary populations include those that build bridging and linking capitals. Scholars such as Putnam (2000) distinguish three different types of social capital: bonding, bridging and linking social capital. The bonding capital is the social capital generated during interactions between people who are within the same groups and social circles. The bridging social capital connects members of one community with those of another, whereas the linking social capital is reflected in the social networks that exist between individuals or groups and some form of higher authority or power in the social sphere.

Source: CSPE team elaboration based on desk review.

Results of GIS data analysis by the CSPE

Murat geospatial data analysis

The Murat River Watershed Rehabilitation Project (MRWRP) was carried out from 2012 to 2022. Its primary aim was to diminish poverty and improve the livelihoods of 15,300 smallholder households in the hilly parts of the Murat River watershed, which includes upland districts and the villages of Elazığ, Bingöl and Muş provinces. The MRWRP emerged as the pioneering project where the General Directorate of Forestry (OGM) integrated forest management with agriculture.

The twin development objectives of improved livelihoods and natural resources management were to be achieved through three outcomes: (i) environmentally conscious communities capable of using natural resources sustainably; (ii) reduced erosion, improved vegetation cover and steady flow of water; and (iii) improved livelihoods through support to crop and livestock production and introduction of energy-saving technologies. According to the GIS data collected:

- interventions took place on an estimated area of 32,383 ha (with about 1 per cent overlapping interventions);
- most interventions promote soil conservation covering 20,866 ha;
- most changes are in Muş and Bingöl;
- around 2801 ha of developed areas lie outside of the demarcated microcatchment areas.

Table A13

Summary statistics of interventions reported in April 2022

Intervention reported in April 2022	Bingöl	Elazığ	Muş	Total
Afforestation	1,059	1,211	1,938	4,208
Pasture rehabilitation	488	2,646	1,301	4,435
Rehabilitation	1,146	1,043	685	2,875
Soil-conservation	6,174	9,490	5,202	20,866
Grand Total	8,867	14,390	9,125	32,383

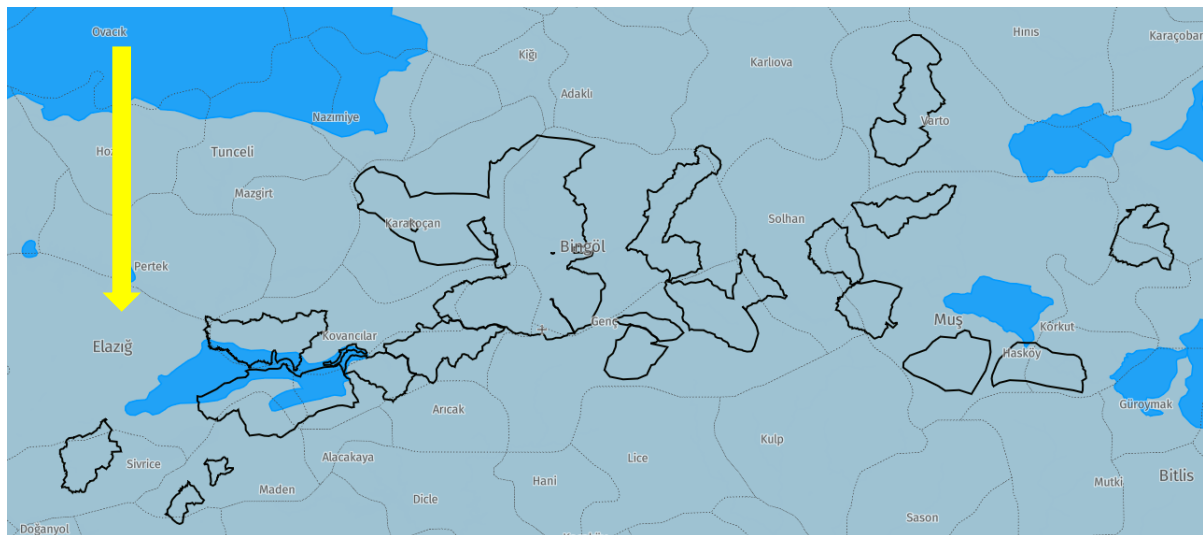
Source: GIS data analysis.

The majority of the project's habitat is comprised of Eastern Anatolian **deciduous forests**, but it also includes areas of Eastern Anatolian montane steppe. This region has **no intact forest** (defined as an unbroken natural landscape of a forest ecosystem and its habitat-plant community components – but there is also human touch). Most of the region has warm and temperate climate with dry, hot summers. It also has areas of snowy climate with dry, hot summers. It is mainly comprised of **temperate broadleaf and mixed forests**. It also includes areas of temperate grasslands, savannas and shrublands. The location is predominantly land area.

From 2000 to 2020, the project area gained **71 hectares** of tree cover.

The project area includes sites with **key biodiversity spots** marked in in figure A6 in **blue**: (key biodiversity areas are sites meeting one or more of the criteria clustered into five categories: threatened biodiversity; geographically restricted biodiversity; ecological integrity; biological processes; and irreplaceability).

Figure A6
MRWRP project area map

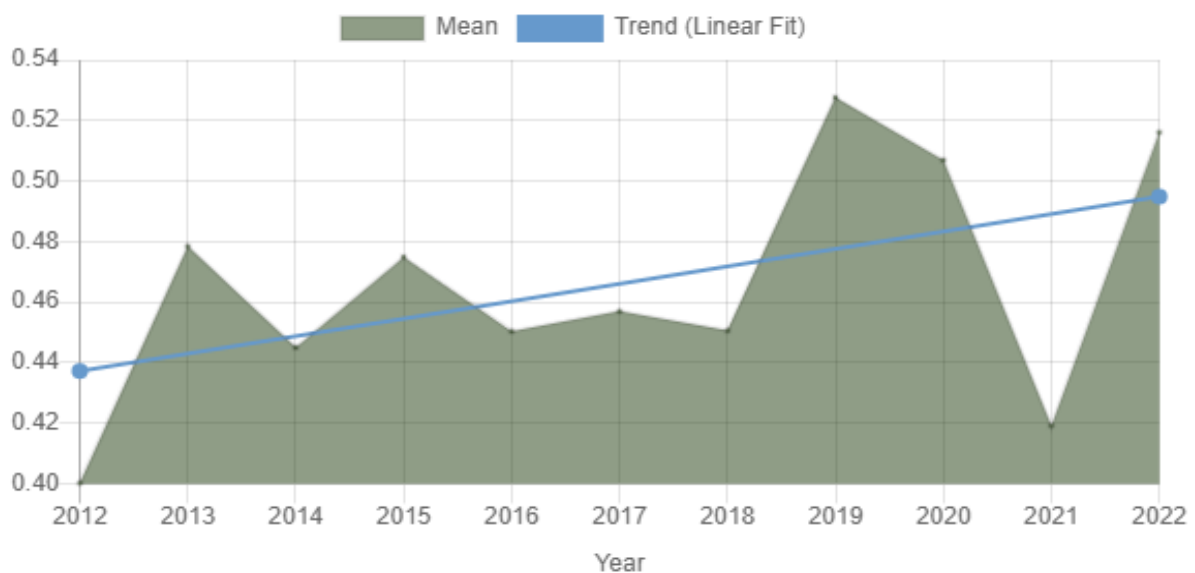


Source: Global Forest Watch.

By using Google Earth Pro to analyse a random sample of project areas, some results could be found below.

There was a moderate to positive trend in **annual normalized difference vegetation index during project implementation. This measure** is used to quantify vegetation greenness and is useful in understanding vegetation density and assessing changes in plant health.

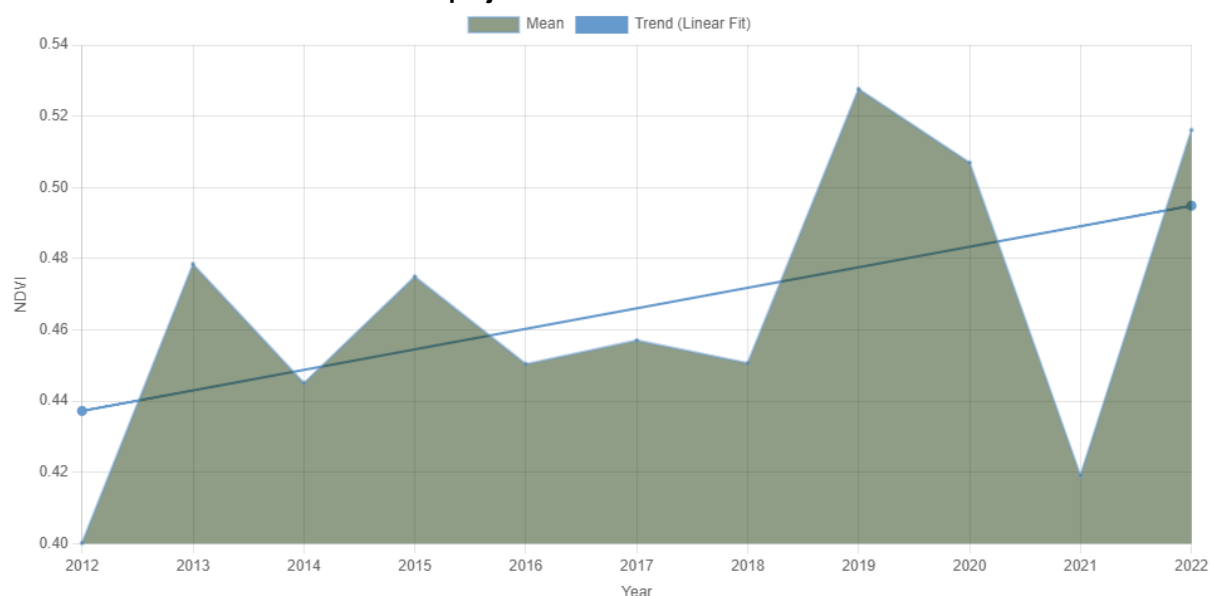
Figure A7
Positive trend observed in the Gözütok project area between 2012-2022



Source: GIS data analysis, Google Earth Pro.

Figure A8

Positive trend observed in the Alıncık project area between 2012-2022



Source: GIS data analysis, Google Earth Pro.

Land productivity dynamics 2016 – 2022¹ positive trend below. Land productivity is an indicator of change or stability of the land's capacity to sustain primary production.

Table A14

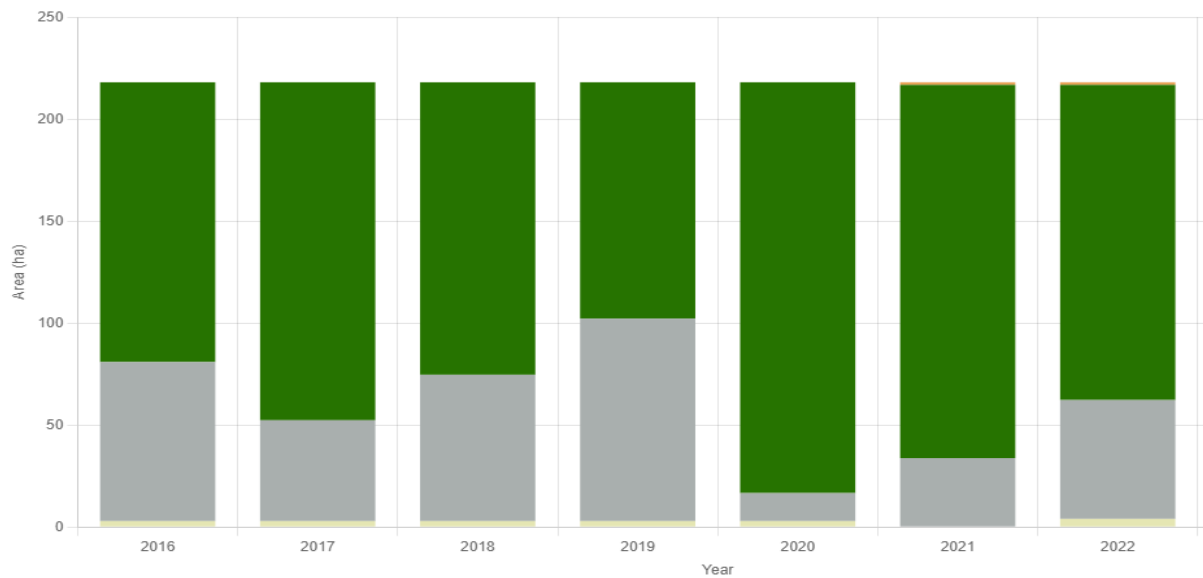
Positive trend of land productivity dynamics observed in the Çiriş project area between 2016-2022

	Total area 2016 (ha)	Total area 2022 (ha)	Change in area (ha)	Change in area (%)
Early signs of decline	2	1	-1	-50%
Stable but stressed	76	4	-72	-94.74%
Stable	136	56	-80	-58.82%
Increasing	0	153	+153	+NaN%

Source: GIS data analysis (analysis conducted with Earth Map).

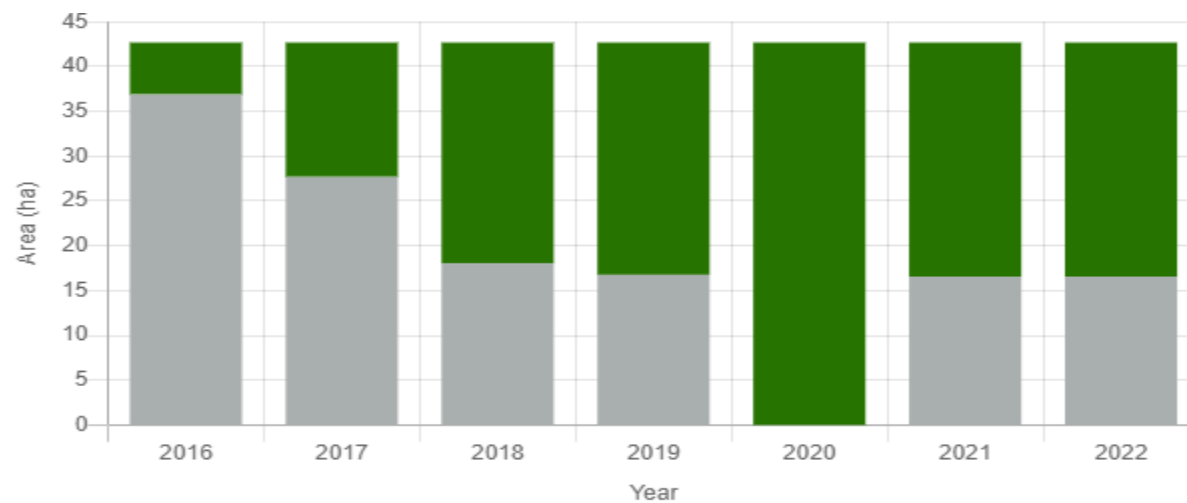
¹ Data available since 2016.

Figure A9
Positive trend of land productivity dynamics observed in the Çiriş project area between 2016-2022



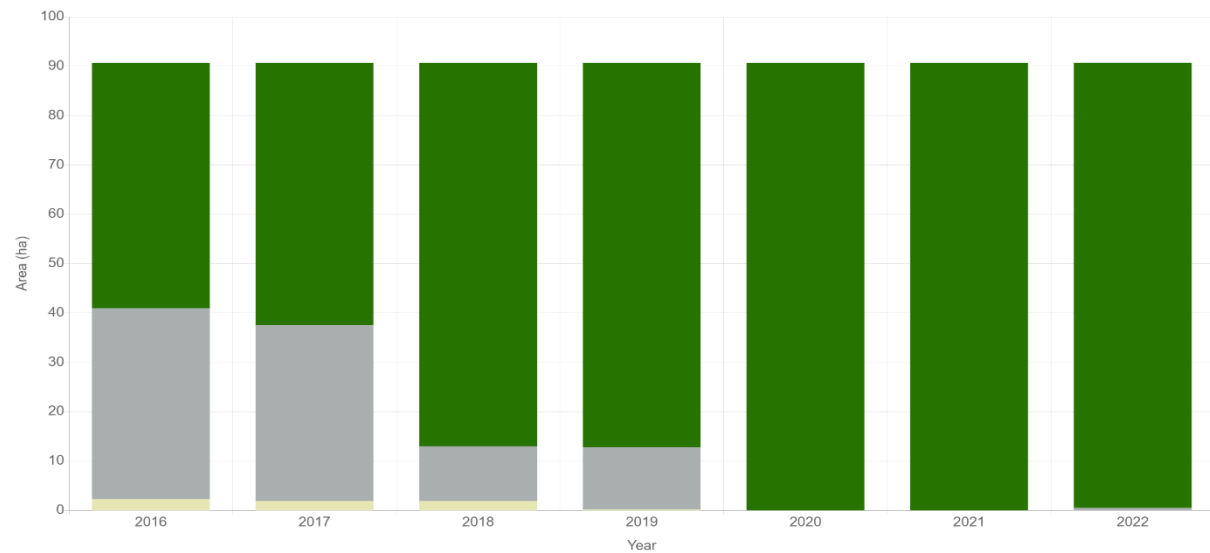
The figure depicts green for increasing land productivity and grey for stable land productivity.
Source: GIS data analysis.

Figure A10
Positive trend of land productivity dynamics observed in the Gözütok project area between 2016-2022



The figure depicts green for increasing land productivity and grey for stable land productivity.
Source: GIS data analysis.

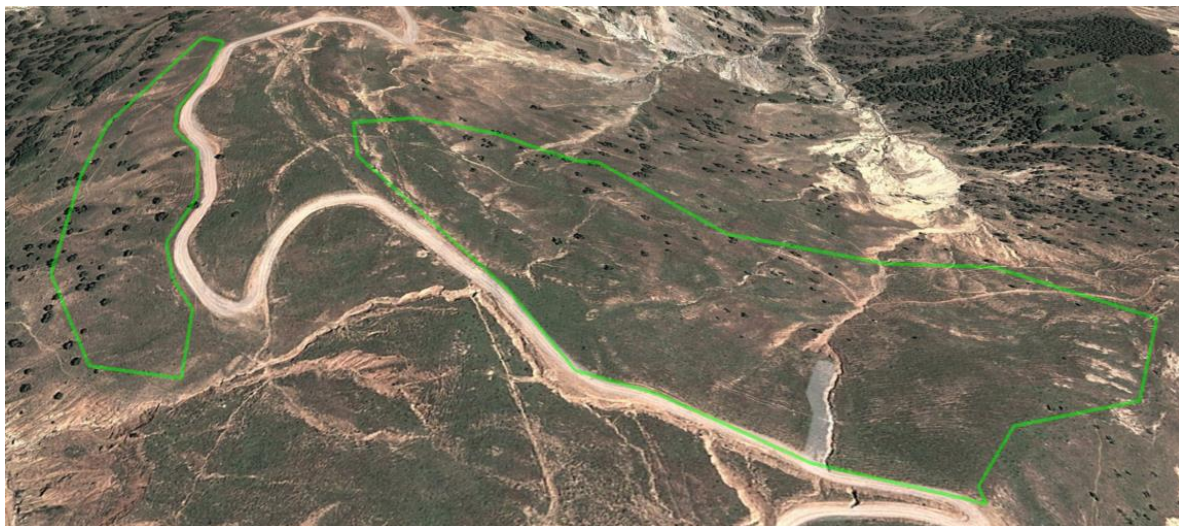
Figure A11
Positive trend of land productivity dynamics observed in the Gümüşkaynak project area between 2016-2022



The figure depicts green for increasing land productivity and grey for stable land productivity.
 Source: GIS data analysis.

GIS pictures before and after project implementation

Figure A12
Before and after the implementation of soil conservation activities in Bingöl Province



Land in 2012 before project implementation).

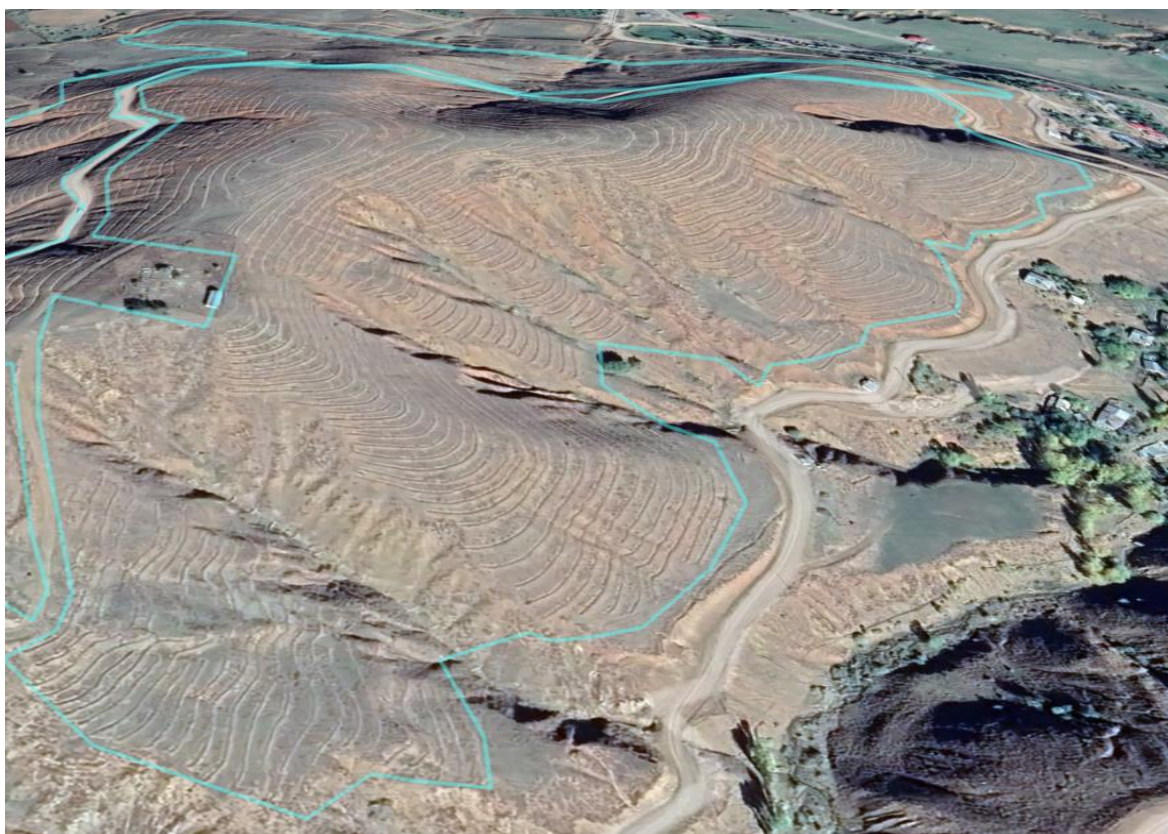


Land in 2022 after project implementation.
Source: GIS data analysis.

Figure A13
Before and after the implementation of afforestation activities in Bingöl Province



Land in 2012 before project implementation.



Land in 2022 after project implementation.
Source: GIS data analysis.

Figure A14
Before and after the implementation of pasture rehabilitation activities in Bingöl Province



Land in 2012 before project implementation.



Land in 2022 after project implementation.
Source: GIS data analysis.

List of key people met

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Abdülaziz ELHARMAN – MRWRP public oven beneficiary from Yamaç Village in Bingöl Province

Abdulmuhtarip ÇİÇEK – MRWRP village fountain beneficiary from Büyükbaz Village in Bingöl Province

Adem AKTAŞ – AKADP road infrastructure beneficiary from Isısu Village in Kars Province

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Arife ZENGİN – URDP laser square machine beneficiary from Ömerköy Village in Sinop Province

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Bilal BULUÇ – MRWRP barn beneficiary from Yelesen Village in Bingöl Province

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Emine İlknur KARA – URDP walnut garden beneficiary from Belören Village in Sinop Province

Eren AKTAŞ – AKADP road infrastructure beneficiary from Isısu Village in Kars Province

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Fadime AYRANCIGİL – URDP feed mixer machine beneficiary from Bağlıca Village in Sinop Province

Faik AYAZ – AKADP Selim Livestock Market livestock breeder beneficiary and the mukhtar of Karaçayır Village in Kars Province

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Mehmet KORKUT – GTWRP cold storage beneficiary and the mukhtar of Elmayurdu Village in Karaman Province

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Merve AKTAŞ - AKADP road infrastructure beneficiary from Isısu Village in Kars Province

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Muhammet GÜNDOĞDU – Son of MRWRP pepper and cucumber greenhouse beneficiary from Korucu Village in Elazığ Province

Mustafa KURŞUN – GTWRP sieving and packaging facility beneficiary and the head of Güneysınır Agricultural Development Cooperative in Karaman Province

Mustafa YAĞCI – GTWRP cold storage beneficiary and head of Elmayurdu - Tepebaşı - Boyalık Villages Agricultural Development Cooperative in Karaman Province

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Müzeyyem AKTAŞ – AKADP road infrastructure beneficiary from Isısu Village in Kars Province

Neslihan ACAR – URDP training beneficiary and the head of Devrekani Women’s Cooperative in Kastamonu Province

Orhan KUTLU – Husband of GTWRP mushroom greenhouse beneficiary Müslüme KUTLU from Akören Village in Konya Province

Osman BULUÇ - MRWRP barn beneficiary from Yelesen Village in Bingöl Province

Osman KEMER – Brother of AKADP barn beneficiary Metin KEMER from Gelinalan Village in Kars Province

Ramazan CURA – URDP Boyabat Livestock Market livestock breeder beneficiary in Sinop Province

Ramazan SERTKAYA – URDP feed mixer machine beneficiary from Cemalettinköy Village in Sinop Province

Remzi BÖLÜKBAŞI – AKADP Yörük Market tea shop owner beneficiary in Karaman Province

Sueda YİĞİT - AKADP road infrastructure beneficiary from Isısu Village in Kars Province

Şükriye AKTAŞ – AKADP road infrastructure beneficiary from Isısu Village in Kars Province

Ümit YILDIZ – AKADP apple and apricot beneficiary from Derebük Village in Kars Province

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