United Nations Development Cooperation Strategy
Turkey
2011-2015

Government of the Republic of Turkey
and
the United Nations System

Ankara
Turkey
PREAMBLE/FOREWORD


Name SURNAME
On behalf of the Government of Turkey

Name SURNAME
United Nations Resident Coordinator
SIGNATURES
We, the United Nations Country Team in Turkey, while respecting each organization’s mandates, competencies and decision-making processes, pledge our commitment to a common strategy as a means to foster cooperation and coordination among all our agencies and to enhance the performance and impact of our joint response to development needs of Turkey.

Resident Agencies

Shahid NAJAM,
UN Resident Coordinator

Reza HOSSAINI,
UNICEF Representative

Maurizio BUSATTI,
IOM Chief of Mission

Michel GAUDE,
UNHCR Representative

Mustapha SINACEUR,
FAO Sub-Regional Coordinator

NAME,
UNEP

Maria Christina PROFILI,
WHO Representative

NAME,
UNFEM

Gulay ASLANTEPE,
ILO Director

Engelbert RUOSS,
UNESCO Regional Director

Suleyman YILMAZ,
UNIDO National Director

NAME,
UNWTO

Ulrika RICHARDSON-GOLINSKI,
UNDP Deputy Representative

NAME,
IAEA

Non-Resident Agencies
Executive Summary

The Ninth Development Plan (2007-2013) for the country has been prepared with the vision of “Turkey, a country of information society, growing in stability, sharing more equitably, globally competitive and fully completed her integration with the European Union”. Outlined in this United Nations Development Cooperation Strategy (UNDCS) are areas for strategic partnership between the Government of Turkey and the United Nations that will accelerate Turkey in the realization of its vision. Factored in from this perspective are the efforts by the Turkish government, since 2005, to vigorously dialogue with the European Union (EU) on ensuring accession and its potential to become a donor. The strategy development exercise also took note of Turkey being a Middle Income Country (MIC) and the achievements and shortcomings in Turkey on human development indices as well as the specific comparative advantage of the United Nations in an MIC to address them. Effective collaboration and cooperation between the UN system and the Turkish government has guided the preparation of this UNDCS from the very beginning. The leadership provided by the State Planning Organization (SPO) to the process, helped to set priorities and determine common goals as well as results and greatly reduced the lengthy planning processes besides establishing effective monitoring and coordination mechanisms.

Listed below are the three strategic areas of cooperation and seven concrete results identified during this process, which are strongly aligned to the five strategic objectives of the Ninth Development Plan and are endorsed by the Government of Turkey:

**Democratic and Environmental Governance**
- **Result 1**: Enabled environment for inclusive and democratic governance, the rule of law and access to justice for all including further compliance with international commitments and human rights norms and standards.
- **Result 2**: Empowered individuals and vulnerable groups participate equally in and influence decision-making processes at all levels.
- **Result 3**: Strengthening policy formulation and implementation capacity for the protection of the environment and cultural heritage in line with sustainable development principles and taking into consideration climate change and disaster management.

**Disparity Reduction, Social Inclusion and Basic Public Services**
- **Result 4**: Increased provision of inclusive and responsive public as well as community-based services to strengthen equitable access to knowledge, information and quality basic services (education, health, nutrition, water and sanitation, and human safety).
- **Result 5**: Equal participation of women ensured in all fields of the public sector, the private sector and civil society with strengthened institutional mechanisms to empower women’s status.

**Poverty and Employment**
- **Result 6**: Enhanced poverty alleviation through the implementation of more effective income inequality reduction policies and programmes.
- **Result 7**: Increased opportunities for employment and decent work for all through the implementation of equity-enhancing policies, strategies and programmes THAT promote economic growth, based on competitiveness, increased productivity and corporate social responsibility.

Appropriate monitoring indicators have been developed to measure results. The State Planning Organization (SPO) that has led the process plans to establish a Working Group to ensure effective implementation and monitoring of the UNDCS with the full support of the UN system.
1. Introduction

1.1. Turkey and the Regional Context

Turkey, with a population of 71.5 million, a per capita gross national income of US$9,340 (or PPP$13,770) and a GDP of $794 billion in 2008 has emerged as one of the 20 largest market economies in the world. The Ninth Development Plan (2007-2013) for the country has been prepared with the vision of “Turkey, a country of information society, growing in stability, sharing more equitably, globally competitive and fully completed her integration with the European Union”. Outlined in this United Nations Development Cooperation Strategy (UNDCS) are areas of strategic partnership between the Government of Turkey and the United Nations to support Turkey in the realization of its vision.

Extensive discussions and consultations between and among UN agencies and Government as well as with civil society organizations, experts and activists have helped identify the strategic areas of partnership taking note of the specific comparative advantages of the United Nations system in a Middle Income Country. Also factored in from this perspective are the efforts by the Turkish government, since 2005, to vigorously dialogue with the European Union (EU) on ensuring accession and evoke its full potential as emerging donor. In this context, the primary focus of the UN system will be on developing Turkey’s donor capacities in line with aid effectiveness principles. More than before, it is important to recognize the significance of foreign policy issues related to regional areas of common interest to the EU and Turkey, such as Armenia, Iran, Iraq, the Middle East and the Caucasus, given the country’s strategic location between Europe and Asia. The internal political and social dynamics including the recent initiative by the government on democratic opening to fully mainstream eastern and south-eastern in the development process have major implications in terms of nature and UN system assistance and partnership with the government. Informing the identification of strategic areas of partnership is critical analysis that points to shortcomings in human development. Turkey falls short of the average performance of Europe and the EU 27 along the three primary components of the Human Development Index, namely life expectancy, adult literacy rate and per capita income. Furthermore, Turkey ranks at 101st among 109 countries in Gender Empowerment Measure of the 2009 Human Development Report. Regional, rural-urban and gender disparities in development also persist. Further, issues related to promotion and protection of the human rights of women, children, youth, migrants, persons with disabilities, workers and trade unions do not seem to have been adequately addressed in the absence of relevant policy and legal frameworks. Cumulatively, these major areas of deficit continue to pose enormous challenges thus warranting a strategic development partnership with the UN system.

1.2 Lessons learned from previous programme cycle (2006-2010)

Consciously incorporated into the formulation of this UNDCS are the lessons learned from a review of the previous programme of cooperation between the Turkish Government and the United Nations. The review pointed to the need for ownership and leadership by Government of the programmes initiated by the United Nations. Stakeholders, both within the UN system and in government, were not fully aware of the contents and usefulness of the document. There was also lack of consistency between the results matrix of the UNDAF and the agency-specific results.
outlined in their respective Country Programme Action Plans (CPAPs). Effective mechanisms for monitoring and implementing the UNDAF were also missing. Appropriate indicators to report on results-based management as well as measurement of progress had not been fully developed.

1.3. Process

In light of the GA Resolution 63/223, which envisaged the UN development system to support middle income countries, as appropriate, UNCT in Turkey decided to undertake an innovative approach in the preparing itself for the next programme cycle. It was agreed among the UNCT that this innovative approach would apply to the process as well as to the product. The UNCT’s decision was endorsed by the letter of Assistant Administrator and UNDP Regional Director, dated June 17, 2009, inviting the UN Country Team in Turkey to serve as a pilot in developing a Middle Income Country prototype UN Development Assistance Framework (UNDAF).

As a first step, the UN system conducted a desk review of available reports such as the UNDAF Mid-Term Evaluation report, EC progress report, WB Country Report and the national planning and strategic frameworks including the National Development Plan (2007-2013) and initiated discussions with the State Planning Organization (SPO), the main national body for planning and development. Ensuring the SPO’s full commitment to and leadership in driving the process the UNCT agreed on the development priorities that the UN system would contribute/attribute to based on its comparative advantages. These were discussed and agreed upon with the government under the leadership of SPO. It was also agreed that the final product will be in the form of a joint development strategy that would respond more appropriately to a MIC context, rather than a development assistance framework. Further, it was decided that the SPO would be leading agency in monitoring and evaluation of the programmes formulated thereunder through internally developed and enforced M+E framework. It was also recognized that the participating UN agencies, while fully aligning their respective CPD/CPAPs or plans with the UNDCS will ensure that their specific measurable outcomes will have clear vertical linkage with the UNDCS higher level outcomes for the purposes of accountability.

2. National Development Priorities and Areas of UN Cooperation

The Ninth Development Plan has identified five strategic objectives for moving Turkey closer towards the realization of its national vision: (i) Increasing Competitiveness; (ii) Increasing Employment; (iii) Strengthening Human Development and Social Solidarity; (iv) Ensuring Regional Development; and (v) Increasing Quality and Effectiveness in Public Services.

The Plan draws attention to both the need for accelerating human development and the need for reducing serious regional and gender disparities as well as rural-urban differentials in human development outcomes. It emphasizes the importance of formulating, implementing and mainstreaming better socio-economic policies that will ensure inclusive development. The Plan also highlights the significance of the climate resilient development and environment and natural resource management and its linkage to increasing global competitiveness.

The Plan underscores the importance of improving the quality of policy making and implementation capacity by focusing on cost effectiveness, monitoring and evaluation as well as...
improvements in public administration. It calls for rationalizing powers and responsibilities between institutions and developing human resources in the public sector. The Plan recognizes the need for justice and judicial services to be provided fairly, effectively and in a responsive manner, in accordance with the universal principles of law. It calls for addressing the structural elements of the judiciary while at the same time protecting the rights of individuals, safeguarding the social order and promoting the use of information technologies and access to information.

The areas of cooperation proposed by the UNDCS are strongly aligned to the five strategic objectives of the Government’s Ninth Development Plan. They are also areas where the UN has a comparative advantage especially as a neutral partner in the context of EU accession development driven agenda and including capacity development ensuring gender equality pursuing human rights based approaches and implementing results based management. As a champion of the Millennium Development Goals (MDGs), the UN is committed to advocating for human rights, gender equality, social and distributive justice, democratic governance, inclusiveness as well as sustainable environmental development. The recognized capacity of the UN system to provide need-based technical assistance and expertise and strengthen and support national institutions and entities both at the policy and implementation levels will remain the added value of the UN and help complement the efforts of national stakeholders to achieve the development priorities embedded in the national plan, which are also cross-referenced in the MDGs.

Accordingly, the following three broad areas of cooperation have been identified and endorsed by the Government of Turkey and the United Nations:

1) Democratic and Environmental Governance;
2) Disparity reduction, social inclusion and basic public services;
3) Poverty and employment

3. UN Outcomes

Outcomes corresponding to the three development priority areas are listed below

3.1 Democratic and Environmental Governance

**Result 1: Enabled environment for inclusive and democratic governance, the rule of law and access to justice for all including further compliance with international commitments and human rights norms and standards.**

**Rationale:** Turkey’s accession to the EU will critically depend upon (i) strengthened governance including public administration reform including, decentralization, institutional capacity development, enhanced accountability and responsiveness of public institutions, greater civic engagement and greater public vigilance; (ii) improved access to justice through increased efficiency of judicial systems that ensure equality and are non-discriminatory and assure that the social, economic, cultural, civil and political rights of all, especially women, children and the disadvantaged communities are protected, and (iii) improved mechanisms for monitoring and implementation of human rights legislation and greater compliance with international instruments, norms and legislation with a focus on public health events of international concerns, the environment, IDPs, refugees and
asylum seekers, victims of trafficking, and children in contact with the law. The UN system will support the Government in facilitating its judicial reform process and realizing its commitments to international instruments.

Result 2: Empowered individuals and vulnerable groups participate equally in and influence decision-making processes at all levels.

Rationale: Ensuring the full and active participation of every citizen in public decision making is important for Turkey’s democracy, stability and security - all of which count for EU accession. It is also crucial for sustaining growth, reducing disparities including people with mental health disorders and disabilities and advancing human development. This will require encouraging existing public institutions and forums to become more inclusive and also the setting up of new institutions that further empower and enhance the participation opportunities of socially disadvantaged and poor communities.

Result 3: Strengthening policy formulation and implementation capacity for the protection of the environment and cultural heritage in line with sustainable development principles and taking into consideration climate change and disaster management.

Rationale: Critical to sustained economic progress and global competitiveness will be Turkey’s ability to sustain its biodiversity, manage its environment and ensure climate resilient development mitigate the impact of climate change on society and economy, and particularly on human health. Of growing importance will be the need to promote energy efficiency, conserve natural resources, assure improved access to safe drinking water, and integrate sustainable development principles into development planning at national and local level in line with the 9th National Development Plan of the Government. Equally critical will be the effectiveness with which Turkey preserves its natural and cultural heritage while addressing issues of cultural integration of immigrants.

3.2 Disparity reduction, social inclusion and basic public services

Result 4: Increased provision of effective, inclusive and responsive public as well as community-based services to strengthen equitable access to knowledge, information and quality basic services (education, health, nutrition, water and sanitation, and human safety)

Rationale: Strengthening human development and social solidarity requires Turkey to further improve standards of living for all people residing in the country. Concentrated efforts are needed to reduce disparities in infant, child & maternal mortality rates and improve human safety especially by reducing injuries and deaths from road accidents. Measures will be needed to raise adult literacy rates and reduce gender and geographical differentials in completion of quality primary and secondary education. Improvements in access to food and health care, promotion of healthy life styles and reduction of social determinants of health will be required to reduce chronic malnutrition and burden of diseases which remains a public health problem in many parts of Turkey. Efforts will be needed to ensure that communities in rural Turkey have equitable access to quality basic services as well as access to information and knowledge. Similarly, increasing the efficiency and effectiveness of social services to the disadvantaged groups including the
poor, children, women and elderly should be of higher priority for the government. Clearly, a more intensive effort over the coming years to ensure a more equitable expansion in the provision of public services will be central to Turkey’s human development. Equally important will be the need to ensure people have equal and expanded access to information and knowledge about matters that affect their lives and livelihoods.

**Result 5:** Equal participation of women ensured in all fields of the public sector, the private sector and civil society with strengthened institutional mechanisms to empower women’s status.

**Rationale:** Strongly reiterated in Turkey’s Ninth Five Year Plan as well as in the National Action Plan Gender Equality (2008-2013) is Turkey’s commitment to establishing gender equality in all spheres of activity. Inherent to this goal is the State’s commitment to ensure equal opportunities for women to participate in public decision making at all levels of society. This is seen being both intrinsically important and also as being strategically significant for addressing many of the disadvantages that women face in Turkey. Despite several measures taken over the past 25 years to ensure gender equality, with the exception of life expectancy, women fare worse than men in all other indicators of human development. Girls and young women experience multiple exclusions and discriminations, both within families and in the society. Political participation of women is low with only 4.4 percent of Parliamentarians being women. The percentage of women representatives at the local level is as low as 2 percent.

### 3.3. Poverty and employment

**Result 6:** Enhanced poverty alleviation through the implementation of more effective inequality reduction policies and programmes.

**Rationale:** Improving income distribution and accelerating the fight against poverty are integral to Turkey’s efforts at promoting human development. Although extreme poverty (those living at below US$1.25 per day) is minimal in Turkey, 17 percent of the population in 2008 was below the national poverty line. As a result of both economic growth and redistribution in consumption Turkey has done well in reduction of aggregate poverty and inequality. However, certain groups like children within the population have remained poor and in fact, their relative risk of poverty within the population has increased. In 2008, 24 percent of children under 15 were to be found in households living below the national poverty line and in 2006, the rate of child poverty was 42 percent in rural areas and 16 percent in urban areas. Similarly, the livelihoods assets of people living on the marginal eco-systems are under enormous stress owing to vagaries of climate which require capacity development, diversification of income earning and employment opportunities both in the agriculture and non-agriculture sectors and access to social and economic services.

Higher education is important for obtaining quality jobs and sustainably higher incomes, so it deserves special attention. Therefore, the UN will put emphasis on transition from school to work. More emphasis will be given to expand the reach and coverage of social protection programmes that ensure transfers to increase the incomes of the retired, the disabled, widows and orphans as well as those of poor families and those living in rural
areas. Protection of families against out-of-pocket expenditures has to be considered an important tool for poverty alleviation and prevention given that about 22% of households are not covered by any health insurance scheme in the lowest income quintile.

**Result 7:** Increased opportunities for employment and decent work for all through the implementation of equity-enhancing policies, strategies and programmes that promote economic growth, based on competitiveness, increased productivity and corporate social responsibility.

**Rationale:** Closely linked to income deprivation is unemployment which exceeded over 17 percent in 2009. A major challenge facing Turkey is to address the phenomena of unemployment and jobless growth that have characterized the country’s economic expansion. The average GDP growth rate of 7 percent per annum since 2001 has not been accompanied by corresponding increases in employment opportunities, including opportunities for green jobs. Particularly affected are women and young people, agricultural workers who are forced to migrate to urban areas, educated people aged 15-24 and people with mental health disorders and disabilities. Women’s employment rates have fallen below 24%. Building and upgrading the skills of youth in particular deserve special attention in the State’s efforts to create decent jobs and ensure decent working conditions and occupational safety. At the same time, Turkey needs to strengthen its social security systems including programs of social insurance and social assistance.

4. **Partnerships, Coordination and Monitoring Mechanisms**

The State Planning Organization (SPO), in line with the Paris Declaration on Aid Effectiveness, has assumed ownership and led the process and will be monitoring the implementation of the UNDCS with the full support of the UN system. In this context, the Directorate-General for Social Sectors and Coordination of the State Planning Organization will be the responsible department. This department, in cooperation with the Office of the UN Resident Coordinator, will establish a working group to serve as the decision-making platform to ensure effective implementation of this Strategy. The working group will comprise of members of different UN agencies with knowledge and expertise on monitoring and evaluation as well as two representatives of the State Planning Organization. The representatives of the SPO will ensure the participation of the representatives of relevant sectors to annual review meetings of UN agencies. Thereafter, the group will compile a report on progress and achievements relevant to the strategy results to the UNCT on annual basis. The group will also conduct a mid-term review in 2013 on the achievements towards common goals and report on challenges and recommendations to overcome these challenges to the UNCT. This will be particularly important in view of/given the non-alignment of the UNDCS with the government’s planning cycle and due to ambiguity/uncertainty of the next programme cycle the mid-term review is expected to provide important opportunity to review the results of the UNDCS. While compiling reports and conducting mid-term review, the Group will make use of the existing UN thematic groups (UN outcome groups?). If deemed necessary, the group will suggest establishing a sector or theme group that would contribute to the monitoring of the implementation of this strategy.
5. Risks and Assumptions

The UNDCS is drafted on two assumptions: (i) the political stability that has enabled the government to maintain the momentum to advance its reform agenda will prevail during the programme period; (ii) the on-going economic recession will not impact the ability of the government to allocate required resources for realizing its development agenda.

2010 is the penultimate year of the current government’s administrative term and the general elections are due in 2011. Depending on the election results a change in power may result in shuffling of political agenda. Again as the result of general elections the composition of the Parliament may change and hence may challenge the new government to pass legislative decisions. On the other hand the new government may want to honor the commitment to the EU accession to a lesser degree. In this case, the reform agenda may experience some interruptions due to alterations in priorities of the government.

Secondly, much of the State’s ability to accelerate human development, reduce disparities, improve governance and reduce poverty will depend upon how the on-going global economic recession plays out in the coming years. This will not only affect Turkey’s growth prospects but also the government’s ability to mobilize and allocate the required resources for its planned investments that vigorously intended, inter alia, to increase employment.
### Priority Area 1: Democratic and Environmental Governance

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<thead>
<tr>
<th>Outcomes/Priorities</th>
<th>Indicators</th>
<th>Means of Verification / Data Sources</th>
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</table>
| 1) Enabled environment for inclusive and democratic governance, the rule of law and access to justice for all including further compliance with international commitments and human rights norms and standards. (Agencies: WHO, IOM, UNICEF, ILO, UNDP, UNFPA, | 1. # of recommendations by the international human rights instruments met  
Baseline: UPR 2010  
Target: ?  
2. # of cases resolved through mediation processes  
Baseline: Not available  
Target: ?  
3. # of national norms and legislations aligned with international standards  
Baseline:  
Target: | Ministry of Health  
TGNA  
Human Rights Presidency  
Ministry of Justice  
EU Progress Reports  
Ministry of Foreign Affairs  
Ministry of Interior  
Regional Development  
Bar Associations  
Ministry of Labor and Social Security  
State Planning Organization  
High Judiciary |
| 2) Empowered individuals and vulnerable groups participate equally in influence decision-making processes at all levels. (Agencies: FAO, WHO, UNDP, IOM, ILO, | 1. # of city councils with participation of women, youth and population groups that need special attention/protection  
Baseline: 2009: 40  
Target: 2013: ?  2015: ?  
2. # of local action plans prepared by local administrations in cooperation with the city councils  
Baseline: UN JP 6 programme cities  
Target: 2013: ?  2015: ?  
3. Share of women represented in political decision-making at local and national levels  
Baseline: 2009: 9.11  
TGNA/Parliamentary Commissions  
Local Administrations  
Ministry of Interior  
TURKSTAT  
Ministry of Health  
Ministry of Agriculture and Rural Affairs  
Prime Ministry on Disabled  
Directorate=General for Women’s Affairs (KSGM) |
3) Strengthening policy formulation and implementation capacity for the protection of the environment and cultural heritage in line with sustainable development principles taking into consideration climate change and disaster management. (Agencies: FAO, WHO, UNDP, IOM, UNIDO, UNESCO, UNECE)

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<tr>
<td>2. Level of GHG emissions</td>
<td>Baseline: 2009: 321.3 mt Target: ?</td>
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<td>3. Systems for disaster risk reduction in place</td>
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Priority Area 2: Reducing Disparities, Social Inclusion and Basic Social Services

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<tr>
<td>4) Increased provision of inclusive and responsive public as well as community-based services to strengthen equitable access to knowledge, information and quality basic services (education, health, nutrition, water and sanitation, and human safety) (Agencies: FAO, WHO, UNICEF, UNFPA, UNECE, UNDP, UNHCR)</td>
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<tr>
<td>1. Disparity reduction between the worst five and best five provinces with a special focus on MDG 1, 2, 4, 5, 6, 7 indicators</td>
<td>Baseline: The average employment rate of the worst five provinces is 24.16%, while the average rate of the best five provinces is 59.64% Target:</td>
<td>Ministry of Health SHCEK TDHS 2013 EC Progress Reports OECD Ministry of National Education TUIK Ministry of Interior Ministry of Transport</td>
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<td>2. # of people with access to e-services, through public internet access centers and/or personal computers</td>
<td>Baseline: 2009: 35.8% internet access Target: ?</td>
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5) Equal participation of women ensured in all fields of public sector, private sector and civil society with strengthened institutional mechanisms to empower women. (Agencies: FAO, IOM, ILO, UNDP,

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<tr>
<td>6) Enhanced poverty alleviation through the implementation of more effective income inequality reduction policies and programmes. (Agencies: FAO, UNDP, UNICEF, ILO,</td>
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<tr>
<td>1. Level of women's labor force participation including opportunities for employability of young women. Baseline: 2009: 27.4% labor force participation of women Target: ?</td>
<td>TURKSTAT ISKUR Ministry of Finance Ministry of Justice Ministry of Interior Ministry of Labor and Social Services Directorate-General for Women’s Affairs (KSGM) Civil Society</td>
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<td>2. Share of women in senior positions in private and public sector Baseline: 2009: 8% Target: ?</td>
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<td>3. Amount of funds allocated to institutional mechanisms to empower women’s status at national and local levels Baseline: 2009: USD 3,135,000 Target: ?</td>
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Priority Area 3: Poverty and Employment

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<td>6) Enhanced poverty alleviation through the implementation of more effective income inequality reduction policies and programmes. (Agencies: FAO, UNDP, UNICEF, ILO,</td>
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<tr>
<td>1. Food and non-food poverty ratios Baseline: 2009: 0.54 food poverty rate and 17.1% non-food poverty rate Target: ?</td>
<td>SHCEK TURKSTAT WB Reports Ministry of Labor and Social Security</td>
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<tr>
<td>2. Share of poorest quintile in national consumption Baseline: 33.7% food and non-alcoholic beverage consumption by the poorest quintile Target: ?</td>
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</table>
7) Increased opportunities for employment and decent work for all through the implementation of equity-enhancing policies, strategies and programmes that promote economic growth, based on competitiveness, increased productivity and corporate social responsibility. (Agencies: FAO, WHO, IOM, UNICEF, ILO, UNIDO, UNDP, UNESCO)

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| 1. | Unemployment rate disaggregated by gender, age and geography  
Baseline: 2008: 11% total unemployment, 10.7% male, 11.6% female  
Target: ? |
| 2. | Number of people that are placed in a job as a result of active labor policies  
Baseline:  
Target: |
| 3. | # of industrial clusters  
Baseline: Not available  
Target: ? |
| 4. | Labor productivity rate  
Baseline:  
Target: |
| 5. | Governmental and private expenditures on research and development |

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<td>3.</td>
<td>Ministry of Industry and Trade / Chambers of Industry</td>
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<td>4.</td>
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<td>Ministry of Agriculture and Rural Affairs</td>
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<td>Ministry of Labor and Social Security</td>
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<td>Under secretariat of Treasury</td>
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<td>8.</td>
<td>Undersecretary of Foreign Trade</td>
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<td>9.</td>
<td>Ministry of Culture and Tourism</td>
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* All data sources will be disaggregated in terms of gender, vulnerable population, and urban-rural