

Third Party Evaluation Report JFY2022
Ministry of Foreign Affairs of Japan

Evaluation of Japan's ODA to Turkey

January 2023

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Foundation for Advanced Studies on International Development

Preface

This report is an Evaluation of Turkey, and was commissioned to Foundation for Advanced Studies on International Development by the Ministry of Foreign Affairs of Japan (MOFA) in fiscal year 2022.

Since its commencement in 1954, Japan's Official Development Assistance (ODA) has contributed to the development of partner countries while tackling global issues. Today, the international community acknowledges the necessity to improve the effectiveness and efficiency of ODA. MOFA regularly conducts ODA evaluations, of which most are conducted at the policy-level with two main objectives: to improve the management of ODA, and to ensure its accountability. These evaluations are commissioned to external third parties to enhance transparency and objectivity.

The objective of this Evaluation was to review Japan's Official Development Assistance (ODA) policies and implementation from JFY2017- 2021, and to produce recommendations based on the review to improve policy planning for the effective and efficient implementation of future assistance by the Government of Japan. For accountability purposes, the results in their entirety are available to the general public.

The Evaluation Team in charge of this study consisted of a chief evaluator (Prof. Kaoru Hayashi), and an advisor (Prof. Yasushi Hazama). Professor Hayashi supervised the entire evaluation process and Professor Hazama provided advice and input on analytical and evaluation processes. In addition, to complete this study, we have received support from MOFA, the Japan International Cooperation Agency (JICA), and local ODA Task Forces, as well as government agencies, project implementation agencies, and other donors in Turkey. We would like to take this opportunity to express our sincere gratitude to all those who supported this study.

Finally, the Evaluation Team wishes to note that the opinions expressed in this report do not necessarily reflect the views or positions of the Government of Japan.

January 2023

Foundation for Advanced Studies on International Development

Note: This English version is a translation of the Japanese Evaluation Report of Turkey (main text).

Evaluation of Japan's ODA to Turkey (Brief Summary)

Evaluators (Evaluation Team)

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- Advisor: Yasushi Hazama, Senior Researcher, Institute of Developing Economies, Japan External Trade Organization
- Consultant: Foundation for Advanced Studies on International Development

Evaluation Period: JFY2017 - 2021

Period of the Evaluation Study: April 2022-February 2023

Field Survey Country: Turkey



Tsunami disaster prevention video at the Bursa Disaster Training Centre, which was made in the Project of Earthquake and Tsunami Disaster Mitigation in the Marmara Region and Disaster Education in Turkey. (photo: Evaluation Team)

Background, Objectives and Scope of the Evaluation

Situated at the crossroads between Asia, Middle East and Europe, Turkey has a significant geopolitical importance as an outstanding country that holds the key to peace, stability and welfare in the region. On the other hand, having achieved remarkable economic growth, Turkey is facing issues such as the improvement of city life, easing economic disparities between regions and dealing with high inflation, making sustainable economic growth a challenge.

The objective of this Evaluation was to review Japan's Official Development Assistance (ODA) policies and implementation over the past five years (JFY2017-2021), and to produce recommendations and lessons learned for policy planning and implementation of future Japanese assistance to Turkey. The objective was also to fulfil accountability to the public by publishing the evaluation results.

Brief Summary of the Evaluation Results

•Development Viewpoints

(1) Relevance of Policies

Japan's assistance policy for Turkey is highly consistent with Turkish development policy and needs, and conforms to the Development Cooperation Charter (2015) and international priority issues. Furthermore, it is in harmony with the assistance policies stated by the major donors to Turkey, the EU and World Bank. Also, in the field of disaster risk reduction, Japan is achieving results by providing assistance that utilize the comparative advantages of Japan. In view of the above, the relevance of policy is Highly Satisfactory.

(Rating : Highly Satisfactory)

(2) Effectiveness of Results

As stated later in Appropriateness of Processes, due to the impact of negotiations toward the conclusion of the Agreement on Technical Cooperation, some of the planned projects were not implemented during the evaluation period. Therefore, inputs from the realization of policy targets went partly unfulfilled, but these points were included in the evaluation of Appropriateness of Processes, and the evaluation of the Effectiveness of Results included only the results of projects that were implemented.

With regard to a Priority Area “Building a strong social infrastructure to support the economy” and “Supporting Turkey's Syrian refugee policies”, outputs/outcomes were confirmed, with particularly large impacts in the field of water supply and sanitation. In the field of disaster risk reduction, based on many years of cooperation between Japan and Turkey, there have been independent developments on the Turkish side even after the end of the cooperation, and remarkable ripple effects have been generated. Furthermore, in cooperation with Turkish Cooperation and Coordination Agency (TIKA) and other government agencies that have implemented technical cooperation projects in the past, third country training programs were conducted to deepen the partnership as development partners. Regarding Priority Area “Strengthening cooperation with private sector,” there were only limited effects due to inconsistencies with needs and the impact of COVID-19, etc., but some projects promoted people-to-people connections between the two countries and the discovery of business networks that can be expected to produce other developments in the future.

In view of the above, the effectiveness of results is deemed to be Satisfactory.

(Rating : Satisfactory)

(3) Appropriateness of Processes

In the process of formulating the Country Development Cooperation Policy for Turkey, the draft was produced and approved following communication with Japanese government agencies, the Government of Turkey and implementing agencies. Measures with regard to extensions for delayed ODA loan projects were also discussed. For policy implementation, it was confirmed that there was diverse cooperation with Japanese officials in the field of disaster risk reduction. In terms of assistance for Small and Medium Enterprises (SMEs), effects were produced through cooperation with multilateral donors.

On the other hand, in order to conclude the Agreement on Technical Cooperation, officials on the Japanese side put in great effort, but there were delays to negotiations and procedures between Japan and Turkey, and time was needed for approval processes on the Turkish side. During that time, it was found that the implementation of some Technical Cooperation Projects was delayed, and results that were needed in order to achieve the targets were not produced. This had an effect on policy relevance and the effectiveness of results. Also, many officials from both Japan and Turkey brought up the opinion about the need to further promote PR activities.

Based on the above, the Appropriateness of Processes is Partially Satisfactory.

(Rating : Partially Satisfactory)

*Rating scale: Highly Satisfactory, Satisfactory, Partially Satisfactory and Unsatisfactory

•Diplomatic Viewpoints

(1) Diplomatic Importance

Turkey is a geopolitically important regional power, and, in addition to its important role in regional security as a NATO member nation, it is actively developing multilateral diplomacy with Europe, the US, Russia, the Middle East, Asia and Africa. Maintaining a close relation with Turkey is important to Japanese diplomatic strategy.

(2) Diplomatic Impact

Development cooperation to Turkey contributed to a positive feeling about Japan and strengthened the bilateral relation. Japan's presence is being felt through, for example, the urban and regional water and sewerage system provision projects, assistance to communities that have accepted Syrian refugees. Participants in JICA training in Japan have continued to be active especially in the field of education for disaster risk reduction. The understanding and interest in Japan seem to be increasing thanks to them.

Recommendations

- (1) Continue Cooperation in Connection with Disaster Risk Reduction : Japan should continue to provide cooperation that demonstrates its comparative advantages in the sector of disaster risk reduction
- (2) Strengthen Cooperation in Connection with Climate Change Countermeasures : Cooperation should be promoted in connection with climate change countermeasures while selecting areas where Japan can demonstrate comparative advantage.
- (3) Promote People-to-People Exchanges (training in Japan) : Increasing the opportunity for people-to-people exchanges will contribute to the maintenance of long-term positive relationships and should therefore be promoted.
- (4) Expand and Promote Triangular Cooperation Programs with Turkey : Triangular cooperation programs should be further expanded and promoted by means of cooperation with Turkey, including cooperation with TIKa and other Turkish Government agencies.
- (5) Strengthen PR Activities in Turkey : Although various public relation activities such as social media, site tours to local press agents, etc., have been undertaken, these tools should be used more efficiently and effectively in order to enhance PR activities.
- (6) Reconsider Revising Schedule of the Development Cooperation Policy : It is desirable that the Country Development Cooperation Policy for Turkey is revised after the announcement of the 12th Development Plan of Turkey.
- (7) Examine Methods of Enhancing Expertise in the JICA Turkey Office : It is desirable to examine methods to further enhance expertise of JICA Turkey office in order to maintain smooth communications.

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Chapter 1 Evaluation Implementation Policy

1. Background and Objectives and Evaluation Framework

(1) Objectives of the MOFA ODA Evaluation

The ODA evaluation by the Ministry of Foreign Affairs (“MOFA”) has the objective of improving the management of ODA (feedback toward ODA Policy) and ensuring accountability to the public, as shown below.

A. Improving the Management of ODA

ODA management can be assisted and the quality of ODA improved by reviewing ODA activities and by feeding back the recommendations and lessons learned as a result of the review of ODA policy formulation and implementation processes.

B. Ensuring Accountability to the Public

By publicizing the evaluation results, in addition to achieving accountability to the public, it increases ODA transparency and promotes understanding and support among Japanese citizens with regard to ODA.¹

Through the ODA evaluation, MOFA is endeavoring to further increase quality and to make sure of the effectiveness and efficiency of its assistance. Within this, the implementation of the country evaluation has the main aim of providing feedback to Japanese ODA policy for the relevant country and promoting understanding about ODA among Japanese citizens by reviewing the ODA implementation situation in the target country.

(2) Background and Objectives of This Evaluation

Situated at the crossroads between Asia, Middle East and Europe, Turkey has a significant geopolitical importance as an outstanding country that holds the key to

¹ ODA Evaluation Guidelines (2021), ODA Evaluation Division, Minister’s Secretariat, Ministry of Foreign Affairs of Japan

peace, stability and welfare in the region. As a member of the G20, it is a significant country in terms of its increasing presence in global diplomacy.

On the other hand, having achieved remarkable economic growth, Turkey is facing issues such as the improvement of city life including urban transportation, drinking water and sewerage system and waste treatment along with energy issues and economic disparities between regions. In addition, Turkey is facing problems such as high unemployment rates and high inflation, making sustainable economic growth a challenge. Furthermore, Turkey is currently the largest host country for Syrian refugees, and lessening the financial and social burden of the host local governments is a key issue for the country. Moreover, being an earthquake-prone country, it is as important as ever that Turkey strengthens its disaster prevention and countermeasure policies.

In Country Development Cooperation Policy for the Republic of Turkey (September 2018), “Deepening the Strategic Partnership through the Supports aimed at Sustainable Economic Growth” was given as the primary objective with the following 4 priority issues.

- Building a strong social infrastructure to support the economy
- Strengthening cooperation with the private sector
- Enhancing cooperation as a development partner
- Supporting Turkey’s Syrian refugee policies

As the Development Cooperation Policy for Turkey is scheduled for revision in JFY 2023, a country evaluation of Turkey was conducted to assess Japan's recent aid policy toward Turkey and assistance based on the priority areas, with the aim of obtaining recommendations and lessons learned for the drafting and implementation of Japanese aid policy for Turkey in the future. The objective was also to fulfil accountability to the public by publishing the evaluation results.

2. Scope of Evaluation and Target Period

The basic scope of this evaluation covered Japan's aid policy toward Turkey and the assistance provided under that policy over the past five years (JFY2017-2021).

The target policy was the Country Development Cooperation Policy for Turkey (formulated September 2018), mentioned above. The assistance policy in place from April 2017 to August 2018 was the “Country Assistance Policy for the Republic of

Turkey” (formulated December 2012), which was already 5 years old by 2017. Also, in view of the fact that the Rolling Plan formulated in April 2018 was consistent with the 2018 policy, it seems that it was already being implemented essentially under the same circumstances as the 2018 edition of the policy during the current evaluation target period, which was prior to the formulation of the 2018 edition. When necessary, reference was made to the 2012 edition.

Specifically, the projects that were started, ongoing or completed between JFY 2017 and 2021 were subjected to the evaluation and analysis.

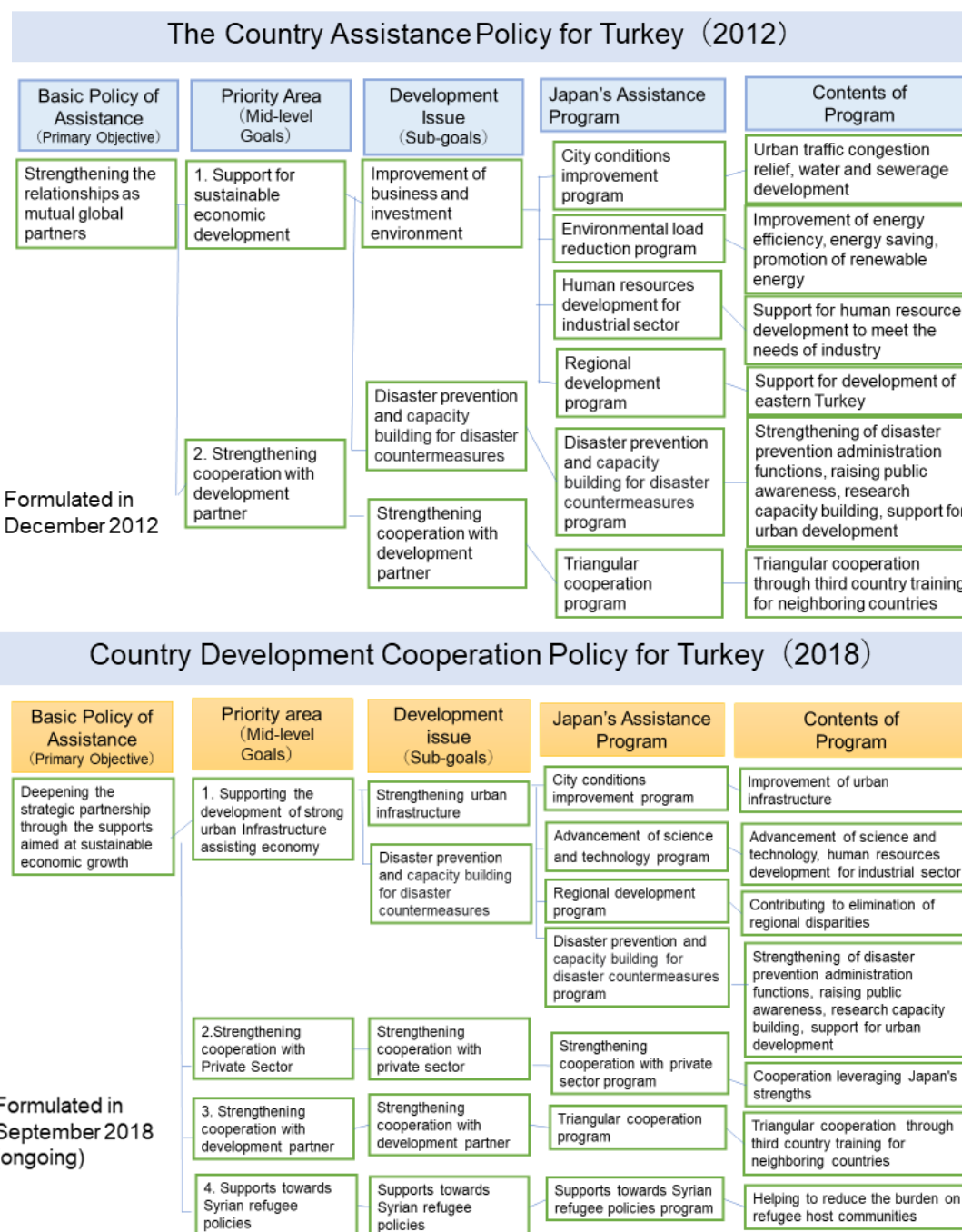
3. Methods of the Evaluation

(1) Evaluation Framework

A. Organization of Policy Targets

The policies mentioned above that are in the scope of the evaluation are organized in Figure 1-1. In the 2012 edition, the basic policy of assistance (primary objective) was “Strengthening the Relationship as Mutual Global Partners” but in the 2018 edition it was “Deepening the Strategic Partnership through the Supports aimed at Sustainable Economic Growth.” The goal was to further strengthen a reciprocal cooperative relationship in cooperation with Turkey, which has a relatively high-level of income, and to promote cooperative relationships in the private sector in the two countries.

The important issues (priority areas) were “1.Supports for Sustainable Economic Growth” (2012 edition), which became “1.Supporting the Development of Strong Urban Infrastructure Assisting Economy” (2018 edition), while “2.Strengthening Cooperation with Development Partner” (2012 edition) remained the same in 2018 edition. “2.Strengthening Cooperation with Private Sector” and “4.Supports toward Syrian Refugee Policies” were newly added in the 2018 edition.



Source: Prepared by Evaluation Team based on the Country Assistance Policy for Turkey (2012)/Rolling Plan (2014), Country Development Cooperation Policy for Turkey (2018)/Rolling Plan (2020)

Figure 1-1 An Objective Framework of Japan's ODA to Turkey

B. Evaluation Viewpoints

In compliance with the ODA Evaluation Guidelines (June 2021), this Evaluation was conducted from (A) development viewpoints (Relevance of Policies, Effectiveness of Results, and Appropriateness of Processes) and (B) diplomatic viewpoints (Diplomatic Importance, and Diplomatic Impact). The specific evaluation items are shown below.

(A) Evaluation from Development Viewpoints

The evaluation from development viewpoints (Relevance of Policies, Effectiveness of Results, and Appropriateness of Processes) uses a 4-stage rating scale of Highly Satisfactory, Satisfactory, Partially Satisfactory and Unsatisfactory based on the “rating scale for evaluations from development viewpoints” in the ODA Evaluation Guidelines.

(i) Relevance of Policies

For policy relevance, confirmation was made as to whether the basic assistance policy and priority areas were consistent with the development policies and needs of Turkey, Japan’s high-level ODA policies, and international priority issues and trends, as well as the manifestation of the comparative advantages of Japan implemented under these policies.

(ii) Effectiveness of Results

Regarding the effectiveness of results, confirmation was made of (a) the results of Japanese ODA toward Turkey in the evaluation target period (inputs), and investigations were conducted into (b) the degree of output/effects (outcomes) for each of the development issues (sub-goals) shown in the objective framework (Figure 1-1, 2018 Edition of the Country Development Cooperation Policy for Turkey) and (c) the contribution (impact) that was made to the priority areas (mid-level goals).

Regarding the outputs, in each of the projects forming the cooperation program, a review was conducted into the assets and services produced, and whether the production went as planned. Regarding the outcomes, the achievement of the targets on a development issue level (sub-goals) was examined. Existing evaluation results such as the Japan International Cooperation Agency (JICA) project ex-post evaluations and project completion reports were used in the evaluation. As far as

possible, efforts were made to obtain support from quantitative data, while qualitative data gained from interviews with the Government of Turkey and officials from other donors was also used to make a comprehensive judgment of effectiveness.

Regarding the achievement (impact) of the targets in each of the priority areas, a review was made into the effects brought about in the priority areas, and how Japan's initiatives in the priority areas contributed to improving the situation in Turkey. In view of the fact that the manifestation of development effects was dependent not only on Japanese assistance but also on efforts by Turkey itself and on various other factors, such as assistance from other donors and international organizations, a comprehensive assessment of Japan's contribution was made.

(iii) Appropriateness of Processes

In Appropriateness of Processes, investigations were carried out from the viewpoint of whether appropriate processes were taken in the formulation and implementation of assistance policies to ensure the " relevance of policies " and "effectiveness of results," whether the implementation system was appropriate, whether collaboration with other donors was effective, and whether there were considerations and creative approaches based on the characteristics and features of the recipient countries.

(B) Evaluation from Diplomatic Viewpoints

The evaluation from diplomatic viewpoints was made in connection to diplomatic importance and diplomatic impacts.

Regarding diplomatic importance, the significance of Japanese assistance to Turkey and its importance in connection to diplomatic goals were evaluated. As for the diplomatic impacts, investigations were conducted based on the contribution made to strengthening bilateral relation, the enhancement of Turkey's support and understanding for Japan's position in the international community, the strengthening of bilateral economic ties and the promotion of private business advancement, as well as the promotion of positive relationships.

(2) Evaluation Methodology

The survey period for this evaluation was from April 2022 to January 2023. Under the supervision of the chief evaluator/advisor, Study Meetings were held three times with relevant MOFA offices and JICA officials, for example, taking the following steps.

Step 1	Formulation of Implementation Plan (April - June 2022)
	Formulated a draft evaluation implementation plan (objectives, targets, evaluation framework, work schedule, etc.) after confirming evaluation needs through hearings with MOFA. The draft was presented at the first study meeting, and the contents of the plan were finalized after obtaining consensus from the parties concerned.
Step 2	In-country Research (June - September 2022)
	In line with the implementation plan, information was collected through literature and other sources, and interviews were conducted with relevant parties in Japan (MOFA, JICA, implementing companies, etc.). In parallel, online surveys were conducted with relevant parties in Turkey (Embassy of Japan in Turkey, JICA Turkey Office, other donor and international organization).
Step 3	Field Survey (October 2022)
	Information gathering, interviews (with the Embassy of Japan in Turkey, JICA Turkey Office, Turkish government ministries and agencies, etc.), and project visits were conducted in Turkey.
Step 4	Analysis and Report Preparation (October 2022 - January 2023)
	The collected information was analyzed, and the key points of the findings, evaluation results, and the logic guiding the recommendations were explained to the parties concerned at the second study meeting, which included the report preparation policy (draft framework). After exchanging opinions with the parties concerned, the results were compiled into the first draft of the report. After the draft report was prepared, comments and opinions were obtained from the parties concerned at the third study meeting, and based on these, the contents of the report were finalized and an English version of the report was prepared.

Figure 1-2 Steps Followed

(3) Limitations of Evaluation

None to mention.

(4) Implementation Systems

This Evaluation was implemented by an evaluation team comprising the following team members.

Evaluation Chief	Prof. Kaoru Hayashi	Professor, Faculty of International Studies, Bunkyo University
Adviser	Prof. Yasushi Hazama	Senior Researcher, Area Studies Department, Institute of Developing Economies, Japan External Trade Organization Visiting Professor at the Tokyo University of Foreign Studies, Graduate School
Consultant Team Members	Dr. Nobuko Fujita	Executive Director, Foundation for Advanced Studies on International Development (FASID)
	Mr. Katsuyoshi Takakura	Program Officer, Department of Human Resource Development, FASID
	Ms. Kyoko Harada	Consultant, former member of FASID

Chapter 2 Outline of the Scope of Evaluation

1. Overview of the Republic of Turkey

(1) Domestic Affairs

Positioned at the nexus of Asia, the Middle East and Europe, Turkey covers an area approximately twice that of Japan and has a population of approximately 84.68 million.² The Ottoman Empire was founded in 1299 and continued until 1922. In 1923, the Republic of Turkey was established. In addition to Turks, Kurds live primarily in the southeast, and there are also many Armenian, Greek and Jewish residents. Most of the citizens are Muslims (Sunni or Alevi), while others are Greek Orthodox, Armenian Orthodox, or Jewish, for example. Turkish is the official language.

The moderate Islamic Justice and Development Party (AKP) has been in power since 2002. In July 2016, a section of the Turkish military carried out a violent coup d'état, but it was suppressed by the ruling party. Also, following the 2018 presidential and parliamentary elections, Turkey moved from a parliamentary system to an executive presidency, which greatly enhanced the power of the president.³

(2) Diplomacy

In diplomatic terms, the basic tone is one of multilateral peaceful diplomacy. Maintaining basically harmonious relations with the West, Turkey joined the North Atlantic Treaty Organization (NATO) in 1952, and is also a member of the Organization for Economic Co-operation and Development (OECD) and the Organization for Security and Co-operation in Europe (OSCE). In 1987, it applied to become a member of the European Union (EU), and while negotiations for accession began in 2005, the EU has recently become increasingly critical of President Erdogan having executive authority,⁴ making it difficult to foresee any progress in the negotiations.

There has been some tension in the relationship between Turkey and the US. The US put in place economic sanctions in December 2020 due to Turkey's purchase

² 2021. Turkish Statistical Institute.

³ The president alone appoints all ministries (all executive power is in the hands of the president).

⁴ Prime minister from 2003 to 2014, president from 2014 onwards.

of a missile defense system from Russia. In its relationship with Russia, there is a closeness in the field of energy, including the construction of gas pipelines and nuclear power generation facilities. Turkey has also been actively mediating in the current invasion of Ukraine by Russia. With China, Turkey has been in a “strategic partnership” since 2010, and in 2012 Turkey became a dialogue partner to the Shanghai Cooperation Organization, and it announced its goal of becoming a member in September 2022.

The AKP has the goal of strengthening stability and economic relationships in the surrounding area, as well as promoting active diplomacy with a view toward Asia and Africa, including enhancing its participation in reconstruction assistance for Afghanistan, Myanmar and Somalia. Turkey has also been actively involved in the stabilization of the Syria situation by receiving many Syrian refugees, for example.⁵

The Japan-Turkey relationship has historically been a favorable relationship following the “Sinking of the Ertrugul⁶” in 1890. During the Iraq-Iran war in 1985, the dispatch of a special operations Turkish Airlines airplane by the Government of Turkey to rescue Japanese nationals stranded in Tehran was a defining moment in the favorable relationship between the two countries. At the time of the Great East Japan Earthquake, the Government of Turkey dispatched a 32-person assist and rescue team that remained active for about 3 weeks.

(3) Economy

Turkey is now an upper-middle income country with a growing economy. It is also a member of G20 and a donor country of aid to developing countries. The scale of that aid is increasing every year, and in 2020, Turkey contributed 8 billion USD (provisional figure), which is 1.12% of its GNI.

⁵ MOFA, <https://www.mofa.go.jp/mofaj/area/turkey/data.html#section1>

⁶ As a reciprocal courtesy for the visit to the Ottoman Empire by Prince Komatsu-no-miya Akihito and his wife Princess Yoriko, on their return from a visit to Europe in 1887, Adbul Hamid II dispatched Admiral Osman to Japan. On the return journey, the Ertrugul sank in Kushimoto Bay, Kii Province. 581 of the crew died, but 69 were saved thanks to the warm treatment from the government and people of Japan. The 69 survivors were sent back to Turkey on a Japanese cruiser.

GNI per person is 9,830 USD (2021), and it is now classified as an upper-middle income country by DAC/World Bank.

2. Turkey's Development Policies

(1) National Development Plans

After introducing a full-scale development plan in 1963 with the formulation of a long-term economic development plan, the Government of Turkey has been conducting public investment on the basis of 5-year plans.

A summary of the 10th Development Plan and 11th Development Plan, which cover the evaluation target period (2017-2021), is shown below.

(2) 10th Development Plan (2014-2018)

In July 2013, the Government of Turkey set the goals of raising Turkey's global position, strengthening welfare and alleviating poverty when formulating the 10th Development Plan. In the 10th Development Plan, the following four socio-economic development strategy targets were set: 1) Qualified people, strong society; 2) Innovative production, high and stable growth; 3) Livable places, and a sustainable environment; and 4) International cooperation for development.

(3) 11th Development Plan (2019-2023)

In 2019, the Government of Turkey formulated the 11th Development Plan. The following five socio-economic development strategy targets were set: 1) Stable and strong economy; 2) Competitive production and productivity; 3) Qualified people, strong society; 4) Livable cities, sustainable environment; and 5) Rule of law, democratization and good governance.

(4) 12th Development Plan (2024-)

The 12th Development Plan for 2024 onwards is currently being deliberated by an advisory committee, under which sector-based subcommittees and 70 working groups have been formed for consultation. The committee members include experts and academics. The advisory committee will produce a report in the first quarter of

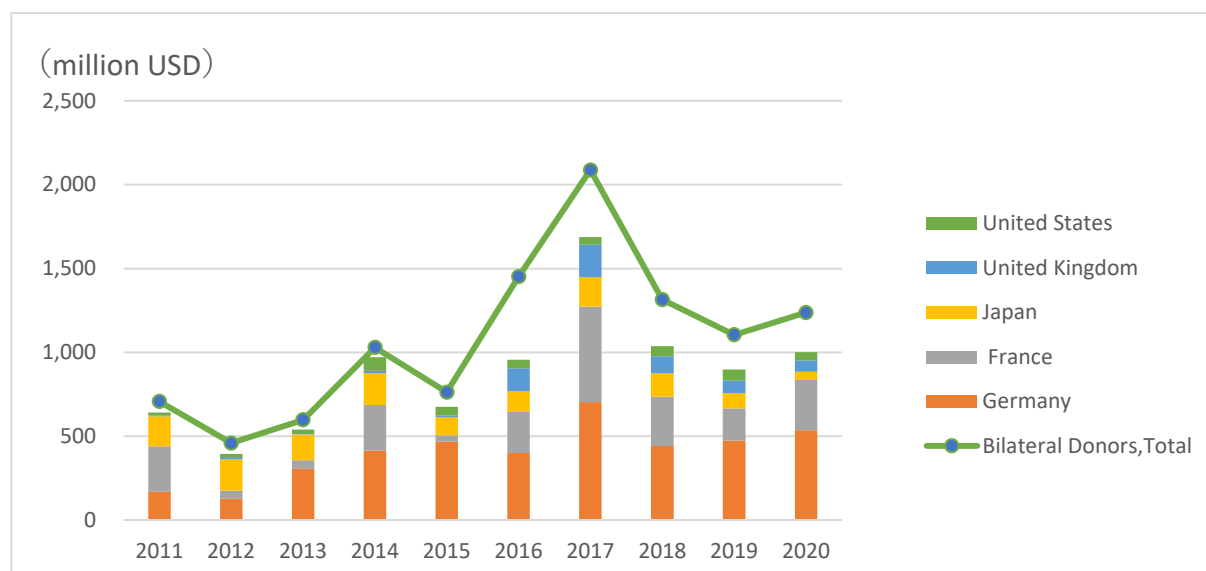
2023. The announcement of the plan is scheduled for late 2023. Strategy targets were under deliberation at the time of the field survey.⁷

The Government of Turkey is also putting effort into green energy and renewable energy. Having signed the Paris Agreement in April 2016, which was ratified in 2021, Turkey is accelerating its climate change initiatives. President Erdogan has set the target of having zero carbon emissions by 2053.⁸

3. Trends in Bilateral and Multilateral Assistance to Turkey

(1) Bilateral Assistance

The transition in bilateral assistance to Turkey can be seen in Figure 2-1. In 2017, there was a huge increase in total expenditure due to support for Syrian refugees. The country that provided the greatest amount of assistance was Germany, which gave 37.4% of the total bilateral assistance in the 4-year period from 2017 to 2020. This was followed by France (23.6%), Japan (7.9%), the United Kingdom (7.6%), and the US (3.8%).



Source: OECD Creditor Reporting System

Figure 2-1 Transition in Bilateral ODA to Turkey (based on gross amount)

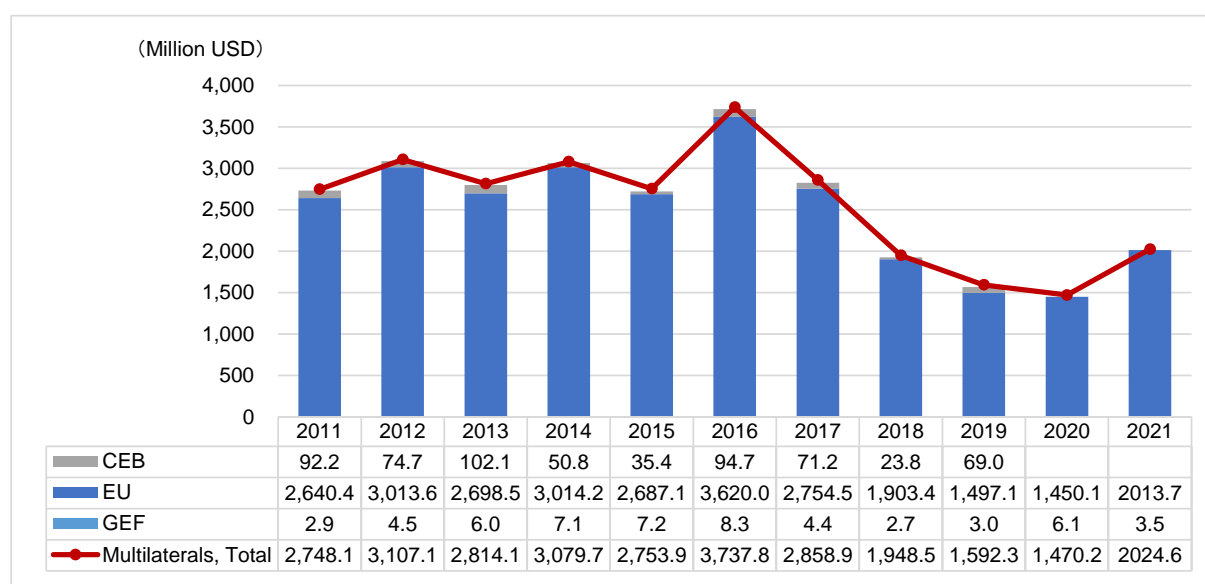
⁷ Based on interviews with the Presidency of Strategy and Budget.

⁸ JETRO BizNews <https://www.jetro.go.jp/biznews/2021/10/0ae6f1558646e47c.html>

If international organizations are also included, Japan has the fourth largest assistance amount (3.3%) behind the EU (55.5%), Germany (15.7%) and France (9.9%).

(2) Multilateral Assistance

In terms of multilateral assistance, the main donors that provide assistance to Turkey include the EU, the World Bank Group and the Council of Europe Development Bank (CEB). In OECD totals, except for the World Bank Group,⁹ over the past 10 years, the EU has contributed approximately 95% or more in assistance to Turkey.



Source: OECD Creditor Reporting System *CEB figures for 2020 and 2021 are unknown.

Figure 2-2 Transition in Assistance to Turkey from Multilateral Donors (based on gross amount)

EU assistance to Turkey supports the provision of social infrastructure, environmental issue countermeasures and climate change countermeasures under the Instrument for Pre-accession Assistance (IPA) in which Turkey has set the goal of EU membership. Since the Syrian civil war, EU cooperation with Turkey has taken

⁹ World Bank Group assistance to Turkey is Sovereign Debt (official debt of the partner country). Therefore, the World Bank assistance amount is classified as Other Official Flows (OOF) according to the OECD Creditor Reporting System (Source: Hearing of World Bank).

on increasing importance in connection to the refugee issue. In 2015, the Facility for Refugees in Turkey (FRiT) was established as the framework for the provision of funding to assist refugees living in Turkey. A budget of 6 billion Euros is included in this framework.

World Bank Group is rolling out wide-ranging projects in order to assist Turkish economic development centering on the International Bank for Reconstruction and Development (IBRD) that assists countries with middle-income or above. The amount of aid committed by IBRD¹⁰ has gone from 1.86 billion USD in FY 2020 to 1.5 billion USD in FY 2021 and 1.59 billion USD in FY 2022. Since the COVID-19 pandemic, assistance has been given in the fields of health, education and private sector assistance as emergency measures.

CEB along with the EU is working to repair public health facilities and medical centers for refugees across Turkey, and to provide medical equipment. In addition, assistance is being provided by UNHCR and multilateral donors in the area bordering Syria to assist refugees using various funds, while the Global Environment Facility (GEF) and Climate Investment Fund (CIF) are providing assistance in the fields of climate change and renewable energy.

4. Foreign Aid from Turkey

TIKA was established in 1992. It conducts various projects around the world centering on bilateral assistance projects.

The mission of TIKA is “To contribute to sustainable development by support for economic, social, and humanitarian development processes and support to ensure the preservation of our common historical and cultural heritage for future generations in coordination with the countries where we operate. In particular, one of the characteristics and strong points of TIKA is assistance to Islamic countries that share the cultural and social values of Turkey.

The amount of Turkish foreign ODA has been consistently increasing since 2011, reaching a peak of 8.7 billion USD in FY 2019. 90% of that amount was used for emergency aid and refugee assistance in connection to the Syrian civil war that erupted in 2011.

¹⁰ World Bank website: <https://www.worldbank.org/en/country/turkey/overview#2>

According to the FY 2020 TIKa development assistance report, the total amount of ODA in FY 2020 was approximately 8.1 billion USD, of which bilateral aid amounted to approximately 8 billion USD. The purposes of use included emergency and humanitarian assistance (approximately 90%) followed by cross-sector assistance (approximately 5%), and education (approximately 3%).

TIKA has 62 overseas offices in 60 countries around the world.¹¹ It has developed aid projects in 150 countries and regions.¹² In FY 2020, aid to Syria comprised approximately 88% of the amount of ODA bilateral assistance. Aid to the Islamic world comprised the majority, followed by aid to Eastern Europe, the Middle East, Central Asia and Africa.

5. Trends in Japanese ODA to Turkey

(1) Policy for Japanese ODA to Turkey

There is a long history of ODA to Turkey, with trainees from Turkey first being accepted to Japan in 1959, and ODA loans commencing in 1971. In addition to dispatching emergency aid teams and providing emergency reconstruction loans following the 1999 Izmit earthquake, ODA loans for large-scale infrastructure projects have been provided, such as the Second Bosphorus Bridge Construction Project in Istanbul and the Bosphorus Rail Tube Crossing Project (I) and (II), as well as a wide range of projects have been implemented in a variety of areas such as disaster prevention, energy in the form of technical cooperation.

As stated in Chapter 1, the primary objective of Country Assistance Policy for the Republic of Turkey (2012) was to “strengthen the relationship as mutual global partners,” with the mid-level goals set as (1) support for sustainable economic development, and (2) strengthening cooperation with development partner. In Country Development Cooperation Policy for Turkey (2018), the primary objective was “Deepening the strategic partnership through the supports aimed at sustainable economic growth,” with priority areas set as (1) Supporting the development of strong urban infrastructure assisting economy, (2) Strengthening cooperation with the

¹¹ Interviews with TIKa

¹² TIKa website: https://www.tika.gov.tr/en/page/history_of_tika-8526

private sector, (3) Strengthening cooperation with development partner, and (4) Supports towards Syrian refugee policies.

(2) Japanese ODA to Turkey

Looking at the total amount of Japanese ODA to Turkey by the type of aid, the total amount from JFY 1971, when ODA loans began, through to JFY 2020 is shown in Table 2-1. In particular, the total amount of ODA loans provided has risen to approximately 700 billion yen.

Table 2-1 Japanese ODA to Turkey

(JFY 1971- 2020, Monetary unit: 100 million Yen)

	ODA loans	Grand aid	Technical Cooperation
Total	6,971.80	53.07	466.95

Source: MOFA Web site ¹³

The total amounts during the evaluation target period from JFY 2017 to JFY 2020 are grant aid of 967 million yen and technical cooperation of 654 million yen. There were no ODA loans.¹⁴

Table 2-2 Number of Projects and Amount of Japanese ODA to Turkey

(Monetary unit: 10 million Yen)

FY	ODA loans		Grand aid		Technical cooperation	
	Number	Amount	Number	Amount	Number	Amount
2017	0	0.00	15	3.79	0	2.81
2018	0	0.00	11	2.51	0	1.75
2019	0	0.00	12	1.51	0	1.58
2020	0	0.00	13	1.86	0	0.40
Total	0	0.00	51	9.67	0	6.54

Source: prepared by the evaluation team based on the Ministry of Foreign Affairs ODA Country Data Collection (2018-2021)

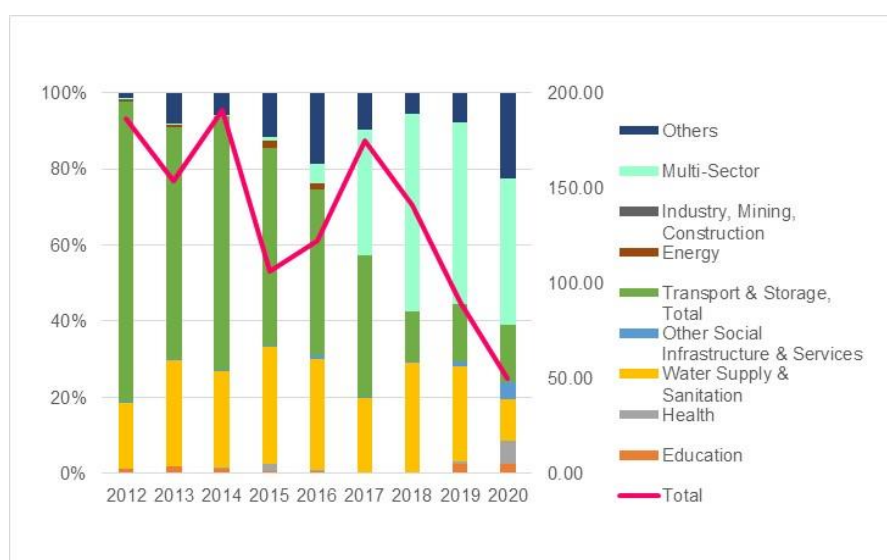
By sector, from 2012 to 2016, in particular, there was remarkable expenditure toward the transport sector, including underground railway construction and

¹³ <https://www.mofa.go.jp/mofaj/area/turkey/data.html>

¹⁴ ODA data was calculated on an official exchange of notes basis for ODA loans/grant aid and a total expenditure basis for technical cooperation. Although the amount for JFY 2021 was not calculated from ODA country data, in 2021 ODA loans of 45billion yen have been provided.

road/viaduct construction. Across this 5-year period, more than 60% (approximately 475 million USD) was spent in this sector. There was also massive expenditure toward the water supply and sanitation sector, including the construction of water and sewerage facilities. Across this 5-year period, 25% (approximately 191 million USD) was spent in this sector.¹⁵

On the other hand, in the evaluation target period from 2017 to 2021, expenditure toward the transport sector decreased. It seems that wide-ranging assistance was provided in various fields, such as health and education, as well as multi-sector assistance (Fig. 2-3). In the main sectors from 2017 to 2020, the investment amounts were 192 million USD for multi-sector (approximately 42%), 104 million USD for transport (approximately 23%), and 102 million USD for water supply and sanitation (approximately 22%).¹⁶



Source: prepared by the evaluation team based on the OECD Statistics Database

Figure 2-3 Japanese ODA investment in Turkey by Sector

¹⁵ Total ODA contributions from 2012-2016 were approx. 759 million USD (Source: OECD Statistics Database)

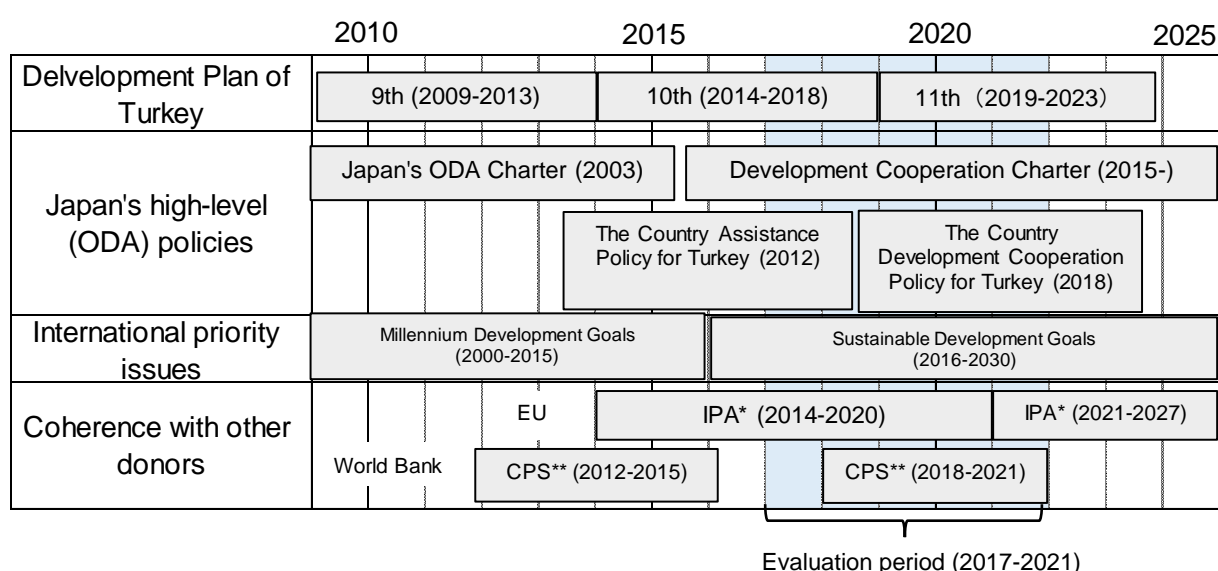
¹⁶ Total ODA contributions from 2017-2020 were approx. 455 million USD (Source: OECD Statistics Database)

Chapter 3 Evaluation Results

1. Evaluation from Development Viewpoints

(1) Relevance of Policies

This section will discuss Japan's assistance policy for Turkey in terms of 5 criteria, A. Consistency with Turkish development policy and needs; B. Consistency with Japan's high-level (ODA) policies; C. Consistency with international priority issues; D. Relevance to the assistance policies of other donors; and E. Japan's comparative advantages. Turkish development policy and Japan's high-level policies were discussed in Chapter 2. Figure 3-1 shows the changes in those elements.



*Instrument for Pre-Accession Assistance

**Country Partnership Strategy

Figure 3-1 Changes in Development-related Policies

A. Evaluation Item 1: Consistency with Turkish Development Policy/Needs

(A) Consistency with Turkish Development Plans

The goals of the two Development Plans that covered this evaluation target period (2017-2021) (10th Development Plan and 11th Development Plan) were consistent with the goals of the Country Assistance Policy for Turkey (2012) and the Country Development Cooperation Policy for Turkey (2018).

(B) Consistency with Turkish Development Needs

In the assistance policies during the evaluation target period, the priority areas in 2018 were changed in line with the changing Turkish environment and development needs after the formulation of the policy. “Strengthening cooperation with the private sector” and “Supporting Turkey’s Syrian refugee policies” were newly added. Therefore, it can be said that Japan’s Country Development Cooperation Policy for Turkey was consistent with Turkish development needs.

In view of the above, it can be said that Japan’s assistance policy for Turkey is highly consistent with Turkish development policy and needs.

B. Evaluation Item 2: Consistency with Japan’s High-Level (ODA) Policies

(A) Consistency between the Development Cooperation Charter (2015) and Country Assistance Policy for the Republic of Turkey (2012)

The Country Assistance Policy for Turkey (2012) was consistent with the Development Cooperation Charter in connection to Priority Issue 1, “Quality growth and poverty eradication through such growth,” Priority Issue 2, “Sharing universal values and realizing a peaceful and secure society.” and Priority Issue 3, “Building a sustainable and resilient international community through efforts to address global challenges.”

(B) Consistency between the Development Cooperation Charter (2015) and the Country Development Cooperation Policy for Turkey (2018)

Japan’s Country Development Cooperation Policy for Turkey (2018) was consistent with the Development Cooperation Charter in connection to Priority Issue 1, “Quality growth and poverty eradication through such growth,” Priority Issue 2, “Sharing universal values and realizing a peaceful and secure society.” and Priority Issue 3, “Building a sustainable and resilient international community through efforts to address global challenges.”

C. Evaluation Item 3: Consistency with International Priority Issues

(A) Consistency with International Priority Issues

(i) Consistency between the Millennium Development Goals (MDGs) and the Country Assistance Policy for Turkey (2012)

Priority Area (1) of the Country Assistance Policy, “Supports for sustainable economic development,” is consistent with MDG 1, “Eradicate extreme poverty and hunger,” in the sense that the sustainable economic growth of Turkey leads to the elimination of poverty in society as a whole. Priority Area (2), “Strengthening cooperation with development partner,” conforms to MDG 8, “Develop a Global Partnership for Development.”

(ii) Consistency between the Sustainable Development Goals (SDGs) and the Country Development Cooperation Policy for Turkey (2018)

Priority Area (1) of the Country Development Cooperation Policy for Turkey (2018), “Supporting the development of strong urban Infrastructure assisting economy,” is consistent with SDGs 1, 6, 7, 9, 11 and 14. Priority Area (2), “Strengthening cooperation with the private sector,” corresponds to SDGs 8, 9, 12 and 17. Priority Area (3), “Strengthening cooperation with development partner,” corresponds to SDGs 4, 6, 11 and 14. Priority Area (4), “Supporting Turkey’s Syrian refugee policies,” corresponds to SDGs 1, 2, 6, 11 and 16.

Based on the above, the priority issues stated in the assistance policy for Turkey are all consistent with the development goals in the MDGs and SDGs. Therefore, the assistance policy for Turkey is highly consistent with international priority issues.

D. Evaluation Item 4: Relevance to the Assistance Policies of Other Donors

Japan’s Assistance Policy for Turkey shares the same goals as the assistance policies of the EU and World Bank, who are the main donors to Turkey, namely, sustainable economic growth and the enhancement of governance to that end, assistance for SMEs, and the stabilization of basic social services such as education and healthcare. It plays a mutually complementary role with the projects and programs implemented by the EU and World Bank, and these efforts are increasing the effects of each party’s assistance.

E. Evaluation Item 5: Japan’s Comparative Advantages

When reviewing how Japanese comparative advantages are being used in assistance to Turkey, it was confirmed that results are being achieved by

implementing assistance that manifests these comparative advantages in the area of disaster risk reduction, in particular. In the field of disaster risk reduction, Japan is achieving ripple effects from wide-ranging aid formats in Technical Cooperation Projects, Training Projects, and Public Private Partnership (PPP) Projects, for example. Also, since 2014, the Ministry of Land, Infrastructure, Transport and Tourism has been conducting disaster risk reduction cooperative dialogs. In 2018, it became a signatory to the “Memorandum of Cooperation (MOC) of Cooperation on Disaster Risk Reduction,” among other bilateral disaster risk reduction cooperation frameworks. The MOC enhances and promotes comprehensive disaster risk reduction cooperation between Japan and Turkey and with other countries and in the international arena.¹⁷

F. Summary of Policy Relevance

Japan’s assistance policy for Turkey is highly consistent with Turkish development policy and needs, and conforms to the Development Cooperation Charter (2015) and international priority issues. Furthermore, it is in harmony with the assistance policies stated by the major donors to Turkey, the EU and World Bank. Also, in the field of disaster risk reduction, Japan is achieving results by providing assistance that utilize the comparative advantages of Japan.

In view of the above, the relevance of policy is Highly Satisfactory.

(2) Effectiveness of Results

In this section, review was carried out in connection to the “effectiveness of results” from Japanese ODA to Turkey by evaluating the effectiveness (impact) of the following three items: A. Results of invested assistance implemented on the basis of Japan’s assistance policy for Turkey (inputs based on individual development issues); B. Achievement of targets for each development issue (output/outcome); and C. Effects in priority areas (impacts).

A. Results of Invested Assistance Implemented on the Basis of Japan’s Assistance Policy for Turkey

¹⁷ Source: <https://www.mofa.go.jp/files/000433757.pdf>

(A) Results of Invested Assistance Implemented on the Basis of Japan's Assistance Policy for Turkey (by area)

The following table shows the assistance implemented between JFY 2017 and 2021 by development issue/program. Many ODA loans were provided for Development Issue 1 (Strengthening urban infrastructure) and 4 (Supporting Turkey's Syrian refugee policies). There were no new Technical Cooperation Projects during this period, and just one Science and Technology Research Partnership for Sustainable Development (SATREPS) project. In addition, Knowledge Co-Creation Programs (KCCP) Country Focus, Training Programs in Third Countries and Collaboration Programs with the private sector for disseminating Japanese technologies were implemented.

Table 3-1 List of Inputs

Scheme	Project Name	Implementation Period (Fiscal year)	Amount implemented (100 million of yen)
Development issue 1 Building a strong social infrastructure			
City Conditions Improvement Program			
ODA Loan	Bosphorus Rail Tube Crossing Project (II)	2005-ongoing	1,837.89
	Ankara Water Supply Project	2009-ongoing	268.26
	Municipal Sewerage and Wastewater Treatment Improvement Project	2011-2021	127.84
KCCP (Country focus)	Railroad Maintenance Sector	2021	NA
JICA Partnership Program (JPP)	Capacity building for sewer rehabilitation based on risk management in Izmir city	2016-2018	0.54
Regional Development Program			
ODA Loan	Coruh River Watershed Rehabilitation Project	2011-2021	42.25
KCCP (Country focus)	Project for Capacity Development of State Territorial Representatives on Regional Development	2015-2019	0.45
Grant Assistance for Grassroots Projects	35 Projects in total	2017-2021	2.86
Disaster Prevention and Preparedness Capacity Building Program			
SATREPS	Project of Earthquake and Tsunami Disaster Mitigation in the Marmara Region and Disaster Education in Turkey	2013-2018	4.50
KCCP (Country focus)	Disaster Education	2019-2020	NA
Data Collection Survey	Data Collection Survey on Promotion of Earthquake Resilient Buildings in Turkey	2019-2020	NA
Grant Assistance for Grassroots Projects	5 projects in total (search and rescue vehicles)	2017-2021	0.48
Development issue 2 Strengthening cooperation with the private sector			
Strengthening Partnerships with the Private Sector Program			
SDGs Business Supporting Survey	Verification Survey with the Private Sector for Disseminating Japanese technologies for Orchard and Field Management Machines to Agricultural Cooperatives in Eastern Rural Area of Turkey	2016-2019	1.00*

Collaboration Program with Private Sector for disseminating Japanese technologies	Collaboration Program with the Private Sector for Disseminating Japanese Technology for Seismic Retrofitting Engineering Services	2018-2019	0.20*
	Collaboration Program with the Private Sector for Disseminating Japanese Technology for mechanical parking	2018-2019	0.20*
ODA Loan	Rapid Support for Micro and Small Enterprises Project	2021-ongoing	318.00**
Development issue 3 Enhancing cooperation as a development partner			
Triangular Cooperation Program			
Third Country Training Program	Disaster Risk Management and Building Disaster Resilient Communities for South and Southeast Asia	2017-2020	0.15
	Training Project on Development of Sustainable Aquaculture for Central Asia	2015-2018	0.15
	Energy Efficiency and Management in Industry and Buildings for the Caucasus, Balkan and South Asia	2016-2019	0.25
Dispatch of (JICA) Experts	Support for Afghan Female Police Officers (Gender)	2015-2018	NA
Development issue 4 Supporting Turkey's Syrian refugee response			
Syrian Refugee Response Assistance Program			
ODA Loan	Local Authorities Infrastructure Improvement Project	2015-2022	450.00
	Local Authorities Environment Improvement Project	2021-2028	450.00
Basic Information Survey	Data collection survey on social service for Syrians	2017-2019	NA

*Maximum amount for each scheme at time of selection

**ODA loan amount against ongoing World Bank investment project amount (622.62 million USD)

B Achievement of Targets in Each Priority Area (output/outcome)

Among the priority areas, the extent to which the set targets (mid-level goals) were achieved has been reviewed in line with the priority areas of the Country Development Cooperation Policy for Turkey formulated in 2018, as stated in Chapter 1.

(A) Supporting the Development of Strong Urban Infrastructure Assisting Economy

Target	Support will be provided in the fields in which Turkey is facing problems such as the improvement of city conditions, advancement of science and technology, human resources development for the industrial sector, the elimination of regional disparities, and disaster prevention and disaster policies.
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(i) Improvement of the Urban Environment

In the "Municipal Sewerage and Wastewater Treatment Improvement Project," sewerage systems were constructed in a total of 9 target municipalities covering 1,007,634 people (181,723 households). In the "Ankara Water Supply Project," the amount of water that is being conveyed from the Gerede River about 100 km away corresponds to 30-40% of the water supplied to the people of Ankara (fluctuates in

different years). The “Bosphorus Rail Tube Crossing Project (II),” made it possible to cross the Bosphorus Strait in 4 minutes, providing an alternative to crossing by ferry (25 minutes required) and vehicle travel by two congested bridges (at the time of opening), thus enhancing the convenience of the strait crossing.

(ii) Elimination of Regional Disparities

In the project to assist with the improved livelihood of village residents in the “Coruh River Watershed Rehabilitation Project,” facilities and equipment were furnished for the purpose of beekeeping and greenhouse vegetable cultivation. The assistance provided in the above “Municipal Sewerage and Wastewater Treatment Improvement Project” and in Syrian refugee assistance to be described later has also led to the elimination of urban/regional disparities.

(iii) Disaster Risk Reduction and Disaster Countermeasures

Regarding the “Project of Earthquake and Tsunami Disaster Mitigation in the Marmara Region and Disaster Education in Turkey”, in addition to constructing hypocenter models and predictions, disaster risk reduction teaching materials have been developed based on the research results.

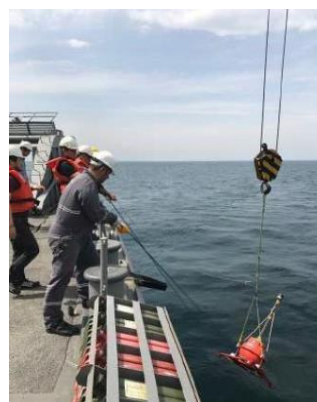
In “Disaster risk reduction education,” 53 teachers and Ministry of National Education members participated in the training in Japan. By observing Japanese educational scenes (from kindergarten to senior high school), they learned how to incorporate disaster risk reduction education into lessons.

Regarding the “Data Collection Survey on Promotion of Earthquake Resilient Buildings in Turkey,” a Technical Cooperation Project was proposed comprising an ODA loan project with the aim of improving seismic resistance and the use of schools as disaster management bases and for disaster education.



Elevated work equipment used by farmers (Verification Survey with the Private Sector for Disseminating Japanese Technologies for Orchard and Field Management Machines to Agricultural Cooperatives in Eastern Rural Area of Turkey)

(Source: Photograph taken by evaluation team)



Installation of ocean bottom seismograph (Project of Earthquake and Tsunami Disaster Mitigation in the Marmara Region and Disaster Education in Turkey)

(Source: Terminal Evaluation Study Report)

(B) Strengthening Cooperation with the Private Sector

Target	To contribute to growth in areas that leverage the strengths of Japanese companies, human resources, and technologies in order to resolve Turkey's development challenges and promote the common benefits of both Japan and Turkey.
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(i) Strengthening Cooperation with the Private Sector

In the “Verification Survey with the Private Sector for Disseminating Japanese technologies for Orchard and Field Management Machines to Agricultural Cooperatives in Eastern Rural Area of Turkey”, demonstration projects of three types of Japanese agricultural machinery were conducted, and farmers responded to questionnaires stating that labor was reduced and work efficiency was improved.¹⁸

In the “Collaboration Program with the Private Sector for Disseminating Japanese Technology for Seismic Retrofitting Engineering Services”, with the cooperation of a Turkish research institute, the Master Frame (MF) construction

¹⁸ Interviews with the Black Sea Agricultural Research Institute

method, a Japanese seismic retrofit technology, was demonstrated, but its application was limited to a certain number of buildings due to problems with the Turkish legal system. However, some technologies related to the MF construction method (joint anchors for earthquake resistance) have been put to practical use after this project and adopted in several buildings, leading to the adoption of the MF construction method itself in the design of some buildings.

With respect to the “Collaboration Program with the Private Sector for Disseminating Japanese Technology for Mechanical Parking”, building height restrictions and city budget issues in Istanbul were also identified, as well as concerns about competition with low-cost parking facilities operated by the government corporation. Field interviews also confirmed that many drivers are not familiar with the idea of paying for parking.¹⁹ The three private-sector partnership programs mentioned above were affected by the depreciation of the Turkish lira and the spread of COVID-19, which made it difficult for them to be put into practical use.

In the ODA Loan Project “Rapid Support for Micro and Small Enterprises Project”, IBRD and JICA co-financed a number of small and micro enterprises that were affected by COVID-19 and whose business operations deteriorated. A 300 million USD loan agreement was signed in April 2021, and at the time of the field survey, a call was underway for small and micro enterprises to apply for the loan.

(C) Strengthening Cooperation with a Development Partner

Target	Taking into account Turkey's geographical advantages, contribute to cooperation with neighboring countries conducted by Turkey through third-country training and other activities.
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(i) Triangular Cooperation Program

In this program, Japanese experts were dispatched to third-country training programs for Central Asia and the Middle East conducted in cooperation with TIKA, with which JICA signed a memorandum of understanding for mutual cooperation (January 2012), and to a project to support Afghan women police officers implemented in cooperation between Japan and Turkey.

¹⁹ Interviews with JICA Turkey Office

The training programs in third countries included "Disaster Risk Management and Building Disaster Resilient Communities", "Development of Sustainable Aquaculture for Central Asia", and "Energy Efficiency and Management in Industry and Buildings for the Caucasus, Balkan and South Asia", which were implemented in accordance with the "Memorandum of Understanding on Cooperation between Japan and Turkey for Disaster Risk Reduction" signed in December 2018. In addition to TIKA, JICA also received cooperation from Turkish implementing agencies with which JICA has cooperated in the past, such as the Middle East Technical University and the Ministry of Energy and Natural Resources, to transfer knowledge and know-how from Japan and Turkey in various fields to trainees in Central Asia, the Middle East, and elsewhere.

In the dispatch of experts, the support for women police officers by Japan and Turkey was a meaningful project for Afghanistan, where women's rights are threatened in various situations due to the large gender gap caused by social norms. In addition, it was confirmed that the participants of this training course have continued to strengthen their capacity as leaders of the Afghan women's police force.

(D) Supporting Turkey's Syrian Refugee Policies

Target	Contribute to reducing the burden on communities hosting Syrian refugees.
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(i) Syrian Refugee Response Assistance Program

The "Local Authorities Infrastructure Improvement Project" aims to improve infrastructure services for host communities of Syrian refugees and contribute to the improvement of the living environment of the local residents. 22 water supply projects, 5 wastewater treatment projects, 20 sewerage projects and 1 rainwater harvesting project have been completed in 10 host communities of Syrian refugees in the southeast region of Turkey.

The "Local Authorities Environmental Improvement Project" also aims to contribute to the improvement of the living conditions of Syrian refugees and host communities by promoting the development of social infrastructure for local governments affected by the influx of Syrian refugees, without limiting the area, and two of the projects in Elazig have begun construction.

The "Data Collection Survey on Social Service for Syrians" was conducted to identify the specific needs of the Turkish and Syrian populations with regard to improving the quality of psychosocial care and promoting social cohesion, and within

the framework of this survey, proposals were made for strengthening the functions of social service centers.

C. Effectiveness (impact) on Priority Areas (mid-level goals)

An analysis was made into the priority areas to find out what effects were brought about by the above cooperation results and what kind of contribution was made to improving Turkish development indicators and situations.

(A) Building a Strong Social Infrastructure to Support the Economy

In the “Bosphorus Rail Tube Crossing Project (II),” as many as 650,000 people each day use the underground line (Marmaray) to cross the Strait, half of whom use it as an alternative to commuting by automobile, which contributes to a reduction in traffic jam and exhaust gas emissions.²⁰

There were concerns about water outages in Ankara city during a large-scale nationwide water shortage in 2021, but thanks to the completion of the facilities in the “Ankara water supply project,” it was possible to avoid suspending the water supply.²¹

In total, the number of beneficiaries of the “Municipal Sewerage and Wastewater Treatment Improvement Project” in Turkey correspond to approximately 5.3% of all those who have newly-received sewerage services during the implementation period of this project (18,923,085 people). The sewerage coverage ratio in Turkey (population basis) went from 58.3% in 2012 to 74.0% in 2020, which is a huge increase, and this Project has played a part in that.

Research in the “Project of Earthquake and Tsunami Disaster Mitigation in the Marmara Region and Disaster Education in Turkey” is ongoing, and academic papers and publications continue to be published. The disaster risk reduction teaching materials produced so far have been shared with AFAD, the Ministry of National Education and NGOs. Tsunami disaster risk reduction videos are also being used at

²⁰ Interviews with Directorate-General of Infrastructure Investments (DGII) of the Ministry of Transport and Infrastructure

²¹ Interviews with Ankara Water and Sewerage Administration.

the Bursa Disaster Training Centre. On the other hand, there are certain issues with the O&M and technical continuity of the equipment.

In “Disaster Education,” post-training impacts include the creation of an online training module by the Ministry of National Education based on the results of the project, and the start of face-to-face training targeting master trainers. As a result, in 67 provinces, approximately 600 master trainers have undergone face-to-face training, while more than 130,000 teachers have taken online/workplace training. In 2020, the teachers who had participated in the training created two disaster risk reduction education guidebooks for schools around Turkey. 3000 copies were printed and distributed.²²



Gerece River Intake Weir (Ankara Water Supply Project)

(Source: Photograph taken by evaluation team)



Training in Japan (Disaster Education)

(Source: Asian Disaster Reduction Center website)

(B) Strengthening Cooperation with the Private Sector

The elevated work platforms introduced in the “Verification Survey with the Private Sector for Disseminating Japanese Technologies for Orchard and Field Management Machines to Agricultural Cooperatives in Eastern Rural Area of Turkey” have facilitated farming work such as fruit tree thinning and weeding. Effectiveness in the field was confirmed, but sales have not been achieved because of the impact of COVID-19 after the completion of the project which has stopped companies from being able to continue their activities. The target area is a hilly area, and the land used for fruit trees is a small-scale uneven area with steep slopes. The Black Sea

²² Interviews with the Ministry of National Education

Agricultural Research Institute and farmers were of the opinion that demand for 2 of the 3 kinds of machinery that were tested is not high.²³

In the “Collaboration Program with the Private Sector for Disseminating Japanese Technology for Seismic Retrofitting Engineering Services,” personal exchanges between Japan and Turkey were promoted when investigating the seismic retrofitting technology of Japanese companies with cooperation from Turkish research agencies. The impacts of the “Collaboration Program with the Private Sector for Disseminating Japanese Technology for mechanical parking” could not be confirmed because it did not reach the stage of dissemination or demonstration.

“Rapid Support for Micro and Small Enterprises Project” is an ongoing project. It is too soon to confirm the impacts, but in Turkey, where Micro and Small Enterprises comprise 99% or more (of the number of companies), it is expected that this project will create new employment among young people thanks to rapid support (financing) from Japan during the COVID-19 pandemic.

(C) Enhancing Cooperation as a Development Partner

In interviews with TIKA, it was found that TIKA deeply trusts JICA based on long-term cooperation track record, and TIKA is positive about cooperation in many different regions in the future.²⁴ TIKA is putting particular effort into the field of technical cooperation in various regions, including the Middle East, Africa, and Central Asia, and it is gaining a greater presence as a donor in the international community. Also, the training of experts is being promoted as it develops its own assistance activities through capacity-strengthening as a donor.

The Afghanistan government is rapidly increasing the number of women police officers. The assistance of Japan and Turkey in this process represents not only financial contributions but also "face-to-face support" for Afghan women police officers.

(D) Supporting Turkey’s Syrian Refugee Response

²³ Interviews with fruit farmers

²⁴ Interviews with TIKA

In the “Local Authorities Infrastructure Improvement Project,” by supplying clean and safe drinking water, a contribution has been made to improving the lives of Syrian refugees and local people living in new residential areas.

The “Local Authorities Environment Improvement Project” began in August 2021. The manifestation of the impacts has not yet been confirmed.

Regarding “Data Collection Survey on Social Service for Syrians,” it is expected that this study will lead to the implementation of technical cooperation projects in relation to the improved quality of social care services for Syrian refugees.

D. Summary of Effectiveness of Results

As stated later in Appropriateness of Processes, due to the impact of negotiations toward the conclusion of the Agreement on Technical Cooperation, some of the planned projects were not implemented during the evaluation period. Therefore, inputs from the realization of policy targets went partly unfulfilled, but these points were included in the evaluation of Appropriateness of Processes, and the evaluation of the Effectiveness of Results included only the results of projects that were implemented.

With regard to “Building a strong social infrastructure to support the economy” and “Supporting Turkey’s Syrian refugee policies”, outputs/outcomes were confirmed, with particularly large impacts in the field of water supply and sanitation. In the field of disaster risk reduction, based on many years of cooperation between Japan and Turkey, there have been independent developments on the Turkish side even after the end of the cooperation, and remarkable ripple effects have been generated. Furthermore, in cooperation with TIKA and other government agencies that have implemented technical cooperation projects in the past, third country training programs were conducted to deepen the partnership as development partners. Regarding “Strengthening cooperation with private sector,” there were only limited effects due to inconsistencies with needs and the impact of COVID-19, etc., but some projects promoted personal connections between the two countries and the discovery of business networks that can be expected to produce other developments in the future.

In view of the above, the effectiveness of results is deemed to be Satisfactory.

(3) Appropriateness of Processes

In this section, in order to evaluate the Appropriateness of Processes of Japanese ODA to Turkey, an analysis was conducted into 5 pre-set items (A. Appropriateness of Processes for the Formulation of Assistance Policy for Turkey, B. Appropriateness of Processes for Assistance Policy Implementation, C. Appropriateness of Assistance Implementation Systems, D. Effective Collaboration with Various Aid Actors (including private sector, NGOs, and relevant Japanese organizations), E. Considerations and Specific Approaches that Take into Account the Characteristics and Features of Turkey).

A. Evaluation Item 1: Appropriateness of Processes for the Formulation of Assistance Policy for Turkey

(A) Assistance Policy Formulation Processes

Turkey assistance policy (Country Development Cooperation Policy and Rolling Plan) processes were formulated appropriately in conformity with MOFA's "Country Development Cooperation Policy Formulation Processes," and with deliberation between officials and the finalization/approval of drafts. Public comment on the formulated drafts was requested in January 2019 for a 4-week period, but there were no comments.

(B) Understanding the Needs from the Turkish Side

In the process of creating the draft of the Country Development Cooperation Policy for Turkey and Rolling Plan, there was an exchange of opinions regarding the draft with the Japanese section of MOFA, which was the point of contact for the Government of Turkey.

Regarding project plans, depending on the form of aid, different government agencies of Turkey were used as the point of contact, and procedures were moved forward based on the needs of Turkey. The plans for Technical Cooperation Projects are formulated based on ODA request studies that are implemented each year. The Embassy of Japan in Turkey ("Embassy of Japan" hereafter) confirmed with the Turkish Ministry of Foreign Affairs ("MFA" hereafter), which is the contact point, and after the confirmation and examination procedure by the Presidency of Strategy and

Budget ("Budget Department" hereafter), which understands the requests for the projects of Turkish ministries, the MFA informed the Embassy of Japan. The point of contact for ODA loan projects is the Turkish Ministry of Finance, and, as with Technical Cooperation Projects, the need for project formation on the Turkish side is transmitted to the Embassy of Japan from the Ministry of Finance after being confirmed by the Budget Department. The need for assistance in individual municipalities is discovered when the call is put out for "Grant Assistance for Grassroots Human Security Projects" by the Embassy of Japan.

In addition to the above processes, the Embassy of Japan goes through the MFA to listen to the needs and requests of Government of Turkey officials whenever necessary, including obtaining feedback from relevant offices. Project formation that reflects the needs of Turkey is carried out based on the opinions of the Ministry of Agriculture and Forestry with regard to agricultural projects, and those of AFAD with regard to disaster risk reduction projects, for example.²⁵

Once a year, in each recipient country, an ODA request study is implemented by Japanese Embassies. While efforts have been made to understand the needs of Turkey through such studies, in JFY 2017 and 2018, when the conclusion of "The Agreement on Technical Cooperation Between the Government of the Republic of Turkey and the Government of Japan"²⁶ (Agreement on Technical Cooperation)" was on hold (see "B. Evaluation item 2: Appropriateness of Processes for Assistance Policy Implementation"), no such study was conducted in connection to the implementation of technical cooperation.²⁷ The study was restarted in FY 2019.²⁸

(C) Organizations and Members Involved in Policy Formulation

Normally, assistance policy formulation has the goal of strengthening local leadership and the implementation of high-quality ODA based on the needs of the recipient country in compliance with MOFA policies, and it is carried out by a field Task Force located in the recipient country.²⁹ In Turkey, a field Task Force has been

²⁵Based on interviews with the Embassy of Japan

²⁶ Technical cooperation includes technical cooperation projects, technical trainee acceptance, expert dispatch and dispatching of Japan Overseas Cooperation Volunteers (JOCV), etc. This cooperation is mainly implemented by JICA.

²⁷ Request studies were conducted with regard to KCCP, youth training and other training projects in JFY 2017 and 2018.

²⁸ Interviews with JICA Turkey Office

²⁹ MOFA website: <https://www.mofa.go.jp/mofaj/gaiko/oda/seisaku/taskforce.html>

set up, which performs duties relating to the formulation of the Country Development Cooperation Policy for Turkey and the Rolling Plan, for example. It was confirmed that the Japanese Embassy, the JICA Turkey Office (“JICA Office” hereafter) and JBIC representative office in Istanbul participate as ODA Task Force members.³⁰

B. Evaluation Item 2: Appropriateness of Processes for Assistance Policy Implementation

(A) Appropriateness of Cooperation Program Approach with regard to Resolving Issues (in priority areas)

Along with the transition from the December 2012 Country Assistance Policy for the Republic of Turkey to the September 2018 Country Development Cooperation Policy for Turkey, “Strengthening Cooperation with the Private Sector” and “Supporting Turkey’s Syrian Refugee Response” were added to the existing priority areas of “Assistance for Sustainable Economic Growth” (“Priority area 1. Building a Strong Social Infrastructure to Support the Economy” in 2018 edition) and “Enhancing Cooperation as a Development Partner” (see Figure 1-1 of Chapter 1-3 1 (A) in this document).

The newly-added “Strengthening Cooperation with the Private Sector” corresponds to the needs on the Turkish side in connection to assistance and increased employment among micro and small enterprises, which have played a leading role in the development of the Turkish economy. “Supporting Turkey’s Syrian Refugee Response” has been an effective approach of Japanese assistance that bolsters the measures taken by the Government of Turkey toward refugees. The Government of Turkey is bearing a huge economic and social burden due to its acceptance of 3.7 million Syrian refugees since the start of the 2011 Syrian civil war.³¹ In interviews with Ilbank, the borrower in the “Local Authorities Environmental Improvement Project” and the “Local Authorities Infrastructure Improvement Project,” there was a high-regard for the rapid financing provided to municipalities that have a great need for assistance when supporting refugees. In addition, based on the results of evaluating the effectiveness of results, it was found that cooperation programs established in connection to each of the priority areas, including the two existing priority areas, were established appropriately.

³⁰ Interviews with MOFA and the Japanese Embassy.

³¹ Number of Syrian refugees accepted by Turkey:
https://www.jica.go.jp/information/seminar/2019/ku57pq00002l4wd8-att/20190701_01_01.pdf

(B) Appropriateness of Project Formulation, Selection, Adoption and Implementation for Problem Resolution

Based on the formulated assistance policies, project formulation and selection were carried out with cooperation between MOFA, JICA, other related agencies, and the Government of Turkey. In some ODA loan projects, it was found that there were delays and extensions in the processes from project implementation to completion.

With regard to Technical Cooperation Projects, time was needed for negotiations and procedures in order to conclude the Technical Cooperation Agreement between Japan and Turkey, which delayed the conclusion of the Agreement. During that time, it was found that there were multiple Technical Cooperation Projects that had been adopted but not implemented. According to interviews with MOFA and the Embassy of Japan, a draft Agreement was presented to Turkey in 2017, but time was needed for consensus building between Japan and Turkey with regard to some of the details of the draft.³² During that time, although MOFA and the Embassy of Japan continued to work with the Government of Turkey in various ways with the aim of an early conclusion of agreement, it was October 2020 when the two countries were finally able to sign the agreement. After that, more time was needed for approval processes by the Turkish parliament, which meant that the Agreement came into effect in January 2022.³³ During the period in which the conclusion of the Agreement was delayed, the separate promotion of Technical Cooperation Project approval and implementation processes met with some difficulties on the part of the Government of Japan and Turkey. This meant that some Technical Cooperation Projects were not implemented.³⁴ These unimplemented projects included required outputs/outcomes for the achievement of targets in the established priority areas. The fact that the expected results were not produced had some impact on the “Effectiveness of Results.”

The unimplemented projects are expected to be implemented whenever possible starting in JFY 2022.

³² Details of diplomatic negotiations have not been disclosed. In addition, it was not possible to obtain information as to why time was needed on the Turkish side.

³³ Interviews with Japanese Embassy, October 2022.

³⁴ During that time, some projects were implemented (training programs).

(C) Current Status of PR Activities and Communication with the International Community

The Embassy of Japan in Turkey actively uses various social media services. In comparison to other Japanese Embassies, it uses many different kinds of social media, through which it transmits information about Japan and Turkey, including ODA projects, in both Japanese and Turkish. Recent examples include the transmission of videos in Turkish through the video-sharing website YouTube to introduce ODA loan projects such as the “Bosphorus Rail Tube Crossing Project” and the “Ankara Water Supply Project.” Since this began in March 2022, the number of viewers has greatly increased.³⁵

On the other hand, interviews with TICA brought up the opinion that Japanese PR activities “could be more visible.” In addition, the same reference was made to Japan’s PR activities by the JETRO Istanbul Office, Turkish implementation agencies, and the Embassy of Japan. These opinions about PR activities from multiple officials from Japan and Turkey show that there is room for improvement in future activities.

C. Evaluation Item 3: Appropriateness of Assistance Implementation Systems

(A) Assistance Implementation Systems

The main organizations relating to ODA are MOFA in connection to policy formulation and JICA in connection to implementation. Since 2008, JICA has been using these systems to take the lead in the implementation of ODA Loans, Grant Aid, and Technical Cooperation Projects in Turkey. In the field, as stated in (A) of (3)-A, an ODA Task Force has been established comprising core members that include the Embassy of Japan, Consulate-General of Japan in Istanbul (the “Consulate-General” hereafter), JICA Office, and the JBIC Representative Office in Istanbul.³⁶ The Task Force holds meetings with regard to issues that arise in project monitoring and implementation whenever it is necessary to do so. The Embassy of Japan has an economics team comprising 5 members (besides members having concurrent posts),

³⁵ Approximately 530,000 views as of November 2022
<https://www.youtube.com/watch?v=3xwZQIfOlKE>

³⁶ JBIC Istanbul Office was opened in 2020, and has been participating in the ODA Task Force since 2022 (Source: Interviews with JICA Turkey Office)

which, alongside three field staff, manages everything relating to the economy.³⁷ The JICA Office has 8 Japanese staff members and 7 Turkish staff members.³⁸

Regarding Japanese implementation systems, the Government of Turkey has often said that communications and procedures from the Embassy of Japan, the Consulate-General and the JICA Office are smooth, but in terms of procurement tasks and technical aspects, Turkish agencies have requested the assignment of highly-specialized personnel to the Office. It has also been pointed out that there is an insufficient understanding of Turkish law.

(B) Implementation Systems of Relevant Agencies (local governments, private companies, NGOs, universities, etc.)

In country-focused KCCP in the field of disaster risk reduction “Disaster Education” conducted in Japan, there was an exchange of ideas with the Emergency and Rescue Team by School Staff in Hyogo (EARTH),³⁹ and opportunities were provided to study the disaster risk reduction education curriculum and to perform site visits at the Miyagi University of Education and the Shizuoka University Center for Integrated Research and Education of Natural Hazards. With cooperation from the requisite domestic agencies, there was a transfer of Japanese knowledge and technology relating to disaster risk reduction to Turkish officials.

In private sector partnership projects, verification of seismic retrofitting engineering developed jointly by Japanese private company and university was carried out in Turkey, which has a strong demand for disaster risk reduction. Also, in the “Afghan women police officer support (gender)” workshop, lectures by Japanese experts in the gender field were also held, confirming cooperation with various related organizations.

D. Evaluation Item 4: Effective Collaboration with Various Aid Actors (including other donors and international agencies)

³⁷ Interviews with the Japanese Embassy from August 2022

³⁸ Interviews with the JICA Turkey Office from August 2022

³⁹ EARTH is the name for the team of teachers established by the Hyogo Prefecture Board of Education that is equipped with specialist knowledge and practical skills in connection to disaster risk reduction and mitigation. It is engaged in domestic and international disaster risk reduction education assistance. (Source) <https://www.hyogo-c.ed.jp/~kikaku-bo/EARTHHP/>

(A) Cooperation with Other Donors/UN Agencies

Once a month, along with relevant ministries from the Government of Turkey, the JICA Office participates in a regular meeting with international development finance agencies, including the World Bank, French Development Agency (Afd), the German KfW Development Bank, and others. At this meeting, there are group meetings to share information for individual sectors, including refugees and gender, and information is exchanged on different fields and themes. This provides an understanding of the needs and issues on the Turkish side, the efforts of each organization and the progress of projects.

In addition to the regular meetings where information is shared by sector-based groups about refugees and gender, etc., there are opportunities for individual meetings, and JICA, in particular, strives to communicate regularly with other donors.

By implementing the ODA loan project “Rapid Support for Micro and Small Enterprises Project” as a cooperative financing project between IBRD and JICA, the Small and Medium Enterprises Development Organization of Turkey (KOSGEB), the implementing agency, stated that it was possible to greatly reduce the period from planning to implementation and that support is rapidly initiated.⁴⁰

(B) Cooperation Between Various Assistance Schemes

Tsunami disaster risk reduction teaching materials produced by SATREPS “Project of Earthquake and Tsunami Disaster Mitigation in the Marmara Region and Disaster Education in Turkey” have been used by the Bursa disaster risk reduction office. In third-country training implemented in 2019 and 2020, it was confirmed that there was cooperation between schemes,⁴¹ including some of the training being

⁴⁰ Interviews with KOSGEB

⁴¹ “Capacity Development toward Effective Disaster Risk Management” Technical Cooperation Project

undertaken by the Bursa disaster risk reduction office in the implementation of Technical Cooperation Projects between 2013 and 2017.⁴²

E. Evaluation Item 5: Considerations and Specific Approaches that Take into Account the Characteristics and Features of Turkey

(A) Initiatives to Promote the Use of Japanese Technology in Turkey

The Government of Turkey has high expectations from Japanese assistance, especially in the field of disaster risk reduction. As stated above, a Memorandum in connection to disaster risk reduction cooperation has been signed between the two countries, and cooperation in this area is moving forward. One area in which the Government of Turkey has great interest in Japanese technology is in connection to pre-disaster risk reduction and disaster mitigation. “Disaster Education,” a country-focused KCCP program, was included in teacher training in Turkey with a focus on collaboration and cooperative systems with Turkish education organizations and the Board of Education, and with teacher education systems. In training in Japan, exchanges of ideas and site visits were conducted at kindergartens, elementary and junior high schools and disaster risk reduction centers in affected areas in Japan (Hyogo and Miyagi).

(B) Efforts in Connection to the Promotion of Personal Exchanges and Mutual Relationships

As stated above, in the field of disaster risk reduction, personal exchanges between Japan and Turkey are being actively promoted. In the SATREPS project, “Project of Earthquake and Tsunami Disaster Mitigation in the Marmara Region and Disaster Education in Turkey,” papers co-authored by young researchers from Japan and Turkey have been published domestically and internationally. The results of this project have been reported at the special session of the European Geosciences

⁴² Although it is not included in the scope of the evaluation, in the “Project for the improvement of the technical capacity of the Bursa disaster risk reduction office (2013-2015),” assistance was provided for the formulation of a management plan for the Bursa disaster risk reduction office. Also, in the “Disaster risk reduction education project” (2014-2017), guidelines were produced along with the Ministry of National Education in connection to disaster risk reduction education. From 2015 to 2017, senior volunteers were accepted at the Bursa disaster risk reduction office.

Union held every year,⁴³ and at academic conferences in Japan and the US, which has raised the profile of Japan and Turkey in the international community.

(C) Considerations for Gender Equality

In the "Verification Survey with the Private Sector for Disseminating Japanese Technologies for Orchard and Field Management Machines to Agricultural Cooperatives in Eastern Rural Area of Turkey," an SDGs Business Supporting Survey implemented under the "Strengthening Cooperation with the Private Sector" program, elevated work platforms have been introduced with the aim of improving fruit farm productivity. In rural areas, the proportion of women engaged in agriculture is high, but the majority of agricultural machinery users are men. In this project, verifications were conducted in connection to on-foot weed cutters and elevated work platforms that can be easily used by women. It was found that such equipment is easy for women to use, and that it is safe.⁴⁴

In Grant Assistance for Grassroots Human Security Projects, work/business assistance for women in rural areas has been provided by constructing job training centers for women and by providing materials.

F. Summary of Appropriateness of Processes

In the process of formulating the Country Development Cooperation Policy for Turkey, the draft was produced and approved following communication with Japanese government agencies, the Government of Turkey and implementing agencies. Measures with regard to extensions for delayed ODA loan projects were also discussed. For policy implementation, it was confirmed that there was diverse cooperation with Japanese officials in the field of disaster risk reduction. In terms of assistance for SMEs, effects were produced through cooperation with multilateral donors.

On the other hand, in order to conclude the Agreement on Technical Cooperation, officials on the Japanese side put in great effort, but there were delays to negotiations and procedures between Japan and Turkey, and time was needed for approval processes on the Turkish side. During that time, it was found that the

⁴³ Source: Project Completion Report.

⁴⁴ Interviews with Black Sea Agricultural Research Institute.

implementation of some Technical Cooperation Projects was delayed, and results that were needed in order to achieve the targets were not produced. This had an effect on policy relevance and the effectiveness of results. After the conclusion of the Agreement on Technical Cooperation, project management was conducted appropriately with cooperation between Japanese and Turkish officials. Many officials from both Japan and Turkey brought up the opinion about the need to further promote PR activities. In future ODA Policy drafting and implementation processes, communication between Japan and Turkey should be conducted appropriately, and, if any problems arise, investigations will be required to consider and devise ways to quickly deal with such problems between the two countries. Utilizing the expertise and awareness gained from the process of concluding the Agreement on Technical Cooperation, it is expected that Japanese assistance will be more efficiently implemented, including technical cooperation that has restarted following the conclusion of the Agreement, and that bilateral cooperation will be further reinforced.

Based on the above, the Appropriateness of Processes is Partially Satisfactory.

2 Evaluation from Diplomatic Viewpoints

(1) Diplomatic Importance

In connection to the Diplomatic Importance of Japanese ODA to Turkey, reviews were conducted into the following 3 items: A. Importance to Japan of Assistance for Turkey, B. Importance of Assistance for Turkey to Peace, Stability and Prosperity in Japan, and C. Importance of Assistance for Turkey to Japanese diplomatic Aims/Policies.

A. Importance to Japan of Assistance for Turkey

Turkey is a geopolitically important regional power, and, in addition to its important role in regional security as a NATO member nation, it is actively developing multilateral diplomacy with Europe and the US, Russia, the Middle East, Asia and Africa. It has built up a close relation with Russia, and is providing a certain amount of cooperation while opposing the Syrian issue and the Nagorno-Karabakh conflict. Following the Russian invasion of Ukraine, based on its close relation with both Russia and Ukraine, Turkey has been actively engaged in intermediary diplomacy, including grain exports from Ukraine. Maintaining a positive relationship with Turkey, which has such unique diplomatic routes, is important to Japanese diplomacy.

Refugees from the Syrian crisis that began in 2011 started to enter Turkey in spring 2013, and between 2015 and 2016 there was a rapid increase. Turkey has now accepted more Syrian refugees than any other country (3.7 million). In addition, it has accepted 400,000 refugees from other regions, including Iraq and Afghanistan. Turkey is playing an important role in regional stability, which means that assistance to Turkey leads to regional stabilization.

B. Importance of Assistance for Turkey to Peace, Stability and Prosperity in Japan

Following the 1890 Ertrugul incident, Turkey has traditionally been a pro-Japanese country. During the Iran-Iraq war, Turkey rescued 216 Japanese citizens stranded in Tehran using a Turkish aircraft (1985), and it also dispatched a 32-person rescue team 10 days after the Great East Japan Earthquake (2011), which continued its activities longer than any other country apart from the US. A solid relationship of mutual aid has been built over many years thanks to these activities and others, including urgent assistance from Japanese rescue teams and NGOs at the time of major earthquakes in Turkey.

In terms of diplomacy with Arab countries, the assistance of Turkey has been reassuring. When Japanese journalist who was captured by the radical party after entering war torn Syria were later released at the border with Turkey in October 2018 after 3 years and 4 months, then Prime Minister Shinzo Abe (at the time) said that “many different countries declared their solidarity with Japan. Incredible cooperation was received from Qatar and Turkey, in particular.”⁴⁵ Beyond just the provision of ODA, the close relation that has been built up with Turkey through many years of friendship has led to such outcomes.

In economic terms, as well, Japan and Turkey have developed even closer bilateral relation based on the 2013 “Joint Declaration on Strategic Partnership.” Greater cooperation in trade and investment with Turkey, which is located near Europe and Africa, and has a young population, is important to Japanese economic prosperity.

C. Importance of Assistance for Turkey to Japanese Diplomatic Aims/Policies

⁴⁵ Prime Minister’s Office website: https://www.kantei.go.jp/jp/98_abe/actions/201810/24bura.html

Turkey is located just outside of the Free and Open Indo-Pacific (FOIP) region, but it does share the concept of the FOIP strategy, “securing international order based on rules such as the rule of law, freedom of navigation, peaceful resolution of conflicts, and the promotion of free trade, leading to the promotion of peace, stability and prosperity.”

In terms of the role to be actively fulfilled by Japan in the international community, in the field of disaster risk reduction and mitigation, for example, the promulgation of Japanese expertise and technology to countries in the Balkans, the Middle East and Africa can be cited, which is being promoted through cooperation with the earthquake-prone Turkey. Turkey is also a donor, and an effective approach of developing cooperation in other countries is to make use of Turkey as a partner.

(2) Diplomatic Impacts

Based on the diplomatic impacts of Japanese ODA to Turkey, reviews were carried out with regard to the following 6 items: A. Contribution to enhanced bilateral relation; B. Contribution to the enhanced presence of Japan in Turkey; C. Contribution to the advancement of economic relationships/private companies and business promotion; D. Promotion of amicable relationship; E. Increase in understanding and interest in Japan among the Turkish public; and F. Further enhancement of diplomacy.

A. Contribution to Enhanced Bilateral Relation

Personal exchanges through development cooperation in Turkey have fostered greater affection for Japan and strengthened the bilateral relation. Such a close relation contributes to a stronger position for Japan in the international arena, including, for example, gaining the support of Turkey as a friendly nation when Japan seeks support.⁴⁶

B. Contribution to the Enhanced Presence of Japan in Turkey

Japan’s presence is being felt through the urban and regional water and sewerage system provision projects, river watershed conservation, assistance for micro and small enterprises to deal with COVID-19, assistance to communities that

⁴⁶ Interviews with the Japanese Embassy.

have accepted Syrian refugees, country-focused KCCP program in the field of disaster risk reduction, and Grant Assistance for Grassroots Human Security Projects, for example.

Based on the results of the latest Opinion Poll on Japan in Turkey (2021),⁴⁷ 70% of respondents find Japan to be reliable (total of “Very reliable” and “Somewhat reliable”). Of them, approximately 70% stated that the reason why they view Japan as being reliable is Japan’s contribution through development cooperation. This study shows that approximately half of the respondents are aware of Japan’s contribution through development cooperation, which leads to a greater feeling of reliability toward Japan.⁴⁸

Results of Opinion Poll on Japan in Turkey (2021)

Q1: How do you rate Japan as a reliable friend of Turkey?

	Options	Response (%)
1	Very reliable	13
2	Somewhat reliable	57
3	Somewhat unreliable	14
4	Very unreliable	11
5	Don't know / No idea	5

Q2: Why do you think Japan is reliable? (Of the 351 respondents who answered “1” or “2” in Q1; multiple responses allowed)

	Options	Response (%)
1	Turkey and Japan have good relations	82
2	Japan contributes to the stabilization and growth of world economy	81
3	Japan provides solutions to global issues (environment, climate change, infectious diseases, population, poverty, etc.)	73

⁴⁷ Sample of 500 men/women over the age of 18.

⁴⁸ Of the 500 respondents, 238 stated that the reason for their trust in Japan was “Japan provides development cooperation in the international community,” whereas 60 said that they could not trust Japan because “Japan doesn’t provide development cooperation in the international community.” 256 gave the reason as “Japan provides solutions to global issues (environment, climate change, infectious diseases, population, poverty, etc.),” while 61 said that it was because Japan’s contribution is insufficient.” Nothing should be concluded from these survey results alone, but it seems from this survey that about half of the respondents are aware of Japan’s contribution, and more than 10% are not aware, or think that Japan’s contribution is insufficient.

3	Japan has an attractive culture	73
5	Turkey and Japan have good economic ties (investments, good trade relationship)	70
6	Japan provides development cooperation in the international community	68
7	Japan contributes to the global / regional security (peace building, anti-terrorism efforts, peace-keeping operation (PKO), anti-piracy efforts)	60
8	Turkey and Japan share the same values	34

Q3: Why do you think Japan is not reliable? (Of the 126 respondents who answered “3” or “4” in Q1; multiple responses allowed)

	Options	Response (%)
1	Turkey and Japan don't share the same values	71
2	Turkey and Japan don't have good economic tie (investments, good trade relationship)	62
3	Turkey and Japan don't have good relation	54
3	Japan doesn't contribute to the stabilization of international order (rule of law, liberal democracy, free trade system, etc.)	50
5	Japan doesn't contribute to the global / regional security (peace building, anti-terrorism efforts, peace-keeping operation (PKO), anti-piracy efforts)	49
5	Japan doesn't provide solutions to global issues (environment, climate change, infectious diseases, population, poverty, etc.)	49
7	Japan doesn't provide sufficient development cooperation in the international community	48

Source: Ministry of Foreign Affairs (2021), prepared by the evaluation team based on public opinion polls on Japan in Turkey.

C. Contribution to the Advancement of Economic Relationships/Private Companies and Business Promotion

There is a long history of ODA relating to infrastructure in Turkey. Major contributions have been made to the provision of infrastructure, starting with the 1971⁴⁹ Hassan Uluru Dam and Hydropower Generation Facility Construction Project, followed by the Golden Horn Bridge Construction Project (1971),⁵⁰ the 2nd Bosphorus Bridge Construction Project (1985), the Istanbul Waterworks Construction Project (I) (II) (1993, 1996), the Seismic Reinforcement Project for Large Scale Bridges in Istanbul (2002), and the Bosphorus Rail Tube Crossing

⁴⁹ Loan provision years. Same below.

⁵⁰ Former bridge. This was the first entry of IHI into Turkey.

Project (I) (II) (1999, 2005, 2010, 2014),⁵¹ and more. Through these projects, Turkish reliance on Japanese technology has increased, and the order for the construction of the Ozmangazi Bridge (ordered from a joint Turkish-Italian company using the BOT method⁵²) was received by IHI Group. Repair work for the 2nd Bosphorus Bridge implemented with funding from the Government of Turkey was also assigned to the IHI Group, which was involved in the construction of the bridge following a bidding process (2021).

Through JICA public-private partnership project (2018-2019), a joint-management company has entered into the field of seismic retrofitting for Turkish public facilities, and a private company has been able to make advancement into Turkey. In recent years, however, it has been more difficult for Japanese companies to make new advancements because of the Turkish economic situation, for example.⁵³

D. Contribution to Promotion of Amicable Relations

Participants in JICA training in Japan have continued to be active in the Turkish JICA Alumni Association in order to share the expertise gained through experiences and training in Japan and exchanges held thereafter. The JICA Alumni Association was established by approximately 800 JICA training program graduates in 1988 before the JICA Office had been established when ODA was still being managed by the Embassy of Japan.⁵⁴ Since then, the Association has been actively working to share the experiences and expertise from JICA training and it is seen as a particularly successful example of the JICA Alumni Associations.⁵⁵ The activities include receiving inquiries from other countries and holding joint activities with Alumni Associations from other countries. During the COVID-19 pandemic, in cooperation with the JICA Office, 11 seminars were held online between October 2020 and December 2021. The wide-ranging themes included “Climate change and its impact on Turkey,” “School disaster risk reduction,” “Museum studies in Japan and social development,” “Tea cultivation in the eastern Black Sea area and Japanese good practices,” and “The importance of online education programs for students during

⁵¹ Taisei Corporation received the order for the difficult work of cross-strait tunnel construction.

⁵² Abbreviation for Build Operate and Transfer. A private business constructs the target facility, and continues to own and manage the property after completion. After the end of the project period, property ownership is transferred to a public organization.

⁵³ Interviews with JETRO Istanbul Office.

⁵⁴ JICA Alumni in Turkey <http://www.jicadernegi.org.tr/tr>

⁵⁵ Interviews with JICA Turkey Office.

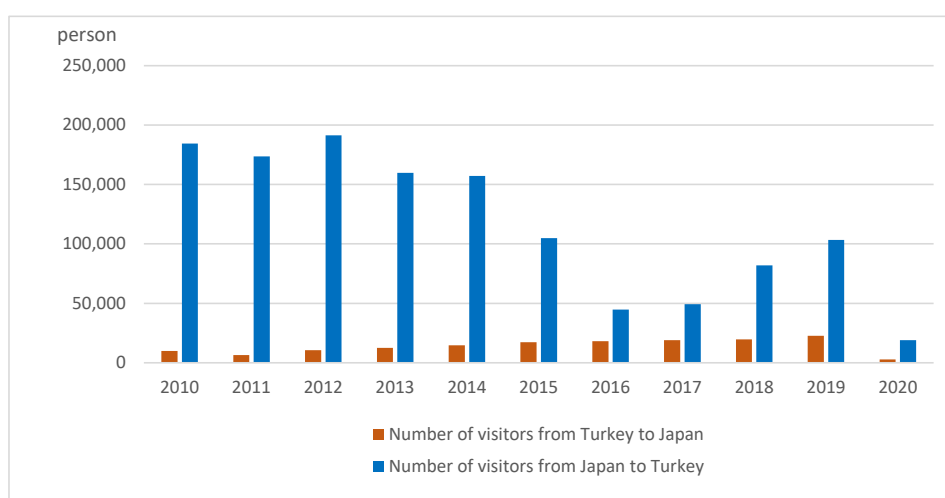
pandemics.” It also holds special exchange events among Turkish and Japanese students, and conventions about action plans utilizing the experiences and expertise gained while in Japan, for example. In field interviews, participants in training in Japan were found to have genuinely positive feelings toward Japan.

In the Opinion Poll on Japan mentioned above, 75% of the respondents said that there is a good relationship between Turkey and Japan.⁵⁶ However, they were not asked about the reason for their response, so the contribution from the provision of ODA to this response cannot be specified.

E. Increase in Understanding and Interest in Japan among the Turkish People

As shown above, through training in Japan and exchanges among Japanese officials, the degree of interest and understanding of Japan is increasing. In the field of disaster risk reduction, in particular, the understanding and interest in Japan seems to be increasing thanks to the introduction of Japanese disaster risk reduction experiences and expertise in Turkish school education.

Looking at the number of visitors from Turkey to Japan, there was a gradual increase until the COVID-19 pandemic (Fig. 3-2).



Source: Prepared by the evaluation team from Japan National Tourism Organization (JNTO) data.

Fig. 3-2 Transition in Number of Visitors between the Two Countries

⁵⁶ Total of those who responded “Very good relationship” (19%) or “Somewhat good relationship” (56%) when asked, “What kind of relationship does Japan currently have with Turkey?”

Furthermore, looking at the transition in Japanese language learners in Turkey (elementary, junior and senior high school, and other educational institutions), between 2009 and 2021, there was a 280% increase. This is a huge increase in view of the fact that global Japanese language learners in the same period increased by only 3.9%.

Looking at the number of students in higher education from Turkey to Japan, in the past 5 years, there have been around 200 students per year, which is a small ratio against the total number, but Turkey is ranked number 30 out of 190 origin countries of foreign students in Japan.⁵⁷

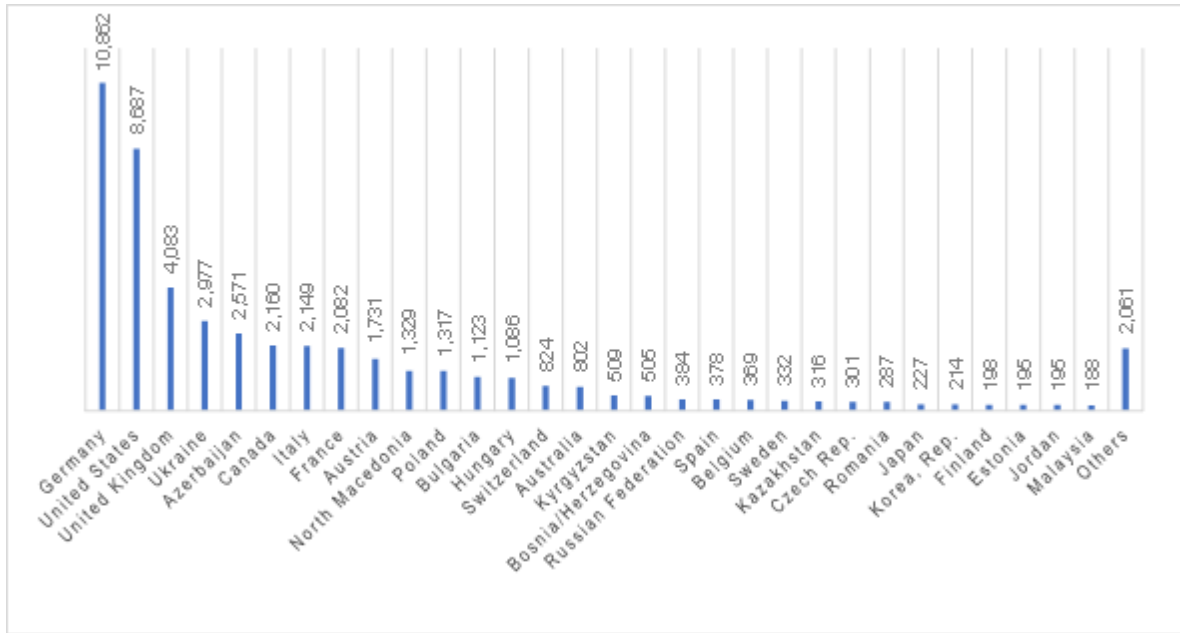
Table 3-2 Number of Students from Turkey to Japan

	2017	2018	2019	2020	2021
Number of students	274	267	259	232	198
Total (number)	267,042	298,980	312,214	279,597	242,444
Percentage (%)	0.103	0.089	0.083	0.083	0.082
Rank	34	34	34	32	31
(out of the countries)	185	187	190	191	183

Source: Prepared by the evaluation team based on data from the Japan Student Services Organization International Student Survey.

Looking at the destination countries for the 47,628 students from Turkey studying at universities around the world, the majority go to Germany and the US, etc. Japan is 25th on the list (Fig. 3-3). There is a certain amount of understanding and interest in Japan to the same level as that of other Western countries, which may be a product of development cooperation.

⁵⁷ Number of enrolled overseas students in Japanese universities, colleges, technical colleges, vocational schools (specialist training), educational facilities with preparatory courses for the acceptance at Japanese universities and Japanese language educational institutions. As of May 1, every year. Based on results of the “Overseas students’ study” by Japan Student Services Organization (JASSO).



Source: UNESCO Institute for Statistics <http://uis.unesco.org/en/uis-student-flow>

Fig. 3-3 Overseas Study Among Turkish University Students (destination country; 2021)

F. Further Enhancement of Diplomacy (increase the number of visits among dignitaries, etc.)

Visits by dignitaries during the evaluation target period were limited by the Istanbul Airport terrorist attacks (December 2015 and June 2016), the failed military coup d'état (July 2016), constitutional reform and the inauguration of a presidential system (2017-2018), and the global COVID-19 pandemic (2019-). At the time of the August 2021 visit to Turkey by the Japanese Minister of Foreign Affairs (Motegi), an exchange agreement was signed for a 45 billion ODA loan with the aim of providing social infrastructure in Turkish local governments (Local Authorities Environmental Improvement Project). In 2022, visits have become more active, and it seems that the relationship between the countries is becoming stronger toward the 100-year anniversary of the diplomatic relationship between Japan and Turkey in 2024.

Table 3-3 Visits to Turkey by Japanese Dignitaries (April 2017 to March 2022)

Date	Name of Dignitaries (Title at that time)
December 2017	Minister of Foreign Affairs Taro Kono
May 2018	Delegation of Toshihiro Nikai, Chairman of the Japan-Turkey Parliamentary Association, Teru Fukui, Minister of State for Special Missions
July 2018	Special Envoy to the Prime Minister Masahiro Imamura
September 2018	Her Imperial Highness the Princess Akiko of Mikasa
August 2021	Minister of Foreign Affairs Toshimitsu Motegi
March 2022	Minister of Foreign Affairs Yoshimasa Hayashi

Source: Ministry of Foreign Affairs of Japan, Basic Data on Turkey

Table 3-4 Visits to Japan by Turkish Dignitaries (April 2017 to March 2022)

Date	Name of Dignitaries (Title at that time)
June 2017	Foreign Minister Mevlüt Çavuşoğlu (Guest of Honor, Ministry of Foreign Affairs)
March 2018	Minister of Economy Nihat Zeybekci
April 2018	Deputy Prime Minister Recep Akdağ
November 2018	Foreign Minister Chavshoor, Minister of Culture and Tourism Mehmet Ersoy
March 2019	Minister of Culture and Tourism Mehmet Ersoy
June 2019	President Recep Tayyip Erdogan (G20 Osaka Summit)
October 2019	Minister of Culture and Tourism Mehmet Ersoy (at the time of the Enthronement of the emperor of Japan)
November 2019	Chairman of Grand National Assembly of Turkey Mustafa Şentop
November 2019	Foreign Minister Mevlüt Çavuşoğlu (G20 Foreign Ministers Meeting)
July 2021	Minister of Youth and Sports, Mehmet Kasapoğlu (Tokyo Olympics)
August 2021	Minister of Youth and Sports, Mehmet Kasapoğlu (Tokyo Paralympics)

Source: Ministry of Foreign Affairs of Japan, Basic Data on Turkey

(3) Summary of Evaluation from Diplomatic Viewpoints

Turkey is a geopolitically important regional power, and, in addition to its important role in regional security as a NATO member nation, it is actively developing multilateral diplomacy with Europe, the US, Russia, the Middle East, Asia and Africa. Maintaining a close relation with Turkey is important to Japanese diplomatic strategy. Development cooperation in Turkey encourages affection for Japan and strengthens the bilateral relation.

Chapter 4 Recommendations

Recommendations based on evaluation results

- (1) Continue Cooperation in Connection with Disaster Risk Reduction
- (2) Strengthen Cooperation in Connection with Climate Change Countermeasures
- (3) Promote People-to-People Exchanges (training in Japan)
- (4) Expand and Promote Triangular Cooperation Programs with Turkey
- (5) Strengthen PR Activities in Turkey
- (6) Reconsider Revising Schedule of the Development Cooperation Policy
- (7) Examine Methods of Enhancing Expertise in the JICA Office

The recommendations based on the evaluation results are shown below.

Recommendation 1: Continue Cooperation in Connection with Disaster Risk Reduction

In the field of disaster risk reduction, it was found that assistance is being implemented that demonstrates Japanese comparative advantage and that results are being produced. Ripple effects are being produced in a wide range of aid modalities, including Technical Cooperation Projects, Training Projects, and Public-Private Partnership Projects. Japan should continue to provide cooperation that demonstrates its comparative advantage in the sector of disaster risk reduction in order to build a stronger, cordial relationship with Turkey, an earthquake-prone country.

Ten years have passed since the Great East Japan Earthquake. It is important that there is cooperation among disaster risk reduction researchers, and to organize the experiences of disasters in the form of knowledge that can be shared globally. Furthermore, in disaster education, it is effective to make use not only of successful examples but also examples of failures.

Recommendation 2: Strengthen Cooperation in Connection with Climate Change Countermeasures

Turkey ratified the Paris Agreement in 2021, and there is an increasing need for development in the field of climate change countermeasures. Cooperation in the field of climate change countermeasures contributes to resolving issues not only in Turkey but also worldwide. The Government of Turkey is calling for wide-ranging

cooperation from donors and international development financing agencies. Therefore, while exchanging information with other agencies, cooperation should be promoted in connection with climate change countermeasures while selecting areas where Japan can demonstrate comparative advantage.

The Coruh River Watershed Rehabilitation Project is highly-regarded by people concerned about comprehensively contributing to afforestation and soil preservation as well as the improvement of small-scale irrigation and livelihoods by engaging in environmental conservation and regional development. Wide-ranging support can be obtained for such projects that have the aim of counteracting climate change while also correcting disparities between urban and rural areas.

Recommendation 3: Promote People-to-People Exchanges (training in Japan)

In the field of disaster risk reduction, in particular, there are numerous participants in training in Japan from the Ministry of National Education and among executives from other implementing agencies, which leads to the continuation of amicable cooperation. The JICA Alumni Association is carrying out activities such as seminars in a wide range of fields, including disaster risk reduction, agriculture, climate change and education, in order to share experiences and expertise from JICA training in cooperation with the JICA Office.

Training in Japan also contributes to a positive feeling about Japan among the participants, and increasing the opportunity for such people-to-people exchanges will contribute to maintain long-term positive relations and should therefore be promoted.

Recommendation 4: Expand and Promote Trilateral Cooperation Programs with Turkey

Based on the existing cooperative relationship, there is a strong feeling of trust between TIKA and JICA as partners. Third-country training by TIKA and JICA has reached more than 20 countries in Asia, the Caucasus/Balkans, and Africa. TIKA wishes to further enhance cooperation with JICA. In “Trilateral cooperation programs” in Priority Area 3, “Strengthening cooperation as a development partner,” it was found that there is cooperation not only with TIKA but also with other Turkish Government agencies. Therefore, triangular cooperation programs should be further expanded and promoted by means of cooperation with Turkey, including cooperation with TIKA and other Turkish Government agencies.

Recommendation 5: Strengthen PR Activities in Turkey

In the field survey conducted in Turkey, reference was made by Japanese and Turkish officials to the fact that there is a lack of awareness about Japanese ODA Projects, and that there is a need to enhance publicity. The Embassy of Japan in Turkey and JICA Office are using social media, offering site tours to local press agents, and carrying out PR activities through local advertising media. These tools should be used more efficiently and effectively in order to enhance PR activities.

Recommendation 6: Reconsider Revising Schedule of the Development Cooperation Policy

The 12th Development Plan of Turkey is scheduled to be announced in the second half of 2023. Also, double presidential-parliamentary elections are scheduled for June 2023. On the Japanese side, the revision of the Development Cooperation Charter is expected in the first half of 2023. In view of this situation, in order for cooperation to be carried out in line with the new Turkish development policy, and with a close eye on the future of the Ukraine crisis, it is proposed that the Country Development Cooperation Policy for Turkey be revised after the announcement of the 12th Development Plan of Turkey.

Recommendation 7: Examine Methods of Enhancing Expertise in the JICA Office

Turkish government agencies have said that there is a need for the deployment of office staff with an understanding of Turkish law, procurement experts and staff with an understanding of technical reports. This suggests that the Turkish side has high expectations for the JICA Office. In order to live up to such expectations, with regard to procurement and infrastructure, including bidding procedures, methods should be examined to raise the level of expertise in the local office so that project monitoring can be smoothly assisted with a certain level of technical expertise. Based on future project implementation plans, examinations should be conducted, including the prospect of adding more staff if necessary/possible with a view toward the areas and capacities required for the appropriate implementation of ODA Projects. In connection to further enhancing expertise, smooth communication should be maintained in order to raise the level of office functionality and trust by providing a thorough explanation to Turkish side that there is a system whereby JICA Headquarters provides backup to the local office.

The above recommendations, anticipated measures, assistance agencies and the importance of the recommendations are shown in Table 4-1.

Table 4-1 Recommendations from the Evaluation Results, Responsive /Supportive Organizations, Period of Action and Degree of Importance

Recommendations	Responsive and Supporting Organizations* ¹				Period of Action* ²	Importance* ³
	Headquarter Level		On-site Level			
	MOFA	JICA Headquarters	Embassy of Japan	JICA Office		
Concerning Future Policies and Strategy Planning						
1. Continue cooperation in connection with disaster risk reduction	○	◎	○	◎	Medium to long term	◎
2. Strengthen cooperation in connection with climate change countermeasures	○	◎	○	◎	Medium to long term	◎
3. Promote people-to-people exchanges (training in Japan)	○	○	○	◎	Short to long term	◎
Concerning Project Implementation Process						
4. Expand and promote triangular cooperation with Turkey	○	◎	○	◎	Medium term	◎
5. Strengthen PR activities in Turkey	○	○	◎	◎	Short to medium term	◎
6. Reconsider revising schedule of the Development Cooperation Policy	◎	○	◎	○	Short term	○
7. Examine methods of enhancing expertise in the JICA Office	○	◎	○	◎	Medium to long term	◎

Source: The table was prepared by the evaluation team.

*1 . Responsive and supporting organizations; ◎ ...Responsive organization, ○ ...Supporting organization

*2. Period of action; Short term...1-2 years, Medium term...3-5 years, Long term...5 years or longer

*3. Degree of importance; ◎...High, ○...Fair