

Third Party Evaluation 2008  
The Ministry of Foreign Affairs of Japan

# Country Assistance Evaluation of Turkey

## -Summary-

March 2009

## **Preface**

This report is a summary of the “Country Assistance Evaluation of Turkey” undertaken by the External Advisory Meeting on ODA Evaluation requested by the International Cooperation Bureau of the Ministry of Foreign Affairs of Japan (MOFA).

Since its commencement in 1954, Japan’s Official Development Assistance (ODA) has contributed to the stability and development of developing countries, and solutions to international issues which vary with the times, as well as to the security and prosperity of Japan. Recently, there have been increased domestic and international calls for more effective and efficient implementation of ODA. The MOFA, as a coordinating ministry for ODA, has been conducting ODA evaluation mainly at the policy level with two main objectives: to support implementation and management of ODA; and to ensure its accountability.

This evaluation was conducted with the following objectives: examining the appropriateness of the Japanese ODA policy for Turkey, effectiveness of results and appropriateness of processes since the Economic Assistance Policy Dialogue in 1998; drawing lessons and recommendations which will contribute to the more efficient and effective implementation of assistance; and fulfilling the government’s accountability to Japanese taxpayers by publishing the evaluation results.

The External Advisory Meeting on ODA Evaluation was formed as an informal advisory body of the Director-General of the International Cooperation Bureau of the MOFA to improve objectivity in ODA evaluation. The Advisory Meeting is commissioned to design and conduct evaluations of ODA and feed back the results and recommendations of each evaluation to the International Cooperation Bureau of the MOFA so that they could be reflected in the actual implementation of ODA for improvement. Professor Katsuya Mochizuki, a member of the meeting, was in charge of this evaluation.

Professor Masanori Naito from Hitotsubashi University, being an advisor to the study, made enormous contribution to this report. Likewise, the MOFA, the Japan International Cooperation Agency (JICA) including the former Japan Bank for International Cooperation (JBIC), and the ODA Taskforces also made invaluable contribution. We would like to take this opportunity to express our sincere gratitude to all those who were involved in this study. The ODA Evaluation Division of the International Cooperation Bureau of the MOFA was in charge of coordination of all the involved associates. All other supportive works including information collection, analysis and report preparation was provided by Global Link Management under the commission of the MOFA.


Finally, we wish to add that the opinions expressed in this report do not reflect views or positions of the Government of Japan or any other institution.

March 2009

## **The External Advisory Meeting on ODA Evaluation**

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## Country Assistance Evaluation of Turkey -Outline of Evaluation-

1. <b>Country:</b> Turkey	
2. <b>Evaluators:</b> (1) Chief Evaluator: Professor Katuya Mochizuki (Director in charge, Inter-disciplinary Studies Center, Institute of Developing Economies) (2) Advisor: Professor Masanori Naito (Professor, Institute for the Study of Global Issues, Graduate School of Social Sciences, Hitotsubashi University) (3) Consultant: Global Link Management Inc.	
3. <b>Period of Evaluation Survey:</b> June 2008 – March 2009	

Seismic Reinforcement  
Project for Large Scale  
Bridge in Istanbul

### Outline of Evaluation

#### 1. Evaluation Results

##### (1) Relevance of Policies

Japan's ODA policy for Turkey has generally high compatibility with: Japan's ODA policy; Turkey's national development plan; Turkey's current needs; international agenda; and assistance policy of other development partners. However, it is necessary to seek a new mode of cooperation regarding South-South Cooperation and disparity reduction as well as science and technology, which are in high demand in Turkey.

##### (2) Effectiveness of Results

As for the five priority areas of Japan's ODA policy for Turkey, progress has been observed in the achievement of results. In addition, it was confirmed that Japan's assistance in the past ten years has brought: actual results and prospective achievement of the expected impact in improving the metropolitan transportation environment of Istanbul, and in the overall economic and social development; and Japan's contribution to human resources development through the provision of training.

##### (3) Appropriateness of Processes

Formulation and implementation processes of Japan's ODA policy for Turkey were generally appropriate. However, it was found that Japan's assistance had not been well informed, and that the formulation, approval and implementation processes are to be improved and facilitated.

#### 2. Main Recommendations

- (1) "Selection and Concentration" within the four priority areas
- (2) Promoting South-South Cooperation contributing to stability and development in the Middle East region
- (3) Effective utilization and maintenance of the results of cooperation
- (4) Cooperation making the best use of limited aid schemes
- (5) Utilizing new aid schemes
- (6) Promoting exchange program and strengthening public relations by taking opportunity of the "Year of Japan in Turkey" (2010)
- (7) Improving the formulation and implementation process of the ODA policy

(Note: The opinions expressed in this summary do not necessarily reflect the views and positions of the Government of Japan or any other institutions.)

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Interview at the Ministry of Agriculture and Rural Affairs



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## Photos of the Field Survey



Project for Provision of a Training Center for Women and Children in a Squatter Area of Ankara

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Kaman-Kalehoyuk Archaeological Museum  
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Project for Strengthening the Program of Expanding Industrial Automation Technologies Departments

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(Technical Cooperation Project)

# Map of Turkey





## **Chapter 1 Background and Evaluation Policy**

### **1-1 Background and Objectives**

In the absence of “Country Assistance Program” for Turkey, the Government of Japan (GoJ) has kept implementing Official Development Assistance (ODA) mainly along the four priority areas upon which the GoJ and the Government of Turkey (GoT) agreed at the Economic Assistance Policy Dialogue in 1998. The four priority areas include: Environmental improvement; human resource development in economic and social development; agriculture, fishery, health care, Basic Human Needs (BHN) and infrastructure development contributing to disparity reduction; and South-South Cooperation. In addition, since 1999 when the earthquake occurred in north western Turkey, the GoJ has also been providing assistance in disaster preparedness and governance as a priority area.

A decade has passed since 1998, when the Economic Assistance Policy Dialogue was held. During this decade, Turkey has been experiencing drastic changes in all the aspects of its politics, economy and society. Considering the political and economic shifts in the past ten years, this evaluation survey was conducted to comprehensively evaluate Japan’s ODA policies for Turkey, and to obtain specific lessons and recommendations which will contribute to the planning and implementation of Japan’s future assistance for Turkey.

In light of the situation stated above, this evaluation survey was conducted with the following four objectives.

1. Comprehensive evaluation of Japan’s assistance policies to enable Turkey to obtain lessons and recommendations which will contribute to the planning of policies for future Japanese assistance for Turkey, as well as to the efficient and effective implementation of assistance
2. Fulfillment of government accountability to Japanese taxpayers by publishing the evaluation results
3. Provision of useful information for the future development of Turkey through the feeding back of the evaluation results to the Government of Turkey and other donors
4. Contribution to public relations concerning Japan’s assistance for Turkey

### **1-2 Scope of Evaluation**

In the absence of “Country Assistance Program” for Turkey, the GoJ has kept implementing Official Development Assistance (ODA) mainly along the four priority

areas upon which the GoJ and the Government of Turkey (GoT) agreed at the Economic Assistance Policy Dialogue in 1998. Accordingly, this evaluation survey covers all the ODA projects including loan projects, grant aid, technical cooperation, etc, which were commenced, continued, or completed from 1998, when the Economic Assistance Policy Dialogue was held, to 2007. Additionally, as the Economic Assistance Policy Dialogue was held in July 2008 after the ten-year interval, the aforementioned dialogue was also reviewed.

### **1-3 Evaluation Framework**

Japan's assistance for Turkey has been comprehensively reviewed from the three criteria of the "relevance of policies", "effectiveness of results", and "appropriateness of process" based on the "ODA Evaluation Guidelines - Version 4" published by the Ministry of Foreign Affairs of Japan (April, 2008) and subsequent debates at the External Advisory Meeting on ODA Evaluation. Particularly, while holding several review meetings, the evaluation team formulated evaluation design, conducted literature reviews and interviews both in Japan and Turkey, and drafted a final report. The contents of the evaluation framework are stated below.

#### **(1) Relevance of Policies**

Relevance of Japan's ODA policy towards Turkey was reviewed from the following five aspects: ODA policies of Japan; national development plans of Turkey; current needs of Turkey; international priority development agenda typified by the Millennium Development Goals (MDGs); and development assistance policies of other donors.

#### **(2) Effectiveness of Results**

As for the effectiveness of results of the ODA activities, the extent to which the assistance was effective in the achievement of the Japanese ODA policy for Turkey was examined. Specifically, the team analyzed the achievement of outcomes focusing on the respective five priority areas: (i) environmental improvement; (ii) human resource development in economic and social development; (iii) agriculture, fishery, health care and Basic Human Needs (BHN) and infrastructure development contributing to disparity reduction; (iv) South-South Cooperation; and (v) strengthening anti-earthquake measures and governance for disaster prevention. In addition, this survey also examined Japan's ODA's contribution through international agencies as well as its contribution to the rapidly growing economic and social development in Turkey.

#### **(3) Appropriateness of Processes**

The evaluation team collected and analyzed information on the organizational settings and systems of the concerned agencies in the two countries directly involving the policy formulation and implementation. Particularly, it confirmed the appropriateness of Japan's implementing agencies, such as Japan International Cooperation Agency (JICA) and former Japan Bank for International Cooperation (JBIC) in formulating operational policies and projects. In addition, the team analyzed coordination between different ODA schemes, cooperation with other development agencies, and initiatives for public relations.

#### **1-4 Evaluation Steps**

This evaluation survey was conducted from June 2008 to March 2009. Having several review meetings with officials concerned from the Ministry of Foreign Affairs (MOFA) and JICA (including the former JBIC), the following evaluation steps were adopted.

##### **1. Evaluation Design**

Under the supervision of the Chief Evaluator, the evaluation team had several review meetings with the concerned departments and divisions of MOFA and implementing agencies, and confirmed the objectives, scope and perspectives of the evaluation. Consequently, the team examined evaluation methodology and formulated evaluation implementation plans including scheduling, which was approved by the External Advisory Meeting on ODA Evaluation.

##### **2. Literature Review and Interviews (Data Collection in Japan)**

Based on the evaluation design stated above, the evaluation team conducted data collection and analysis through literature review and interviews with the officials concerned from MOFA and implementing agencies.

##### **3. Field Survey**

Based on the results of the data collection in Japan, the team conducted a field survey from October 26<sup>th</sup> to November 9<sup>th</sup>, 2008, for fifteen days. During the field survey, the team visited Ankara, Trabzon, Diyarbakır, Izmir and Istanbul for site visits and interviews with Japanese and Turkish agencies including agencies involved in Cultural Grant Aid projects and Grassroots and Human Security Grant Aid projects, as well as major development agencies. In addition, with the assistance of a local consultant, the evaluation team conducted data collection on the achievements of public relations with regards to Japan's assistance to Turkey.

#### 4. Report writing

Based on the ODA Evaluation Guidelines, the team analyzed the data and information obtained from the survey both in Japan and Turkey, and drafted a report.

### **1-5 Limitations of Evaluation**

#### 1. Limitations of evaluation in data collection

This survey has conducted data collection through various literature and interviews. However, as the covering period was as long as ten years from 1998 to 2007, it was difficult to obtain some documents. Furthermore, it was not possible for the team to visit all the concerned agencies and project sites due to the limited evaluation period.

#### 2. Limitations regarding the effectiveness of results

This evaluation survey examined the effectiveness of Japan's ODA for Turkey which was implemented in the past ten years between 1998 and 2007. However, it was difficult to precisely measure the effects of Japan's ODA policy because outcome indicators are not fixed for the policy and because it is not possible to attain outcomes by aid activities for only one country or one agency. Furthermore, as many on-going projects were included in the evaluation scope, the survey could only assume prospects in the achievement of outputs and outcomes. Therefore, in examining the effectiveness of results, the evaluation team had an overview of the current situations and issues in the respective priority areas and of assistance trends of major donors. Next, they examined Japan's contribution in the respective areas by referring to the quantitative data obtained through literature review and interviews in Japan and Turkey.

## **Chapter 2 Results of Evaluation**

### **2-1 Relevance of policies**

The relevance of the Japan's ODA policy for Turkey was reviewed from the following five perspectives: The ODA policies of Japan; national development plans of Turkey; current needs of Turkey; international priority development agenda typified by the Millennium Development Goals (MDGs); and development assistance policies of other donors. In general, the review indicated that Japan's ODA policy towards Turkey maintains a high level of compatibility with the five perspectives. A high level of relevance with the national development plans of Turkey and current needs of Turkey is attributed to the fact that the Government of Japan (GoJ) has devoted its efforts to understand the development needs of Turkey through dialogues during request studies.

In the past ten years, the GoJ has implemented Official Development Assistance (ODA) mainly along the four priority areas upon which the GoJ and the Government of Turkey (GoT) agreed at the Economic Assistance Policy Dialogue in 1998. The four priority areas are, "improvement in environment"; "human resource development for economic and social development"; "agriculture, fishery, health care, Basic Human Needs (BHN) and infrastructure development for disparity reduction"; and "South-South Cooperation". The GoJ has also implemented ODA along with the fifth priority area, "strengthening anti-earthquake measures and governance for disaster prevention", which was added after the earthquake in northwestern Turkey in 1999.

The GoT appraises that all the five priority areas reflect the needs of Turkey. In particular, among the five priority areas, Japan has higher comparative advantage in the area of "strengthening anti-earthquake measures and governance for disaster prevention" compared with other donors. In addition, given the fact that Turkey is industrializing rapidly, assistance for "environmental improvement" is important. "Disparity reduction" and "human resource development" are also highly relevant to Turkey's needs, where the decentralization and streamlining of local administration has been promoted.

In the meantime, while "South-South Cooperation" has been highly relevant with the needs of Turkey in the past, the GoJ needs to seek a new mode of cooperation that takes into account of the role of Turkish International Cooperation and Development Agency (TIKA), and given the fact that the Government of Turkey itself has become capable of providing other neighboring countries with assistance. Similarly, while "disparity reduction" has previously been highly compatible with the needs of Turkey, there are opinions that the GoT itself is capable of solving the issue of disparity

reduction since it has been implementing large-scale projects itself towards disparity reduction.

Additionally, although science and technology is not a priority area for Japan's ODA policy towards Turkey, it is necessary to consider the possibility of cooperation in this area, where there is a high demand from the various concerned agencies of Turkey.

## **2-2 Effectiveness of Results**

As for the effectiveness of results, this evaluation survey mainly reviewed the effectiveness of results in the five priority areas in the past ten years from 1998 to 2007. Although it was difficult to measure outcomes quantitatively in the respective areas due to the limitation of evaluation, it is considered that effectiveness of results is high as progress was observed in the achievement of outcomes in each priority area. It was also learned during field surveys at related agencies in Turkey that Japan's assistance had contributed greatly to the obtained results. The major contributing factors to the success of each project include the following: high level of relevance with Turkey's policies and needs of industries; best use of the past results and experience of technical cooperation in the long-term continuous cooperation; high degree of ownership of the Government of Turkey; assistance in the areas where Japan has comparative advantages such as earthquake/ disaster prevention and transfer of advanced technology; and synergistic effects through the coordination among various aid schemes of Japan; and synergistic effects from the combination of technology transfer and development of legislation.

In addition, it was confirmed that the facilitation of logistical distribution by infrastructure development projects has contributed to industrial development, and that Cultural Grant Aid projects have contributed to the strengthening of cultural exchange between the two countries, although the GoJ does not explicitly indicate these as priority areas. Regarding Japan's contribution through international agencies, it was confirmed that the Japan Social Development Fund (JSDF) and Policy and Human Resources Development Fund (PHRD) established under the World Bank have been used for youth development, capacity development of the civil society and preparation for projects.

Moreover, this survey tried to verify Japan's contribution to drastically growing economic and social development of Turkey in the past ten years through its assistance to Turkey from two opposite perspectives: (1) Japan's contribution to the improvement of the metropolitan transportation environment of Istanbul as well as economic and

social development; (2) Japan's contribution to human resources development through the provision of training. As a result of the former contributions, it was found that there is a high possibility of achieving the desired outcomes and impacting on the future. It was also found that trainings were effective in human resource development and institutional capacity development.

Meanwhile, although this survey tried to examine the contribution of Japan's ODA to the stability and development in the Middle East region, which is one of Japan's diplomatic policy objectives, it was found this was very difficult to verify.

### **2-3 Appropriateness of processes**

The process adopted by Japanese stakeholders to formulate Japan's ODA policy towards Turkey is considered to be generally appropriate. At the Economic Assistance Policy Dialogue (EAPD) between the two countries both in 1998 and 2008, the priority issues of Turkey were respected. Although EAPD had not been held between 1998 and 2008, it was heard from Japanese officials during the survey that communication maintained well between the two countries through conferences on loan projects and daily communications among officers-in-charge. In addition, both Japanese and Turkish sides perceived that EAPD in 2008 was meaningful and timely in that they could reconfirm each other's needs in the context of Turkey becoming a middle-income country in 2006, thus limiting aid schemes that the GoJ can apply to Turkey.

The formulation process of Japan's ODA projects is considered to be generally appropriate. In particular, it is worth mentioning that synergistic effects from the coordination among Japan's different aid schemes (loan projects, technical cooperation and grant aid) have been observed.

Meanwhile, there are four areas for further improvement. Firstly, staffing of the JICA office in Turkey needs to be reconsidered because new responsibilities were given to the office after the establishment of new JICA in October 2008. Such new responsibilities include loan projects, which were previously handled by JBIC office residing in Cairo (there was no JBIC office in Turkey), and Cultural Grant Aid projects.

Secondly, while monitoring and evaluation of technical cooperation and loan projects has been conducted in a proper way, it is necessary that the monitoring and evaluation system of Japan's Grassroots and Human Security Grant Aid projects as well as the Cultural Grant Aid projects be improved in a way to effectively measure their outcomes.



Thirdly, there are several areas for improvement regarding the project formulation, approval and implementation procedure. For example, it was pointed out that approval takes a long time. Particularly with respect to the Grassroots and Human Security Grant Aid projects, facilitation and swiftness of the procedure is expected by the concerned agencies of Turkey.

Fourthly, concerned Turkish government agencies and other donor agencies within Turkey are not well informed of Japan's ODA for Turkey. Therefore, in order to strengthen the relationship between the two countries, it is essential to strengthen public relations proactively and strategically.

## **Chapter 3 Recommendations**

### **3-1 “Selection and Concentration” within the four priority areas**

While Turkey became a middle-income country and has been achieving stable economic growth, various issues still need to be solved for the economic and social development. Therefore, it is necessary to continue to fully respect Turkey's ownership of these issues, and to select and concentrate on the areas that are difficult for Turkey to overcome by itself, and where Japan has comparative advantage.

The evaluation survey result indicated that the relevance of the priority areas of Japan's ODA policy for Turkey is considered to be generally high. Therefore, while it is considered to be appropriate to provide continuous assistance in the priority areas, it is important to further strengthen “selection and concentration” of various aid schemes in geographical regions and subsectors to achieve the expected outcomes more efficiently and effectively. The suggested new mode of cooperation in the four respective priority areas (excluding South-South Cooperation) is indicated as below.

#### **3-1-1 Strengthening of disaster prevention and governance**

Having rich experience and expertise in disaster prevention, Japan has provided Turkey with assistance through various ODA schemes such as loans, grant aid and technical cooperation after the earthquake in northwestern Turkey, enabling the seamless transition from the recovery stage to the prevention stage.

Among the priority areas, Japan has a comparatively higher advantage in the area of “strengthening anti-earthquake measures and governance for disaster prevention” compared with other development partners. There is also high demand for this area from the concerned agencies of Turkey. Therefore, it is necessary to continue providing assistance in strengthening the capacity of administration, communities and individuals to prepare for earthquakes. Effective examples include the use of remote sensing technology for disaster prevention, and the provision of the necessary support for implementing the “Law for Presidency of Disaster and Emergency Management, and its Organization and Responsibilities”, which is currently awaiting approval by the Parliament of Turkey.

Meanwhile, Japan has carried out the “Disaster Prevention Project” and JICA seminars targeting managers involved in the administration of disaster prevention, with cooperation from the Asia Disaster Reduction Center (ADRC). Although Turkey is not a member of the ADRC, it is possible for Turkey to become a member if there is a

request from the government of Turkey and if there is no objection from other member states. ADRC is a central agency for promoting multilateral cooperation in disaster prevention in Asian region. It has enabled the exchange of disaster prevention experts between concerned agencies, the collection and sharing of data related to disaster prevention, and survey and research regarding multilateral cooperation in disaster prevention. Joining such a platform would be beneficial for Turkey. Therefore, it would be useful to promote Turkey's participation in ADRC from the "All Japan" perspective.

### **3-1-2 Human resource development for economic and social development**

In Turkey, human resource development that responds to the needs of industry is urgently needed, and the introduction of advanced technology that responds to the advancement of industry is also required. Naturally, Turkey has the strong desire for Japan's cooperation with regards to industry and advanced technology. Further, as many are of the opinion that current product control systems and the quality of human resources in Turkish companies are the main barriers preventing Japanese investment, it is hoped that Japan will provide assistance in these areas.

Therefore, from the perspective of "selection and concentration", it is important to provide assistance for human resource development particularly in the areas of industry and advanced technology, where there is high demand in Turkey. When considering the possibility of creating a gateway into Turkey for the Japanese private sector, it is also important to provide Turkey with assistance in human resource development through support to higher professional schools, vocational training schools and higher educational institutions in cooperation with industry, government and academia.

### **3-1-3 Improvement of environment**

Assistance in the area of "improvement of environment" is regarded as one of the important agenda items in the Turkey's national development plan. In this area, Japan has provided assistance such as improving of metropolitan environments through loan projects and energy reduction projects. However, amidst the rapid economic growth in Turkey in recent years, aid schemes which the GoJ can apply to Turkey have become limited. Therefore, the main aid schemes applicable for Turkey may include technical cooperation and utilization of Other Official Flows (OOF).

In the mean time, not only major development partners but also local NGOs have been carrying out activities in the area of environmental improvement. Additionally, at the policy level, the EU has cooperated in upgrading Turkish environmental standards to EU standards in order for Turkey to fulfill the pre-condition for joining the European

Union.

So far, Japan has exchanged information on the environment and energy reduction with major development partners. It would be beneficial to continue exchanging opinions and information with other agencies and to provide assistance in the area of environment and energy, such as countermeasures for climate change, where Japan has a comparative advantage over other agencies.

#### **3-1-4 Disparity reduction**

In Turkey, economic disparities remain high between urban and rural areas, as well as economic and social disparities between the industrialized West and the developing East. Therefore, it is high on the agenda for Turkey to reduce regional disparities and to promote the development of developing regions. As the Turkish economy grows, various civil organizations have provided support to the socially disadvantaged people in the suburbs of Istanbul. The GoT is implementing a large-scale comprehensive regional development plan in the Black Sea region in eastern Turkey and the Anatolia region in southeastern Turkey. Under the comprehensive regional development plan, various aid agencies, NGOs, research institutions and private sectors have implemented comprehensive development projects covering various sectors. In parallel, Japan has carried out technical cooperation for regional disparity reduction in the eastern Black Sea region.

With regards to disparity reduction, there are opinions that the GoT is able to solve the issue by itself. In the meantime, the expected outcomes of the technical cooperation project in the Eastern Black Sea region have not been observed as the project is still ongoing.

However, considering the fact that the eastern and southeastern Turkey possess unstable factors such as the Kurdish problem and terrorism, cooperation for social stability in this region contributes to the stable social and economic development of Turkey, as well as stability and development in the Middle East, which extends to neighboring countries. It also matches Japanese diplomatic policy objectives for the Middle East. Therefore, it is necessary to comprehensively review the needs of the GoT, assistance trends of other development partners, Japanese cooperation experiences and results up to now, and to reconsider the strategic mode of cooperation.

For example, given the fact that Grassroots and Human Security Grant Aid characteristically brings direct benefits to the target group and produces visible results, it

would be beneficial to conduct Grassroots and Human Security Grant aid projects in cooperation with local governments and NGOs in sectors and regions where GoT and other development agencies cannot reach, for example in the minority regions.

Providing assistance to the Turkish local governments and NGOs through grant aid is highly compatible both with the needs of the GoT, which is promoting decentralization and streamlining of local governance, and with Japan's ODA policy for Turkey that reflects the perspective of "Human Security" stipulated in the ODA Charter.

### **3-2 Promoting South-South Cooperation contributing to stability and development in the Middle East region**

Taking into account the drastic development and strong ownership of Turkey, it is essential to build a new cooperative relationship based on "partnership" for future assistance. In recent years, Turkey's role has become increasingly important in the stability and development of the Middle East, Caucasus, Central Asia, Balkans and Black Sea regions. During the policy dialogue between former Prime Minister Fukuda and President Gyll in June 2008, the first joint communiqué between the two countries was released. The communiqué presented a new direction of strengthened cooperation between the two countries, and of jointly cooperating in achieving peace and prosperity with international communities. Meanwhile, Turkey is shifting from being a developing country to developed country. Because Turkey maintains sound bilateral cooperation both with Pakistan and Afghanistan, and because TICA has a policy to provide assistance to peace building, joint cooperation between Japan and Turkey with the aim of achieving stability in the region becomes ever more feasible.

Based on the idea of applying the cooperation results achieved in Turkey to neighboring countries, the GoJ has positioned South-South Cooperation as one of its main priorities. Based on this stance, Japan has supported Turkey in conducting Third Country Trainings, which is highly appraised by the trainees from the Third Countries. However, the GoJ has not made it clear that the cooperation is based on the policy of stability and development in the Middle East region stipulated in the Japanese diplomatic policy objective towards the Middle East. Japan and Turkey need to build a cooperative relationship focusing on joint assistance towards third countries to promote stability and development in the Middle East region, not only from the perspective of development cooperation, but also from the perspective of diplomatic policy and regional cooperation.

A further option is to keep assisting Palestine through Third Country Training in Turkey, which Japan has carried out until now. It would be helpful to seek joint cooperation

that contributes to the stability and development of the Middle East region from the perspective of the effective utilization of human resources trained through Japanese cooperation, not only by conducting Third Country Trainings in Turkey, but also by dispatching Third Country experts to the middle east.

Meanwhile, JICA has provided assistance to developing countries jointly with the middle-income countries based on the agreements in the Partnership Program for South-South Cooperation with those countries. Up to September 2007, JICA signed agreements on the Partnership Program with twelve countries in Asia, South and Central America and the Middle East, but there is no agreement with Turkey yet. One of the possible reasons of not signing the agreement with Turkey is due to the room for improvement in the capacity of TIKA. However, it is expected that Japan and Turkey will build a partnership for direct assistance to the Third Country, and decide the appropriate division of work between the two countries. Based on such groundwork, it is hoped that the two countries will promote joint cooperation contributing to stability in the Middle East.

### **3-3 Effective utilization and maintenance of the results of cooperation**

As it is highly possible for Turkey to “graduate” from ODA in the near future, it is necessary for Japan to provide Turkey with assistance in ways to effectively utilize the cooperation results they have experienced in the past until “graduation”. In particular, the following assistance is considered to be essential.

#### **3-3-1 Effective utilization of the cooperation results through loan projects**

In Turkey, various loan projects for metropolitan transport environment, disaster prevention and economic and social development have been implemented, mainly in Istanbul. In addition, several loan and technical cooperation projects have been implemented in a coordinating manner. Although the possibility of implementing new loan projects will become limited in the future, it is effective to help the executing agencies improve the operation of facilities built by the loan projects, and in following up through technical cooperation in order to make the best use of and maintenance of on-going and completed cooperation results.

#### **3-3-2 Continuation of training activities and full use of ex-trainees as resource persons**

Japan has received about two thousand trainees from Turkey in the ten years since 1998. In some cases, the ex-trainees became ministers and secretaries afterwards. Human resource development through such training activities is highly appraised by the

Government of Turkey. Furthermore, there is a recognition that cooperation through training activities has also directly contributed to creating a positive image towards Japan and strengthening the friendship relations between the two countries. As Japan has also assisted in the re-union of ex-JICA trainees, the proactive assistance of re-union and utilization of these human resources are essential for promoting mutual understanding and maintaining friendly cooperation.

### **3-4 Cooperation making the best use of limited aid schemes**

Due to the rapid economic growth in Turkey in recent years, ODA schemes that can be applied to Turkey are now limited. Among the limited schemes are technical cooperation, Grassroots and Human Security Grants, and contribution through international agencies. Therefore, aid effectiveness needs to be improved by making best use of the respective schemes and improving coordination.

#### **3-4-1 Conclusion of agreement on technical cooperation at earliest timing**

Due to work permit restrictions in Turkey, the dispatch of a new group of experts and senior volunteers that are due to stay for more than ninety days in Turkey has been suspended. However, some senior volunteers were granted exceptions and dispatched. In this case, the volunteers in question were dispatched to follow up the facility established by a Grassroots and Human Security Grant Aid project, and to follow up on a technical cooperation project that had been completed. Both cases represent synergistic effects between different schemes, and a contribution to the maintenance of past cooperation results. Therefore, an agreement on technical cooperation must be concluded at the earliest possible timing to ensure the smooth and efficient implementation of technical cooperation projects with the active participation of Japanese experts.

#### **3-4-2 Japan's strategic assistance through contribution to international agencies**

As large portion of Japanese assistance to Turkey through international agencies is aimed at developing the capacity of Turkish local governments and NGOs, and poverty reduction, which are highly compatible with Japan's ODA policy towards Turkey. As the ODA schemes that can be applied to Turkey become limited, it is increasingly important to strategically allocate the contributions through international agencies for projects which GoJ cannot implement by itself.

### **3-5 Utilizing new aid schemes**

It would be beneficial to utilize new aid schemes for promoting academic exchange



among universities in the field of advanced technology, which there is high demand from Turkey. Currently, the GoT is requesting assistance from the GoJ to establish a “Turkey-Japan Friendship University”. Under a similar initiative, Japan previously assisted Egypt in establishing the “Egypt-Japan University of Science and Technology (E-JUST)”. The objective of this initiative is to establish a national university of science and technology in Egypt, which carries out Japanese style engineering education and research activities in cooperation with Japan, and acts a center for this research in the Middle East and Arabian Countries. However, there are constraints on establishing a new university of science and technology due to the difficulty of dispatching Japanese academic experts long term. While considering this constraint, the GoJ is expected to examine the possibility of assisting this Turkish initiative from the perspective of capacity development in science and technology.

A further useful method would be the application of a new aid scheme regarding advanced and science technology, called “Science and Technology Research Partnership for Sustainable Development”. This scheme was established by Japan Science and Technology Agency (JST) and JICA, with the support of the Ministry of Education and Science and the Ministry of Foreign Affairs in the Japanese fiscal year of 2008. This scheme is aimed at solving global issues and advancing scientific and technological standards through the promotion of international joint research on global issues based on the needs of developing countries. It is also aimed at the improvement of independent research development capacities and solution capacities of developing countries. This scheme includes research issues regarding environment and disaster prevention, which are priority areas of Japan’s ODA towards Turkey. Given the fact that water resource management in harmony with environment, aqua-farming and export promotion of marine products are important issues for both Japan and Turkey, the two countries could conduct joint research into the water industry. Provided appropriate themes and research institutions are selected, the scheme can be highly applicable for Turkey.

### **3-6 Promoting exchange program and strengthening public relations by taking opportunity of “Year of Japan in Turkey”**

The “Year of Japan in Turkey”, which is to be held in 2010 is an excellent opportunity for further strengthening all aspects of the bilateral relationship between the two countries. All agencies concerted are expected to have a clear vision of their goals, and must not allow this to be a transient event.

During the survey, it was pointed out that high level officials of the GoT and other

development agencies have limited understanding of Japan's ODA. In order to rectify this situation, it would be effective to hold ODA seminars or workshops targeting high-level officials during the "Year of Japan in Turkey". On such occasions, highly appraised projects in Turkey involving Japan's assistance such as anti-earthquake projects, human resource development projects and loan projects should be introduced by members of related Turkish agencies and members of previous trainings in Japan. Effective utilization of human resources in Turkey that have direct experience of cooperation with Japan in the past would lead to the effective utilization of past cooperation results.

In general, Turkish people are very friendly towards Japan and are very interested in Japanese culture. However, as the younger generation is becoming more Western-oriented, it is possible that this general trend may change in the future. Therefore, public relations for "Year of Japan in Turkey" should be targeted at Turkey's youth through mass communication. Furthermore, academic exchange as well as cultural exchange and cultural introduction would also be useful. In this context, it would be beneficial to promote academic exchange among universities and research institutions of the two countries by using the "Science and Technology Research Partnership for Sustainable Development" scheme mentioned earlier.

### **3-7 Improving the formulation and implementation process of the ODA policy**

It was confirmed that the formulation and implementation process of Japan's ODA policy towards Turkey was generally appropriate. However, several specific issues and requests regarding the process were raised during the survey. The following specific points are suggested.

#### **3-7-1 Implementation of Policy Dialogue led by the ODA Taskforce**

During the Economic Assistance Policy Dialogue in 2008, a request was made by the GoT for regular policy dialogues like the one in 2008 every two to three years. On the other hand, the GoJ has been strengthening local capacities in recognition of the effectiveness of the ODA Taskforce, which has a detailed knowledge of local conditions and needs, and plays a leading role in the policy implementation process. Therefore, it is expected that the two countries will exchange information mainly through policy dialogues led by the ODA Taskforce in the future.

#### **3-7-2 Appropriate staffing in the new JICA office**

In light of the integration of JICA and JBIC in October 2008, the JICA office in Turkey started various preparations for the construction of a new system. However, it is

necessary to reconsider staffing in addition to the streamlining of operations, to which the JICA office had already been devoting a great deal of effort. In the case of the difficulty in increasing the number of JICA staff, for example, appropriate measures have been taken by hiring external temporary staff.

### **3-7-3 Improvement and facilitation of formulation, approval and implementation procedures**

It has been pointed out during the field survey that formulation, approval and implementation procedures of Japan's assistance are to be improved from time to time. Although the GoJ has tried to make efforts in accepting request studies depending on contents, one idea is to increase the flexibility of changing the content of projects as needed. Meanwhile, improvements are required with regards to Grassroots and Human Security grant aid, in order to improve and facilitate the application procedure.

### **3-7-4 Strengthening monitoring and evaluation system**

Monitoring reports on the progress of activities have been submitted by implementing agencies for Grassroots and Human Security Grant aid. However, information in those reports is limited to the procurement of materials, and it does not provide sufficient information to the extent that expected outcomes are achieved by the implementation of projects. From the perspective of results-based management sought after by the Paris Declaration, it is necessary to strengthen the monitoring and evaluation system to enable the measurement of outcomes and results.

### **3-7-5 Promoting assistance from the perspective of gender mainstreaming**

Japan has carried out many gender-sensitive projects through grassroots and human security grant aid. Because it is considered that gender disparity is one of the serious issues in Turkey, it is essential to promote further proactive support for reducing gender disparity in line with the Gender and Development (GAD) initiative announced by the Government of Japan in 2005.