



EUROPEAN CLUSTER
COLLABORATION PLATFORM

Country factsheet

Turkey

An initiative of the European Union





Contents

Contents	2
Introduction	3
1. National cluster policy, programmes and initiatives	5
2. State of play of cluster policy	11
Bibliography.....	14



Introduction



This document presents an overview of the cluster policy in Turkey. Given its importance to contextualise the cluster policies (and related) analysed in the factsheets, a comprehensive outlook of the country in socioeconomic terms can be consulted in the [OECD Economic Survey: Turkey 2018](#).

The “Economic Surveys” present the major challenges faced by the country, evaluates the short-term outlook, and makes specific policy recommendations.

The COVID-19 pandemic has caused an unprecedented economic shock to Turkey and global economy. Turkey has launched a 21 point stimulus package (Economic Stability Shield) worth USD 15.4 billion to tackle the coronavirus pandemic. In addition, Turkey has pledged a “series of measures” relating to Fiscal Policy, comprising tax breaks and deferrals, along with credit guarantees and delays in loan repayments¹. Main orientations of the plan (Turkey Relance) are ecology, competitiveness, and cohesion. Clusters are not mentioned in the plan.

¹ OECD SME and Entrepreneurship Outlook 2021, Policy responses in Turkey
<https://books.google.es/books?id=o2E1EAAAQBAJ&pg=PA263&lpg=PA263&dq=Turkey+Relance&source=bl&ots=Y7rHel2Ceh&sig=ACfU3U1Nnn6xbm9RIUUIsJ9UFiifTRDvEg&hl=en&sa=X&ved=2ahUKewi1o6r7tpLyAhWgCWMBHXzKDn8Q6AEwBXoECB0QAaw#v=onepage&q=Turkey%20Relance&f=false>

01

National cluster policy, programmes and initiatives





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Strengthening the European economy through collaboration





1. National cluster policy, programmes and initiatives

Policy type:	Broad Policy
Policy name:	Competitiveness and Innovation Sector Operational Program (CISOP) Second Phase Regional development policy and structural change
POLICY OBJECTIVES 	<p>Strengthening cooperation between companies or industry and RTDI actors</p> <p>Increasing competitiveness and boosting scale up of SMEs</p> <p>Supporting internationalisation activities</p> <p>Fostering R&D activities, technology development and implementation</p> <p>Fostering innovation and strengthening innovation ecosystems</p> <p>Promoting employment and upgrading skills and competences</p> <p>Connect to global supply chains</p> <p>The CISOP is focused on increasing competitiveness (improving the business environment) through R&D, innovation, and technological development. The expected results are: (1) Improved functioning of the business sector; (2) Increased access to financing for SMEs; (3) Increased clustering, networking, and internationalisation of SMEs; (4) Greater quality and quantity of public and private R&D and innovation for economic development.</p>
POLICY FOCUS 	<p>Cross-sectoral</p> <p>The CISOP focuses on manufacturing, services and creative industries.</p>






Policy type:	Broad Policy
Policy name:	Competitiveness and Innovation Sector Operational Program (CISOP) Second Phase Regional development policy and structural change
RESPONSIBLE AUTHORITIES 	<p>Both drafting and implementation</p> <p>Provides funding</p> <p>Oversees the implementation</p> <p>The Ministry of Science, Industry and Technology is the lead ministry in charge of developing, implementing, and operationalising clusters. The Ministry has 7 operational directorate generals and is affiliated with the Turkish Patent Institute (TPE), Small and Medium Enterprises Development Organisation (KOSGEB), and the Scientific and Technological Research Council of Turkey (TUBITAK).</p> <p>There will be a National IPA coordinator, National Authorising Officer, National Fund, Audit Authority, and operational structures for each IPA policy area/programme. Development agencies will support the projects in specific regions. There will also be a Sectoral Monitoring Committee.</p>
BENEFICIARIES 	<p>SMEs</p> <p>Cluster organisations</p> <p>Research organisations</p> <p>Academic institutions</p> <p>Start-ups</p> <p>Business associations</p> <p>Policy makers</p> <p>The CISOP focuses on developing R&D and innovation amongst various private and public actors including research and academic institutions and businesses.</p>




Policy type:		Broad Policy
Policy name:		Competitiveness and Innovation Sector Operational Program (CISOP) Second Phase Regional development policy and structural change
INSTRUMENTS 	Financial	<p>Support to R&D projects, SMEs becoming cluster members, etc.</p> <p>Application to labelling schemes and similar initiatives</p> <p>Subsidies for cluster infrastructure (e.g. offices, equipment)</p> <p>Financing networking events</p> <p>Supporting market entry (e.g. testing, proof-of concept, prototyping, demonstration projects)</p> <p>Financing start-ups</p> <p>Innovation: voucher, support to hire PhDs, cooperation with R&I actors</p>
	Technical assistance	<p>Infrastructure: coworking spaces, offices, incubation and accelerator spaces, research centres, technology parks etc.</p> <p>Support for hard skill development: knowledge transfer, intellectual property, entrepreneurship, export advice, market intelligence</p> <p>Support for soft skills development: coaching, management training, upskilling/reskilling</p> <p>Support for networking and partnership building (at national and/or international level)</p> <p>Marketing activities: advertising, communication, events, fairs, and so on</p> <p>Others: Project management and strategic planning</p>
	Explanation	The CISOP focuses primarily on increasing capacity of actors within the business environment including academic and research organisations, increasing access to finance and capital, funding and providing the infrastructure for more international networking and marketing activities, and providing technical project assistance such as needs assessments and strategic planning.
HISTORY 	Period	Limited period
	Ending year (for policies with limited period)	2020



Policy type:		Broad Policy
Policy name:		Competitiveness and Innovation Sector Operational Program (CISOP) Second Phase Regional development policy and structural change
	Starting year	2014
	Explanation	The CISOP aligns with the Europe 2020 Strategy and follows the Regional Competitiveness Operational Programme First Phase (2007-2013). The second phase of CISOP covered the years 2014-2020. The current situation about CISOP is actually related to the current approval process of IPA (Instrument for Preaccession), which is the main framework for EU financial support in Turkey, and second phase of which ended in 2020. The IPA 3 has not yet been approved. The preparation of the 3rd period, which will cover 2021-2027, are still in progress. Private sector supports and clusters, innovation etc. will most probably be included under IPA-3 but details such as which subjects/axes will be supported and budget etc. are not yet clear. Therefore, all the OPs and other supports are still under preparation. The IPA unit of the Ministry of Industry and Technology (MoIT) is responsible for these programmes.
	Overall	EUR 301.5 million
	Annual	Varies
	Source of funding	The European Union contributes with 85% of funds while the Turkish government contributes with 15%.
	Availability	in-itinere
	Results	There will be more resources allocated towards this second phase of the programme. There was a scheduled interim evaluation for 2019 but it is not available yet and an ex-post evaluation will be released within 3 years of the end of the programming period.
		



Policy type:	Broad Policy
Policy name:	Competitiveness and Innovation Sector Operational Program (CISOP) Second Phase Regional development policy and structural change
POLICY ALIGNMENT WITH THE EU PRIORITIES 	Social inclusion

02

State of play of cluster policy



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2. State of play of cluster policy

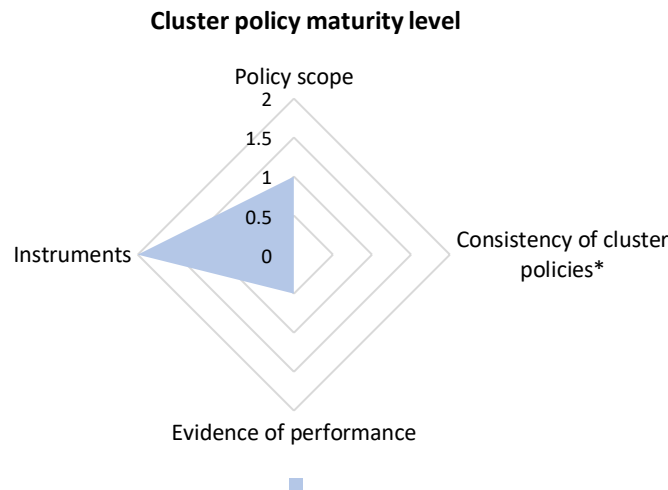
The data below illustrates how the country ranks in terms of maturity of cluster policy. The maturity index is based on a combination of factors presented in Chapter 1 and which are scored based on their existence:

- **Policy scope:** whether the country has a dedicated cluster policy, or cluster creation and/or development is targeted through broader policies (existence of broader policies = 1 point; existence of targeted cluster policies = 2 points)
- **Consistency of cluster policies:** assessment of the duration and experience of the country in doing cluster policies. This dimension assesses only existing cluster policies and not broader policies (no cluster policies available = 0 points; < 10 years of experience or > 10 years (but interrupted) = 1 point; > 10 years (but with clear continuity = 2 points)
- **Evidence of performance:** the existence of monitoring and evaluation mechanisms determines the degree of policy development in the country (no evaluations = 0 points; existence of evaluations of past policies or in-itinere = 0.5 points; existence of ex-ante and/or ex-post evaluations = 0.5 points)
- **Instruments:** whether the policies provide any instruments to support the policy implementation, being these financial and/or technical assistance (1 point for each type of instrument available)

It is important to note that the maturity does not reflect the performance of a country, but only the degree of development of their cluster policy at the moment when the data was collected (2020 and 2021). The maturity index illustrates how the country scores for each of these four dimensions (policy scope, consistency of cluster policies, evidence of performance and instruments) compared to the maximum score that they can reach.

	Turkey	Maximum score
Policy scope	1	2
Consistency of cluster policies*	0	2
Evidence of performance	0,5	1
Instruments	2	2

** This dimension is scored solely if the country has a dedicated cluster policy and it assesses only cluster policies*



State of play of cluster policy in the country

Policy evaluation (for terminated policies)

No policy evaluation

Turkey has not had any cluster policy but only broad policies fostering collaboration between different actors. There are policies for broad policies. For instance, the Regional Competitiveness Operational Programme (2007-2013) was evaluated for the following elements:



	<p>Relevance to needs: Overall, there was alignment between the programme, activities, and projects to the stated needs although more funding would be required to achieve the stated objectives.</p> <p>Effectiveness: There were delays and challenges in implementation but are expected to produce the intended results.</p> <p>Efficiency: More resources were required to set up effective and efficient governance structures and systems for the complexity of the programme. Risk management, evaluation, and strategic planning were fine.</p> <p>Impact: Positive overall and expected to achieve intended results.</p> <p>Sustainability: There are many concerns about the sustainability of the activities, stakeholders and financing.</p>
Policy approach in the country	<p>Specific policies to support cooperation projects</p> <p>Broad-based framework policies to support cooperation effectiveness</p>
Continuity	<p>The policies in Turkey are currently primarily broad policies that are the result of EU-funded programmes. These EU programmes have enabled continuity between the programmes between. The Turkish government has introduced national policies and initiatives of understanding and spurring cluster development, but such work has not been</p>
Consistency	<p>No cluster policy available</p> <p>Researchers have found that Turkey started developing cluster policies in the 1960s which included the development of Or... encouraged firm co-location and employment... creation of the regional production... initiatives such as the Com... cluster research, but t...</p> <p>The European... in 2007... recor... proje... Prog...</p>



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