

Independent Office
of Evaluation



Investing in rural people

Republic of Turkey Ardahan-Kars-Artvin Development Project

PROJECT PERFORMANCE EVALUATION



Independent Office
of Evaluation



Republic of Turkey

Ardahan-Kars-Artvin Development Project

Project Performance Evaluation

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Photos of activities supported by the Ardahan-Kars-Artvin Development Project

Front cover: Greenhouse beneficiary, Bulanik village, Ardanuç District, Artvin Province.

Back cover: Beneficiaries of a family barn, Güleş village, Ardanuç District, Artvin Province (left); the countryside of Artvin Province (right).

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Preface

This report presents the findings of the project performance evaluation of the Ardahan-Kars-Artvin Development Project (AKADP), conducted by the Independent Office of Evaluation of IFAD (IOE). AKADP responded to some of Turkey's key rural agricultural development priorities, particularly the need to shift local practices from subsistence agriculture to more market-oriented ones. The project objectives were to increase the assets and incomes of poor smallholders and of small rural entrepreneurs and to improve rural infrastructure for the benefit of poor primary producers and small enterprises.

To achieve these objectives, the project invested in three areas: (i) strengthen horticultural practices; (ii) improve livestock husbandry; and (iii) enhance the capacities of government officials to provide related services and beneficiaries to adopt optimal practices. It was implemented in the three provinces of Ardahan, Kars and Artvin during the period 2010-2017 at a cost of US\$22.6 million at completion, and reached an estimated 59,506 households. The project was located in the geographic area where the Government and its other development partners were pursuing major rural development endeavours, posing a challenge to identifying and isolating the contributions of AKADP.

The evaluation found that the rural infrastructure improvements, particularly those related to rangeland roads, contributed to promoting the well-being and market access of smallholder farmers. The modernization of the Ardahan livestock market and five others resulted in a noticeable increase in trade volume and contributed to the Government's efforts to improve regulation of the livestock trade. The project was less successful in implementing its design priority related to addressing gender inequalities, partly because of the absence of a gender strategy and the lack of capacity within the project management unit to engage with women to identify and implement activities that responded to their needs and promoted their empowerment. The project experienced serious implementation delays during 2010-2014. The commitment of the Government and IFAD's efforts partially overcame these delays in the subsequent years and led to an expansion of project coverage from 160 villages to 529. However, the weak monitoring system and capacities posed challenges to measuring the improvements in the assets, income and well-being of project beneficiaries.

The evaluation was conducted by Suppiramaniam Nanthikesan, Lead Evaluation Officer, IOE, in collaboration with IOE consultants Federica Lomiri and Resat Lule. IOE Evaluation Assistant Maria Cristina Spagnolo provided valuable administrative and editorial support. IOE internal peer reviewer, Johanna Pennarz, Lead Evaluation Officer, IOE, provided guidance and comments on the draft evaluation report. IOE is grateful to the Government of Turkey and programme staff for their invaluable support during the mission, and to IFAD's Near East, North Africa and Europe Division for the useful comments provided during the evaluation process. I hope the results generated by this evaluation will help strengthen IFAD's operations and development activities in the Republic of Turkey.



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Ardahan Livestock Market, Ardahan Province

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Currency equivalent

Currency equivalent

Currency unit = Turkish Lira (TRY)

1 US\$= 5.779 TRY

Abbreviations and acronyms


AKADP	Ardahan-Kars-Artvin Development Project
COSOP	country strategic opportunities programme
CPE	country programme evaluation
DAP	Eastern Anatolia Regional Development Project
DBSDP	Diyarbakir, Batman and Siirt Development Project
DDA	district directorate of agriculture
DOKAP	Eastern Black Sea Regional Development Project
EU	European Union
FAO	Food and Agricultural Organization of the United Nations
GDAR	General Directorate of Agricultural Reform
IAS	Impact Assessment Survey
IOE	Independent Office of Evaluation of IFAD
IPARD	Instrument for Pre-Accession Assistance for Rural Development
M&E	monitoring and evaluation
MFAL	Ministry of Food Agriculture and Livestock
MAF	Ministry of Agriculture and Forestry
NEN	Near East, North Africa and Europe Division of IFAD
ORMS	Operational Results Management System (IFAD)
PCR	project completion report
PDR	project design report
PDA	provincial directorate of agriculture
PMU	project management unit
PPE	project performance evaluation
RIMS	Results and Impact Management System (IFAD)
SEDP	Sivas-Erzincan Development Project
SPA	special provincial administration
ToC	theory of change
UNDP	United Nations Development Programme

Map of the project area

Republic of Turkey
Ardahan-Kars-Artvin Development Project (AKADP)

Project performance evaluation



 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.
IFAD Map compiled by IFAD | 20-07-2020

Beneficiary of a family barn, village of Güleş, Ardanuç District, Artvin Province
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Executive summary

A. Background

1. The Independent Office of Evaluation of IFAD undertook a project performance evaluation (PPE) of the IFAD-financed Ardahan-Kars-Artvin Development Project (AKADP) in the Republic of Turkey. AKADP was implemented in the provinces of Ardahan, Kars and Artvin between 2010 and 2017. The objectives of the PPE were to: (i) provide an independent assessment of the results achieved by the project; and (ii) based on this, generate findings and recommendations for the design and implementation of ongoing and future operations in the country.
2. AKADP was designed and implemented in the wake of sector-wide reforms pursued by the Government of Turkey to shift from subsidies and subsistence farming to market-oriented practices. As part of this reform, a number of rural development initiatives with significant investments were implemented by the Government, including in the project areas during AKADP's project life.
3. The project was launched in 2010, with an overall objective of reducing rural poverty through cofinancing investments in the livestock and horticultural sectors, including demonstrations and training and investments in improving relevant rural infrastructure. The project had three components: (i) increase poor smallholder assets and incomes in the targeted areas through improved livestock husbandry and horticultural production; (ii) village infrastructure investments, in particular modernizing livestock markets and rehabilitating rangeland roads; and (iii) institutional strengthening and project management.
4. The project targeted 160 of the poorest villages with suitable agri-ecology. These were located in the Ardahan, Artvin and Kars provinces in northeastern Turkey. The design intended to target smallholders with fewer than 20 cattle, and landholdings of 0.3-0.5 hectares. This targeting criterion could not be implemented due to lack of absorption capacity of target groups. Women and youth were given preference in the selection criteria.
5. Facing very low disbursement rates, the project decided in 2014 to expand its coverage and reached 529 villages in 14 districts by the time it completed in 2017; the project disbursed 85 per cent of the budgeted resources.
6. The project cost of design was US\$26.4 million, with IFAD's contribution of US\$19.2 million, the Government's of US\$3.2 million, and the remaining US\$4 million by project beneficiaries. The actual project cost at completion was US\$22.7 million.

B. Main findings

7. **Relevance.** The project was relevant to the priorities of the Government and IFAD. Select elements of AKADP's loan services (component 1) were relevant to the needs of target groups, such as greenhouses and milking machines reserved for women. However, despite efforts to attract women applicants, only 11 per cent of the beneficiaries of component 1 were women. Improved understanding of existing laws and local practices, a gender strategy and gender expertise in the project management unit would have resulted in more activities like the greenhouses that addressed the needs of women smallholders and enhanced their participation in the project. The weak relevance of a number of loan services posed significant challenges to the project benefits reaching the intended targets, including women, youth and other marginalized groups. On the other hand, rural infrastructure interventions (component 2), such as modernizing livestock markets and constructing rangeland roads, proved to be directly relevant to the needs of a range of target groups.

8. **Effectiveness.** Notwithstanding the limitations in targeting, the project far exceeded the outreach envisaged in the design. The project plausibly contributed to increasing the incomes of the targeted smallholders. There was no systematic monitoring of results to establish that all intended results were achieved, and hence the evaluation relied on field interviews and the project completion impact assessment survey. Performance varied across project components – while investments in infrastructure (component 2) and improving horticultural activities (subcomponent 1.1) were satisfactory, design and implementation of improving livestock husbandry (subcomponent 1.2) was not.
9. **Efficiency.** There were clear technical efficiencies in the form of high cost-benefit ratios and more than anticipated internal rate of return. At the same time, the project delays experienced in implementation and disbursement in the first four years had considerable impact on targeting poorer farmers. AKADP had to accelerate delivery in the last three years by redirecting the benefits to farmer leaders and successful smallholders. As mentioned, no data were available to verify if this led to improvements in the lives of the poorer farmers in project villages.
10. **Rural poverty impact.** Evidence points to an increase in household asset values, human and social capital empowerment, and improved productivity. For instance, household asset values in the three project provinces have nearly doubled since 2014 and there has been a reversal in the trend of outward migration from the three provinces. Rural infrastructure development interventions such as modernizing and improving the livestock markets and rangeland roads were estimated to reach nearly 37 per cent of the households in the project areas and plausibly contributed to these changes. The training provided under component 1 appears to have had a lasting impact on farmers, including increased uptake of drip irrigation, switching to high-feed quality maize roughage and alfalfa from low-feed grains and improving the income of project beneficiaries. However, hard data were not available to establish that the project contributed to these lasting impact. Moreover, the Government made significant investments in agricultural development in the project areas during the project period. As such, it is a challenge to assess the impact of the project on rural poverty in the three provinces.
11. **Sustainability of benefits.** Benefits continue to accrue to beneficiaries across most activities, even after the project was closed. The orchards and greenhouses continue to provide income and there was sustained uptake of drip irrigation and cultivation of high-feed quality forage. The livestock markets continue to function with increasing volume of sales, and clients report satisfaction and continued use of rangeland roads. A notable exception is the milk collection centres. All four milk centres constructed ceased to function as they could not compete with the existing privately owned milk collectors (*mandiras*), which follow the practice of making advance purchases from farmers a year in advance.
12. **Innovation and scaling up.** AKADP activities to improve livelihoods through infrastructure improvements involved applying existing techniques to “new” situations (drip irrigation, improved fodder crops) and applying new approaches to existing situations (rangeland roads, livestock markets, cattle-handling facility, shepherd shelters) to obtain better results faster and cost-effectively. The project management unit did not have a systematic approach to promote the scaling up of these innovations. However, 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. This is a testament to the strength of these innovations and the strong government ownership of AKADP.
13. **Gender equality and women’s empowerment.** The project intended to promote gender equality and women’s empowerment. However, it failed to recognize the

challenging context and to put in place the necessary strategy and capacity in the project management unit to engage with women to identify and implement activities that responded to their needs and promoted their empowerment.

14. **Environment and natural resource management.** Although the project was not designed to strengthen and manage the environmental system, it took action to minimize potential damage to the environment. Animal barns and livestock markets were designed to minimize adverse environmental impact, while pastures served by the rangeland roads had carrying capacity much larger than the livestock in the target areas. The project promoted organic cultivation and promoted better water management through livestock watering facilities with proper water troughs.
15. **Adaptation to climate change.** The project interventions strengthened the water-efficient practices of smallholders facing increasing water scarcity due to climate change, such as through the adoption of drip irrigation and climate-resilient fodder crops.
16. **Overall project performance.** The project benefits reached a much larger number of villages and beneficiaries than anticipated despite implementation delays at the beginning. The project offered solutions to improve horticultural and livestock husbandry practices that were new to the area. Interventions aimed at strengthening rural infrastructure and horticultural practices were effective and efficient and provided sustained benefits. However, AKADP's contributions to broader rural development and benefits to the target groups were hard to track due to the lack of systematic monitoring of results.
17. **Performance of partners.** Despite the frequent turnover of country programme managers, substantial supervision and implementation support activities were carried out by IFAD. However, not conducting a mid-term review as planned in the design was a serious lapse, particularly in light of the significant challenges faced by the project during its first three years. The government performance combines management lapses in risk management and results monitoring results with strong commitment and ownership. The Government also provided sound fiduciary management that turned around a poorly functioning project to deliver results.

C. Conclusions

18. The AKADP design was innovative and ambitious in incorporating a market-oriented private sector approach to rural poverty reduction and socio-economic development. Despite the challenges faced in the early years, at completion the project reached 529 villages, well over the 160 originally planned. The overall project achievement, its relevance, effectiveness and sustainability were rated as moderately satisfactory.
19. Three themes emerge from an analysis of findings and factors that prevented AKADP from achieving a satisfactory rating for overall performance: (i) processes and products were not always of adequate quality (for example, terminal impact assessment and baseline surveys); (ii) the design and implementation did not fully anticipate and mitigate critical risks to performance based on IFAD's past operational experience (for instance, AKADP design did not recognize the previous experience with low participation of women, and did not provide measures to pre-emptively address this issue); and (iii) local and national context-specific knowledge and opportunities were not adequately reflected in the project activities for improved uptake of solutions provided by AKADP beyond the project villages.

D. Recommendations

20. **Recommendation 1: IFAD guidance for operations should include quality standards for key elements of the design and implementation of its operations that ensure evaluability, reflect local knowledge and context, and are demand-driven:**

- a) In providing broad guidance, IFAD should provide clear quality standards for results frameworks and monitoring systems, including baseline surveys and terminal impact assessment surveys. IFAD should ensure that project implementation manuals fully reflect the improved corporate guidance and tools and provide adequate guidance and training to implement the project.
 - b) NEN (and the Programme Management Department) must assess the present systems of quality assurance and quality enhancement to ensure that they will be able to prevent the recurrence of AKADP design flaws, specifically in identifying and managing risks related to weak absorption capacity for loan services in project areas and other recurring issues in the country portfolio.
21. **Recommendation 2: IFAD should clarify guidance on the targeting approach and gender strategy to include the following:**
- a) Targeting approach. The PPE endorses the current practice of geographic targeting to identify the poorest provinces, districts and villages along with relevant agro-ecological considerations. However, this approach should be combined with a simple and verifiable direct targeting of households that avoids ill-defined categories, such as “economically active poor”. Projects should keep records of the minimum qualifying assets necessary to receive the loan as well as the baseline of assets of all beneficiaries. If a project chooses to pursue labour creation, it should ensure that evidence was available to show that the project had the desired effect on increasing rural employment.
 - b) Gender strategy. Future projects in Turkey that aim to promote women’s empowerment and gender equality should have clear, gender-disaggregated results in the logical framework. The project management units must develop and implement a gender strategy at the beginning of new projects. The gender strategy will assess the risks of low participation of women and identify gender- and context-appropriate activities to enhance their participation. To implement this strategy, IFAD country office should require project management units to include a dedicated gender specialist with a dedicated budget to implement this gender strategy. As part of this gender strategy, IFAD should engage in policy dialogue at the local and national levels, partnering with other actors, to ensure that laws and regulations do not pose barriers to women accessing public finances to farming activities.
22. **Recommendation 3: IFAD country office should broaden its partnerships** to include the Ministry of Family and Social Policies, the Ministry of Youth and Sports, and key organizations (think tanks, academia, local NGOs) promoting youth development as well as empowerment of women in rural areas. A partnership strategy needs to be in place that identifies actors, their relevance to achieving project outcomes and the mechanisms to engage them. This strategy and the partners it identifies would help enhance the reach and appropriateness of IFAD’s activities to local contexts, and strengthen knowledge creation, codification and transmission of knowledge emerging from the project. It will also facilitate more effective non-lending activities such as advocating for scaling up and replicating successful projects within Turkey and abroad.

IFAD Management's response¹

1. Management welcomes the overall evaluation findings of the Ardahan-Kars-Artvin Development Project (AKADP) project performance evaluation (PPE) conducted by the Independent Office of Evaluation of IFAD (IOE).
2. Management takes note that IOE assesses the overall performance of the project as moderately unsatisfactory, although the project was relevant to the priorities of the Government and IFAD. The PPE assessment confirms that the benefits of the project reached a much larger number of villages and beneficiaries than anticipated despite start-up delays. The project offered solutions to improve horticultural and livestock husbandry practices that were new to the area, as well as rural infrastructure with sustained benefits. Management concurs with the PPE assessment that while the construction of rural infrastructure (component 2) was directly relevant to the needs of the smallholders, the loan services (component 1) has shown limited relevance and posed significant challenges to the project benefits in reaching the intended targets, including women, smallholders and other marginalized groups.
3. Management agrees with the PPE recommendations, and assures that necessary steps toward addressing them are in progress, in line with new institutional priorities and operational guidelines. In this regard, Management would like to acknowledge the following:
4. **Recommendation 1: IFAD guidance for operations should include quality standards for key elements of the design and implementation of its operations that ensure evaluability, reflect local knowledge and context, and are demand-driven.**
5. *Agreed.* IFAD is continuously leveraging its guidance to country teams to enhance the quality of project designs, including results frameworks. To that effect, core indicators were introduced in April 2017 to upgrade the set of Results and Impact Measurement System indicators and their measurement methodologies. In July 2018, Management issued the President's Bulletin (PB) on Recalibrating the project design, which introduced a newly configured and more streamlined project design process based on risk. Finally, in January 2020, Management released new detailed Project Design Guidelines, building on the PB and aimed at further streamlining project preparation and review processes. They have introduced the Development Effectiveness Matrix Plus (DEM+) as IFAD's new design quality and effectiveness review tool, and new technical guidance notes on theory of change, logframes, project exit strategies, the integrated project risk matrix, etc. The application of this operational guidance for both design and implementation manuals resulted in a commendable satisfactory rating of the quality-at-entry by the Quality Assurance Group, for 100 per cent of the 2019 Near East, North Africa and Europe Division's (NEN) project portfolio.
6. **Recommendation 2: IFAD should clarify guidance on the targeting approach and the Gender equality and women empowerment , and should strengthen non-lending activities as part of the gender strategy.**
7. *Agreed.* The design of AKADP 11 years ago was guided by the 2006 targeting policy. The review of targeting effectiveness by several IFAD supervision missions recently suggested updating the targeting policy and providing guidelines to help address emerging issues. The Guidelines on Targeting was revised accordingly in 2019 to operationalize the 2006 policy while reflecting the 2030 Agenda for Sustainable Development. Likewise, the 2015 policy on gender equality and women's empowerment provides strategic guidance on intensifying and scaling up

¹ The Programme Management Department sent the final Management's response to the Independent Office of Evaluation of IFAD on 8 April 2020.

the Organization's efforts to close gender gaps and improve the economic and social status of rural women. To engage more fully in gender issues, including related national policy processes, Management increased its ambition from a gender mainstreaming approach to a gender-transformative approach supported by an action plan for the period 2019-2025. This operational guidance has resulted in the above-mentioned satisfactory quality at entry in 2019 for NEN. Furthermore, beyond the gender strategies prepared at design or start-up, NEN has introduced the development of project-based gender operational plans, which were piloted in a gender training held in November 2019 during the Istanbul Regional Forum. The approach was systematized in the division, with follow-ups to be provided during subregional trainings on targeting, gender and monitoring and evaluation scheduled to take place in 2020.

8. **Recommendation 3: IFAD country office should broaden its partnerships** to include the Ministry of Family and Social Policies, the Ministry of Youth and Sports, and key organizations (think tanks, academia, local NGOs) promoting youth development as well as women's empowerment in rural areas. A partnership strategy that identifies actors, their relevance to achieving project outcomes, and the mechanisms to engage them needs to be in place to improve development effectiveness of lending activities and strengthen policy dialogue.
9. *Agreed.* By opening a country office and a hub in Turkey, Management aimed to bring IFAD closer to its operations and to the country development context and actors. Within the very limited period of country presence in 40 years of cooperation, Management has witnessed how IFAD has improved its dialogue with line ministries, rural municipalities and research institutions, and started enhancing its engagement in non-lending activities. Since the IFAD target group is registered with both the Ministry of Agriculture and the Ministry of Social Affairs, the country office has taken steps to facilitate the consultation and coordination among government entities, and to ensure the participation of all actors in project steering committees. In 2020, the country office adopted a comprehensive approach to policy dialogue, partnership, knowledge management, South-South and Triangular Cooperation (SSTC) and private sector engagement. Using grant resources provided under a loan project, the country office is developing a three-year non-lending operational plan which will document achievements and learning of the past two decades for each topic, to inform a realistic and time-bound action plan with measurable outputs, outcomes and budget. Partnership discussions within that framework are in progress with line ministries, development organizations and major think tanks, notably the Turkish Agency for International Development, the European Intelligence Unit, the Overseas Development Institute, the IFAD SSTC desk, and the Food and Agricultural Organization of the United Nations.
10. Management thanks IOE for the fruitful evaluation and will ensure that lessons learned from this evaluation are internalized to further improve the performance of IFAD-funded projects in Turkey and elsewhere.

Republic of Turkey

Ardahan-Kars-Artvin Development Project

Project Performance Evaluation

I. Evaluation objectives, methodology and limitations

1. In line with the IFAD Evaluation Policy, the Independent Office of the Evaluation of IFAD (IOE) undertook a project performance evaluation (PPE) of the IFAD-financed Ardahan-Kars-Artvin Development Project (AKADP) in the Republic of Turkey. AKADP was implemented in the provinces of Ardahan, Kars and Artvin between 2010 and 2017. The **objectives of the PPE** were to: (i) provide an independent assessment of the results achieved by the project; and (ii) based on assessment, generate findings and recommendations for the design and implementation of ongoing and future operations in the country.
2. **Methodology.** The PPE follows the IFAD Evaluation Policy and IFAD IOE Evaluation Manual (second edition). It adopts a set of internationally recognized evaluation criteria and a six-point rating scale (annexes I and II, respectively) to assess the performance of the project.
3. The evaluation pursues a mixed-method approach based on a theory of change (ToC). The project design report (PDR) did not provide a ToC. Hence, it was reconstructed on the basis of a desk review and interviews with project personnel (annex V). The key evaluation issues and the analysis of data were informed by the ToC. To address the key evaluation issues, evaluation questions were posed along evaluation criteria. An evaluation matrix was prepared to present these questions and the sources of data (annex VI).
4. The PPE relied on multiple data collection methods to answer the evaluation questions. It conducted an extensive review of available documents to obtain already existing data (annex IX). This review included quantitative data from IFAD's Results and Impact Management System (RIMS), project monitoring and evaluation (M&E) (including end-line impact survey and baseline survey), project completion report (PCR), and independent auditor's report for the project. For qualitative data, the review included the PDR, supervision and implementation mission reports.
5. The next phase of the PPE involved stakeholder and beneficiary interviews and field visits. A stakeholder map was developed to identify interlocutors who would be best positioned to address the evaluation questions. Sampling of sites used the following principles: (i) ensure representative geographical coverage; (ii) ensure representative coverage of activities under all three components of AKADP; and broaden the earlier coverage provided by the country programme evaluation (CPE) and PCR.
6. The field mission took place from 14 to 18 October 2019. The mission commenced in Ankara with a briefing meeting for key stakeholders, followed by group and individual discussions with relevant staff of the Ministry of Agriculture and Forestry (MAF), specifically key members of the General Directorate for Agricultural Reform (GDAR), the Ministry of Treasury and Finance, the Presidency of Strategy and Budget, the United Nations Development Programme (UNDP) and IFAD Turkey. Field visits took place over the next eight days covering visits to 17 villages and 34 project sites, and included group and individual discussions with MAF officials at the provincial, district and village levels, project management unit (PMU) staff, and beneficiaries. Interviews were also held with staff of the new IFAD Turkey Office in Istanbul and with former project staff, benefiting from the regional workshop held in Istanbul by IFAD Near East, North Africa and Europe Division (NEN) from 21 to 24 October 2019. This evaluation interviewed 147 interlocutors, including 89 beneficiaries/villagers and 45 government officials; 43 per cent of the

interviewees were female (see annex VIII for details). The mission concluded with a wrap up-meeting in Ankara with GDAR, UNDP and IFAD country office to validate findings, share emerging messages and inform the stakeholders of the next steps.

7. **Limitations.** No records were available of data collected on the logical framework (logframe) indicators, particularly those directly related to outcomes, such as incomes, assets, as well as crop and milk yields.² AKADP did not maintain records of the incomes and assets of its beneficiaries either at the time of application or anytime afterwards. Further, some logframe indicators and most targets of the design did not reflect the realities on the ground.³ Nor were they updated when the project was scaled up to cover 597 villages from the original outreach of 160.
8. A baseline survey was conducted in March-April 2011. However, the survey and the records of beneficiaries made no reference to their initial assets (and incomes). Without this information, the control group constructed to assess the impact of the project in the project completion Impact Assessment Survey (IAS) was of questionable use.⁴
9. The attribution was further complicated by the significant concurrent investments by MAF and its partners in the project districts during the project period (see section A, annex VII). The interventions such as the Instrument for Pre-Accession Assistance for Rural Development (IPARD) (2007-2013), the Eastern Black Sea Regional Development Project (DOKAP), and the Eastern Anatolia Regional Development Project (DAP) had many overlapping activities in the project districts and villages – constructing barns, greenhouses, water facilities for livestock, livestock markets, among others. These involved much higher investments than AKADP. For instance, IPARD invested EUR 35 million in Ardahan and Kars to improve livestock husbandry, compared to AKADP’s US\$8.45 million (in component 1.1).
10. The evaluation addresses these challenges by obtaining the necessary data through a combination of the following: obtaining the data directly from national, provincial and district-level databases, when available; calculating the necessary data using these databases as well as the project database; and obtaining data from field observations and interviews with beneficiaries to verify the credibility of select findings of the impact survey and to assess the contributions of the project to improving the quality of life of the beneficiaries.
11. In some instances where monitored data exists, the figures in the RIMS differed from the project database maintained by the Kars Provincial Directorate of Agriculture (PDA) (for instance, the figures for the outreach of the project). In addition, the PDA database on agriculture-related indicators provided information on the prices and wages to estimate the income generated by AKADP. Databases of the Turkish Statistical Institute were also used to obtain relevant evidence, including nutritional status and migration trends.

² AKADP could not recruit a dedicated and qualified M&E officer for the entire duration of the project.

³ PCR, 2018.

⁴ The desk review showed that the samples used in the IAS had no links to those in the baseline survey.

II. The project

A. Project context

12. The Republic of Turkey, with a population of 73 million (2005), is the 19th largest economy in the world and was classified as an upper-middle-income country when the project was approved. The per capita gross national income was US\$12,560 and the GDP was US\$934 billion in 2014 (in current US\$).⁵ The overall poverty in Turkey (based on national poverty lines) had been declining over the years and at the beginning of the project it was at 16.9 per cent, which fell to 13.5 per cent at project closure.⁶ Despite the economic growth and overall poverty reduction, inequalities persisted. The per capita GDP of the Eastern Anatolia, Southeastern Anatolia and the Black Sea regions was 60 per cent of the national average. These regions account for 40 per cent of Turkey's land area and 30 per cent of its population.⁷ The wealthier provinces show 4.8 times the income of the poorest provinces.
13. In addition to inequalities in income, Turkey also faced persistent gender inequality. It was ranked 77th among 138 countries in the Gender Inequality Index⁸ and has the lowest female participation rate among Organization of Economic Cooperation and Development (OECD) countries (23.5 per cent compared to the OECD average of 62 per cent).
14. Turkey also faced challenges related to the environment and climate change. In 2007, the Intergovernmental Panel on Climate Change stated that the country was likely to face reduction in crop yields due to a decrease in precipitation and increased temperatures.
15. At the turn of the century, the agriculture sector continued to be subsistence-based and with low productivity. Owners occupied 90 per cent of the farms, and two thirds of all holdings were less than 5 hectares. The prevalent low-input, low-yield approach at project initiation offered comparatively lower income for fewer people. The sector's share in the country's economy steeply declined from 22 per cent in the 1980s to 8 per cent in 2008-2010. This exacerbated the urban-rural disparities at the time of project design.
16. In response, Turkey opted to move away from a centrally planned, protectionist agricultural policy to a market-oriented one. It undertook to phase out commodity support and input subsidies and replace them with direct income support. By 2004, these changes resulted in a reduction of transfers to farmers by 0.8 per cent of the GDP. The country's *Agricultural Strategy 2006-2010* aimed to address some of the consequences of these sector-wide reforms and increase rural job opportunities and income by: (i) encouraging farmers to move away from subsistence-based agriculture to a more commercially oriented one; (ii) diversifying the rural economy; (iii) strengthening rural infrastructure; and (iv) strengthening necessary administrative and farmer capacities to achieve these goals.
17. As part of this strategy, the Government of Turkey partnered with the European Union (EU) and the World Bank and implemented several major rural development initiatives, often in the project provinces. For instance, IPARD-1 invested EUR 159.2 million during 2007-2009 on rural development, including in Kars and Ardahan provinces.

⁵ Source: World Bank

<https://databank.worldbank.org/data/download/GDP.pdf><https://data.worldbank.org/indicator/NY.GDP.MKTP.CD?locations=TR>

⁶ The PPE notes that these figures differ from the figures presented in the PDR (2009) and Country Strategic Opportunities Programme (COSOP) (2016). The poverty figures are slightly higher for the project provinces and will be discussed in Section III.

⁷ COSOP, EB 2016/118/R.14

⁸ The Gender Inequality Index reflects women's disadvantages in three dimensions: reproductive health, empowerment, and economic activity.

B. Project design

18. AKADP was designed and implemented in the wake of these sector-wide reforms pursued by the Government of Turkey. In addition, during the period of its implementation the project saw the restructuring of its main partner, then known as the Ministry of Agriculture and Rural Affairs (MARA). MARA became the Ministry of Food, Agriculture and Livestock (MFAL) and after further reforms, became the MAF.
19. The design of AKADP recognized the lessons learned from the seven previous IFAD-funded operations in the country, particularly the experiences of the ongoing Sivas-Erzincan Development Project (SEDP⁹) and the Diyarbakir, Batman and Siirt Development Project (DBSDP¹⁰). Both of these projects encountered delays during early phases and faced challenges in recruiting and retaining PMU staff.
20. **Project objectives.** AKADP sought to "(i) increase the assets and incomes of poor women and men smallholders and of small rural entrepreneurs, who have the practical potential and personal willingness to move towards more commercial agriculture and other income-generating activities; (ii) improve access to rural infrastructure of poor primary producers and small enterprises; and (iii) strengthen institutional advisory services and project management capacity".¹¹
21. **Project components.** The project was comprised of three components (see the Approach Paper, annex IV for details):
22. **Component 1. Smallholder and Non-farm Enterprise Investments** (approved: US\$11.2 million). To increase poor smallholder assets and incomes in the targeted areas, the final design proposed two subcomponents: (i) improving livestock husbandry; and (ii) improving horticultural production. The project provided inputs in the form of capital assets, equipment, materials, etc., as well as on-farm demonstrations of best practices and farmer training courses to strengthen their farm business and technical skills. Together, these aimed to increase the volume of production and productivity of farmers and capacitate them in market-oriented farm business. The activities under this component were cofinanced by the project and beneficiaries. For capital assets, beneficiaries contributed 40 per cent of the cost while the project subsidized the remaining 60 per cent of the cost. This ratio had to be amended at the early stages of implementation to 70 per cent project and 30 per cent beneficiary contribution when the project was faced with low absorption capacity.¹² All other elements (e.g. inputs, training) were to be 100 per cent financed by the project.
23. **Component 2. Village Infrastructure Investments** (approved: US\$10.4 million). IFAD fully funded the construction of infrastructure in support of its investments in the first component and partnered with the Special Provincial Administration (SPA) in the respective provinces to construct the infrastructure. The following three subcomponents were financed under component 2: (i) Village infrastructure investments; (ii) Livestock market facilities; and (iii) Rehabilitation of access roads to rangelands. Weak communal infrastructure facilities were one of the main constraints to primary agricultural production, sustainable use of natural resources and village livelihoods in the project areas. In particular, inefficient irrigation schemes and lack of accessible livestock watering facilities were hindering livestock productivity and contribute to growing pressure on natural resources. The construction costs of the investments under this component were borne by the

⁹ Effective in 2005 and closed in 2014, SEDP had a total cost of US\$30 million, of which US\$13.1 million represented IFAD's contribution. SEDP was redrawn in 2007 to better align with the COSOP and the 2006 National Rural Development Strategy.

¹⁰ Effective in 2007 and closed in 2015, DBSDP had a total cost of US\$36.9, of which US\$24.1 million represented IFAD's contribution.

¹¹ AKADP Project: Final Project Design Report, December 2009.

¹² The (financial) absorption capacity is defined as the ability to cofinance. The ability of beneficiaries to cofinance will depend on their financial ability to invest in the activity as well as their demand for that activity.

project, with an in-kind contribution by beneficiaries at or above a minimum threshold equivalent to 5 per cent of the cost of the works.

24. **Component 3. Institutional Strengthening and Project Management** (approved US\$4.8 million). This component was established to complement and improve the effectiveness of the investments undertaken by the other two components at the household, village, and PDA/district directorate of agriculture (DDA) levels. PDA staff were to be trained in the following main areas: (i) improving service delivery capacity; (ii) developing the farming business skills of beneficiaries; and (iii) familiarizing beneficiaries with new technologies.
25. **Project area and target groups.** In line with the IFAD targeting policy,¹³ the AKADP target group was composed of poor farmers (women and men) producing livestock and/or horticulture on a small scale but with the potential to engage in more market-oriented production. The AKADP's targeting strategy was a combination of geographic, self and direct targeting.
26. *Geographic targeting* was determined by a combined consideration of prevalence of poverty (as identified by the Socio-Economic Development Index (SEDI) ranking) and agro-ecological conditions. Using this approach, the design identified 3 of the 81 provinces. The chosen provinces, Ardahan, Kars and Artvin, had SEDI rankings of 74, 68 and 43, respectively. These provinces were located in the northeast part of the country (Black Sea region and Anatolia region) and were characterized by harsh weather conditions and mountainous terrain. Livestock husbandry was the primary source of income in Kars and Ardahan, where over 95 per cent of the households own livestock. The design identified 10 districts in these 3 provinces, and 16 poor villages were chosen in each district, bringing the total project outreach to 160 villages. The selection of villages took into account the following: (i) number of households; (ii) road quality; (iii) state of infrastructure; (iv) economically active population; (v) readiness to cooperate; and (vi) availability of water, arable and rangeland. Table 1 provides additional details of selected areas.

Table 1
Population and households of AKADP provinces (2010)

	<i>Ardahan</i>	<i>Artvin</i>	<i>Kars</i>
Population	105 454	164 759	301 766
Households (2012)	24 035	49 740	59 843
Total number of bovines	261 481	48 341	396 620

Source: Turkish Statistical Institute.

27. The design stated the following criteria for *direct targeting*: in improving livestock husbandry practices, farmers with less than 20 registered cattle and with sufficient land for producing fodder crops; in improving horticulture production (of vegetables, orchards and small greenhouses), smallholders with plot size in the range of 0.3-0.5 hectares. In addition, the design stipulated that women and youth should be specifically targeted.
28. **Project cost and financing.** The total approved project cost was US\$26.4 million. This includes IFAD's contribution of US\$19.2 million, the Government's contribution of US\$3.2 million (through cash financing for project activities and in-kind financing to cover the tax exemption and MFAL and provincial directorates of MFAL staff costs), and the remaining US\$4 million by project beneficiaries. Table 2 presents the approved costs and actual costs at completion for each project component (further information available in annex III).

¹³ IFAD. Targeting. Reaching the Rural Poor. Policy. December 2008.

Table 2

Project costs by component

<i>(As of 31.12.2018) - Audited</i>	<i>Appraisal (I)</i>		<i>Actual (II)</i>		<i>(II) / (I)</i>
	<i>US\$ 000</i>	<i>Share in total</i>	<i>US\$ 000</i>	<i>Share in total</i>	
Sources of Funds					
1. IFAD Loan	19 200	72%	16 486	73%	86%
2. Government	3 221	12%	3 660	16%	114%
3. Beneficiaries	3 994	15%	2 348	10%	59%
4. UNDP Grant	250	1%	196	1%	78%
Total	26 665	100%	22 691	100%	85%
Uses of Funds					
1. Smallholder and non-farm enterprise	11 236	43%	7 636	34%	68%
2. Village infrastructure	10 370	39%	11 435	50%	110%
3. Institutional strengthening and Project management	4 809	18%	3 621	16%	75%
Total	26 415	100%	22 691	100%	86%

Source: Audited financial statements.

C. Project implementation

29. **Implementation arrangements.** The lead implementing agency was the General Directorate of Agrarian Reform of the MAF.¹⁴ Under its leadership, a decentralized management structure was created; to implement AKADP, a PMU was established in the PDA of Kars. UNDP was responsible for the recruitment of the PMU staff on a competitive basis and for procurement, in accordance with the existing MFAL-UNDP Service Agreement.
30. **Project expansion.** The project coverage was expanded from 160 villages to 597 in 2014 to improve the anemic demand/absorption capacity of beneficiaries in the targeted areas. At completion, the project covered 529 villages in 14 (of the 923) districts. It reached 91,249 people, or 16 per cent of the total population of 566,949 in the three project provinces (as of 2014). The full implications of this expansion will be discussed under Project Performance.
31. **Other changes.** During implementation, the project focused less on off-farm employment, rehabilitating or upgrading smallholder barns (instead of constructing new ones), drinking troughs, manure pits, hay storage premises, mobile veterinary clinics, portable generators, disinfectants for barn and livestock hygiene, to name a few. This was in response to PMU's reading of the existing demand and the need to prioritize.
32. **Project timeframe.** AKADP was approved by the IFAD Executive Board in December 2009. The Loan Agreement was signed with the Government in April 2010 and the project became effective on 2 July 2010. The original duration of the project was set for five years. The project was extended by two years, with the completion date to be 30 September 2017 and the loan closing date to be 31 March 2018.

¹⁴ At the time of project initiation, this was called the General Directorate of Agricultural Production and Development of the Ministry of Agriculture and Rural Affairs (MARA). After an internal restructuring in 2011, MARA became the Ministry of Food, Agriculture and Livestock (MFAL). After the Project was closed, another restructuring took place and MFAL became the Ministry of Agriculture and Forestry (MAF).

33. **Changing context since implementation.** A number of changes have taken place that affect IFAD's operations in Turkey since the completion of the project. The MAF is continuing to undergo reform, as it did at the beginning of the project in 2010. A new unit was established in the GDAR in July 2019 to deal with international projects. This unit consists of three subdivisions: one to cover project design, another to cover project implementation, budget and finance, and the third to oversee M&E. The MAF was directly under the President's Office. UNDP expanded its capacity considerably since the inception of the project. As of 2019, seven staff members were responsible for rural development whereas at the inception of AKADP there was only one staff member. IFAD also saw considerable changes. In addition to the subregional hub in Istanbul, an IFAD country office was established that began to function in 2019. Design processes, including quality assurance of new designs and corporate guidelines on targeting have changed considerably since the project was designed in 2009.

Key points

- AKADP was designed and implemented in the wake of sector-wide reforms pursued by the Government of Turkey to shift from subsidies and subsistence farming to market-oriented practices. As part of this reform, a number of rural development initiatives were implemented by the Government, including in the project areas. For instance, IPARD-1 (2007-2013) invested EUR 159.2 million on rural development during 2007-2009. Its coverage included Kars and Ardahan provinces.
- The project was launched in 2010, with an initial budget of US\$26 million and the overall objective of reducing rural poverty through cofinancing investments in the livestock and horticulture sectors, including demonstrations and training and investments in improving relevant rural infrastructure.
- The project targeted 160 of the poorest villages with suitable agri-ecology. They were located in the Ardahan, Artvin and Kars provinces in northeastern Turkey. The design intended to target smallholders with fewer than 20 cattle, and landholdings of 0.3-0.5 hectares, and abandoned direct targeting of poor farmers during implementation. Women and youth were given preference in the selection criteria.
- Facing very low disbursement rates, the project recognized the weak absorption capacity of the original target areas. In 2014, it decided to expand the coverage and reached 529 villages in 14 districts by the time it completed in 2017. The project disbursed 85 per cent of the budgeted resources.

III. Main evaluation findings

A. Project performance and rural poverty impact

Relevance

34. Relevance is the extent to which the objectives of the development intervention are consistent with the priorities of the country, the organization, and the needs of the beneficiaries. It entails an assessment of the project design and coherence in achieving these objectives.
35. **Relevance of project objectives.** The project was aligned with the objectives of National Rural Development Strategy (2006),¹⁵ and the Agriculture Strategy 2006-2010 of Turkey. These included increasing rural incomes and living conditions, strengthening farm-to-market linkages, and improving rural physical infrastructure services.
36. The objectives of AKADP are also consistent with those of the existing country strategic opportunities programme (COSOP).¹⁶ These include improving the living conditions of rural people in the poorest regions of Turkey by: (i) ensuring the profitability and marketability of the promoted activities; (ii) strengthening market linkages and private-sector involvement; and (iii) supporting small- and medium-sized enterprises to provide the market linkages and increased self-employment and job creation.
37. **Relevance of design to beneficiaries.** The very low absorption capacity for AKADP activities under component 1 during the first three years points to limited relevance of the design to beneficiaries in the target area. Seven applications were received as of 2012 for barns¹⁷ against the appraisal target of 19¹⁸.
38. A closer scrutiny showed that the relevance of AKADP products to beneficiary needs was varied. Greenhouses were very much in demand in areas where beneficiaries were familiar with the concept, as in Artvin. Diversifying forage cultivation was well appreciated by the Government and beneficiaries. Walnut orchards were in demand. On the other hand, barns and machinery were not appreciated as much. Many beneficiaries expressed the need for services that went beyond production and covered other aspects of the value chain, such as enhanced processing capacity and improved market access. In sum, the design was weak in assessing the demand for its services in project villages.
39. Beneficiary interviews and site visits showed that nearly all designed activities under component 2 (strengthening rural infrastructure) were directly relevant to the needs of the beneficiaries – rangeland roads, livestock markets, watering facilities for livestock, to name a few. These were very much in demand and heavily used once constructed (table 2).
40. **Relevance of implementation efforts to beneficiaries.** AKADP implementation made adjustments to improve the relevance of the project to beneficiaries. Recognizing the low demand for AKADP component 1 services in the original project areas as one of the key sources of persistent low disbursements, in 2014 AKADP expanded the coverage of villages from 160 to 597. The additional coverage was identified by the project PDAs and DDAs, which were able to effectively include

¹⁵ The National Rural Development Strategy has four strategic objectives: (1) Economic development and job creation; (2) Improvement in human resources, organization level and local development capacity; (3) Improvement in rural physical infrastructure services and quality of life; and (4) Protection and improvement of rural environment.

¹⁶ COSOP.

¹⁷ AKADP Supervision Report 2013.

¹⁸ Project Completion Report 2018, Appendix 8.

villages where the loan services were more relevant to the beneficiaries. Consequently, disbursement accelerated after the expansion (figure 1).¹⁹

41. During implementation, many of the loan services under component 1 were not accessible to women directly (though they benefited as part of the household). The selection process gave explicit preference to women. Two products, the greenhouse and milking machine, were reserved for women.²⁰ Yet the participation of women was much lower than anticipated by the design. At the project completion, only 15 per cent of the total beneficiaries trained were women; the provision of machinery and equipment reached only 4 per cent of women farmers. This low participation reflected the weak appropriateness of the project design to the needs of the women smallholders. For instance, to qualify for loans, beneficiaries were required to be registered in the Farmer Registration System of Turkey, for which registration required proof of land ownership, while only 5.2 per cent of women in Turkey owned land in 2006²¹ (please refer to the discussion under "Gender equality and women's empowerment" for more analysis).
42. **Relevance of targeting.** The geographical targeting of AKADP was relevant to the needs of poor smallholders. The two eastern provinces of Kars and Ardahan were marked by low-income levels, weak infrastructure development and high migration rates. The village selections were consistent with the design intent. The situation of Artvin was somewhat different since it had higher socio-economic indicators. However, the village selection reflected the pockets of underdevelopment in the province.²²
43. A review of beneficiary application forms confirmed that direct targeting based on asset level (landholding and cattle size) as intended by the design was not implemented. The forms were tailor-made for specific activities and did reflect a preference to youth and women in the selection process. They requested information on the agricultural landholding, number of livestock, ownership of machinery, household income and beneficiary income. Yet the evaluation team could not determine the self-reported asset level of successful applicants from any of the project databases. More importantly, to pursue direct targeting (and not self-targeting), statistical data on land and cattle ownership across the target areas must be available. In contrast, IPARD, which was implemented in Kars and Ardahan (two of the AKADP provinces), targeted farmers with mid-level cattle ownership and had collected related statistical data prior to implementation (see box 1). AKADP did not have the necessary statistics at the province or village level on critical indicators such as cattle size, landholding, or household income/consumption expenditure. Without this data, it was not feasible to identify the poorer farmers and establish the validity and relevance of the criteria for targeting as presented in the design. In fact, field interviews and site visits confirmed that AKADP targeted leader farmers and successful entrepreneurs in the villages for demonstrating agro technology, such as new machinery (which were provided to these farmers free of cost). This was based on the assumption that the demonstrations would facilitate replication within the village. However, no effort was made to monitor and verify this assumption.
44. **Quality of the logframe.** The logframe presented an ambitious framework (for example, 20 per cent reduction in those living on less than US\$4.80 per day in target districts within five years). Impacts and outcomes were not stated, nor their indicators presented. Indicators presented were not always measurable (e.g. "increase in volume, value and diversity of agricultural produce sold"). Data

¹⁹ Nevertheless, beneficiary contributions to AKADP fell far short of planned level – US\$2.348 million, or 59 per cent of the approved US\$3.994 million (see annex III).

²⁰ Project database shows that altogether 80 family greenhouses (demos and grants) and 94 regular greenhouses (cofinanced) were constructed.

²¹ National Gender Profile of Agricultural and Rural Livelihoods, Turkey Country Gender Assessment, FAO 2016.

²² IFAD, Ardahan-Kars-Artvin Development Project, Final Project Design Report, Main Report 2009.

were available for only two of the five indicators of the project objectives: (i) at least 50 villages have sustainable access to improved infrastructure (access to rangelands, to livestock water facilities); and (ii) 25 per cent of the farmers adopt improved production technology. The logframe was not updated to reflect project realities when implementation commenced (for example, the indicator “farmers using investment plans in making decisions” had no relevance to any of the project activities). Following the substantial expansion of scope of AKADP in 2014, IFAD facilitated a workshop for staff of the PMU, MFAL, DDAs and PDAs to revise the logframe and redefine the list of indicators in December 2015 and updated the results framework in its Operational Results Management System (ORMS) in 2016.

45. **In summary**, the project was relevant to the priorities of the Government and IFAD. The construction of rural infrastructure (component 2) was directly relevant to the needs of the smallholders. However, AKADP’s loan services (component 1) show limited relevance to the needs of women, youth and poorer livestock owners. As shown subsequently, this weakness posed significant challenges to the project benefits reaching the intended targets. Moreover, for the first five years, the weaknesses in AKADPs logframe were not addressed or the logframe updated to reflect changes during implementation. This limited the ability of the project to monitor its progress and make the necessary changes. Hence, the PPE rating for relevance is **moderately unsatisfactory (3)**.

Box 1

Example of direct targeting

The EU-funded IPARD was implemented in southeastern and central provinces of Turkey, including Kars and Ardahan, during 2007-2013. For each supportive measure, IPARD outlined common eligibility criteria and identified specific eligibility criteria for each sub-measure. IPARD and AKADP interventions supported mid-level milk- and meat-producing agricultural holdings. IPARD had clear direct targeting criteria and implemented them in selecting beneficiaries: for milk production, households with minimum of 10 and maximum of 100 milking cows; and for meat production, households with minimum of 30 and maximum of 250 cattle. Such targeting was possible in IPARD because data on assets (e.g. cattle size, milk yield, vegetable yield) during the reference year were collected to design the project. The data were available for Ardahan and Kars and could have been used by AKADP design to set up useful reference values and define eligibility criteria for direct targeting of the bottom segment of the intended population. A review of AKADP beneficiary application forms shows that direct targeting was not part of the selection process.

Source: IPARD PDR, annexes.

Effectiveness

46. Effectiveness is the extent to which the objectives of a development intervention are achieved. This section will present the outreach of the project followed by a discussion of the effectiveness of each project component. Cross-cutting issues such as the effectiveness of the training activities, targeting and changes to outward migration will also be presented. As mentioned, the heavy investments in project areas by the Government and its partners and lack of monitoring of project results pose challenges to assessing effectiveness.
47. **Outreach**. Table 3 presents the number of households benefiting from AKADP activities. The project reached 59,506 households, or 39.1 per cent of the total households in the three AKADP provinces.²³ This was significantly higher than the target of 16 per cent of the households set during the project expansion in 2014.

²³ According to the Turkish Statistical Institute, the total households in these two provinces was 151,839 in 2018.

Table 3
AKADP outreach

Province	Districts targeted	District reached	Villages reached (*)	Beneficiary households - component 1	Beneficiary households - component 2 (**)	Beneficiary households - total
Ardahan	6	6	202	832	18 028	18 860
Kars	4	8	177	1 081	30 712	31 793
Artvin	4	6	150	724	8 129	8 853
TOTAL	14	20	529	2 637	56 869	59 506

(*) Excluding the number of villages benefiting from the livestock markets, which may cover all the villages in each province.

(**) It is not possible to verify whether there was overlap of beneficiaries of these two components. The related margin of error of the estimate of total number of beneficiaries is 4.6 per cent.

Source: PPE project database.

48. **Achieving the overall objective of poverty reduction.** The project logframe identified the proportion of people living under US\$4.80 a day as a measure of poverty. However, these data were not available in Turkey. Hence, this study sought other measures to assess the status of poverty in project areas. The Turkish Institute of Statistics used a national poverty line to count the poor. According to these data (table 1 in annex VII), during 2014-2017, the poverty rate continued to decline in Kars and Ardahan from 20.2 to 16.8 per cent. However, without monitored data on poverty levels of project beneficiaries, it was not feasible to establish the contribution of AKADP to this area-wide poverty reduction.
49. **Improving horticultural activities (subcomponent 1.1).** Tables 5 and 10 of annex VII present the benefits provided under this component. Interviews and site visits confirmed that the greenhouses and orchards demonstrated high returns on investments (estimated in table 5 as 134 per cent and in the 21-24 per cent range, respectively). The 94 greenhouses (cofinanced) and 80 demonstration greenhouses (grants) allow at least three crops every year, prolonging the cultivation period, particularly in Kars and Ardahan. As discussed later, the productivity was also significantly higher than that of an open field. These were the only project benefits that targeted women. The orchards²⁴ were also functioning as expected, although some beneficiaries expressed the need for cold storage given the challenges they faced in marketing the fruits immediately following harvest.
50. AKADP introduced drip irrigation as part of the horticulture benefits, a method that was relatively new to the project areas. A total of 62 per cent of beneficiary farmers switched to drip irrigation,²⁵ exceeding the project target of 25 per cent.
51. As estimated in table 7a, and discussed under the section *Rural poverty impact*, the average increase in annual household income for beneficiaries of horticulture support was US\$2,021. While greenhouses were quick to generate income, orchards needed time to bear fruit, and produced no income in the interim. Moreover, cofinanced greenhouses and orchards were often unaffordable by poorer farmers – an average greenhouse cost US\$9,066, while orchards cost on an average US\$7,081 (see table 5).
52. **Improving livestock husbandry (subcomponent 1.2).** A range of activities were planned under this subcomponent,²⁶ and not all of them proved to be effective. The project design envisaged 19 barns but only 11 were completed. The lack of demand stemmed from the high cost of barns (average cost was

²⁴ In total, there were 276 cofinanced orchards and 22 demonstrations given as grants.

²⁵ Table 4.1.4, p. 12 of the Completion Impact Assessment Survey, September 2017.

²⁶ These include construction of barns with drinking troughs and manure pits, construction of cold milk collection centres, provision of various small equipment (such as milking machines), on-site demonstrations (seeds and fodder) and exchange visits and village extension trainings.

US\$24,503, see table 5), ambiguous value addition, inappropriateness of the design (locals were used to closed barns given the harsh climate conditions, while the design included semi-open barns), and challenges to finding qualified contractors to build barns in remote areas, to name a few. As discussed elsewhere, none of the four milk collection centres constructed was functioning at the time of the PPE visit. There was evidence that the agricultural machinery such as baling machines was still being used. However, their actual value-added and uptake among other villagers need to be established. Diversifying forage crops with more nutritious varieties such as Triticale and Hungarian Vetch and maize had uptake beyond the project villages.

53. **Effectiveness of the training provided.** Altogether 618 beneficiaries were trained (507 men and 101 women), while the design target was 1,850 (achievement rate 33.4 per cent).²⁷ The IAS²⁸ showed that over 70 per cent of those trained reported that they had adopted techniques and improved practices taught at the training to a great extent or very great extent. Another 23 per cent had partially adopted such practices. These are in line with the field interviews, during which beneficiaries consistently reported that the training had influenced their practices.
54. **Improving rural infrastructure (component 2).** Component 2 provided “public goods” including, but not limited to, rangeland roads, livestock markets and livestock watering facilities. This component accounted for 50 per cent of the project cost (table 2) and 95.6 per cent of the beneficiaries (table 3).
55. Altogether, 225 km of rangeland roads were constructed, benefiting 10,522 households in 100 villages, exceeding the target of 50 villages anticipated in the design (table 4). These roads paved way to economic gains and improvements to quality of life. The roads allowed better access to pastureland and hence to better nutrition for the cattle. As a result, smallholders were more disposed to invest in better breeds of cattle. If monitored data were available, it would have been feasible to assess if this improved nutrition and quality of stock led to increased milk yields or meat sales; or if surplus milk and milk products such as cheese were transported to the market more frequently because the new rangeland road allowed access to vehicles, and hence provided easier access to markets.

²⁷ Trainings covered a range of topics, including greenhouse horticulture, forage cultivation, livestock husbandry practices (calf nurturing, animal health, livestock manure composting techniques), hygienic milk production, silage production, and rural tourism.

²⁸ Table 2.6.2, p. 17 of the Completion Impact Assessment Survey, September 2017.

Table 4

Outreach: Rangeland roads and livestock water facilities

	Villages	Length (km)	Cattle	Beneficiary households
Rangeland roads				
Kars	38	97	76 558	3 954
Ardahan	20	71	35 721	2 273
Artvin	42	56	7 357	4 295
Total	100	224	119 636	10 522
Livestock water facilities				
Kars	28	0	51 500	3 001
Ardahan	70		96 520	6 826
Artvin (irrigation)	3	0	0	400
Total	101	0	148 020	10 227

Source: PPE team elaboration from AKADP database.

56. The project was designed to invest in modernizing two traditional livestock market facilities. At the project closure, six livestock markets were constructed²⁹ at a total cost of about US\$5.1 million, or 22 per cent of the total project cost.³⁰ Site inspections showed that with the exception of Ardanuç,³¹ all markets were functioning. In fact, these markets were used very heavily – the estimates provided by the PDAs showed that 170,300 people would be using these markets annually. Beneficiaries interviewed noted that the modernized market facilities made it easier for them as buyers and sellers but did not affect the sale price of cattle. Moreover, the markets did not eliminate the middleman as claimed by the design.³² Nevertheless, the markets served the important function of regulating cattle sales, which was a priority for the Government.
57. The project would have benefited from tracking and establishing the immediate and medium-term results of the rangeland roads as well as other infrastructure activities such as livestock watering facilities. Notwithstanding this, it was clear from site visits and beneficiary interviews that this component proved to be very beneficial to all villagers, including the poorer farmers and other marginalized groups.
58. **Institutional strengthening and project management (component 3)**. This component was 16 per cent of the total project budget. It covered the cost of the PMU and aimed to strengthen the administrative and technical capacities of PDAs and DDAs. As discussed below, AKADP made modest inroads into strengthening the administrative capacity of staff, many of whom went on to become managers of other internationally funded projects in Turkey. Given the rotation and turnover of PDA and DDA staff, efforts to strengthen the technical capacities of these units had limited effect.
59. **Effectiveness of targeting**. As discussed under Relevance, the geographic targeting was effective; direct targeting of poorer farmers was not pursued. The project sought farmer leaders who could benefit from demonstrations in order to maximize village uptake and generate employment for poorer farmers. The PPE

²⁹ Live stock markets were constructed in Ardahan/Merkez, Ardanuç, Hanak, Posof, Sarıkamış and Selim. Although the Kağızman livestock market contract was signed, construction has not started.

³⁰ AKADP project database.

³¹ Although the construction is completed, due to an issue related to procurement, the license to operate the market was pending.

³² The exception being the market in Selim, where middlemen are not permitted. The evaluation team actually witnessed a middleman in action in a market.

could not find any evidence to substantiate this assumption, and the information necessary to establish this were not monitored by the project.

60. **To conclude**, despite the limitations in targeting, the project far exceeded the outreach envisaged in the design. There was no systematic monitoring of results to establish that all intended results were achieved. However, two of the three measurable indicators for the project objectives in the logframe were achieved – at least 50 villages have improved sustainable access to rural infrastructure and 25 per cent farmers adopted improved production technology. The project plausibly contributed to the third objective of increasing the incomes of the targeted smallholder by 10 per cent. Performance varied across components; while component 2 and subcomponent 1.1 were satisfactory, design and implementation of subcomponent 1.2 were not. Based on these, project effectiveness is rated as **moderately satisfactory (4)**.

Efficiency

61. Efficiency is a measure of how economically resources and inputs (such as funds, expertise and time) are converted into results. Here, efficiency was examined in relation to managerial aspects such as timeliness, disbursement performance and programme management, and technical aspects such as cost per beneficiary and internal return on investment.

Managerial efficiency

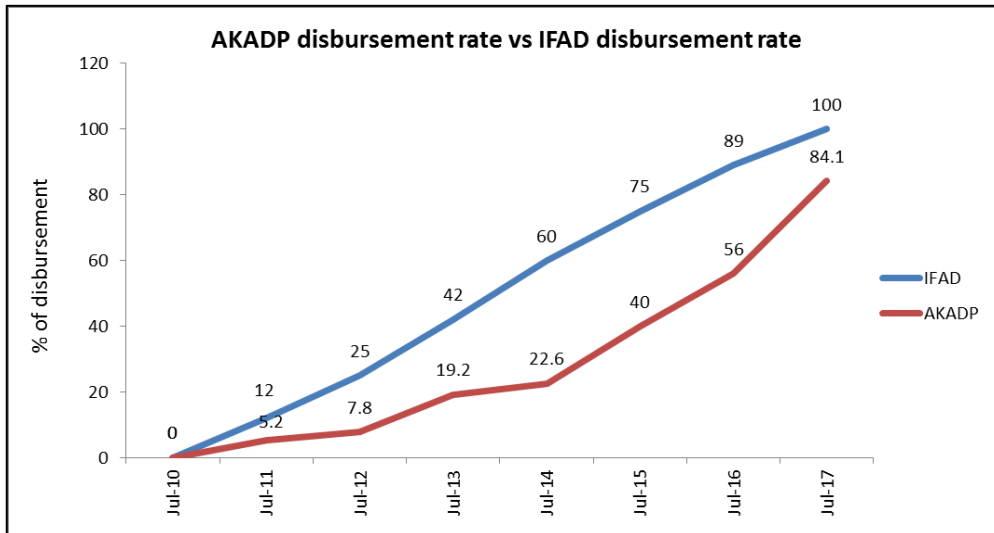
62. **Timeliness.** The project had a timely start at the very beginning but encountered delays in implementation and ultimately was extended twice. AKADP was approved by IFAD's Executive Board on 17 December 2009. The IFAD loan agreement was signed on April 2010 and became effective on 2 July 2010. From approval to effectiveness took 6.5 months. This was significantly lower than the previous IFAD projects in Turkey, SEDP and DBSDP, which took 16.5 and 12.3 months, respectively, to become effective after approval. The original duration of the project was five years, with completion scheduled on 30 September 2015. However, as of 2014 July, when nearly 80 per cent of the implementation period was lapsed, the project had delivered 22.4 per cent of the approved resources. The project was considered a problem project by the supervision reports of 2011, 2012 and 2014. Due to implementation delays, two extensions were sought and AKADP was extended by two years to 30 September 2017 and the loan closing date was set at 31 March 2018. The reasons for the delays are discussed below.
63. **Disbursement rate.** There were significant delays in disbursements, which improved after the project coverage was expanded in 2014 (see figure 1). The first disbursement of AKADP came five months after the project entry into force, which was below the regional average of 6.1 months.³³ However, as can be seen in figure 1, implementation considerably slowed after this initial disbursement and fell well below average disbursement rates of IFAD projects. As mentioned earlier, one of the key reasons for the low rates was the weak absorption capacity for cofinanced IFAD activities in the targeted villages. Disbursement picked up after the project scope was expanded to cover an additional 437 villages. In the next three years disbursement picked up considerably and at project closure it came to a respectable rate of 85 per cent (while 86 per cent of IFAD loans were disbursed). However, this was still below the IFAD average of 100 per cent disbursement rate.
64. The PCR attributes the following contributing factors to the delays in disbursement: (i) reorganization of the MAF, which affected the functioning of PDAs and DDAs in the project areas; (ii) difficulties in recruiting and retaining PMU staff due to the remoteness of the areas targeted (see next section for more details); (iii) delays in the procurement and tendering processes for barns, shepherd shelters and

³³ IFAD, Portfolio Performance Review 2011-2012. Near East, North Africa and Europe. Main Report.

infrastructure construction; and (iv) shortened construction season (four months) due to harsh winter conditions.

65. These were indeed plausible reasons. However, procurement delays and harsh winter conditions continued to exist throughout the project, including during the period of rapid delivery (2015-2017), and hence cannot be considered the causes for initial delays in implementation.

Figure 1
AKADP disbursement rate (percentage)



Source: IOE adaptation from the ORMS database.

66. **Project management.** As can be seen in table 2, the actual project management costs were 16 per cent of the total project costs and slightly lower than the appraised value of 18 per cent. These numbers are higher than the benchmark value of 10 per cent but well within the overall range for IFAD operations (between 8 and 24 per cent).³⁴
67. **Staffing issues.** There were considerable delays in setting up the PMU – the first regional coordinator position was filled one year after the project became effective in July 2010 (table 7, annex VII). Recruiting and retaining the PMU coordinator proved to be a challenge because of the remoteness of the location and harsh weather conditions. In fact, the tenure of the first PMU coordinator lasted one year, and altogether AKADP had four successive PMU coordinators. The last one was actually a project staff member appointed temporarily to take care of the project closing activities since there were no applicants from the civil service of the Government. Until 2012, the PMU was functioning with only the PMU coordinator and an engineer. Prolonged absence of leadership, and understaffing, particularly at the initial stages, hindered programme implementation. AKADP was assessed as a "problem project" by IFAD's Portfolio Review System for four consecutive years (2011 through 2014) due to significant delays in implementation.³⁵

Technical efficiency

68. **Cost per beneficiary.** The average cost of the loan services (component 1) was US\$1,798 per beneficiary (table 5).

³⁴ The IFAD publication, "Effective project management arrangements for agricultural projects: A synthesis of selected case studies and quantitative analysis (IFAD, 2014)" indicated that "IFAD's overall project management costs generally ranged between 8 per cent and 24 per cent of programme costs".

³⁵ AKADP IFAD supervision reports, 2011, 2012, 2014.

69. The cost efficiency of component 1 was comparable to those of other IFAD projects in Turkey, such as SEDP (US\$1,592) and DBSDP (US\$2,838).³⁶ It was also comparable to the average costs in other middle-income countries such as Brazil (US\$1,769) and Argentina (US\$1,844).³⁷
70. Component 2 had a much higher number of beneficiaries, since rangeland roads were used by livestock owners in multiple village. Similarly, livestock markets attracted villagers from many districts. As a result, the overall average cost per beneficiary of the project was US\$87. The project did well in combining loan services with rural infrastructure-rebuilding.

Table 5
Cost per beneficiary

<i>Component 1</i>	<i>Total Cost (US\$)</i>	<i>Number of beneficiaries</i>	<i>Unit cost (US\$) per beneficiary</i>
Forage seed and demonstrations	512 625	1 392	368
Greenhouses	852 198	94	9 066
Orchards	1 954 398	276	7 081
Agriculture machinery	880 099	245	3 592
Barns	264 583	11	24 053
Training and exchange visits	275 766	618	446
Average cost (component 1)			1 798
<i>Component 2</i>	<i>Total cost (US\$)</i>	<i>Number of beneficiaries</i>	<i>Unit cost (US\$) per beneficiary</i>
Rangeland roads	2 957 899	44 403	67
Livestock water facilities	1 638 603	41 675	39
Irrigation	324 639	1 075	302
Livestock markets	5 095 181	170 300	30
Average unit cost (component 2)			39
Average cost of AKADP			87

Source: PPE team elaboration from AKADP database.

71. **Project internal rate of return.** The AKADP PCR (2017) presented an ex-post economic and financial analysis of AKADP activities.³⁸ This analysis was updated in this PPE based on the 2018 prices of inputs and profitability of outputs, obtained from PDA reports and databases during the evaluation mission. Verifying the assumptions related to the model was beyond the scope of this PPE. Notwithstanding this concern, the results are presented in table 6. These figures confirm the PCR assessment that AKADP was likely to result in significant positive returns over a 20-year period. The economic internal rate of return (EIRR) 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.³⁹ Field observations validated some of these findings – for instance, EIRR of greenhouses was 135 per cent (table 6), while some beneficiaries reported that greenhouses were profitable enough to recoup the cost of investment within three or four years.

³⁶ Country Programme Evaluation. Republic of Turkey. Independent Office of Evaluation. IFAD. January 2016.

³⁷ Ibid.

³⁸ Table 5, p.16 of the PCR (the mission was conducted in October 2017).

³⁹ The corresponding values given by the PCR are: EIRR 23.8 per cent and net present value of US\$17.4 million.

Table 6
Internal rate of return and cost-benefit ratio

<i>Model</i>	<i>Incremental net income (TL/year, at full realization)</i>	<i>Net present value of incremental net income (TL)</i>	<i>Internal rate of return</i>	<i>Cost-benefit ratio</i>
Triticale	25	156	N/A	1.31
Maize silage	91	559	N/A	1.47
Greenhouse	14 386	65 670	135%	2.65
Walnut orchard	53 049	102 939	21%	1.70
Vineyard	51 727	123 142	22%	1.75
Mulberry orchard	78 530	172 865	24%	1.35
Apricot orchard	22 180	56 992	24%	1.60
Reaper	1 078	1 171	N/A	1.14
Baling machine	6 298	2 337	12%	1.05
Milking machine	2 841	16 276	N/A	2.38
Livestock water facility	391	218 819	273%	2.38
Pasture roads	472	1 020 238	87%	1.50
Ardahan livestock market	N/A	6 612 579	27%	1.20
Standard livestock market	N/A	895 486	21%	1.11

Source: PPE team elaboration from AKADP database.

Note: 10 per cent discount rate used in the calculations for the financial models.

72. **To conclude**, there were clear technical efficiencies in the form of high cost-benefit ratios and more than anticipated internal rate of return. At the same time, the project delays experienced in implementation and disbursement in the first four years had considerable impact on targeting poorer farmers. As discussed earlier, AKADP had to deliver 63.4 per cent of appraised resources in the last three years. As table 10 in annex VII shows, 2017 saw a significant uptick on the loan services provided. Field interviews confirm that most of the efficiency gains during this time were achieved by redirecting the benefits to farmer leaders and successful smallholders. As mentioned, no data were available to verify if this led to improvements in the lives of the poorer farmers in project villages. As such, delays during the first half of the project were given additional weight in assessing overall performance related to efficiency. Based on this discussion, the PPE concurs with the PCR and rates the overall efficiency of AKADP as **moderately unsatisfactory (3)**.

Rural poverty impact

73. Impact is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a result of development interventions. In this section, changes in four areas are discussed: household income and assets; human and social capital; food security and agricultural productivity; and institutions and policies. The overall impact on gender equality and women's empowerment is discussed later in the report. Additional information, such as nutritional status, is presented in annex VII.

Household income and assets

74. *Increase in household income due to horticultural activities.* As noted in table 3, the project reached 2,637 households through component 1 and 56,869 households through component 2, or 1.8 per cent and 37.3 per cent of the total households in the project provinces (151,839 households), respectively. The increase in net household income (gross income minus cost of inputs) due to this

subcomponent for the 1,762 households benefiting from the horticultural support of AKADP was US\$2,011 (table 7a).⁴⁰ This additional income is well above the poverty threshold in Turkey as of January 2019 (US\$1,232 per month for a household of four).⁴¹ However, while this would have eliminated poverty for 1.8 per cent of the households in the project areas, it is not expected to have province-wide impact on household income.

75. *Income changes due to improved livestock practices, facilities and rural infrastructure improvements.* Insufficient information was available to construct the income increase due to this subcomponent. Beneficiary interviews confirmed that increased and diversified forage production reduced their purchase of hay and wheat. Better nutrition from forage varieties such as Triticale, better hygienic habits acquired from training, improved living conditions through modernized barns, and livestock watering facilities that ensured adequate water consumption by livestock were expected to increase milk yield and body weight of the cattle while boosting their resilience to diseases. This was recognized by the logframe of AKADP, which had weight, milk yield, and value of cattle as indicators. However, none of these were regularly tracked. Field visits showed that investments in barns and machinery were not yielding the level of anticipated benefits. For instance, there was little evidence for the uptake on the use of machinery in mechanizing harvests either in the project villages or in their vicinity.
76. As discussed, beneficiary interviews also highlighted a complementary stream of benefits accruing through the rural infrastructure improvements, particularly through rangeland roads and livestock watering facilities. Tracking the immediate and medium-term gains would have helped to better assess the contribution of improved livestock husbandry practices and infrastructure to achieving the objectives of AKADP. The only evidence available was the IAS (table 3.4.1). According to the IAS, the milk yield per cow increased by 10 per cent for beneficiaries while it declined by 4 per cent for non beneficiaries – pointing to a 14 per cent increase in milk yield per cow as a result of AKADP. This corresponds to an average 5.5 per cent increase in milk yield per cow and therefore in income for cattle-owning households in the project provinces. For reasons discussed earlier, the results of the IAS study had limited validity, but site visits confirm the trend of increases in milk yield experienced by beneficiaries.
77. *Household asset value* had appreciated across the three provinces since 2014 (table 7b). These numbers were well above the design target of 20 per cent in project districts. However, given the ambiguities around the validity of IAS results, these increases cannot be entirely attributed to the project. In addition, the IAS showed no gains in assets compared to the control group. For assets, such as house, greenhouse, barn and tractor, there was no significant difference in the asset values between the beneficiaries and the control group. For cattle ownership, the IAS showed control groups performing better.⁴² Clearly, in the absence of monitored data, evidence was inconclusive to show that the project contributed to an increase in asset values.

⁴⁰ Average increase in income for beneficiaries was calculated in the three provinces as follows. First, the additional land area brought under these horticulture activities of AKADP was obtained from the project database. Next, data on the yield and net income per unit area of each type of crop were obtained from the PDA databases. Based on these two datasets, the income increase corresponding to each crop was calculated.

⁴¹ Turkish Statistical Institute.

⁴² 31 per cent of the responding beneficiaries reported an increase in cattle ownership and 19 per cent reported a decline. In contrast, 39 per cent of the control group reported an increase and 21 per cent reported a decline.

Table 7a

Average increase in beneficiary household income from AKADP horticultural production (US\$)⁴³

2010	2011	2012	2013	2014	2015	2016	2017	2018
-	-	6	21	331	1 268	1 780	2 494	2 011

Source: PPE team calculations based on project data and agricultural data base of Kars PDA.

Table 7b

Total value of assets in project areas (livestock value)

Year	Value of livestock (thousand TL)		
	Ardahan	Artvin	Kars
2012	701 850	249 336	1 312 589
2013	641 192	194 875	1 062 409
2014	646 695	202 174	1 298 875
2015	922 930	203 833	1 495 438
2016	1 187 977	296 770	1 932 083
2017	1 353 312	336 242	2 774 199
2018	1 715 407	458 883	3 467 866

Source: Turkish Statistical Institute.

Human and social capital

78. The project contributed to human capital through training and demonstrations to promote agro-technology and practices that enhanced productivity, profitability and sustainability. There were no impact-level data available to establish the contribution to productivity through training and demonstration.
79. As discussed in above, 93 per cent of the trainees found the training to be useful or to have lasting impact. On another note, only 16 per cent of the trainees were women, even though their participation was a priority for the design.
80. As discussed earlier, the IAS noted a significant uptake of drip irrigation among beneficiaries, increasing from 20 per cent at the baseline year to 82 per cent by 2017 (62 per cent increase). The corresponding figures for the control group were 7 per cent in the baseline year, which declined to 0 per cent in 2017.
81. The CPE of Turkey (2016) reported that AKADP and other IFAD-assisted projects enabled farmers to reduce dependency on a single crop and shift towards production of high-income-generating vegetables and fruits. Small-scale livestock farmers benefiting from AKADP were shifting away from low feed value grain and adopting high feed quality maize roughage, and alfalfa.⁴⁴
82. Strengthening the farmer associations was not a priority for AKADP. The project partnered with the Kars Dairy Association and the Ardahan Cattle Breeders Association to administer milk collection centres. The milk collection centres could not compete with the existing private milk-collecting companies (*mandiras*) and were not functional. Consequently, as noted by the PCR (2018), this partnership did not lead to strengthened farmer associations.
83. *Impact on migration.* Table 8 shows an overall reversal of the trend in outward migration from the three provinces. As discussed earlier, one of the reasons would be the concerted efforts by the Government to develop the region through various development initiatives (annex VII, box 1), of which AKADP was one initiative.

⁴³ This represents average household income increase of beneficiaries receiving support to horticultural production through AKADP (all greenhouses, orchards, forage and demos).

⁴⁴ CPE. Republic of Turkey. Independent Office of Evaluation. IFAD. January 2016.

Table 8
Net migration – project areas

Year	Ardahan	Artvin	Kars
2012	(1 063)	(326)	(6 479)
2013	(2 379)	1 409	(7 026)
2014	(2 710)	(636)	(9 740)
2015	(2 172)	(1 919)	(8 481)
2016	(1 716)	(1 043)	(6 381)
2017	(1 870)	(2 358)	(5 531)
2018	966	7 058	(2 179)

Source: Turkish Statistical Institute.

Food security and agricultural productivity

84. Activities of AKADP sought to improve food security and nutritional status through increased productivity and income of beneficiaries. Rural infrastructure improvements such as livestock watering facilities and rangeland roads were expected to facilitate conditions to improve the cattle weight and milk yield, while improved horticultural practices and technology were expected to increase productivity directly.
85. One of AKADP's direct measures to increase food security was the 80 family greenhouses (48 m² area) that were meant to produce for household consumption.⁴⁵ In addition, as mentioned earlier, those who received the horticultural services of the project added area under cultivation and saw an average net increase of US\$2,021 in their annual household income, which puts them well above the poverty line in Turkey. However, AKADP beneficiaries of component 1 constitute less than 2 per cent of the total population of the project provinces. Hence, their productivity increase was unlikely to translate into impact.⁴⁶
86. On the other hand, the beneficiaries of rural infrastructure constitute 37 per cent of the total population. Hence, any productivity increase was likely to lead to impact on the food security at the province level. As discussed, data on milk yield of beneficiary-owned cattle were not monitored by the PMU. The only evidence available was the IAS (table 3.4.1), which had limited validity for reasons already discussed. According to the ISA, the milk yield per cow increased by 10 per cent for beneficiaries and declined by 4 per cent for non beneficiaries – pointing to a 14 per cent increase in milk yield per cow as a result of AKADP. This corresponds to an average 5.5 per cent increase in milk yield per cow across all households in the project provinces.
87. This productivity increase for beneficiaries was likely to lead to an impact on the food security in the three project provinces. However, there were no data available for the nutritional outcomes.⁴⁷

Institutions and policies

88. The project was designed to strengthen the capacity of PDAs and DDAs in the project areas to deliver related services to villagers. The PMU served to strengthen

⁴⁵ AKADP Supervision mission report, November 2016, paragraph 22.

⁴⁶ There are 2,637 households benefiting from AKADP Component 1. This is nearly 2 per cent of the total households (151,839) in the project provinces, as of 2018.

⁴⁷ The project logframe uses incidence of malnutrition of children under five years of age as a proxy indicator of food security. Data from Turkish Demographic and Health Surveys provided nutritional status of children under five in North Anatolia region for 2008, 2013 and 2018. However, these did not provide province- or district-level data to analyse project impact. The project databases in PDAs and DDAs also do not provide any information on this. As such, it was not feasible to link project contribution to the larger area-wide changes in the nutritional status of children.

the administrative and technical capacities of PDA/DDA staff. At least, five former AKADP PMU staff members became managers of other internationally funded projects in Turkey. After gaining experience in AKADP, staff in PDAs in Artvin and Kars contributed to their office efforts to write project proposals to the EU. However, given the rapid staff turnover, in most cases the benefits accrued to individuals rather than to the respective units. As mentioned earlier, the project was not intended to strengthen farmer organizations. Nevertheless, it engaged with the cattle breeder associations in the three project provinces with mixed results.⁴⁸

89. There was no evidence of the PMU engaging with the MAF to promote national policies or practices to support horticulture or animal husbandry. The PPE concurs with the PCR that, overall, the project had limited impact on institutions and policies.⁴⁹
90. **To conclude**, hard data were not available to establish the project impact on rural poverty in the subregion. However, qualitative evidence on household income and assets, human and social capital, food security and productivity, and influence on institutions and policies point to plausible contributions by the project, particularly through its efforts to improve rural infrastructure. The PPE rates AKADP as **moderately satisfactory (4)** on rural poverty impact.

Sustainability of benefits

91. The PPE mission took place nearly 24 months after the end of AKADP. This enabled the PPE team to evaluate whether the results achieved during the project lifetime were sustained and the extent to which benefits continued after the project ended.
92. **Horticultural activities.** The greenhouses the team visited were mostly functioning.⁵⁰ All of them continue to use drip irrigation. The notable exception to the successful continuation of the greenhouses was the mushroom greenhouse in Ardanuc. It started production in 2017 but ceased to function due to lack of market access. Walnut orchards have yet to bear but other orchards visited were producing profitably. The equipment and materials provided, such as baling machines, continue to be used although their cost-benefit ratio may not be justified. The training provided by the project was appreciated by beneficiaries. For instance, farmers in Artvin continue to apply techniques learned from the on-site training received during the project implementation related to drip irrigation techniques and strawberry cultivation. Overall, benefits of this subcomponent were sustained.
93. The sustainability of these activities clearly reflected the local demand for them. However, there was no evidence to show that there was uptake by other villagers. These activities addressed the demands of the more “economically active” farmers who could afford the high initial investments and wait long periods for economic returns. As mentioned, given the size of the orchards, farming was undertaken with family labour, thus limiting the possibilities of employment generation for poorer farmers.
94. **Livestock husbandry.** The sustainability of activities in this area was mixed. The contribution of diversifying forage and the training provided to strengthen livestock husbandry seemed to have lasting benefits. There was evidence of continuing forage production. For instance, the database of Kars PDA shows that the area under maize cultivation in the province has nearly tripled over the past five years. The nutritional value of Hungarian Vetch and Triticale was recognized, and

⁴⁸ For instance, the project attempted to establish a milk collection centre in collaboration with Ardahan Cattle Breeders Association in Sulakyurt; similarly, the project collaborated with the Milk Producers Association to establish the milk collection centre in Benliahmet in Kars province. Both failed to take off because they could not compete with the *mandiras*.

⁴⁹ Isolated exceptions exist. For instance, as noted by the PCR, to promote the diversification of forage crops by introducing varieties new to the region, such as Triticale and Hungarian Vetch, the North-Eastern Anatolia Regional Administration of Turkey has included a subsidy for these forage crops in its DAP

⁵⁰ The greenhouse structure was insured for three years, but owners were not covered for climate-related damage that was an issue in Kars, which has very harsh climate conditions.

beneficiaries acknowledged the value of the training received regarding livestock hygiene and animal nutrition.

95. The equipment and materials, such as milking machines, continue to be used, although their value addition and uptake by other villagers were not clear.⁵¹ The PPE team visited 4 of the 11 barns constructed. These cost on average US\$24,053 (table 5). Site visits showed that beneficiaries have made modifications to the design to make the barn more climate-friendly. Construction of barns proved to be a challenge given the poor quality of contractors in the project areas, which are located in very remote regions.
96. In theory, all activities under this subcomponent could be linked to increased productivity and value of cattle and dairy products. However, in practice, demand and uptake varied across activities. It was a challenge to assess the household demand for activities. As the PCR noted, four milk collection centres were established by AKADP, yet none were functioning at the time of the mission visit. This was because the project did not recognize the strength of the traditional arrangements that dairy producers had with privately owned milk collectors (*mandiras*). These arrangements enabled suppliers to receive six months of milk provided in advance in cash, and a lower unit sale price. Consequently, the associations that took over the administration of the milk collection in Benlihmet (Kars) and Ardahan could not compete with the existing *mandiras*, and these centres could not become functional.
97. **Rural infrastructure.** The most unambiguous examples of sustainability came under this component. Originally, two livestock markets were planned but due to demand from the Government, the project ended up building six. One was functioning at the end of the project. At the time of the mission visit, the remaining five were completed, with the one in Ardanuç awaiting the license to operate. All five functioning markets were under the administration of their respective municipality. As mentioned, they are heavily used. Together, it was estimated that they will be used by 170,300 (or 30 per cent) of the total population of 561,795 of the three provinces. Rangeland roads and livestock watering facilities were handed over to SPA upon completion. Maintenance arrangements were established with village Muhtars and SPA. The beneficiaries interviewed were very satisfied with the maintenance of these facilities, even during very adverse weather conditions.
98. **In conclusion**, the project benefits continue to accrue to beneficiaries across most activities even after the project was closed. Hence, this PPE rates the overall sustainability of AKADP as **satisfactory (5)**.

B. Other performance criteria

Innovation

99. For IFAD, innovation means finding and piloting creative ways to deliver better and quicker results by using new approaches or applying existing techniques to new situations. To be considered innovative, an approach (or product or idea) needs to be new to its context of application, must have positive value for the rural poor and empower them to overcome poverty better and more cost-effectively than previous approaches; and with the potential for wide adoption, which it demonstrates through pilot testing.⁵²
100. **Project design.** The Turkey CPE (2016) observed that the combination of an integrated, bottom-up and market-oriented private sector approach of AKADP to rural poverty reduction and socio-economic development was a major innovation in

⁵¹ Women interviewed noted that the milking machines saved labour but consumed the same amount of time as milking by hand for their herd size.

⁵² Adapted from IFAD Innovation Strategy (2007):

https://www.ifad.org/documents/38711624/39417954/innovation_e.pdf/de2d9aed-61eb-4803-8cc4-c38c6607626a

the project area and in Turkey generally. The design also promoted a number of valuable innovations in techniques and approaches.

101. Integrating livelihood measures with rural infrastructure improvements was nothing new to IFAD, but AKADP applied this approach to the Turkey context in a unique way. The design of AKADP envisioned strengthening non-farm livelihoods in the remote and poorest areas of the country, where animal husbandry was one of the main sources of income. The rural infrastructure it chose to improve was not the roads connecting villages to market but the roads connecting villages to rangelands.⁵³ The AKADP Baseline Survey Report (2012) reported that 73 per cent of Ardahan villagers did not have access to the village rangeland (table 103 of the Baseline Survey Report).
102. Before AKADP, access to the rangelands was through paths that were not navigable by regular vehicle and often became unusable during heavy rains. Some economic advantages of rangeland roads that permit regular vehicular traffic were discussed above. In addition, beneficiary interviews confirmed additional social benefits from improved access to rangelands. For instance, without proper access to medical services, pregnant women (10-15 per cent of village women could be pregnant when the village moves to rangeland)⁵⁴ were not able to join their family in the rangeland and had to stay back in the village; in addition, for medical emergencies, ambulance access to the rangelands was not possible. Interviews with Ardahan SPA officials showed that benefits demonstrated by AKADP's rangeland roads have convinced them to allocate resources to reconstructing rangeland roads in the province.⁵⁵
103. Another significant activity of AKADP was modernizing livestock markets (22 per cent of the project cost). Constructed under the aegis of AKADP, the Ardahan livestock market started functioning in May 2015.⁵⁶ It was the first one of its kind in Turkey and offered innovative features and services. For instance, it provided temporary accommodation for the livestock that could not be sold, saving the owner the cost of transporting each animal back to the village and again to the market the next day. It offered in-house veterinary services to identify animals with illnesses, initiated the practice of disinfecting incoming cattle to prevent the spread of diseases, and offered parking spaces for the vehicles of users.
104. The drip irrigation system was new to the project areas when the project was launched.⁵⁷ AKADP required and helped beneficiaries of orchards, greenhouses, strawberry gardens and other horticultural activities to adopt the drip irrigation system. Additional examples of innovative practices introduced by the project include a cattle-handling facility (Sulakyurt), mobile shepherd huts, improved fodder crops such as Triticale, Hungarian Vetch, maize silage, and fenced orchards to minimize damage from herbivores.
105. **To conclude**, AKADP activities to improve livelihoods through infrastructure improvements involved applying existing techniques to 'new' situations (drip irrigation, improved fodder crops) and applying new approaches to existing situations (rangeland roads, livestock markets, cattle-handling facility, shepherd

⁵³ Rangeland roads connect villages to their rangelands. In Kars and Ardahan, it is legally required and a common practice for entire villages to move with their cattle to the rangelands during summer. The cattle obtain their nutrients from grazing during this period to gain weight in preparation for the cold winter. At the beginning of winter, the villagers and the cattle move back to the village.

⁵⁴ Source: Muhtars of beneficiary villages.

⁵⁵ The evaluation team had requested data to substantiate this, but at the time of writing this report, no data were received.

⁵⁶ In Ardahan, 68 per cent of the households relied on livestock sales for their entire income. Prior to the project, 80 per cent of households in this province used the traditional livestock market. Citing unhygienic conditions, poor facilities for users, and poor management among the main reasons, 93 per cent of the users of the traditional market reported dissatisfaction.

⁵⁷ Table 67 of the AKADP Baseline Survey Report 2012.

shelters) to achieve better results faster and cost-effectively. Based on the above discussion, PPE gives the project a rating of **satisfactory (5)** on innovation.

Scaling up

106. Scaling up means implementing or enabling the implementation of a practice on a greater scale. For IFAD this may mean: (i) organizational scaling up, where practices are integrated into broader, more complex programmes; (ii) appropriation and further development of a project practice or technology by partners (donors, the private sector or governments); or (iii) a project practice becoming the basis for policy programmes and initiatives by governments, donor agencies and others.⁵⁸
107. Based on its experience with a modernized livestock market, the municipality of Ardahan was about to complete the construction of a Livestock Exchange.⁵⁹ The Exchange was expected to follow the business model of the Turkish Grain Board and publish a catalogue of livestock available for sale on the website of the Exchange. These measures were expected to reduce the information asymmetry between buyers and sellers and eliminate the need for middleman.
108. The MAF accepted the shepherd shelters and clustering fence, granted by AKADP to 62 villages, as "original ideas" and had requested the Eastern Anatolia Development Programme to include these benefits in 86 villages. In addition, Bursa and Kastamonu PDAs requested information to replicate these investments in their provinces. Similarly, as noted earlier, DAP has introduced a subsidy for forage crops such as Triticale and Hungarian Vetch.
109. The fact that these were achieved without the PMU pursuing systematic efforts or a strategy to promote and scale up successful innovations was testament to the strength of these innovations and the strong government ownership of AKADP.
110. Based on the above discussion, PPE gives the project a rating of **moderately satisfactory (4)** on scaling up.

Gender equality and women's empowerment

111. The design of AKADP acknowledged the important role played by women in Turkey's agriculture sector and called for equitable access to project benefits by women. However, its logframe offers very little means to track this. In fact, only one of the 31 indicators in the AKADP logframe was linked to assessing the extent to which women were benefiting from the project.⁶⁰ The design also required all M&E data to be gender-disaggregated, yet none of the remaining 30 indicators were gender-disaggregated. AKADP did not include a Gender Action Plan or a Gender Inclusive Strategy at appraisal or define gender-disaggregated indicators.⁶¹
112. Field interviews show that there was a clear demand for greenhouses,⁶² the only activity that exclusively targeted women. However, in all other activities where women received preferential consideration but were not exclusively targeted, the participation rate of women was 5 per cent.⁶³
113. Analysis shows that the weak participation was linked to the weak understanding of the local context, customs and practices in the project areas and the implications of Turkish laws for financing farming activities by public resources. For instance, the

⁵⁸ IFAD's Operational Framework for Scaling Up Results (2015). <https://www.ifad.org/documents/38711624/40280512/IFAD%27s+operational+framework+for+scaling+up+results.pdf/43f3baee-d7bf-4e32-8e7d-bbcfe5eb488e>

⁵⁹ Livestock exchange incorporates livestock market into a more complex and evolved system of trading livestock. As such, by the definition of IFAD scaling up cited above, it is seen as an example of scaling up.

⁶⁰ The only indicator linked to women participation: "At least, two seminars delivered to women in project villages"

⁶¹ The explicit focus on gender equality in the 2000 COSOP Turkey was absent in the 2006 COSOP.

⁶² Including the demonstrations (family greenhouses), altogether 170 women benefited from greenhouses.

⁶³ See Table 5 in Annex VII. The overall participation of women was eleven per cent for component 1 if greenhouses were included (288 out of the total 2625 beneficiaries).

beneficiaries were required to be registered in the Farmer Registration System of Turkey, where the registration required proof of land ownership. Although the Civil Code 2002 of Turkey allowed women to own land, a study by the Food and Agricultural Organization of the United Nations (FAO)⁶⁴ found that in 2006 only 5.2 per cent of Turkish women owned land (field, estate or vineyard).

114. As described earlier, AKADP activities contributed to overall improvements in family income and quality of life. Women did participate in AKADP while their husband, father or siblings would have been listed as the beneficiaries. They also would have shared the improvements in family income and quality of life. However, there was little evidence to show that these benefits addressed the issues of gender equality and gender empowerment. On the other hand, many women expressed the need to pursue economic activities by themselves, in addition to joint activities with family that the project offered. For instance, many women voiced their need for better access to markets to sell their home-produced goods (for example, honey). Such opportunities to facilitate income generation by women would have had an impact on gender equality and empowerment.
115. An example of this was the initiative proposed by the SPA Ardahan. It submitted a proposal towards the end of the project (2017) and secured funding to market traditional dolls produced by women in the area. While it was too early to determine if this would succeed, it pointed to the benefits of including in the project the flexibility to identify and add activities during implementation that meet the needs and demands of women. In this instance, the impetus for this addition came from the entrepreneurship and initiative of SPA. More such opportunities could have been identified and their viability assessed during implementation if the PMU had had a gender strategy and gender expertise in place.
116. In conclusion, the project intended to promote gender equality and gender empowerment. However, it failed to put in place the necessary strategy and capacity in the PMU to engage with women to identify and implement activities that responded to their needs and promoted their empowerment. The PPE rates the project as **moderately unsatisfactory (3)** in this area.

Environment and natural resource management

117. At project formulation, AKADP was classified as Category B, and it was envisaged that the project would not have an impact on the environment given the small size of the economic activities, both farm and off-farm.
118. The project does not appear to exert any negative impact on the environment, and the environmental norms followed in the design specifications of the livestock markets, animal barns and milk collection centres further minimizes adverse environmental impact. The predominant topographic and ecological features of the project area in Kars and Ardahan are highland plateaus and pastures at altitudes of 1,850 to 2,200 metres. These pastures are a key source for livestock feed and, as noted earlier, 95 per cent of families in these provinces owned livestock. As the PCR noted, there was no pressure on these pastures, and their carrying capacity was much larger than the number of livestock in the region. Moreover, the villagers had a well-established collective system for managing the pastures in which the user rights of the different villages are extremely well defined.
119. The project had elements that helped better manage natural systems (such as those involving land, soil and water) without explicitly recognizing that as a concern. For instance, stakeholder interviews showed that AKADP promoted organic cultivation. The livestock watering facilities were designed to collect and channel water into proper water troughs and prevent surface runoff, and also to

⁶⁴ National Gender Profile of Agricultural and Rural Livelihoods, Turkey Country Gender Assessment, FAO, 2016.

reduce the possibilities of water sources for human consumption being contaminated by livestock waste.

120. Although the project was not designed to strengthen and manage the environmental system, it took action to minimize potential damage to the environment. As such, the PPE rates AKADP's environmental and natural resource management as **moderately satisfactory (4)**.

Adaptation to climate change

121. As mentioned, in 2007 the Intergovernmental Panel on Climate Change identified Turkey as a country facing challenges related to the environment and climate change, such as reduced precipitation and increased temperatures. The project was approved just before IFAD's climate strategy of 2010. By the time the design revisions were undertaken in 2014, climate adaptation began to emerge as an IFAD priority.⁶⁵ There was no mention of "climate change" or weather-related risks in the PDR. Nevertheless, the project activities under both components promoted climate resilience. *Horticulture*: In all orchards, strawberry gardens and greenhouses, the project introduced drip irrigation when the prevailing practice was surface irrigation⁶⁶; in Kars and Ardahan,⁶⁷ where very harsh climate conditions prevail, greenhouses helped smallholders prolong the short growing season and deal with extreme climate events. *Livestock husbandry*: The project introduced a range of fodder crops that were more resilient to weather conditions or had additional nutritional value such as Triticale and Hungarian Vetch - in certain types of marginal soils, Triticale cultivars out-yield the best wheat cultivars. *Rural infrastructure*: Livestock water facilities were designed to collect and channel water into proper water troughs, and by preventing surface runoff it promoted more efficient use of available water. The reconstructed rangeland roads were more weather-resistant and provided improved access in harsh climate conditions.
122. To conclude, the project interventions ended up strengthening the climate adaptation practices of smallholders, even though AKADP did not have an explicit intent or analysis to address climate risks faced by the project areas. The PPE rates AKADP as **satisfactory (5)** on climate adaptation.

C. Overall project achievements

123. The project supervision reports of 2011, 2012 and 2014 found AKADP to be a problem project. The low disbursement rate during the initial years and the weak monitoring system in place were cited as two of the reasons by the 2014 report. The project overcame initial disbursement issues and went on to deliver a respectable 85 per cent of the approved resources at the project completion and reached more than three times as many villages as originally planned.⁶⁸ Its training and loan services directly benefited 2,637 households, and rural infrastructure services (not counting the livestock markets) were estimated to have reached 56,869 households in the project provinces (table 3). Although the project targeted poor villages in the least well-off districts, it was not clear if the benefits reached the neediest smallholders because of the absence of direct targeting.
124. Other significant adjustments to the design were made during implementation to improve disbursement. For instance, AKADP redirected resources for loan services to grant-based infrastructure services. As shown in table 2, the rural infrastructure component went from 39 per cent of the total appraised resources to 50 per cent at project closure, while the loan services went down from 43 per cent at appraisal to 39 per cent at project closure. In particular, the investments in modernizing

⁶⁵ IFAD9 was approved in 2011 and had four commitments on climate adaptation; IFAD strategic framework (2011-15) recognized resilience to climate change as an objective; the first Adaptation of Smallholder Agriculture Programme was launched in 2012.

⁶⁶ AKADP Baseline Survey Report (2012) reports that 90 per cent of the smallholders did not use drip irrigation.

⁶⁷ At the time AKADP was launched, the percentage of households owning greenhouse in Kars and Ardahan was 0 and one, respectively (Baseline Survey Report 2012, table 4).

⁶⁸ The project targeted 160 villages in design and ended up reaching 529 villages.

livestock markets expanded dramatically. As discussed earlier, the project originally planned to build two livestock markets at a total cost of US\$400,000 and ended constructing seven at a cost of US\$5.2 million, or nearly 22 per cent of the total project cost. This gave strong visibility for IFAD and was consistent with the shared goal of AKADP and the Government to shift the subsistence-based livelihoods in project areas to market-oriented livestock economies.

125. At the same time, this shift came at the expense of other rural infrastructures such as rangeland roads and livestock watering facilities, which were more of a priority for project villages.⁶⁹ Although AKADP was able to build 224 km of rangeland roads serving 100 villages, and livestock watering facilities serving 101 villages (much higher than the design target of 50 villages benefiting from rural infrastructure), interviews with beneficiaries showed that more of these were needed. In addition, as will be shown later, livestock watering facilities and rangeland roads offer more direct benefits to the poorer smallholders and women compared to livestock markets. For instance, livestock watering facilities lower the workload of women, who are primarily responsible for taking the cattle to available sources of water.
126. A few project activities influenced the smallholders and the Government. The project promoted drip irrigation in its greenhouse and horticulture activities. This practice was relatively new for the region.⁷⁰ Given the region's dwindling water supply, it was much needed, and beneficiaries were continuing the practice at the time of the mission, two years after the project completion. Diversifying forage crops to include nutrition-rich varieties was also much needed and new to the project areas. The experience prompted the Government to subsidize Triticale and Hungarian Vetch in DAP. Fenced horticulture was another new practice introduced by AKADP, which protected the plants under cultivation from herbivores. Clustered fences, a practice of fencing a group of adjacent plots together, was a cost-saving variation of the fencing practice and was also introduced by AKADP. Shepherd shelters, introduced by the project, provided a modern mobile cabin for shepherds and their family with basic amenities to face the harsh weather conditions while they were in the pastureland and improved their quality of life. The Government has introduced shepherd shelters in 157 villages as part of DAP.
127. AKADP design prioritized gender equality and women's empowerment. However, project implementation faced considerable challenges in reaching women beneficiaries. The exceptions were greenhouses and the distribution of milking machines, which targeted women and were well received by them. However, no other activity was implemented to empower women or address gender inequality. The project did not develop a gender strategy or acquire requisite capacity to address the low participation of women when it occurred.
128. To conclude, the project benefits reached a much larger number of villages and beneficiaries than anticipated and offered some solutions that were new to the area. However, its contributions to rural development was hard to track due to lack of monitoring of results, and the benefits did not reach the target groups to the extent intended by the design. As such, the PPE rates AKADP as **moderately satisfactory (4)** on overall project achievements.

D. Performance of partners

IFAD

129. **Design.** The design of AKADP adopted a multi-component approach, combining strengthening household livelihood activities with rural infrastructure development to promote market access. Such a combination proved to be very useful in reaching a large number of beneficiaries and managing the risk of weak absorption capacity for loan services. However, while the approach was sound and the design

⁶⁹ Management letter to the Minister of Agriculture, following the project supervision mission in May 2015.

⁷⁰ AKADP Baseline Survey, 2011.

underwent quality assurance processes, it significantly overestimated the absorption capacity in the original project areas, and underestimated the cultural, economic and social constraints that inhibited the participation of women and youth. Moreover, the flaws of the logframe and the M&E system in the project design were not addressed during implementation.

130. **Supervision and support.** Despite the frequent turnover of country programme managers (CPMs),⁷¹ substantial supervision and implementation support activities were carried out by IFAD. It conducted six supervision missions⁷² and a project completion mission (see table 6 in annex VII for details). IFAD also conducted two implementation support missions when recurring challenges of disbursement were observed during the early phases.⁷³ The mission teams had adequate mix of expertise in the areas of agronomy, rural infrastructure and development, and marketing and value chain. In 2015 and 2016 missions included in addition, experts in M&E, procurement, gender, knowledge management and targeting. The supervision missions consistently alerted the Government of the delays in staffing the PMU and the low disbursement rates. However, former PMU staff interviewed noted that, it would have been beneficial if IFAD had followed up with efforts to strengthen existing PMU capacity to address these challenges and better manage risks. For instance, in the absence of an M&E Officer there was an urgent need to mainstream monitoring activities within PMU and strengthen monitoring capacities of all staff. Not conducting a mid-term review as planned in the design was a serious lapse, particularly in light of the significant challenges faced by the project during its first three years.
131. The above analysis shows a mixed performance in designing, supervising and providing implementation support. As such, this evaluation gives IFAD a rating of **moderately satisfactory (4)**.

Government

132. On behalf of the MAF, its GDAR unit was responsible for the management and implementation of AKADP. A decentralized management structure was established under its leadership, with a PMU in Kars. In each of the three participating provinces, the PDAs and DDAs were responsible for the implementation of the project under the direct supervision of IFAD.
133. **Implementation support.** GDAR was responsible for managing all internationally funded sector projects (except those funded by the EU). GDAR at Ankara, the three PDAs, the 14, governors of provinces, mayors and the elected village Muhtars were instrumental in implementing the project and demonstrated strong ownership. DDAs were responsible for the demonstrations of technologies and sound practices promoted by the project; DDAs and Muhtars were responsible for informing and educating the villagers of the services offered by the project. In total, 29 PDA and DDA staff, seconded from the government officials, were involved in the management of the project. Capacities were varied in the three PDAs and there was high turnover of staff members.⁷⁴ Challenges to setting up the PMU contributed to delays in implementing activities, particularly when faced with low absorption capacity. The Government is well aware of the recurring delays in many

⁷¹ There were four country programme managers during the course of the project period.

⁷² Supervision missions: June 2011; June 2012; October 2013; June 2014; May 2015; and November 2016.

⁷³ Implementation support missions took place December 2011 and December 2014. The project was identified as a problem project in 2011, 2012, 2013 and 2014. To quote the 2014 implementation support mission report, "By October 2014, 82 per cent of the implementation period has elapsed with less than 12 months till scheduled completion; the disbursement rate was 29 per cent of the IFAD loan. Therefore, the project continues to be rated as seriously underperforming under IFAD's portfolio performance review criteria and it has become imperative for IFAD and government stakeholders to find solutions. In addition to the low disbursement (unsatisfactory, lowest rating), the other ratings contributing to the classification as so-called "problem project" relate to: (i) the overall performance of the Components/progress of activities; (ii) the M&E system; (iii) the innovation and learning dimension; (iv) the coherence between the AWPB [Annual Work Plan and Budget] and implementation; and (v) sustainability aspects and exit strategy (in total 10 ratings of 'moderately unsatisfactory' or 'unsatisfactory')."

⁷⁴ IFAD supervision reports.

IFAD interventions that it is implementing.⁷⁵ Hopefully, the new arrangements that are underway will be adequate to prevent a recurrence of these delays. Despite the capacity constraints, GDAR was able to ensure that the project disbursed services amounting to 85 per cent of the budgeted resources.

134. **Co-financing.** In addition to assisting with implementing services, the Government increased its financial contribution⁷⁶ from US\$3.22million during approval (12 per cent of the anticipated project cost) to US\$3.66 million at project closure (16 per cent of the actual project cost).
135. **Fiduciary management.** Audits were conducted on a regular basis and are available in the IFAD database (ORMS).⁷⁷
136. **Project management unit.** The PMU faced staff shortages at all tiers of project management, delays in recruitment, vacancies in several key positions for considerable periods, and frequent turnover. The project had four project coordinators. The last one was the civil engineer at the PMU who served as acting project coordinator since March 2017 to oversee the project closure. Despite these vacancies and changes in leadership, the project decided to expand the project scope to remedy the design flaw (weak absorption capacities for the loan services offered in target areas), which reversed the situation and gave new life to the project. AKADP ended up delivering a project that helped 59,506 households thanks to the backstopping of DDA and PDA staff.
137. **Monitoring and evaluation.** The project could not recruit an M&E officer due to lack of qualified applicants. Candidates outside the Government were not considered to ensure that a qualified specialist was recruited. Instead, the project used the procurement and finance assistant as the M&E officer since 2014. Consequently, the logframe was not updated during implementation to ensure relevance of indicators, and an M&E system was not established to capture progress towards results. Equally important, the targets of the project were not updated following the dramatic expansion of the project scope. In short, the project management did not rely on evidence when testing if the expansion was working and make any course corrections.
138. This evaluation concurs with the PCR that the choice of SPA as a partner to construct and maintain rangeland roads was a sound one. Instead of undertaking the construction by itself, AKADP partnered with SPA in the three provinces to construct the rangeland roads and livestock watering facilities. These arrangements involved the delegation of tendering and site supervision to the SPAs, which proved to be time- and resource-efficient (compared to the UNDP tendering process). In addition, the field interviews showed that SPA provided a timely response when maintenance issues were brought to their attention by villagers.
139. The above discussion points to a complex picture that combines management lapses in risk management as well as monitoring results, with a strong commitment and ownership as well as sound fiduciary management that turned around a poorly functioning project to deliver results. The PPE rates the role played by the Government as **moderately satisfactory (4)**.

E. Assessment of the quality of the project completion report

140. **Scope.** The PCR adhered to the IFAD Guidelines for PCRs in terms of the scope. It provided data and analysis across all evaluation criteria and programme components, with more detailed information provided in the annexes. There were no conspicuous gaps in the presentation of findings, other than the absence of

⁷⁵ PPEs of SEDP and DBSPD point to low disbursement rates, and delayed implementation during the early phases of implementation.

⁷⁶ The financing included cash and in-kind contributions to cover the tax exemption and staff costs (PDA, DDA and GDAR Ankara).

⁷⁷ Audit reports for 2011, 2012, 2013 and 2018 at closure are available on the IFAD website.

differentiated results for different groups of women. As such, the scope of the PCR is rated as **satisfactory (5)**.

141. **Quality.** The PCR drew from different sources of data, including field interviews and site visits conducted during a 20-day mission to Turkey. The PCR team was comprised of an evaluator, economist/financial analyst and an M&E specialist. The sampling strategy for field visits was sound. The PCR used the data to triangulate with other sources, such as the monitored data in RIMS, the baseline survey report and the project completion IAS. In lieu of a stakeholder workshop, a debriefing meeting was held with key staff from the three PDAs and select DDAs at the end of the PCR mission to Turkey. The purpose was to share emerging findings with key officials for validation and information; a summary of this meeting was included as an annex. The PCR recognized the shortcomings of the baseline study. However, issues with the quality of the IAS were not picked up.⁷⁸ There are two significant gaps in the analysis as well. First, the report did not recognize that direct targeting of the poorer farmers proposed in the design was not followed in the implementation, which has consequences to the relevance of the project to the needs of the poor smallholder farmers. Second, the full range of benefits of rangeland roads was not recognized and reflected. Overall, the quality is rated as **moderately satisfactory (4)**.
142. **Candour.** Although there were few instances where the shortcomings were underplayed (for example, the failure of AKADP design to recognize the low absorption capacity in project areas), overall, the PCR provides reasonably objective coverage of what worked and what did not work and, in most cases, an analysis of the reasons why. This was demonstrated in the discussions of gender equality, youth and migration, as well as institutions and policies. The performance ratings given by the PCR are largely justifiable. The PPE differs in four of the 13 ratings: in two instances PPE downgraded the PCR rating, and in two instances it upgraded the PCR rating. As such, candour is rated as **satisfactory (5)**.
143. **Lessons.** The lessons presented in the PCR were based on findings. However, they offer very little analysis or insights and are mostly not transferable to other contexts. Overall, the lessons are rated as **moderately unsatisfactory (3)**.

⁷⁸ As mentioned earlier, without the information on income and assets, it would not have been possible to construct a control group; and without a valid control group, the impact assessment was of questionable validity. Furthermore, given the high level of investments in rural development in the project areas by the Government and donors, isolating IFAD impact was a challenge.

Key points

- **Design.** AKADP adopted an integrated, bottom-up, market-oriented, private sector approach to reduce rural poverty and promote socio-economic development in northeastern Turkey. The design was directly relevant to Government's rural development priorities and in line with the COSOP. However, it significantly overestimated the absorption capacity for its loan services in originally targeted areas.
- **Implementation.** The project faced a very slow start, along with challenges to recruiting and retaining the PMU staff. Despite these setbacks, it boldly expanded its outreach from 160 to 529 villages to generate the necessary absorption capacity. The project reallocated resources from cofinanced activities to strengthen rural infrastructure, particularly to construct livestock markets and rural rangeland roads. At project completion, it had delivered 86 per cent of the budgeted resources.
- **Targeting.** The geographic targeting of the poorer districts and villages was satisfactory. Given the absorption capacity issues, demonstrations and investment-intensive activities targeted the farmer leaders. The shift away from targeting the poorer farmers was reinforced by the need to accelerate disbursement during 2015-2017 to overcome the slow start. This shift was not accompanied by efforts to determine whether the marginalized and poorer smallholders in the villages eventually benefited.
- **Innovation and scaling up.** In addition to its overall design approach, the project investments in rangeland roads, modernizing livestock markets, promoting drip irrigation, and diversifying forage crops to include more nutrient-rich varieties were much needed and new to the region. The project had no impact on the rural development policies at the national or provincial level. However, specific activities of the project were selected for replication by other provinces and by the ongoing DAP programme in the Region.
- **Effectiveness and sustainability.** Overall, the project reached 59,506 households and plausibly contributed to a sustained increase in their income and quality of life. Not all activities proved to be appropriate for the local context, such as the barns and milk collection centres. It was also not possible to ascertain the extent to which the project benefits reached the poorer farmers.
- **Gender equality and women's empowerment.** Promoting gender equality and empowering women were stated priorities of AKADP. However, it offered no strategy to achieve this or to provide a gender-disaggregated logframe to track progress. Greenhouses targeted women. These were effective and well received by beneficiaries. However, no other activity was implemented to empower women or address gender inequality. The project did not come up with more appropriate activities or acquire the requisite capacity to develop such activities when faced with low participation of women.
- **M&E system and evidence base.** The project logframe was not fully evaluable. It was not updated during implementation despite the significant modifications that made many indicators and targets no longer relevant to track performance. While monetary disbursements and outreach were tracked, results were not. As such, the project contributions to beneficiary assets, income, productivity and food security were left to estimations. It was also not feasible to assess the extent of the uptake of techniques and technology advocated by the project, effectiveness of training offered, and the efficacy of targeting.

IV. Conclusions and recommendations

A. Conclusions

144. As pointed out by the Turkey CPE, the AKADP design was innovative and ambitious in incorporating a market-oriented private sector approach to rural poverty reduction and socio-economic development. Despite the challenges faced in the early years, at completion the project reached 529 villages, well over the 160 originally planned. The overall project achievement, its relevance, effectiveness and sustainability, were rated as moderately satisfactory.
145. Three themes emerge from an analysis of findings and factors that prevented AKADP from achieving a satisfactory rating for overall performance: (i) focus on necessary processes and products were not always accompanied by quality standards (for example, terminal impact assessment as well as baseline surveys); (ii) the design and implementation did not fully anticipate and mitigate critical risks to performance based on IFAD's past operational experience (for instance, AKADP design did not recognize the previous experience with low participation of women, and did not provide measures to pre-emptively address this issue); and (iii) local and national context-specific knowledge and opportunities were not adequately reflected in the project activities for improved uptake of solutions provided by AKADP beyond the project villages.
146. **The need for guidance to incorporate quality standards.** The shared element in most of the findings discussed is the paucity of quality standards. The project implementation manual and the PDR benefited from considerable multidisciplinary technical inputs to be developed. Yet, without clear quality standards for results frameworks and monitoring systems, the project could not track and establish that its activities were achieving intended results, its agro-technological solutions and innovative approaches were being taken up, and its benefits were reaching the most vulnerable beneficiaries. As such, the project could not adequately contribute to a knowledge base to improve rural development strategies in the region.
147. **The need to identify and manage risks.** Many of the findings of this evaluation, such as delayed implementation, low utilization of services by women, weak M&E system, were not new to IFAD operations in Turkey.⁷⁹ The design did not pursue a systematic approach to identify risks to achieving results from its past operational experience. Even when it identified some risks, it did not provide mitigation/management strategies to address them. For instance, the AKADP PDR did recognize the risk of implementation delays but its design and implementation did not proactively put in place measures to ensure that the PMU would be fully staffed within weeks of project being launched. In the absence of a risk management approach, the project reacted to crisis as they arose during implementation and often could not find adequate responses, as exemplified by the issue of low participation of women in its loan services and training support that was never satisfactorily addressed.
148. **The need for context-specific local knowledge.** Many of the risks and implementation challenges faced by AKADP stemmed from a paucity of understanding of the local contexts, particularly, the specific needs and demands of smallholders in the project areas. For instance, a closer working relationship with the Ministry of Family and Social Policies⁸⁰ at the national level and ties with key women's groups in the project areas would have helped IFAD identify loan services that were appropriate for the women it targeted. Similarly, while the design process involved consultations with select youth groups, sustained engagement with the Ministry of Youth and local youth organizations was not pursued to better understand and design for the needs of the rural youth population.

⁷⁹ For instance, SEDP and DBSDP.

⁸⁰ Before June 2019, this was known as Ministry of Women and Family Affairs.

B. Recommendations

149. Recommendation 1: IFAD guidance for operations should include quality standards for key elements of the design and implementation of its operations that ensure evaluability, reflect local knowledge and context and are demand-driven:

- a) The evaluation takes note of the many improvements introduced by management since the project closed to improve the quality of design, including the Project Design Guidelines (2020), the Development Effectiveness Matrix Plus (DEM+) as a design quality and effectiveness review tool, and new technical guidance notes on theory of change, logframes, project exit strategies, the integrated project risk matrix, and others.
- b) In addition to broad guidance, IFAD should provide clear quality standards for results frameworks and monitoring systems, including baseline surveys and terminal impact assessment surveys. IFAD should ensure that project implementation manuals fully reflect the improved corporate guidance and tools and provide adequate guidance and training to implement the project.
- c) NEN (and the Programme Management Department) must assess the present systems of quality assurance and quality enhancement to ensure that they will be able to prevent the recurrence of AKADP design flaws, specifically in identifying and managing risks related to weak absorption capacity for loan services in project areas and other recurring issues in the country portfolio.

150. Recommendation 2: IFAD should clarify guidance on the targeting approach as well as the gender strategy to include the following:

- a) Targeting approach. The PPE endorses the current practice of geographic targeting to identify the poorest provinces, districts and villages along with relevant agro-ecological considerations. However, this approach should be combined with a simple and verifiable direct targeting of households that avoids ill-defined categories, such as "economically active poor". Projects should keep records of the minimum qualifying assets necessary to receive the loan as well as the baseline of assets of all beneficiaries. If a project chooses to pursue labour creation, it should ensure that evidence was available to show that the project had the desired effect on increasing rural employment. To this end, the project will track the assets of the beneficiaries and provide the statistics of this distribution to establish the extent to which the project targeting was pro-poor at the beginning, and if poverty was being reduced.
- b) Gender strategy. Future projects in Turkey that aim to promote women empowerment and gender equality should have clear, gender-disaggregated results in the logframe. The PMUs must develop and implement a gender strategy at the beginning of new projects. The gender strategy will assess the risks of low participation of women and identify gender- and context-appropriate activities to enhance their participation. To implement this strategy, IFAD country office should require PMUs to include a dedicated gender specialist with a dedicated budget to implement this gender strategy. As part of this gender strategy, IFAD should engage in policy dialogue at the local and national levels, partnering with other actors, to ensure that laws and regulations do not pose barriers to women accessing public finances to farming activities.

151. Recommendation 3: IFAD country office should broaden its partnerships to include the Ministry of Family and Social Policies, the Ministry of Youth and Sports, and key organizations (think tanks, academia, local NGOs) promoting youth development as well as empowerment of women in rural areas. A partnership strategy needs to be in place that identifies actors, their relevance to achieving

project outcomes and the mechanisms to engage them. This strategy and the partners it identifies would help enhance the reach and appropriateness of IFAD's activities to local contexts, and strengthen knowledge creation, codification and transmission of knowledge emerging from the project. It will also facilitate more effective non-lending activities such as advocating for scaling up and replicating successful projects within Turkey and abroad.

Definitions and ratings of the evaluation criteria used by IOE

Criteria	Definition *	Mandatory	To be rated
Rural poverty impact	Impact is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a result of development interventions. <i>Four impact domains</i>	X	Yes
	<ul style="list-style-type: none"> Household income and net assets: Household income provides a means of assessing the flow of economic benefits accruing to an individual or group, whereas assets relate to a stock of accumulated items of economic value. The analysis must include an assessment of trends in equality over time. 		No
	<ul style="list-style-type: none"> Human and social capital and empowerment: Human and social capital and empowerment include an assessment of the changes that have occurred in the empowerment of individuals, the quality of grass-roots organizations and institutions, the poor's individual and collective capacity, and in particular, the extent to which specific groups such as youth are included or excluded from the development process. 		No
	<ul style="list-style-type: none"> Food security and agricultural productivity: Changes in food security relate to availability, stability, affordability and access to food and stability of access, whereas changes in agricultural productivity are measured in terms of yields; nutrition relates to the nutritional value of food and child malnutrition. 		No
	<ul style="list-style-type: none"> Institutions and policies: The criterion relating to institutions and policies is designed to assess changes in the quality and performance of institutions, policies and the regulatory framework that influence the lives of the poor. 		No
Project performance	Project performance is an average of the ratings for relevance, effectiveness, efficiency and sustainability of benefits.	X	Yes
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor policies. It also entails an assessment of project design and coherence in achieving its objectives. An assessment should also be made of whether objectives and design address inequality, for example, by assessing the relevance of targeting strategies adopted.	X	Yes
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.	X	Yes
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted into results.	X	Yes
Sustainability of benefits	The likely continuation of net benefits from a development intervention beyond the phase of external funding support. It also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life.	X	Yes
Other performance criteria			
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; work load balance and impact on women's incomes, nutrition and livelihoods.	X	Yes
Innovation	The extent to which IFAD development interventions have introduced innovative approaches to rural poverty reduction.	X	Yes
Scaling up	The extent to which IFAD development interventions have been (or are likely to be) scaled up by government authorities, donor organizations, the private sector and others agencies.	X	Yes
Environment and natural resources management	The extent to which IFAD development interventions contribute to resilient livelihoods and ecosystems The focus is on the use and management of the natural environment, including natural resources defined as raw materials used for socio-economic and cultural purposes, and ecosystems and biodiversity - with the goods and services they provide.	X	Yes
Adaptation to climate change	The contribution of the project to reducing the negative impacts of climate change through dedicated adaptation or risk reduction measures.	X	Yes

<i>Criteria</i>	<i>Definition</i> *	<i>Mandatory</i>	<i>To be rated</i>
Overall project achievement	This provides an overarching assessment of the intervention, drawing upon the analysis and ratings for rural poverty impact, relevance, effectiveness, efficiency, sustainability of benefits, gender equality and women's empowerment, innovation, scaling up, as well as environment and natural resources management, and adaptation to climate change.	X	Yes
Performance of partners	This criterion assesses the contribution of partners to project design, execution, monitoring and reporting, supervision and implementation support, and evaluation. The performance of each partner will be assessed on an individual basis with a view to the partner's expected role and responsibility in the project life cycle.	X	Yes
<ul style="list-style-type: none"> • IFAD • Government 		X	Yes

* These definitions build on the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) Glossary of Key Terms in Evaluation and Results-Based Management; the Methodological Framework for Project Evaluation agreed with the Evaluation Committee in September 2003; the first edition of the Evaluation Manual discussed with the Evaluation Committee in December 2008; and further discussions with the Evaluation Committee in November 2010 on IOE's evaluation criteria and key questions.

Rating comparison^a

<i>Criteria</i>	<i>Programme Management Department (PMD) rating</i>	<i>Project Performance Evaluation rating</i>	<i>Rating disconnect</i>
Rural poverty impact	4	4	0
Project performance			
Relevance	5	3	-2
Effectiveness	4	4	0
Efficiency	3	3	0
Sustainability of benefits	5	5	0
Other performance criteria			
Gender equality and women's empowerment	4	3	-1
Innovation	5	5	0
Scaling up	4	4	0
Environment and natural resources management	4	4	0
Adaptation to climate change	4	5	1
Overall project achievement^c	4	4	0
Performance of partners^d			
IFAD	4	4	0
Government	4	4	0
Average net disconnect			-0.17

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

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

^c This was not an average of ratings of individual evaluation criteria but an overarching assessment of the project, drawing upon the rating for relevance, effectiveness, efficiency, sustainability of benefits, rural poverty impact, gender, innovation, scaling up, environment and natural resources management, and adaptation to climate change.

^d The rating for partners' performance was not a component of the overall project achievement rating.

Ratings of the project completion report quality

	<i>PMD rating</i>	<i>IOE rating</i>	<i>Net disconnect</i>
Scope		5	
Quality (methods, data, participatory process)		4	
Lessons		3	
Candour		5	

Rating scale: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory; n.a. = not applicable.

Basic project data

			<i>Approval</i>		<i>Actual</i>	
Region	Near East, North Africa and Europe	Total project costs	US\$26.41m		US\$ 22.69	
Country	Turkey	IFAD loan and percentage of total	US\$19.20m [Comp 1 = US\$11.24m; Comp 2 = US\$10.37m; Comp 3 = US\$4.81m]	72%	US\$16.49	73%
Loan number: Project ID:	1000003637 1100001492	Domestic total	US\$7.21m	27%	US\$6.08m	26%
Type of project (subsector)	Agricultural Development	Government	US\$3.22m	12%	US\$3.66m	16%
Financing type	E	Beneficiaries	US\$3.99m	15%	US\$2.35m	10%
Lending terms*	Ordinary	Number of direct beneficiaries	91,249 individuals 45,624 women		59,506 Households (39.1% of target provinces)	
Date of approval	17/12/2009	Number of districts	14 (10 original)		20	
Date of loan signature	12/04/2010	Number of villages	597 (160 original)		529	
Date of effectiveness	02/07/2010	Target criteria	03-0.5 ha; < 20 cattle plus adequate land for fodder			
Loan Extension	10 Dec 2014 (closing to 30/09/2016); 9 July 2015 (closing to 30/09/2017)	Loan completion	30/09/2015		30/09/2017	
Loan closure extensions	2 one-year extensions	Loan financial closure	31/03/2016		31/03/2018	
Country programme managers	Abdel Hamid Abdouli Dina Saleh Abdelkarim Sma	Mid-term review	None			
Date of project completion report	26/02/2018	IFAD loan disbursement at project completion (%)			86%	

Source: Independent Auditors Report of AKADP, Ministry of Treasury and Finance Board of Treasury Controllers (June 2019); Operational Results Management System (ORMS), AKADP Project Data from Kars PDA.

* There are four types of lending terms: (i) special loans on highly concessional terms, free of interest but bearing a service charge of three fourths of one per cent (0.75%) per annum and having a maturity period of 40 years, including a grace period of 10 years; (ii) loans on hardened terms, bearing a service charge of three fourths of one per cent (0.75%) per annum and having a maturity period of 20 years, including a grace period of 10 years; (iii) loans on intermediate terms, with a rate of interest per annum equivalent to 50% of the variable reference interest rate and a maturity period of 20 years, including a grace period of 5 years; (iv) loans on ordinary terms, with a rate of interest per annum equivalent to one hundred per cent (100 per cent) of the variable reference interest rate, and a maturity period of 15-18 years, including a grace period of three years..

Approach paper (extract)

I. Introduction

1. This approach paper presents the overall scope and design of the PPE. Further, it outlines the evaluation objectives, methodology, process and timeframe of the PPE. It also presents an initial draft of the theory of change of the project prepared by the evaluation team which will be validated by the management, key stakeholders and beneficiaries.

II. AKADP (2010-2017) overview

2. **Project context.** Turkey is administratively divided into 81 provinces since 2010. Each province is divided into a number of districts, which currently number 923. AKADP has been implemented in three provinces, two of which belong to the Eastern Anatolia region (Ardahan and Kars) and one to the Black Sea region (Artvin). According to the Socio-Economic Development Index (SEDI), at the time of project design Ardahan, Kars and Artvin ranked 74th, 67th and 43rd, respectively, among the 81 provinces. Ardahan and Kars were among the least developed provinces (*Fifth degree provinces - as per SEDI Classification*) while Artvin was part of the *Third degree developed provinces group* or a "medium degree" developed province but includes districts that are less developed.
3. **Project objectives.** The overall goal of AKADP is to reduce rural poverty in the target areas located in Ardahan, Kars and Artvin provinces. The specific objectives are: "(i) increase the assets and incomes of poor women and men smallholders and of small rural entrepreneurs, who have the practical potential and personal willingness to move towards more commercial agriculture and other income-generating activities; (ii) improve poor rural people's access to rural infrastructure that gives direct and indirect support to primary producers and small enterprises; and (iii) strengthen institutional advisory services and capacitate project management capacity".¹
4. **Project components.** The project comprised of three components (details in annex 1).

III. Evaluation objectives and scope

5. **PPE objectives.** The main objectives of the evaluation are to: (i) provide an independent assessment of the overall results and impact of the programme; and (ii) generate findings and recommendations to guide the Government and IFAD with regard to the ongoing and future development programmes in Turkey.
6. **Scope.** The scope of the evaluation will cover the entire geographic spread of AKADP (597 villages in the 14 districts targeted by the project in the Ardahan, Kars, and Artvin provinces) the period starting from the design until the project was closed. In view of the time and resources available, the PPE will examine select key issues that merit further investigation purposively selected sample of sites. The PPE will conduct a desk review of PCR and other key project documents and interviews at IFAD headquarters. During the PPE mission, additional evidence and data will be collected to verify available information and reach an independent assessment of performance and results.
7. **Sampling Strategy:** Purposive sampling will be pursued which recognizes the earlier assessments (Project Completion Report [2018] and the Country Programme Evaluation [2016]). Specifically, the PPE will aim to:
 - a. Provide 50 per cent geographic coverage (at least seven of the 14 target districts) in all three target provinces – as necessary, cover districts that were

¹ AKADP Project: Final Project Design Report, December 2009.

not covered by the earlier assessments as well as provide overlaps to validate the previous findings.

- b. Ensure coverage of all three components, including the capacity development aspects. This was a gap observed in the earlier assessments. Particular attention will be paid to assessing contributions towards gender equality and women empowerment.
 - c. Coverage of critical outputs, in terms of:
 - i. investment volume (e.g. Livestock markets, barns);
 - ii. those with identified issues (positive and negative; such as the milk centers, access roads);
 - iii. those associated with major design modifications during implementation (e.g. livestock water facilities, livestock markets)
 - d. Coverage to verify sustainability of the project benefits (Government continuation of project activities).
8. **Theory of change (ToC).** The ToC of a project depicts the causal pathways from project outputs to project outcomes, i.e. through changes resulting from the use of those outputs made by target groups and other key stakeholders towards impact. The ToC further defines external factors that influence change along the major impact pathways. These external factors are assumptions when the project has no control over them, or drivers of impact when the project has certain level of control. Analysis in this evaluation will be initially assisted by ex-post reconstructed ToC at design (presented in annex 1). The ToC will be further elaborated in the course of the evaluation, as needed. This will allow the evaluation team to capture the changes and to assess the extent to which AKADP goal and targets were effectively achieved.

IF AKADP funds are invested in (INPUTS):

- i) Improving livestock husbandry practices, improving of horticultural production by providing capital assets, equipment, materials, and seedlings and other such inputs;
- ii) Improving village infrastructure (livestock markets, livestock watering facilities, piped irrigation networks, access roads, in select project areas) to enhance productivity and marketability;
- iii) Strengthening capacities
 - a. of target smallholder farmers to plan, invest and engage in diversified commercially-oriented farming (through training on best practices and technical know-how, and demonstrations)
 - b. of decentralized government units in target areas (DDA and PDA) to train farmers and deliver project inputs to targeted farmers

AND, as long as the following can be assured (ASSUMPTIONS):

- i) Project benefits actually reach beneficiaries consistent with IFAD's targeting policy and mandate
- ii) There is adequate and sustained (without turnover) project staffing and government capacity at the decentralized levels (DDA and PDA) in place to deliver benefits throughout the project period
- iii) Committed funds are delivered and goods and services procured in a timely manner as planned

THEN (OUTPUTS):

- Target farmers will have the capacity to plan, invest, and manage commercial agricultural enterprise in their smallholdings that is climate resilient, environmentally sustainable and empowers women while reducing gender inequalities
- Target farmers will produce diverse range of products of quality and quantity in a sustained manner
- More employment opportunities will become available in the project areas.

IF the above outputs are achieved,

AND, as long as the following can be assured (ASSUMPTIONS):

- i) Agro-climatic conditions do not deteriorate enough to affect project productivity and production
- ii) Markets for livestock and crops remain stable
- iii) The targeted farmers are committed to switching from subsistence farming to commercially oriented practices.

THEN they will result in the following OUTCOMES:

- Sustained increase in the value of assets
- Sustained increase in volume of sales

IF sustained increases in the value of assets and income of target farmers are achieved,

THEN they will result in the reduction of rural poverty in target areas (IMPACT).

IV. Key issues for this PPE

9. Based on initial desk review, the PPE has identified three key issues to be reviewed. The PPE will pay particular attention to recurring challenges² that have been observed across IFAD (see 2018 Annual Report on Results and Impact of IFAD Operations) as well as in Turkey, with a focus on how well the design and implementation address these challenges realistically. The list of issues identified below may be subject to change as the evaluation unfolds and findings emerge from the data collection phase.
10. **Project design.** The evaluation will address the following questions:
11. How well did the project design reflect the lessons from IFAD's experience in Turkey? The AKADP design report (2009) sought to learn from two other IFAD-funded operations ongoing in Turkey: the Sivas-Erzincan Development Project (SEDP) and the Diyarbakir, Batman and Siirt Development Project (DBSPD). The lessons emerging from the implementation of those projects also showed shared challenges such as low disbursement rates, weak implementing capacities of partners at the provincial and district levels, and difficulties in maintaining the flow of funds – including counterpart funds. The evaluation will assess the quality of the design response to these recurring challenges (related to efficiency and sustainability) with the aim to develop realistic solutions that are implementation ready in future operations that successfully address these recurring challenges.
12. **Project implementation.** The evaluation will address the following questions:
13. Could the *disbursement delays* have been mitigated? If so, how? Are there lessons for future IFAD operations in Turkey? The AKADP was assessed as a "Problem

² The AKADP design report (2009) notes that "difficulties, experienced not only by IFAD but also by other agencies such as the World Bank, include: (i) long delays in declaring projects effective; (ii) slow rates of disbursement; and (iii) difficulties in maintaining the flow of funds."

Project" by IFAD's Portfolio Review System for two consecutive years (2013 and 2014) due to significant delays in implementation. As noted earlier, the project started three years after the declaration of effectiveness and continued with disbursement rate below IFAD average (after five years of implementation the project had disbursed 34.5 per cent of the IFAD allocation, while average disbursement-rate of IFAD at this point was 75 per cent). The PPE will analyse the root causes of the delays, the efforts by project management to address these delays, as well as the constraints they faced, with the objective of identifying possible way forward for future IFAD operations.

14. How well did the project *manage for development results*? Did it identify bottlenecks in a timely manner? How effective was the project in finding effective solutions to bottlenecks identified? AKADP has been directly supervised by IFAD, which provided implementation support and supervision throughout the project lifecycle (10 missions). In addition to this external inputs (along with project completion report, Impact assessments), the design envisaged an 'internal' M&E system (mid-term review, participatory impact monitoring, etc.) to provide timely information on progress and bottlenecks, that would also facilitate support and oversight. The PPE will assess the relevance, timeliness and effectiveness of the feedback from the external (from NEN) and internal M&E system, as well as the response of the project to this feedback. The analysis will take into account the exogenous social, political and economic constraints the project faced to arrive at realistic solutions to ensure timely delivery of the benefits to the target areas.
15. What were the relevance, effectiveness, efficiency and sustainability of the *modifications to the design* made during implementation (e.g. expanding the target areas, ramping up the investment on livestock markets)? The relevance issue will be analysed in terms of alignment with: (i) government priorities; (ii) country strategy of IFAD in Turkey (as reflected in the Country Strategic Opportunities Programme, 2009-2016); and, equally importantly, (iii) the needs of intended beneficiaries. The analysis of *relevance* will continue the analysis of how well the project balanced the competing priorities of ensuring project viability and addressing government priorities while reaching the marginalized without elite capture. The analysis of sustainability of benefits will include considerations of financial sustainability, contributions to environmental sustainability, and building resilience to climate change adaptation.
16. **Targeting.** Turkey is an upper-middle income country. To justify the project, it is necessary to establish the effectiveness of its targeting of those who have been excluded from reaping the development achievements of Turkey. To this end, the PPE will seek answers to the following question: How well did the project balance the practical imperatives (project viability and government priorities) with the imperative of the IFAD mandate (reach the most marginalized) in targeting the most vulnerable and the marginalized?
17. There are no *a priori* answers to what the correct balance between these competing considerations is. The PPE will review the rationale for the geographic targets (selection of the three provinces and 14 districts), and the criteria for self-targeting and assess how these were operationalized during implementation³. It will analyse the socio-economic status of the actual beneficiary groups of all three components of the project – focusing on the difference between the design and actual composition at the end of the implementation and incidents of elite capture. It will also explore if the market-oriented agrarian reform projects of other major players such as the EU and the World Bank (with a combined annual development

³ The PPE will try to establish an indicator for the effectiveness of targeting. A possible direction is to look at the average income and benefits of the beneficiary population and see how close it is to the minimum income and assets needed to make the project viable.

assistance of US\$2.5 billion) working in similar areas have any implications to designing the targeting approach.

18. The PPE will also answer the question: Was the expansion of the project targets in 2014, as well as other design changes consistent with the targeting approach of the 2009 design? In 2014, the project expanded its outreach from 160 villages to 597 to address the persistent low disbursement rates. How did the project accommodate these changes in its log frame? How did this expansion affect the M&E system? How did this affect implementing the original design target criteria? How well did the final targeting meet the design priority of reducing gender inequality and empowering women in the project areas.

V. Methodology

19. The PPE exercise will be undertaken in accordance with the IFAD Evaluation Policy (2011) and the second edition of IFAD Evaluation Manual (2015). Analysis in the PPE will be assisted by a review of the theory of change of the project.
20. **Evaluation criteria.** In line with the agreement between IOE and IFAD Management on the harmonized definitions of evaluation criteria in 2017,⁴ the key evaluation criteria applied in PPEs in principle include the following:
- (i) **Rural poverty impact**, which is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a results of development interventions. Four impact domains are employed to generate a composite indication of rural poverty impact: (a) household income and assets; (b) human and social capital; (c) food security and agricultural productivity; and (d) institutions and policies. A composite rating will be provided for the criterion of "rural poverty impact" but not for each of the impact domains.
 - (ii) **Relevance**, which assesses the extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, institutional priorities and policies. It also entails an assessment of project design, coherence in achieving its objectives, and relevance of targeting strategies adopted.
 - (iii) **Effectiveness**, which measures the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
 - (iv) **Efficiency**, which indicates how economically resources/inputs (e.g. funds, expertise, time, etc.) are converted into results.
 - (v) **Sustainability of benefits**, indicating the likely continuation of net benefits from a development intervention beyond the phase of external funding support. It also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life.
 - (vi) **Gender equality and women's empowerment**, indicating 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; work loan balance and impact on women's incomes, nutrition and livelihoods.
 - (vii) **Innovation**, assessing the extent to which IFAD development interventions have introduced innovative approaches to rural poverty reduction.

⁴ IFAD (2017). Agreement between IFAD Management and the Independent Office of Evaluation of IFAD on the Harmonization of IFAD's Independent Evaluation and Self-Evaluation Methods and Systems Part I: Evaluation Criteria. EC 2017/96/W.P.4.

- (viii) **Scaling up**, assessing the extent to which IFAD development interventions have been (or are likely to be) scaled up by government authorities, donor organizations, the private sector and other agencies.
 - (ix) **Environment and natural resource management**, assessing the extent to which IFAD development interventions contribute to resilient livelihoods and ecosystems. The focus is on the use and management of the natural environment, including natural resources defined as raw materials used for socioeconomic and cultural purposes, and ecosystems and biodiversity – with the goods and services they provide.
 - (x) **Adaptation to climate change**, assessing the contribution of the project to reducing the negative impacts of climate change through dedicated adaptation or risk reduction measures.
 - (xi) **Overall project achievement**, providing an overarching assessment of the intervention, drawing upon the analysis and ratings for all above-mentioned criteria.
 - (xii) **Performance of partners (IFAD and the Government)**, assessing the contribution of partners to project design, execution, monitoring and reporting, supervision and implementation support, and evaluation. The performance of each partner will be assessed on an individual basis with a view to the partners expected role and responsibility in the project life cycle.
21. **Rating system.** In line with the practice adopted in many other international financial institutions and UN organizations, IOE uses a six-point rating system, where 6 is the highest score (highly satisfactory) and 1 being the lowest score (highly unsatisfactory).
 22. **Data collection and validation.** Data will be collected through document review as well as individual and focus group interviews with key stakeholders and beneficiaries. Triangulation of methods and sources will be the primary mode of data validation. The initial findings from the desk review combined with the theory of change will provide the basis to identify evaluation questions, and possible data sources (stakeholders and beneficiary groups). Additional data will also be collected, in particular for the rural poverty impact domains, effectiveness, gender and environment and natural resource management to enable a full assessment of these criteria.
 23. The PPE will mainly build on available quantitative (e.g. IFAD's Results and Impact Management System (RIMS), an impact assessment report of November 2017 carried out by IPSOS, and other secondary sources) and qualitative (e.g. project documentation) data and information. Primary data will be collected during the field mission through focus group discussions with beneficiaries, semi-structured interviews with key informants (e.g. implementing agencies and key partners), direct observations, and site visits. Method, as well as source triangulation will be employed to validate collected data.
 24. **Stakeholder participation.** In accordance with IFAD Evaluation Policy, the main project stakeholders will be involved throughout the PPE process. This will ensure that the key concerns of the stakeholders are taken into account, that the evaluators fully understand the context in which the programme was implemented, and that opportunities and constraints faced by the implementing institutions are identified. Regular interaction and communication will be established with the Near East, North Africa and Europe Division (NEN) of the Programme Management Department of IFAD and with the Government of Turkey. Formal and informal

opportunities will be explored during the process for discussing findings, lessons and recommendations.

VI. Evaluation process

25. Following a desk review of the PCR and other key project documents, the PPE will involve the following steps:
- **Data collection.** The PPE mission is scheduled from 14 to 25 October 2019. The mission will interact with representatives from the Government, project staff, beneficiaries and beneficiary groups established under the project and key donors and private sector partners with whom the project collaborated. The mission will include one day in Istanbul to meet with IFAD ICO in Turkey and one day in Ankara to meet with Government and relevant Ministries representatives.
 - **Analysis and reporting.** After the field visits, the evaluation team will debrief key national stakeholders in Ankara on the emerging preliminary findings. Data will be analysed and validated to provide responses to the evaluation questions. A draft PPE report will be prepared by the evaluation team providing the context, methods and its limitations, analysis, findings, conclusions and recommendations
 - **Quality assurance:**
 - The draft report will be quality assured by IOE internal peer review first.
 - The revised report will be shared with the key stakeholders, including the Government of Turkey, Programme Management Department of IFAD (NEN Division), and the IFAD Sub-regional Office in Turkey to ensure there are no errors of facts or interpretations. IOE will finalize the report based on the comments received by the end of the review period (three weeks), and prepare a written response to those comments (audit trail).
 - **Management response by NEN.** A written management response on the final PPE report will be prepared by the Programme Management Department of IFAD. This will be included in the published PPE report.
 - **Communication and dissemination.** The final report will be disseminated to the key stakeholders in the country and in IFAD. It will also be posted on the website of IOE.

VII. Evaluation team

26. Suppiramaniam Nanthikesan, IOE Lead Evaluation Officer, has been designated as Lead Evaluator for this PPE. He will be assisted by Federica Lomiri, IOE consultant and Resat Lule (national consultant). Maria Cristina Spagnolo, IOE Evaluation Assistant, will provide administrative support throughout the evaluation process.

VIII. Process and timeline

<i>Date</i>	<i>Activities</i>
August-September 2019	Desk review and preparation of approach paper
14-25 October 2019	Mission to Turkey (tentative dates)
Mid-November 2019	Preparation of draft PPE report
End of November 2019	Report sent for IOE internal peer review
Mid-December 2019	Draft PPE report sent to NEN and Government for comments
Mid-January 2020	Comments received from NEN and government
Beginning of February 2020	Final report and audit trail sent for IFAD management response
March 2020	Publication and dissemination

Annex 1 of the Approach Paper - AKADP project components

1. The AKADP comprises of three components: (i) Smallholder and Non-Farm Enterprise Investments; (ii) Village Infrastructure Investments; and (iii) Institutional Strengthening and Project Management.
2. **Component 1: Smallholder and Non-Farm Enterprise Investments** (US\$11.2 million) has two subcomponents: 1.1 Improvement of Livestock Husbandry Practices; and 1.2 Improvement of Horticultural Production. The component would offer an initial menu of investments and corresponding beneficiary training within the respective subcomponents to poor smallholders, aimed at improving practices in livestock husbandry and crop production including horticultural crops.
3. Subcomponent 1.1 Improvement of Livestock Husbandry Practices. The 'hardware' aspects of this subcomponent's initial menu include provision for capital assets (modern barns, drinking troughs, manure pits, hay storage premises, mobile veterinary clinics, etc.) and equipment and materials (milking machines, portable generators, disinfectants for barn and livestock hygiene, etc.). In the case of mobile veterinary clinics, the project would support one per AKADP-participating province to be made available to a qualified livestock breeders' association would for improving service delivery (health, hygiene and training) to their members. In addition, with respect to improving the feed base for livestock, provision is made for small agricultural equipment (seed drills, hay and corn silage machines, baling machines, grass mowers, etc.) and inputs (seed and seedlings). The 'software' aspects of the subcomponent include provision for: a programme of on-farm demonstrations (e.g. best practices for cereal and forage production and silage making); farmers training courses (e.g. animal husbandry and management, farm business development, barn/livestock hygiene, animal nutrition); and farmers exchange visits for animal husbandry.
4. Subcomponent 1.2 Improvement of Horticultural Production. The initial menu's 'hardware' aspects include provision for equipment and materials (e.g. tunnel/glass greenhouses, drip irrigation equipment, knapsack sprayers, etc.) and inputs (seed/seedlings). The 'software' aspects include provision for: on-farm demonstrations (e.g. drip irrigation, best practices for greenhouse and open field vegetable production and orchard establishment and maintenance); farmers training courses (e.g. production of marketable fruits and vegetables, efficient irrigation, primary agro-processing, storage/post-harvest technologies and horticultural production for women); and farmers exchange visits for fruit and vegetable production.
5. Delivery of benefits under both subcomponents is co-financed by the project and its beneficiaries. The ratio of AKADP support to beneficiary contribution varies according to component elements. In the case of capital assets and on-farm equipment and materials, the co-financing ratio has been provisionally set at 60 per cent project and 40 per cent beneficiary contribution. This ratio may be subsequently adjusted in the light of experience with a view to optimising the balance between maximising the overall numbers of beneficiaries and project outreach to the poorest clients with the potential to take advantage of improved access to assets and opportunities for agricultural production and rural income-generating activities.
6. Bearing in mind the socio-economic disparity-reducing focus of the project, all other elements of the component, i.e. inputs (seeds/seedlings), training and investment plan technical assistance will be 100 per cent financed by the AKADP. This will improve access by poorer potential beneficiaries to project benefits by reducing the overall financial burden of their participation and the risks associated with new cropping practices.

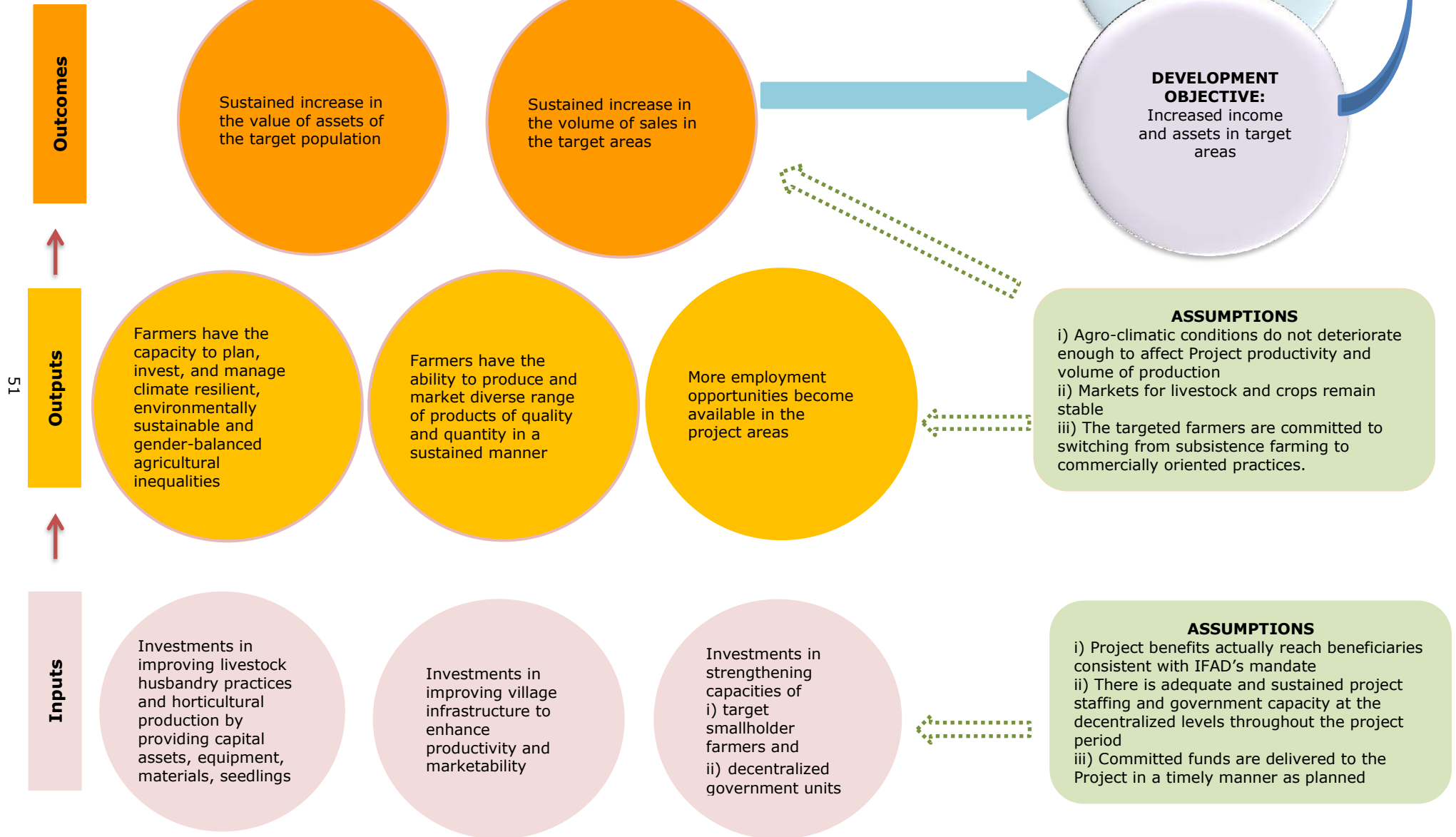
7. Training under the component will make specific provision for the interests and involvement of women farmers, primary agro-processors and rural workers.
8. **Component 2: Village Infrastructure Investment** (US\$10.4 million). This component will support investments in economic and social infrastructure where at least one and preferably more smallholder investments have been identified and approved under component 1. Possible investments in economic infrastructure would provide direct support to smallholders and could include, for instance: livestock watering facilities both in villages and on pastures and range lands, such as ponds and piped distribution networks for troughs; off-farm piped distribution networks for irrigation; and access roads and access road ancillaries such as retaining walls and culverts. Provision has also been made for the establishment of two municipally-owned but self-financing livestock marketing facilities, one each at appropriate locations in Ardahan and Artvin provinces. Investments in social infrastructure would provide indirect support to smallholders and would include, for instance, village sanitation networks and treatment facilities and access roads to pasture and range lands. Technical assistance would be provided by the project to assist in the selection and preparation of infrastructure investments. The construction costs of the investments, expected to range widely between US\$1,000 and US\$300,000, will be borne by the project with an in-kind contribution such as land and labour to be made by beneficiaries at or above a minimum threshold equivalent to 5 per cent of the cost of the works. Smaller works such as retaining walls, culverts and cattle troughs are expected to be in the US\$1,000 to US\$40,000 range with the larger works such as watering ponds, small-scale off-farm irrigation networks and sewers being in the US\$40,000 to US\$300 000 range.
9. It is expected that the component investments (including both the larger and smaller works) will benefit about 60 villages, i.e. about 40 per cent of the total project target of 160 villages under the various project activities. At this stage, this is estimated to comprise about 5,100 households or about 25,000 people. A preliminary estimation shows that with the available funding the Village Infrastructure Investments component would assist in about nine projects for village communal networks (two sewers, four livestock piped systems and three irrigation schemes) and six livestock watering ponds in each of the three project provinces. Moreover, the Village Infrastructure Investments component would finance approximately 60 trough sets and 50 km of access roads to the pastures including culverts and retaining walls. Nevertheless, it is important to note that these figures are intended to be indicative only and there would be no pre-defined allocation for different types of infrastructure as the allocation of the funds would be demand-driven although required to meet the eligibility criteria described earlier relative to the project's targeting strategy.
10. **Component 3: Institutional Strengthening and Project Management** (US\$4.7 million) would complement and improve the effectiveness of the investments undertaken under components 1 and 2 by developing the capacities and capabilities at the smallholder, village, and PDA and DDA levels. It would support the development of skills to identify and implement and sustain the investments undertaken under component 1 and 2 assisted by short-term and long-term technical assistance. Accordingly, provision has been made under the institutional strengthening aspect of the component for training of PDA staff in three main areas: improvement of service delivery capacity (communication skills, principles of adult training, planning and design of training programmes for farmers, effective training delivery, monitoring and evaluation, team building); development of farming business skills; and development of awareness about new technologies (crop production, livestock production and market-oriented new technologies). Corresponding national technical assistance for the training has been provided for in the areas of: improvement of service delivery capacity, monitoring

and evaluation, development of market awareness and development of awareness of new technologies (crop, livestock, market-oriented). This national technical assistance will also contribute to the farmer training to be provided through PDAs/DDAs under component 1 above by both providing training to PDA/DDA staff and by assisting them in the initial delivery of the training to the stakeholders as "on-the-job training".

Reconstructed theory of change for AKADP

Theory of change (ToC). An explicit theory of change was not developed in either the project design document or the log-frame. However, the main assumption for the overall project intervention logic is that investments in the livestock and horticultural sector, combined with improved village infrastructure, would have an impact on incomes through an increase in the production capacity of animal and crops, combined with a consistent reduction of losses. A narrative elaboration is provided in annex IV (Approach Paper, paragraph 8).

Reconstructed theory of change for AKADP



Evaluation matrix

Evaluation criteria	Evaluation questions	Data sources
Relevance	<ul style="list-style-type: none"> • To what extent were the objectives and design of the project consistent with the needs and priorities of rural poor in Ardahan, Kars, and Artvin? • How aligned was the project with the strategies, policies and programmes for rural poverty reduction and inclusive growth of the Government of Turkey, and the provincial governments of Ardahan, Kars, and Artvin? • How relevant was the project to IFAD's focus in Turkey as articulated in the 2010-2015, 2016-2021 Country Strategic Opportunities Programmes (COSOPs)? • Was the programme design and implementation approach appropriate for achieving the programme's objectives? • Did the programme adequately utilize the available knowledge (from similar projects in the country) during its design? During its implementation? • What were the reasons for the significant project expansion in 2014? Did the project objectives and targeting remain relevant to rural poor during the full implementation of AKADP? • What were the other significant changes to design made during implementation? Were they timely and appropriate for addressing the problems identified by the supervision missions? 	<ul style="list-style-type: none"> • Project design documents • Supervision reports • Project Completion Report • Interviews with IFAD country management team • Interviews with Turkish authorities and implementing units (provincial and district levels), and village muhtars • Interviews/discussions with beneficiaries and grassroots institutions
Effectiveness	<ul style="list-style-type: none"> • To what extent were project activities executed as planned and expected results achieved in each province, for each component? • Which strategies and components of the project were most effective in each Province, and why? Which parts of the project worked less well? How could the effectiveness of the project in achieving the overall goal have been improved? • How effective was the project's targeting strategy for reaching the poorest and most vulnerable (including women and youth)? Particularly, following the project expansion in 2014? • To what extent have the beneficiaries developed more viable and remunerative livestock husbandry and horticulture as a result of the project , and which strategies have been most effective for achieving this? 	<ul style="list-style-type: none"> • Project design documents • Supervision reports • Project Completion Report • RIMS data • Terminal impact survey and other impact studies • Interviews with IFAD country management team • Interviews with Turkish authorities and implementing units (provincial and district levels), and village muhtars

		<ul style="list-style-type: none"> • Interviews/discussions with beneficiaries and grassroots institutions • Direct observation
Efficiency	<ul style="list-style-type: none"> • The Project Completion Report cites: i) the staggered/phased implementation, ii) adverse weather conditions in some project areas limiting the time window available for construction activities, iii) recruitment delays and staff turnover, and iv) procurement delays as some of the reasons for the very low disbursement rates during the early phases of the project. What could have been done to address these speedily and avoid undue delays in project implementation? • How efficient were the processes and systems for disbursement of funds? • Is the higher than anticipated internal rate of return (IRR) reported in the project completion report (PCR) based on sound analysis? • Were project activities and results (positive and negative) adequately tracked and measured, and was the information used for making course corrections where necessary? 	<ul style="list-style-type: none"> • Project design documents • Supervision reports • Project Completion Report • Interviews with IFAD country management team • Interviews with Turkish authorities and implementing units (provincial and district levels), and village muhtars • Interviews/discussions with beneficiaries and grassroots institutions
Performance of partners	<ul style="list-style-type: none"> • How satisfactory was IFAD's performance in terms of <i>inter alia</i> supervision and disbursement responsibilities? • The government of Turkey was supposed to invest 12 per cent of the budgeted resources for the project and ended up supporting 19 per cent of the project investments. To what degree did the central and provincial governments fulfil their respective other responsibilities in terms of financial management, project management and implementation? • How did the challenges faced by AKADP, including the high turnover of leadership and staff, and much less than planned investment in training and technical assistance (15 per cent of planned value), affect project results? What could have been done to prevent these issues from occurring? • To what extent did key partner organizations (financial institutions, NGOs) meet expectations in terms of their contributions and performance? 	<ul style="list-style-type: none"> • Project design documents • Supervision reports • Project Completion Report • Interviews with IFAD country management team • Interviews with Turkish authorities and implementing units (provincial and district levels), and village muhtars • Interviews/discussions with beneficiaries and grassroots institutions
Rural poverty impact	<ul style="list-style-type: none"> • To what extent has the level and composition of the beneficiary household income changed as a result of the project? • In what ways have the beneficiary household net assets changed due to the project? • What evidence is there that the project contributed to increased productivity of livestock and horticulture? 	<ul style="list-style-type: none"> • Project Completion Report • Project M&E data, RIMS data • Terminal impact survey and other impact studies

	<ul style="list-style-type: none"> How reliable is the evidence and to what degree can the changes that have occurred be attributed to project activities? 	<ul style="list-style-type: none"> Interviews with Turkish authorities and implementing units (provincial and district levels), and village muhtars Interviews/discussions with beneficiaries and grassroots institutions Direct observation
Gender equality and women's empowerment	<ul style="list-style-type: none"> To what extent has the project addressed gender inequalities in the project areas and empowered women socially, economically and politically? What progress has been made in relation to the strategic objectives of IFAD's Policy on gender equality and women's empowerment (i.e. economic empowerment, equal voice and influence, more equitable balance in workloads and benefits)? To what degree did the lower than anticipated participation of women in training activities (planned 850, participated 101) could have been anticipated and addressed? 	<ul style="list-style-type: none"> Project Completion Report RIMS data Terminal impact survey and other impact studies Interviews with Turkish authorities and implementing units (provincial and district levels), and village muhtars Interviews/discussions with beneficiaries and grassroots institutions Direct observation
Environment and natural resources management	<ul style="list-style-type: none"> What is the evidence for positive and/or negative impacts on the environment resulting from the project? 	<ul style="list-style-type: none"> Project Completion Report RIMS data Terminal impact survey and other impact studies
Adaptation to Climate change	<ul style="list-style-type: none"> Is there evidence that the project has enabled increased resilience of smallholders to climate change (through reducing exposure to climate risks, or when exposed, reduce the vulnerability of farmers)? 	<ul style="list-style-type: none"> Interviews with country authorities and Interviews with Turkish authorities and implementing units (provincial and district levels), and village muhtars Interviews/discussions with beneficiaries and grassroots institutions Direct observation
Sustainability	<ul style="list-style-type: none"> How sustainable are the results of the project? To what extent have sustainable capacities are in place in provincial and district level administrative units to deliver related services? To what extent have the beneficiary capacities been strengthened in order to ensure rural poor continue to benefit? 	<ul style="list-style-type: none"> Project Completion Report RIMS data Terminal impact survey and other impact studies

	<ul style="list-style-type: none"> • Has convergence with other government initiatives and project exit strategies helped to sustain and enhance project benefits? • To what degree has the project enabled rural poor to get sustained access government services to support their livestock husbandry , horticulture and government investments in rural infrastructure development? 	<ul style="list-style-type: none"> • Interviews with Turkish authorities and implementing units (provincial and district levels), and village muhtars • Interviews/discussions with beneficiaries and grassroots institutions • Direct observation
Innovation	<ul style="list-style-type: none"> • What are the key innovations brought about by the project – specifically, what practices introduced by the project are new to the context, and cost-effective in achieving objectives? • What potential do these innovations hold for promoting rural poverty reduction and women’s empowerment elsewhere (i.e. in other parts of Turkey, in other IFAD countries)? • Have successful innovations been documented and shared? 	<ul style="list-style-type: none"> • Project Completion Report • Interviews with IFAD country management team • Interviews with Turkish authorities and implementing units (provincial and district levels), and village muhtars • Interviews/discussions with beneficiaries, grassroots institutions and partner organizations
Scaling up	<ul style="list-style-type: none"> • Which project strategies and activities been adopted by PDA/DDA or other entities? Has the integrity and quality of these strategies/activities been maintained? • What factors have enabled or inhibited the ability of the project to influence provincial and national policies? 	<ul style="list-style-type: none"> • Project Completion Report • Interviews with IFAD country management team • Interviews with Turkish authorities and implementing units (provincial and district levels), and village muhtars • Interviews/discussions with beneficiaries and grassroots institutions

Additional data and tables

A. Concurrent rural investments in the project areas by the Ministry of Agriculture and Forestry and other actors

During AKADP implementation period, the Turkish Government supported farmers - through other development programmes - with the same activities such as greenhouses, barns, livestock markets, rangeland roads, and rural infrastructure investments such as livestock watering ponds and troughs, irrigation schemes, etc. in the AKADP region. Besides, in order to encourage forage crop production, the Government provided subsidies such as fertilizer and diesel support.

Barn, milk and meat processing	Kars, Ardahan	IPARD Programme (with EU funding) - 101 meat and milk producing and processing agricultural holdings were supported, during 2012-2018, for EUR 39 million. Most went to semi-open barns, meat and milk processing facilities, complying with EU standards.
Greenhouse	Artvin	DOKAP - Artvin "Diversification of Rural Income Sources" Project. In 2017, 7 greenhouses (each 98 sqm) were established for mushroom production and 48 family type hobby greenhouses (each 48 m ²) were established from the budget of DOKAP. Implemented by Artvin Provincial Directorate of Ministry of Agriculture and Forestry.
Barn	Artvin	DOKAP - Support to Existing Cattle and Sheep and Goat Breeding Enterprises – 40 barns (each with 20-30 cattle) were supported in 2016-2017 period. 50 per cent of investment cost covered by DOKAP grants. Implemented by Artvin Provincial Directorate of Ministry of Agriculture and Forestry.
Small scale agricultural irrigation projects	Kars, Ardahan	DAP - Purpose is raising income level of farmers in the region through increase the yield and value added in agricultural production. Implemented by Kars and Ardahan SPAs during 2014-2018 period.
Livestock drinking water facilities	Kars, Ardahan	DAP - Purpose is raising income level of farmers in the region through increase labor and production efficiency and meeting drinking water needs livestock at rangeland area. Implemented during 2015-2018.
Improvement of infrastructure for agricultural production	Kars, Ardahan	DAP - Purpose is increasing production through encouraging use of technology and production of alternative crops. Projects implemented in 2017 are <ul style="list-style-type: none"> ▪ Project on Increasing Production of Forage Crop ▪ Improvement of Grassland Infrastructure Project
Improvement of infrastructure for livestock	Kars, Ardahan	DAP - Purpose is controlling livestock movements, allocating livestock market areas in compliance with regulations and establishment of certified slaughter for meeting need for meat of people. Following investments were implemented during 2015-2018 Livestock Markets in several districts Small-scale Modular Slaughterhouse Watering trough

1. Activities under these programs were implemented in the vicinity of AKADP target districts and villages. At times, these were implemented in the same village, as in the case of greenhouse and barns Artvin – Ardahan.

B. Development changes in the three project provinces

2. The goal of the AKADP was to reduce poverty, increase the value of assets owned by smallholders, improve their food security and help reverse the outward migration from project areas to urban centers. Tables 1 through 4 provide related

information⁸⁵ as indicated in the logical framework. These indicators are not restricted to the project beneficiaries and provide information on the status of the entire province. Relative poverty rates are available from 2014 disaggregated at the provincial level (Turkish Statistical Institute); table 2 provides the value of bovine livestock owned in the provinces; table 3 provides the change in the nutritional status of children under five years of age; and table 4 provides information about the net migration to the region.

Table 1
Poverty rates in Kars and Ardahan

Year	Percentage of population with income less than 60% of the median income
2014	20.2
2015	23.7
2016	17.7
2017	17.5
2018	16.8

Source: Turkish Statistical Institute.

Table 2
Total value of assets in project areas (livestock value)

Year	Value of livestock (thousand TL)		
	Ardahan	Artvin	Kars
2012	701.850	249.336	1.312.589
2013	641.192	194.875	1.062.409
2014	646.695	202.174	1.298.875
2015	922.930	203.833	1.495.438
2016	1.187.977	296.770	1.932.083
2017	1.353.312	336.242	2.774.199
2018	1.715.407	458.883	3.467.866

Source: Turkish Statistical Institute.

Table 3
Nutritional status of children in 2008, 2013 and 2018 in Turkey

Percentage of children under age five considered malnourished	2008 Total	2008 Northeast Anatolia	2013 Total	2013 Northeast Anatolia	2018 Total	2018 Northeast Anatolia
Stunting	10.3%	25.8%	9.5%	17.5%	6.0%	18.7%
Wasting	0.9%	1.3%	1.7%	0.2%	1.7%	1.7%
Underweight	2.8%	5.5%	1.9%	5.2%	1.9%	3.2%

Source: Turkey Demographic and Health Survey.⁸⁶

⁸⁵ As mentioned earlier, Activities under AKADP were implemented starting from 2012, hence that year will be considered as the reference year for assessing the development changes resulting from the various activities.

⁸⁶ 2018 Turkish Demographic and Health Survey. Hacettepe University Institute of Population Studies. Ankara. Turkey. November 2019.

Table 4
Net migration - project areas

<i>Year</i>	<i>Ardahan</i>	<i>Artvin</i>	<i>Kars</i>	<i>Total</i>
2012	(1 063)	(326)	(6 479)	(7 868)
2013	(2 379)	1 409	(7 026)	(7 996)
2014	(2 710)	(636)	(9 740)	(13 086)
2015	(2 172)	(1 919)	(8 481)	(12 572)
2016	(1 716)	(1 043)	(6 381)	(9 140)
2017	(1 870)	(2 358)	(5 531)	(9 759)
2018	966	7 058	(2 179)	5 845

Source: Turkish Statistical Institute.

3. All these tables show overall growth of the sub-region during the project period. Reduced poverty, increased asset value (of the bovines owned), improved child nutrition, and a slowing down or even reversal of outward migration. Assessing the contribution of AKADP to these changes, as mentioned, would be challenging without a robust system of monitoring and monitored data. However, the sections below address how the project level results could contribute to these provincial level impact.

C. Project outreach under component 1

Table 5
Number of beneficiaries by gender

<i>Activity</i>	<i>Percentage of beneficiaries trained</i>	<i>Gender</i>		<i>Percentage of female</i>
		<i>Female</i>	<i>Male</i>	
Training				
Gardening and vegetable growing under plastic cover	62	2	60	3
Flower growing and landscape gardening	16	16	0	100
Diyarbakır Batman Siirt Development Project visit	17	0	17	0
Young farmer mission programme	10	0	10	0
Dairy farming	9	0	9	0
Fruit growing	66	0	66	0
Vegetable growing under plastic cover	50	26	24	52
Semi-open barn	8	0	8	0
Maize (for silage) production	18	0	18	0
Cattle breeding	127	10	110	8
Milk collection and cold chain	10	0	10	0
Milk	225	47	178	21
Training subtotal	618	101	510	16
Greenhouse	94	13	81	14
Orchard	276	29	247	11
Demonstrations				

Activity	Percentage of beneficiaries trained	Gender		Percentage of female
		Female	Male	
- Greenhouses	84	80	4	95
- Orchards	22	1	21	5
- Forage Crop	1286	54	1232	4
Agro-machinery	245	10	235	4
TOTAL	2625	288	2330	11

Source: PPE team elaboration from AKADP database.

D. IFAD supervision and support missions to AKADP

Table 6
Supervision mission dates and member composition

Mission type	Mission dates	Number of people (IFAD)	Type of expertise
Implementation support mission	27 November –7 December 2011	2	Associate Country Programme Manager, Infrastructure Specialist
Supervision mission	27 May – 8 June 2012	6	Country Programme Manager, Associate Country Programme Manager, Agriculturalist, Rural Development Specialist, Rural Infrastructure Engineer, Loan and Grants Officer.
Supervision mission	20-31 October 2013	5	Team Leader and Agriculturalist; Rural Development Specialist; Rural Infrastructure Specialist; Marketing Specialist; Programme Officer.
Supervision mission	2-20 June 2014	5	Team Leader and Agriculturalist; Rural Infrastructure Specialist; Marketing and Value Chain Specialist, Rural Development Specialist; Financial Officer.
Implementation support mission	16 - 24 October 2014	2	IFAD Portfolio Adviser, Rural Infrastructure Specialist
Supervision mission	17-29 May 2015	6	Team Leader and Agricultural Economist; Rural Infrastructure Specialist; Marketing and Value Chain Specialist, Gender and Targeting Specialist; Programme Officer, M&E and Procurement Specialist, Finance Specialist.
Supervision mission	7-19 November 2016	2 IFAD, 5 FAO	Country Programme Manager; Mission leader and Engineer (FAO); Agronomist and Marketing/Value Chain Specialist (FAO); Economist and M&E Specialist (FAO); M&E, Gender, KM and Learning Specialist (IFAD); Finance and Procurement Specialist (FAO Consultant) and Agricultural Engineer (FAO).
Completion mission	11-31 October 2018	4	Mission Leader and Agriculture Economist, Economic and Financial Analyst, Monitoring & Evaluation Specialist, Rural Development Advisor.

E. PMU staff turnover

Table 7
AKADP PMU staffing

Planned		Actual			
Project Manager	PMU Coordinator	06.2011 – 06.2012	08.2012 – 06.2015	10.2015 – 03.2017	03.2017 – 12.2018
		Sertaç TURHAL	Ümit MANSIZ	Murat ÇEVİK	Ertunç YARDIMCI
Civil Engineer	Field Engineer	09.2011 – 03.2012	06.2012 – 12.2018		
		Abdulkadir SARIYILDIZ	Ertunç YARDIMCI		
Rural Engineer	Field Engineer	09.2015 – 09.2017			
		Umur Sedat ÖRKMEZ			
Agricultural Economist	Agricultural Economist	01.2013 – 07.2013	09.2013 – 05.2017		
		Eylem KOÇAK	Mahmut SEVGİ		
Agricultural Economist	Agricultural Economist	07.2014 – 12.2017			
		Ayhan ÇETİN			
Procurement and Finance Officer	Procurement and Finance Assistant	04.2012 – 09.2016			
		Dilek KARADAĞ			
(*)	(*) Procurement and Finance Assistant	09.2012 – 12.2017			
		Asuman BİNGÖL YARDIMCI			
Monitoring and Evaluation Specialist	Monitoring and Evaluation Specialist	05.2014 – 12.2017			
		Asuman BİNGÖL YARDIMCI			

F. Aggregate increase in income of beneficiaries through component 1

Table 8
Average increase in beneficiary household income from AKADP horticultural production (US\$)*

2010	2011	2012	2013	2014	2015	2016	2017	2018
-	-	5.7	21.0	327.7	1 255.9	1 762.4	2 470.2	1 991.2

* This represents average household income increase of beneficiaries receiving support to horticultural production through AKADP (all greenhouses, orchards, forage, and demos).

Source: PPE team calculations based on project data and agricultural data base of Kars PDA.

G. AKADP Cost per beneficiary

Table 9
Beneficiary costs by activity

<i>Component 1</i>	<i>Total cost (US\$)</i>	<i>of beneficiary</i>	<i>Unit cost (US\$) (per beneficiary)</i>	<i>of beneficiary households</i>	<i>Unit cost (US\$) (per beneficiary households)</i>
Forage Seed and Demonstrations	512 625	1 392	368	1 392	368
Greenhouses	852 198	94	9 066	94	9 066
Orchards	1 954 398	276	7 081	276	7 081
Agriculture Machinery	880 099	245	3 592	245	3 592
Barns	264 583	11	24 053	11	24 053
Training and Exchange Visits	275 766	618	446	618	446
<i>Component 2</i>	<i>Total cost (US\$)</i>	<i>Population</i>	<i>Unit cost (US\$) per beneficiary</i>	<i>of beneficiary households</i>	<i>Unit cost (US\$) per beneficiary households</i>
Pasture Roads	2 957 899	44 403	67	10 522	281
Livestock Water Facilities	1 638 603	41 675	39	9 827	167
Irrigation	324 639	1 075	302	400	812
Livestock Markets	5 095 181	170 300	30	36 120	141

Source: PPE team elaboration from AKADP database.

H. Delivery of services (2015-2017)

Table 10
Investments in horticulture 2015-2017

	2015		2016		2017		Total		
	<i>Count</i>	<i>Total area (Da)</i>	<i>Count</i>	<i>Total area (Da)</i>	<i>Count</i>	<i>Total area (Da)</i>	<i>Count</i>	<i>Total area (Da)</i>	<i>Average area (Da)</i>
Vineyards	18	37.4	13	18.1	9	17.1	40	72.6	1.8
Walnut	76	461.6	41	292.5	28	310.0	154	1131.3	7.3
Strawberry					5	3.1	5	3.1	0.6
Mulberry	3	4.6	6	8.9	4	23.4	15	41.3	2.8
Apple	2	2.0			1	11.6	5	32.9	6.6
Apricot	10	215.0	3	51.9	19	418.5	38	858.7	22.6
Cherry	2	4.0	1	1.3	1	7.2	4	12.5	3.1
Peach	3	4.6	2	5.0	3	5.5	8	15.1	1.9
Greenhouse	39	10.1	29	10.1	22	6.0	94	26.9	0.3
Greenhouse - mushroom					5		5	0.0	0.0
Persimmon	1.0	2.15	1.0	2.5			2	4.7	2.3
TOTAL	154	741.3	96	390.3	97	802.3	370	2 199.0	

Source: PPE team elaboration from AKADP database.

List of key persons met

Government

Hasan Ozlü, Director General, Ministry of Agriculture and Forestry, General Directorate of Agrarian Reform

Dr. Muhamad Adak, Deputy Director General, Head of IPARD Managing Authority, Ministry of Agriculture and Forestry, General Directorate of Agrarian Reform

Saliha Abbas, Coordinator, Former Member of the Externally Funded Project Group, Ministry of Agriculture and Forestry, General Directorate of Agrarian Reform

Prof. Füsün Eyidoğan Merkez Müdürü, Baskent University

Tülün Teker, Coordinator, M&E Working Group, Ministry of Agriculture and Forestry, General Directorate of Agrarian Reform

Işık Erdoğan, Technician, Ministry of Agriculture and Forestry, General Directorate of Agrarian Reform

Umut Akilli, Agricultural Engineer, Ministry of Agriculture and Forestry, General Directorate of Agrarian Reform

Kürsat Demirel, Coordinator, Project Preparation Working Group, Ministry of Agriculture and Forestry, General Directorate of Agrarian Reform

Nejla Furtana, Coordinator, Project Implementation Working Group Ministry of Agriculture and Forestry, General Directorate of Agrarian Reform

Dr. Hakan Erden, Head of Department, Ministry of Agriculture and Forestry, General Directorate of Agrarian Reform

Işık Erdoğan, Agricultural Technician, Ministry of Agriculture and Forestry

Dr. Huseyin Düzgün, Director, Provincial Directorate of Agriculture, Kars

Dr. Adem Aaranci, Agricultural Engineer and Manager at the Coordination and Agricultural Statistics Unit, Provincial Directorate of Agriculture, Kars

Arzu Banu Çakin, Veterinarian, Provincial Directorate of Agriculture, Kars

Ekrem Savaş, Agricultural Engineer, Ministry of Agriculture and Forestry

Ertunc Yardimci, Field Engineer, Goksu-Taseli Watershed Development Project (GTWDP)

Egemen Sugüneş, Director, District Directorate Arpaçay

Fikriye Sağlam, Agricultural Engineer, District Directorate Arpaçay

Can Mert Ünlüsoy, Veterinarian, District Directorate Arpaçay

Kadir Yılmaz, Veterinarian, District Directorate Arpaçay

Bekir Çapan, Director, District Directorate, Kağızman

Mustafa Umut Bilgili, Agricultural Engineer, DDA Kağızman

Erdoğan Koç, Director, District Directorate Selim

Erkan Özdemir, Agricultural Engineer, District Directorate, Selim

Ergün Arpa, Municipal Police, Selim Municipality

Turgay Şişman, Acting Director, Provincial Directorate of Agriculture, Ardahan

İsmet Acar, Deputy Director, Provincial Directorate of Agriculture, Ardahan

Anil Aksel, General Secretary, Special Provincial Administration, Ardahan

Faruk Demir, Mayor of Ardahan

Özan Çınar, Veterinarian, Municipality of Ardahan, Ardahan Livestock Market
Hakan Keskin, Acting Director, Provincial Directorate of Agriculture, Artvin
Aladdin Zeran, Deputy Director, Provincial Directorate of Agriculture, Artvin
Mesut Akyol, Agricultural Engineer, Provincial Directorate of Agriculture, Artvin
Ufuk Çelik, Landscape Architect, Provincial Directorate of Agriculture, Artvin
Cihat Akbaşı, Director, District Directorate, Ardanuç
Seyit Elmas, Agricultural Engineer, District Directorate, Ardanuç
Özcan Uygun, Mayor of Ardanuç
Adem Çokadar, Director, District Directorate, Yusufeli
Sakik Keski, Agricultural Engineer, District Directorate, Yusufeli
Hisseyin Alkan, Veterinarian, District Directorate, Yusufeli

IFAD

Khalida Bouzar, Regional Director, NEN
Dina Saleh, Head Hub/Country Director, NEN
Bernard Hien, Head Hub/Country Director, NEN
Taylan Kıymaz, Country Programme Officer, NEN
Karim Sissoko, Programme Officer, NEN
Umit Bingöl, Programme Officer, NEN
Abdelkarim Sma, Lead Regional Economist and Country Director, NEN

International and donor institutions

Dr. Muhyattin Sirer, Project Coordinator, UNDP
Burak Eldem, Portfolio Administrator, UNDP
Güray Balaban, Civil Works Procurement Contracts Officer, UNDP
Ebru Olmita, Project Assistant, UNDP

Beneficiaries

Değirmenköprü, Arpaçay (Kars)

Taner Erdağı, muhtar, maize silage beneficiary
Atilla Aslan, farmer, maize silage beneficiary
Doğukan Yılmaz, farmer, maize silage beneficiary
Turgay Aktaş, farmer, maize silage beneficiary
Halit Kaya, farmer, maize silage beneficiary
Mehmet Acar, farmer, maize silage beneficiary
Eşref Çelik, farmer, maize silage beneficiary

Kuyucuk, Arpaçay (Kars)

Doğan Yılmaz, muhtar, rangeland road rehabilitation beneficiary

Kötek, Kağızman (Kars)

Zeki Büyüktanir, muhtar, Kötek
Gülşen Büyüktanir, villager, water facility beneficiary

Zeki Büyüktanir, villager, water facility beneficiary

Günindi, Kağızman (Kars)

Hakan Taşdemir, farmer, orchard beneficiary

Karabağ, Kağızman (Kars)

Cesim Ilkan, Muhtar, collective orchard beneficiary

Abdulbaki Ağdeve, farmer, collective orchard beneficiary

Kağızman, Kağızman (Kars)

Esmer Keleş, farmer, fencing/orchards beneficiary

Gönül Tokucu, farmer (not AKADP beneficiary)

Arzu Rizayena Silli, farmer (not AKADP beneficiary)

Benlihamet, Selim (Kars)

Fikret Gelik, functionary, milk collection centre/cattle breeders association

Tayar Çeçen, functionary, milk collection centre/cattle breeders association

Rahim Korkmar, muhtar, Benlihamet

İbrahim Acar, villager, calf cottage beneficiary

Karahamza, Selim (Kars)

Ergün Döşkaya, muhtar, Karahamza (water facility)

Güyen Kotan, farmer, water facility beneficiary

Gelinalan, Selim (Kars)

Mustafa Kemer, muhtar, shepherd shelter, livestock water facility

Tunçolukköy, Centre (Ardahan)

Bedriye Demir, farmer/breeder (not AKADP beneficiary)

Melten Yıldız, farmer/breeder (not AKADP beneficiary)

Nayme Aktürk, farmer/breeder (not AKADP beneficiary)

Nayme Aslan, farmer/breeder (not AKADP beneficiary)

Kiymet Aslan, farmer/breeder (not AKADP beneficiary)

Kügüksütlüce, Centre (Ardahan)

Türkan Lola, farmer/breeder (not AKADP beneficiary)

Seuim Karkmaz, farmer/breeder (not AKADP beneficiary)

Hava Yılmaz, farmer/breeder (not AKADP beneficiary)

Mehtop Yılmaz, farmer/breeder (not AKADP beneficiary)

Çamliçatak, Centre (Ardahan)

Ufuk Kuruçam, farmer, bailing machine beneficiary

Özlcın Kuruçam, farmer, bailing machine beneficiary

Ölcek, Centre (Ardahan)

Ibrahim Aktaş, deputy muhtar, Ölgek

Erol Demirci, farmer, shepherd shelter

Ercan Demirbaş, farmer, shepherd shelter

Ortakant, Centre (Ardahan)

Pinar Usta, farmer, greenhouse beneficiary
Selda Bilgim, farmer, greenhouse beneficiary
Nuriye Baykal, farmer, greenhouse beneficiary
Sonat Usta, farmer, greenhouse beneficiary

Sulakyurt, Centre (Ardahan)

Kenan Zirh, farmer, livestock/greenhouse/milking machine/harvester beneficiary
Celac Zirh, farmer, livestock/milking machine/harvester beneficiary
Abdullah Zirh, farmer, livestock/greenhouse/milking machine/harvester beneficiary
Gülsüm Zirh, farmer, livestock/greenhouse/milking machine/harvester
Rabia Ustaoglu, farmer, livestock/greenhouse/milking machine/harvester beneficiary
Aşur Kamaci, farmer/breeder, Sulakyurt cattle handling facility beneficiary

Centre, Centre (Ardahan)

Tecuit Deeirmenci, Manager, milk collection centre
Mustafa Acturi, farmer, livestock/founder member/cattle breeders association/milk collection centre
Ikram Demirc, farmer, livestock/founder member/cattle breeders association/milk collection centre
Süleyman Talay, Seller, Ardahan livestock market user
Sabahattin Hanoglu, Regional Head of International Food and Agriculture Confederation/user of Ardahan Livestock Market
Cetin Mengükan, farmer/livestock, user of Ardahan Livestock Market

Ardanuç, Ardanuç (Artvin)

Talip İçik, President, livestock breeder association

Güleş, Ardanuç (Artvin)

Mehmet Kara, farmer/livestock, barn owner/beneficiary
Güllüan Kara, farmer/livestock, barn owner/beneficiary
Coşkun Kara, farmer/livestock, barn owner/beneficiary
Bulanik, Ardanuç (Artvin)

Suat Saraç, farmer, strawberry garden and greenhouse beneficiary
Sibel Saraç, farmer, strawberry garden and greenhouse beneficiary
Gülbile Saraç, farmer, strawberry garden and greenhouse beneficiary
Cemal Kaya, farmer, greenhouse beneficiary
Meylüt Altinkaya, farmer, greenhouse beneficiary

Tepedüzü, Ardanuç (Artvin)

Bülent Başer, farmer, mushroom greenhouse beneficiary

Ekşinar, Ardanuç (Artvin)

Fatma Günen, farmer, greenhouse beneficiary

Tekkale, Yusufeli (Artvin)

Allatin Çağla, muhtar, Tekkale

Mehmet Yasar Sari, deputy muhtar, Tekkale

Bilgihan Taşçı, farmer/Livestock, Rangeland road beneficiary

Darica, Yusufeli (Artvin)

Ali Çanciz, muhtar, Daricha

Münire Gürel, farmer, greenhouse beneficiary

Pamukçular, Yusufeli (Artvin)

Şahamettin, alp, farmer, orchards beneficiary

Yaşar Kürc, farmer, orchards beneficiary

Idris Kürc, farmer, orchards beneficiary

Muhamber alp, farmer, orchards beneficiary

Fehim Ince, farmer, orchards beneficiary

Rahim Ince, farmer, orchards beneficiary

Bekir Subaşı, farmer, orchards beneficiary

Eyüp Subaşı, farmer, orchards beneficiary

Bayram Bayrak, farmer, orchards beneficiary

Abdul Alp, farmer, orchards beneficiary

Ihsan Özer, farmer, orchards beneficiary

Cemal Özer, farmer, orchards beneficiary

Osman Özer, farmer, orchards beneficiary

Fatma Alp, farmer, orchards beneficiary

Zülfünaz Külg, farmer, orchards beneficiary

Selvi Alp, farmer, orchards beneficiary

Nahadet Ince, farmer, orchards beneficiary

Hülya Kalin, farmer, orchards beneficiary

Fatma Kalin, farmer, orchards beneficiary

Mihrinaz Ince, farmer, orchards beneficiary

Münire Gürel, farmer, greenhouse beneficiary

Selim Koçak, farmer, vineyard beneficiary

Nazif Türk, farmer, mulberry orchard beneficiary

Ali Balci, farmer, vineyard beneficiary

Dursun Ali Özcan, farmer, barn beneficiary

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