

# Strategy for development cooperation with

# Turkey

January 2010 – December 2013



REGERINGSKANSLIET

Government Offices  
of Sweden

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## **Cooperation strategy for development cooperation with Turkey, 2010–2013**

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### **Summary**

This strategy will govern Sweden's development cooperation with Turkey for the period 1 January 2010–31 December 2013.

The objective of Sweden's development cooperation with Turkey is strengthened democracy that improves the prospects of membership in the European Union.

Sweden will support activities that take account of the Swedish Government's objectives for reform cooperation in Eastern Europe and Sweden's thematic priorities.

Overall, economic and democratic development in Turkey has continued to move in a positive direction since 1999, when the country was granted EU candidate country status. The EU's decision to begin accession negotiations with Turkey in autumn 2005 was preceded by a large number of reforms in the area of democracy and human rights. Reforms have also taken place since then but major concrete development needs remain. The most important strategic reform challenges for membership include strengthened respect for democracy and human rights and the establishment of institutions that guarantee this.

Swedish development cooperation with Turkey will concentrate on sector for democracy, human rights and gender equality. Cooperation will aim to strengthen Turkey's democratic structures and capacity to implement necessary reforms ahead of EU membership. The choice of sector is based on analysis of the major reform needs for Turkish EU membership, Sweden's comparative advantages and Turkey's strategies and development plans.

The process objectives for increased aid effectiveness are to limit and concentrate contributions to coherent programmes and to promote

more extensive use of Turkey's own structures for planning, implementing and monitoring development activities. Strengthened cooperation and a clearer division of roles between Sida, the Consulate-General in Istanbul and other Swedish actors will improve the prospects of contributing to long-term sustainable results.

The dialogue issues for development cooperation are deeper EU integration, gender equality and women's participation in the development of a democratic society, and freedom of expression.

For the period 2010–2013, the volume of Swedish development cooperation with Turkey through Sida and the Consulate-General in Istanbul will amount to approximately SEK 73 million and SEK 14 million per year respectively.

## Part 1. Objectives and direction of cooperation

### 1. Objectives and priorities

The objective of Sweden's development cooperation with Turkey is strengthened democracy that improves the prospects of membership in the European Union.

The cooperation will thus help to achieve the objective of reform cooperation in Eastern Europe: strengthened democracy, equitable and sustainable development, and closer relations with the EU and its fundamental values. The cooperation supports the overall objective of Sweden's policy for global development: to contribute to equitable and sustainable development based on a rights perspective and the perspective of poor people on development. The strategy is based on the Government's thematic priorities of democracy and human rights, and the promotion of gender equality and the role of women in development.

Sweden's development cooperation with Turkey will focus on the sector for democratic governance, human rights and gender equality. The choice of sector is based on analysis of the major reform needs for Turkish EU membership, Sweden's comparative advantages and Turkey's strategies and development plans, including the National Plan for the Adoption of the Acquis.

Sweden's development cooperation will facilitate Turkey's overall objective of achieving membership of the EU by giving support to the accession process and the commitments laid down in the Accession Partnership. Priority will be given to areas that represent particular challenges in the accession negotiations. Regional concentration will take place in coordination with EU support programmes. Cooperation between the political dialogue conducted with Turkey within the framework of Swedish foreign policy and development cooperation is vital for ensuring synergies and an effective contribution to reforms.

The process objectives for increased aid effectiveness are to limit and concentrate contributions to coherent programmes and to promote more extensive use of Turkey's own structures for planning, implementing and monitoring development activities.

Dialogue issues for development cooperation are deeper EU integration, gender equality and women's participation in the development of a democratic society, and freedom of expression.

## **2. Direction and scope**

### **2.1 Cooperation areas**

Swedish support will focus on the sector *for democracy, human rights and gender equality*. Within the framework of this sector, support will be provided to civil society to strengthen its role in the development of society. Particular attention is paid in this sector to the perspectives of women and minorities. The needs of the economically weakest parts of Turkey will also be taken into account. Turkey has several strategies of its own in the sector. The overall objective of these is for Turkey to meet EU standards on democracy and human rights through reforms. This includes capacity building and increased effectiveness in public institutions, as well as judicial reform.

Swedish objectives for the democracy, human rights and gender equality sector are:

#### **1. Stronger opportunities for Turkey to implement its commitments within the EU accession process**

To achieve the objective, support will be given to judicial reforms focusing on legal aid and access to justice, especially for women and minorities. This will complement EU initiatives and support the implementation of Turkey's strategy for judicial reform and its related action plan.

Support can also be given to administrative reforms and contributions to strengthen local administration, and to facilitate decentralisation in areas such as regional and local development, community planning and environment. Support to administration reforms will primarily focus on capacity development. Swedish contributions will support increased public participation and influence on public administration.

#### **2. Increased respect for and compliance with human rights and gender equality**

Support for human rights includes both cooperation with state institutions including the judiciary and support to civil society. Interaction between these actors will also be strengthened. To achieve the objective, Swedish support will mainly focus on freedom of expression, equal rights for women and men and the participation of minorities in the development of society.

Support will be given to the implementation of Turkey's national action plan for gender equality, in particular activities that promote the economic and political participation of women. The support will mainly focus on groups within the civil society promoting these issues, but support to public structures may also be considered.

The role of civil society in protecting human rights, including gender equality, minority issues, the child rights perspective, efforts to combat torture and LGBT issues, will be strengthened through support via, for example, Swedish non-governmental organisations.

### **3. Greater public debate on democracy, human rights and gender equality**

This objective should be regarded as a complement to the sector's other two objectives. To achieve the objective, support will be given to activities contributing to public debate and dialogue on concepts that are crucial for the sector and part of the EU's Copenhagen criteria, such as democracy, human rights and gender equality.

Cultural cooperation may also be considered. This may involve cultural activities including music, theatre and literature. The prerequisite for cultural cooperation is that the contributions must be designed in accordance with the OECD Development Assistance Committee (DAC) criteria.

### **2.2 Aid modalities**

Part of Sweden's support will be directed at strengthening Turkey's public administration at central, regional and local level. To strengthen the conditions for democratic and sustainable development, support will also be given to the development of civil society via Swedish NGOs and other actors working in, or with, Turkey. Programme-based approaches should be the starting point for the preparations of all Swedish contributions. Sweden will strive to make more extensive use of the country's and organisations' systems for planning, implementation and monitoring. More donors should cooperate to provide joint support to one institution or one programme. Budget support is not considered to be an option.

Support to actor-driven cooperation between Swedish and Turkish actors may be provided to complement project and programme support. The purpose of this support is to maintain and develop long-term development cooperation relationships between Sweden and Turkey.

Sida and the Consulate-General will conduct an ongoing dialogue to ensure a clear division of roles and prevent overlap in the cooperation projects with Turkish parties.

### 2.3. Dialogue issues

As a complement to the financial support and on the basis of, among other things, Turkey's Accession Partnership and Turkey's national gender equality plan, Sweden will pursue three dialogue issues in the context of development cooperation:

- Deeper EU integration focusing on key democracy and human rights issues, including minority rights, identified within the scope of the EU accession process as major challenges for EU membership.
- Gender equality and women's participation in the development of a democratic society.
- Freedom of expression.

Dialogue and financing in these areas can be combined to achieve greater effect. In addition, the two thematic priorities of the Swedish Government that are relevant to this strategy will serve as a starting point for all dialogue with Turkey during the strategy period. The dialogue will be conducted with relevant government and civil society representatives. A dialogue on the Instrument for Pre-Accession Assistance (IPA) will also be conducted within the framework of cooperation with the European Commission, as well as with the delegation in Ankara and the Directorate-General for Enlargement in Brussels. The development cooperation dialogue will be coordinated with the political dialogue conducted within the framework of Swedish foreign policy.

### 2.4 Scope (volume)

For the period 2010–2013, the volume of Swedish development cooperation with Turkey will amount to approximately SEK 73 million per year through Sida and approximately SEK 14 million per year through the Consulate-General. The number of contributions will be limited and focus on coherent programmes.

## 3. Implementation

The implementation of the strategy is associated with Turkey's continued EU integration and the accession negotiations. A prerequisite is continued national reform efforts and progress in the area of democracy and human rights.

Sida will mainly be responsible for the implementation and monitoring of Objectives 1 and 2. Sida and the Embassy will be jointly responsible for the overall strategy dialogue with Turkish partners, the European Commission and other donors. The Consulate-General will mainly be responsible for the implementation and monitoring of Objective 3. The Consulate-General will also contribute to the implementation of the strategy through support to local activities that can grow in scope and

contribute to the domestic debate in areas of central importance for Turkey's EU process. A detailed division of responsibilities between Sida and the Consulate-General will be established in connection with the operationalisation of the cooperation strategy. Sida and the Consulate-General will coordinate activities continuously to ensure effective implementation of the cooperation strategy.

### **3.1 Cooperation with other donors, including multilateral actors**

Swedish development cooperation will be conducted in close dialogue with other donors, in particular the European Commission, and coordinated with the IPA. Cooperation with the European Commission will be developed and guided by the Paris Declaration on Aid Effectiveness, the Accra Agenda for Action and the EU Code of Conduct on Complementarity and Division of Labour. Sweden will conduct a dialogue both in Ankara and Brussels on an effective IPA focus and on how Swedish development cooperation can supplement this in the best possible manner.

Sweden will continue to cooperate with multilateral organisations where conditions allow, given the focus of Swedish support.

### **3.2 Alignment, harmonisation and coordination**

The prospects of strengthened donor coordination are good. Turkey's reform and development strategies will serve as a starting point for cooperation and Sweden will work for more extensive use of Turkey's own structures for planning, implementing and monitoring development activities. The choice of sector is partly the result of dialogue with relevant Turkish agencies and the European Commission's Delegation Office in Ankara. Moreover, the sector was chosen following an analysis of the major reform needs ahead of Turkish EU membership, experience of previous cooperation, other donors' activities and Sweden's comparative advantages.

Sweden will more actively work for ensuring that meetings, trips, reporting, etc. are carried out jointly with other donors. By focusing on reform cooperation in fewer areas and through contributing to fewer projects, and more extensive use of staff resources for dialogue, Sweden will be able to strengthen coordination with the European Commission and other donors and enhance the capacity to conduct a strategic dialogue with relevant partners in Turkey.

In the field of actor-driven cooperation, including inter-agency cooperation, Sweden will give greater support to Swedish actors to follow the principles of aid effectiveness. Sweden will ensure that actor-driven cooperation between public sector actors is consistent with the priorities of the partner and, as far as possible, coordinated with other donors. Sweden will encourage Swedish public sector actors to use, as far as possible, the partner's regular systems for financial follow-up.

### **3.3 Consistency between Swedish actors**

Sweden's development cooperation with Turkey is administered by Sida and the Consulate-General. It is also administered in part by the Swedish Institute. In connection with the start of Turkey's EU accession negotiations in 2005, Sweden launched a special Turkey programme, whereby the Consulate-General and the Swedish Institute was given a more active role.

Sida and the Consulate-General will cooperate with each other and with the Swedish Institute through regular joint planning and monitoring activities. In addition to strengthened operative coordination, an coordination group can be established in which the Swedish Government Offices is represented.

### **4. Monitoring**

Monitoring of the cooperation strategy will be based on the European Commission's progress reports, results of the implementation of Turkey's national plan for adoption of the EU acquis and the national statistical data of Turkey. The conclusions will be reported in the form of an updated results matrix and a strategy report. An annual review of experiences and results, and the planning of future Swedish development cooperation, will be carried out with Turkey. Important issues to monitor are risk factors in the form of corruption and high staff turnover in public administration, i.e., factors that can undermine long-term results.

To combat corruption and its negative effects, Sweden will conduct regular risk analyses and see to it that regular audits are performed in Swedish development cooperation and that necessary measures are taken as required.

### **5. Phase-out**

Development cooperation with Turkey will focus on fewer sectors and contributions than is the case at present. Cooperation will take place within the framework of one sector, programme-based approach will be promoted and the number of contributions reduced. Present contributions that are not in accordance with the framework of the new strategy will be phased out and concluded by 31 December 2011 at the latest. Sida should develop a plan for the phase-out and, in consultations between the Government Offices/the Ministry for Foreign Affairs and Sida, report on progress towards phase-out.



## Part 2. Background

### 1. Summary country analysis

In geopolitical and economic terms, Turkey is a regional centre of power, situated in both Europe and Asia. Turkey is a member of organisations such as the Council of Europe, the Organisation for Economic Cooperation and Development (OECD), the Organisation for Security and Cooperation in Europe (OSCE) and NATO. For many years, Turkey has actively worked to develop closer relations with the EU and has a long-standing relation to the European integration project. Turkey applied for membership as far back as 1959 of the then EEC, and an Association Agreement was signed in 1963. The membership application was renewed in 1987, and in 1999 the EU decided to grant Turkey candidate country status. The EU accession negotiations began in October 2005 and progress on a continuous basis.

The Justice and Development Party (AKP) has been in government since 2002. The AKP further strengthened its position as the country's largest political party in the 2007 parliamentary election, when the party received close to 47 per cent of the votes. Despite some setbacks in the local elections in March 2009, the AKP is still by far Turkey's largest party.

The political scene in Turkey is relatively polarised and often marked by differences between the governing AKP and the traditional power establishment. There is often a lack of domestic political consensus on how more extensive reforms and legislative amendments should be carried out.

Public support for EU membership has at times been as high as 70 per cent among the Turkish population, a percentage that has, however, decreased following statements from various EU countries expressing opposition to full Turkish membership of the EU.

Full EU membership is a main priority of the AKP government. Key issues and challenges prior to membership have been identified for example in the Association Agreement with the EU, as well as in Turkey's EU Accession Partnership. Turkey's Ninth National Development Plan (2007–2013) and the national programme for adoption of the EU *Acquis Communautaire* set out Turkey's priorities for fulfilling the EU criteria for membership, i.e. the Copenhagen criteria.

Economic development in Turkey has continued to move in a positive direction and progress has been made in the area of democracy. Since 1999, the EU process has involved important reforms in a number of areas. Among other things, the role and influence of the military in

civilian areas has been reduced. The climate of debate has become more open. The death penalty has been abolished and key human rights conventions have been adopted. Increasingly, the multicultural heritage from the Ottoman Empire is being allowed to find expression within the framework of the Turkish nation state, even if this often entails delicate transformations in the society.

In recent years, important reforms have also been carried out, but overall, progress has been more limited. Priority areas for Turkey's continued reform process and EU alignment include enhancing democracy and the rule of law as well as the institutions for this, strengthened respect for human rights, including minority rights, freedom of expression and improving the gender equality situation.

During the years 2002–2007, Turkey recovered following a deep economic crisis at the beginning of the decade and has had an average annual growth of 6.9 per cent. Turkey is a trade-dependent country and the global economic crisis has had an impact, which has resulted in reduced growth. Negative growth of at least 4 per cent was expected for 2009, and unemployment has increased to about 16 per cent. However, unemployment is considerably higher among young people, women and people belonging to minorities. Poverty remains a problem in which major regional differences exist. On the whole, economic growth has not reached the weaker groups in society and an estimated 20 per cent of the population, particularly in eastern and south-eastern Turkey, live in poverty. The Turkish government is implementing a development plan for these regions aimed at creating employment opportunities and increasing growth in the area. It is still too early to determine whether the goals of the development plan will be achieved. Increased poverty can turn out to be a result of the global economic crisis.

The judiciary continue to entail weak institutions and a lack of accessibility, especially for women, children and minorities. Despite efforts in recent years to strengthen the rule of law and improve accessibility, further progress is needed. Shortcomings that remain to be addressed include the way courts interpret the law, an unclear division of responsibilities between judges and prosecutors, and weak administrative systems. Also, reports of torture and ill-treatment – though not systematic – have continued, and the need to reduce impunity for perpetrators has been highlighted. . The government has adopted an extensive strategy for judicial reforms, and an anti-corruption strategy is being prepared.

Turkey has signed most of the key human rights conventions – even if some work on ratification remains – including the Optional Protocol to the UN Convention against Torture (OPCAT) regarding the prevention of torture. National legislation on women's rights has been improved and, on the whole, is in line with the legislation in EU Member States, but much remains to be done regarding its implementation. The

patriarchal structures are still strong, particularly in the eastern and south-eastern parts of Turkey. Women in Turkey have Europe's lowest labour market participation, and domestic violence is a widespread problem. Women's political participation has increased, but still only nine per cent of the members of parliament are women. According to Turkish women's organisations, gender equality has experienced a negative trend in recent years, with fewer women in the labour market, fewer women university students and an increased element of traditional values in society.

LGBT people in Turkey still face threats of harassment and physical violence. Despite judicial reforms, this group is generally subject to discriminatory treatment by police officials, judges and prosecutors.

In Turkey, there are only three officially recognised religious minorities: Greek Orthodox, Armenians (Orthodox and Catholic) and Jews. None of the other ethnic groups in the country, such as Syrians/Assyrians, Kurds, Roma or Alevi, are officially recognised minorities. However, the government has taken initiatives to give greater focus to the issue of various minority rights, and primarily the rights of the Kurdish population. One example is the start of nationwide state TV broadcasts in Kurdish. Opportunities for religious minority communities have in part been strengthened by new legislation, and the dialogue between government representatives and various minorities has generally improved. From an EU perspective this is a positive development, but Turkey must implement additional measures to strengthen the rights of minorities, including opportunities for religious and cultural diversity, in accordance with the conditions of EU membership as expressed in the Copenhagen criteria. The government's plans to present proposals for a new constitution have yet to be realised.

Continued lack of full respect for freedom of expression is an area identified as one of the major obstacles to Turkey's EU membership. Following demands from the EU, the Turkish government has amended one of the most criticised articles of the penal code, which was used to bring legal action against journalists and authors thought to have insulted the Republic of Turkey or its institutions. This legislative amendment has reduced the number of cases brought to court. However, legal action can still be brought on the basis of someone having expressed a peaceful opinion. In addition, Turkish legislation contains a number of similar articles that are used for the same purpose.

Environmental issues comprise an important part of alignment to the EU, where Turkey has strengthened its accountability. The Kyoto protocol was ratified by Turkey in the beginning of 2009. The Turkish legislation is being adapted to be compatible with EU legislation. For example, a comprehensive environment strategy has been adopted. However, much remains to be done, particularly when it comes to

implementation of legislation by decision-makers at local and regional level.

## **2. Summary performance assessment**

The previous strategy entered into force on 1 July 2005 and applied until 31 December 2009. During the strategy period, a total of some SEK 146 million was paid via Sida and the Consulate-General in Istanbul.

The Swedish support focused on EU integration, in particular alignment with European cooperation structures and stronger respect for human rights, including gender equality, minority rights and cultural rights. Particular focus has been placed on exchanges between people in Sweden and Turkey aimed at strengthening Turkey's integration with European common values and cooperation structures.

A summary of Sida's and the Consulate-General's performance assessments shows that despite their relatively modest size, in most cases the contributions were relevant to Turkey's EU process and that they correspond to the priorities of the strategy. Most projects have achieved the expected results in the form of increased knowledge of the rights of women and people with disabilities, municipal administration, the situation of young people, the role of civil society, and that Turkish ownership has steadily grown stronger. One example is the cooperation between the Raoul Wallenberg Institute and the Istanbul Bilgi University, where efforts to integrate a rights perspective as regards disabilities has improved the situation for people with disabilities. Within the framework of cooperation between Swedish and Turkish municipalities, pilot projects have been conducted in such areas as advanced budget preparation, staff skills development and municipal responsibility for urban planning, energy planning and waste management planning. These projects may serve as models for other municipalities in the country. Support to Turkish women's organisations has resulted in more active advocacy work to increase women's influence and improved reading and writing skills among women in rural areas.

One objective of the previous strategy was broad participation on the part of Swedish government agencies, companies, NGOs and municipalities, and the people-to-people contact was considered important in its own right. The nature of development cooperation – with many small projects and actors in several areas, in combination with limited administrative resources – has obstructed the opportunities for conducting a strategic dialogue with relevant partners in Turkey and in taking part in coordination efforts with the European Commission and other donors. More extensive use of staff resources for dialogue will allow Sweden to strengthen coordination with other donors.

Development cooperation has been administered by Sida and the Consulate-General. In addition, some support has been channelled via the Swedish Institute. The division of roles between these Swedish actors

has been unclear and cooperation has been limited to exchanges of information. A clearer division of roles and more efficient cooperation should improve the opportunities for contributing to good, long-term results.

### **3. Summary analysis of other donors' contributions and role in the country, including multilateral actors and the European Commission**

There are relatively few donors in Turkey and many have stopped providing support or are in the process of phasing out. The EU is the largest donor to Turkey. During the strategy period, IPA will amount to some EUR 3.23 billion. IPA is divided into five components: transition assistance and institution building, cross-border cooperation, regional development, human resources development and rural development. In addition, the EU European Instrument for Democracy and Human Rights (EIDHR) has included a Turkey Programme since 2002. Coordination between the EU and other donors has been limited, but a person has been employed at the European Commission since the beginning of 2009 with responsibility for donor coordination.

The World Bank's Strategy (2008–2011) focuses on development of the private sector, the social sector (social and health insurance systems) and public administration. The United Nations Development Programme (UNDP) has a broad portfolio, and Sweden has contributed to certain activities. The UNDP supports women's rights, local administration and environmental projects at local level. The United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the International Labour Organisation (ILO) and the UN Refugee Agency (UNHCR) are also active in Turkey. In 2008, Turkey became eligible for assistance from the European Bank for Reconstruction and Development (EBRD), whose support will be paid to private sector companies in the area of energy and environment. Municipal service projects are also being planned. Of the bilateral donors, Japan is a major actor, with operations in private sector development and infrastructure. Germany conducts cooperation via GTZ, a federally owned company that primarily focuses on the environmental area, but this will be phased out in 2010. The UK, Netherlands, Norway, Denmark and Germany run smaller programmes from their embassies that mainly focus on democracy and human rights, but most often there is no strategy to guide the activity.

In summary, there are relatively few donors in Turkey and development cooperation represents only a marginal part of the country's total GDP. Most support goes to environmental and private sector development. There are several actors in the area of democracy and human rights but with limited programmes, even though needs are great. Coordination and complementarity between donors can enhance efforts to help Turkey fulfil the Copenhagen criteria prior to EU membership.

## **4. Summary analysis of Sweden's role in the country**

### **4.1 Conclusions from Swedish and EU political decisions and processes that are relevant to the cooperation**

In 1999, the EU unanimously decided to grant Turkey candidate country status. Accession negotiations were initiated six years later. Future membership of the EU remains one of the strongest incentives for development and continued reforms in Turkey. The requirements for reforms that must be fulfilled for Turkish membership of the EU are listed in the Accession Partnership between the EU and Turkey, and in Turkey's national strategy for EU alignment. Financial contributions to the implementation of these necessary reforms are paid via EU pre-accession support.

Sweden supports Turkey's full accession to the EU when the criteria for this have been fulfilled. The Government also attaches great importance to the strategic cooperation between the EU and Turkey in such areas as regional security, development and energy supply.

### **4.2 Coherence for development**

Bilateral relations between Turkey and Sweden are good and cover many areas.

In recent years, Turkey has pursued a more active foreign policy based both on the country's geostrategic position and a clear ambition to contribute to stability and security in the region, including the Middle East, Southern Caucasus and Afghanistan/Pakistan. Thus one important task of development cooperation will also be to take account of the priorities and considerations of Swedish foreign policy, particularly in relation to Turkey's EU integration and the country's role in the region.

In addition to development cooperation and the foreign policy dialogue, cooperation also takes place in areas such as trade, culture, research and migration. Due to its large domestic market and its geographic position, Turkey is an interesting country for Swedish actors. Several large Swedish companies have been operating in Turkey for many years. This has enabled the Swedish business sector to gain knowledge and experience that can be an asset to Swedish development cooperation. The Swedish Trade Council has an office in Istanbul whose primary task is to help Swedish companies to access and expand in the Turkish market.

Research and research cooperation are mainly carried out within the framework of the Swedish Research Institute in Istanbul's (SRII) activities. The SRII promotes Swedish research in Turkey and the eastern Mediterranean via cooperation with Swedish universities, higher education institutions and other research institutions. The SRII is a non-profit organisation that is largely funded by the Government Offices/Ministry of Education and Research.

The intentions of the Turkey Programme include a range of activities for both promotion and creating exchanges between people, and provided for through the development cooperation. Business cooperation is managed by the Embassy, the Consulate-General and the Swedish Trade Council. Coordination among these Swedish actors is important, both in Turkey and in Stockholm.

#### **4.3 Other Swedish relations**

Parliamentary exchange between Sweden and Turkey is extensive. The Riksdag has expressed considerable interest in Turkey and several Swedish parliamentary delegations have visited the country in recent years. The Turkish-Swedish Parliamentary Friendship Group is the largest in the Turkish Parliament.

Sweden encourages cooperation between Swedish and Turkish authorities within the framework of the activities funded by Sweden and via EU twinning programmes.

In many ways, the Turkish community in Sweden represents a major potential asset for Turkey's development. Many of its members, including those who belong to the second and third generation, maintain contact with Turkey and thus contribute to strengthening relations between the people of the two countries. Within the framework of Swedish development cooperation, consideration should therefore be given to how to make the best use of this development potential.

#### **4.4 Sweden's comparative advantages**

Sweden enjoys very close political cooperation with Turkey as a result of Sweden's strong support for Turkey's EU membership and a longstanding trustful relationship. This can be viewed as an important comparative advantage also in the development cooperation.

Sweden has long experience in the areas of democracy, human rights and gender equality. Sweden's cooperation to promote capacity development has been described by Turkish actors and other partners as valuable, sustainable and balanced. Turkish authorities also point out that they request capacity development rather than financial support from Sweden, not least within the framework of the accession negotiations.

The presence of Swedish organisations in Turkey and their support to a strong civil society is an important contribution to the country's democratic development.

#### **4.5 Conclusions about Sweden's role**

The amount of development assistance that Turkey provides is considerably larger than the amount it receives. The number of donors to the country is small, but the EU's commitment in terms of IPA is considerable. Despite the increased size of Sweden's contribution, it will be marginal in financial terms. Sweden's role will primarily be to

complement EU support to democracy, human rights and gender equality, and contribute to the dialogue for strong Turkish ownership and the efficient use of development assistance funds.

### **5. Considerations concerning objectives and direction of future cooperation**

According to the country analysis, Turkey needs to carry out additional reforms in order to fulfil the Copenhagen criteria. This includes judicial reforms for increased efficiency, independence and accessibility for citizens, and measures to strengthen the rights of minorities and freedom of expression. Gender equality is another area in which much work remains, primarily regarding the implementation of new legislation.

According to the performance assessment, Sweden's contributions have been relevant but the direct links to comprehensive national reforms are weak. Sweden's support has been fragmented and carried out with limited coordination among Swedish actors. Development cooperation has been spread over too many areas for it to be able to contribute to sustainable results, and the dialogue has been limited. To make a greater contribution to Turkey's reforms, Sweden's support must include a clearer division of roles, enhanced coordination among Swedish actors, a clearer focus on fewer sub-areas and a strategic dialogue with Turkish partners. Sweden should also promote increased aid effectiveness by making extensive use of a programme-oriented approach, for example by using the country's/organisations' systems for planning, implementation and monitoring as far as possible, or several donors providing joint support to one institution or one programme.

In light of the country analysis and the analysis of Sweden's role in Turkey, development cooperation with Turkey should focus on strengthening democracy, increasing respect for human rights and on gender equality. The scope of Swedish support is marginal in relation to Turkey's economy, and Sweden should therefore concentrate cooperation to one sector. This concentration is a necessary condition to enable Sweden to make an effective contribution to the national reform efforts.

Support to the environment sector was considered but given the large presence of other donors in this sector and thus the risk of overlap, environmental measures should be limited to cooperation at municipal level.

The cooperation strategy also takes account of the poverty that still exists in Turkey, despite economic development. Measures should be taken to promote women's rights, freedom of expression and legal aid, particularly in the less developed areas. The support should mainly focus on promoting the economic and political participation of women and minorities in the development of society, and vulnerable groups' access to justice in these areas.





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