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Sida Decentralised Evaluation

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Evaluation of cooperation results under the Swedish Strategy for Development Cooperation with Turkey, 2010-2013

Final Report

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**Final Report
December 2013**

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Zeliha Ünaldi**

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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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Abbreviations and Acronyms

CoE	Council of Europe
EC	European Commission
ECHR	European Court of Human Rights
EIGE	European Institute for Gender Equality
EU	European Union
EUR	Euro
SEK	Swedish krona
ILO	International Labour Organization
IPA	Instrument for Pre-Accession Assistance
NGO	Non-governmental organisation
Sida	Swedish International Development Cooperation Agency
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WB	World Bank

Preface

This evaluation was contracted by Sida through the Framework Agreement for Sida Reviews, Evaluations and Advisory Services on Results Frameworks and conducted by SIPU International. The evaluation team consisted of the team leader Roland Blomeyer and team member Zeliha Ünaldi.

The findings of the report are entirely the responsibility of the team and cannot be taken as expression of official Sida policies or viewpoints.

The team has benefited from information and views from a number of stakeholders in both Turkey and Sweden.

Executive Summary

The present '*Evaluation on results of cooperation under the Swedish strategy for development cooperation with Turkey 2010-2013*' (referred to as the 'Strategy' in this report) was conducted between May and July 2013 on the basis of desk research, interviews with relevant stakeholders in Sweden and Turkey, and survey work.

The evaluation has both a summative and a formative element. The summative view aims to assess the performance of Sida cooperation with Turkey (relevance, efficiency, effectiveness, impact, sustainability and added value) under the Strategy. Covering the years 2010-2013, the focus is on accountability vis-à-vis Sida stakeholders, demonstrating Sida's success in terms of achieving set objectives. The formative perspective aims to enhance performance with a view to the future, most notably the preparation of the new strategy for development cooperation with Turkey as of 2014.

Key issues here include 'relevance' and 'added value' - in a nutshell - where and how can Sweden's development cooperation make a genuine difference considering the wider development context?

This evaluation concludes that the Strategy's immediate and wider objectives have been achieved, however, this can only be captured in qualitative terms, given the nature (capacity building) and volume of support (comparatively limited resources). Performance against the six evaluation criteria is largely positive. All supported Programmes are clearly relevant to European Union accession priorities and Turkish needs. Delivery of assistance is largely efficient, with Strategy actors strongly committed to efficient implementation and fluid relations with other cooperation partners and the Turkish government. The sample programmes have been effective (outcomes include enhanced individual capacities (knowledge, skills), enhanced institutional capacities, enhanced awareness / empowerment, enhanced networking and dialogue, changed mindsets (openness to new concepts / approaches), strengthened ownership / commitment of stakeholders, and strengthened gender mainstreaming. Several programmes have strong potential for impact, however, at this stage it is considered too early to assess impact, since outcomes have not yet translated into impact. Sustainability prospects are considered to be rather mixed, with stronger sustainability for Programmes involving well-resourced Swedish and Turkish implementing partners, and limited prospects for Programmes implemented by Turkish NGOs. Added value in terms of the Strategy's complementarity to other assistance is considered strong, and so is the Swedish added value (operationalisation of the Swedish comparative advantage).

However, overall Strategy success is rather explained by the strong commitment of the Strategy actors and good relations with Turkish counterparts, than by adequate structures and systems to deliver the Strategy. Similarly, the balanced coverage of Strategy thematic areas and balanced distribution of resources between different types of implementing partners and implementation channels does not reside within the Strategy, but is rather explained by the Strategy actors' pragmatic approach to Programme selection.

Following up on the last concluding paragraph, the following recommendations suggest possible ways of focussing assistance under the future Strategy:

Thematic areas for a future Strategy

Re-designing support for the justice sector: SEK 36 million or about 14% of Sida assistance is dedicated to the Justice sector (three Programmes). The justice sector is popular among Turkey's partners (the European Commission provided some SEK 674 million), and this demands an important coordination effort between the partners (putting a strain on limited Sida resources). The main beneficiary, i.e. the Ministry of Justice is a comparatively well-resourced ministry, and can be considered to have good access to support. There are also risks of the beneficiary selecting the politically most convenient offers amongst the many offers of support. Existing support under the two Programmes reviewed for this evaluation suggests good prospects for sustainability, i.e. if genuine, beneficiary ownership should eventually translate into sustaining activities and outcomes without future Strategy assistance. Finally, whilst Turkey can undoubtedly benefit of Swedish expertise in the justice sector, several stakeholders have noted that Turkey's legal system is closer to the 'Continental', rather than to the Scandinavian law traditions; the size and centralised nature of the Turkish state also suggests more proximity to some of the continental approaches. Whilst these points argue against a continuation of Strategy support for the justice sector, there is a specific area in this sector that would strongly merit future support, i.e. gender mainstreaming in the justice sector. Indeed, a continued Sida presence in the justice sector can be subsumed under gender equality, e.g. focus on gender mainstreaming in Turkey's Ministry of Justice, review of legislation from gender perspective, promotion of women in the judiciary etc., gender in the justice sector at local level. Increasing women's access to justice and enhancing justice 'services' for women is considered crucial. It is worth noting that the European Union Delegation also commented positively on Sida's role in terms of human resources development at the Ministry of Justice. Refocussing support in the justice sector on gender issues would allow maintaining this well-established tie between Sida and the Turkish government.

Building up support in the field of gender equality: This takes us to the area of gender equality, attracting about one third of total Sida assistance under the Strategy (ten out of 19 Programmes). Gender mainstreaming and equality is a clearly identified accession priority, and Turkey has substantial needs for support in this area (Turkey ranks 124th out of 135 countries according to the 2012 Global Gender Gap In-

dex). However, gender mainstreaming and equality, especially as bilateral cooperation issue, does not appear to suffer from ‘donor overcrowding’, and Turkish implementing partners associate Sweden with successful gender equality policy and demonstrated success. We consider that a future Strategy could focus even stronger on the promotion of gender equality in Turkey (if not exclusively; alongside support in politically sensitive areas - see the following bullet point). Specific attention should be paid to ensuring a balanced representation of State and civil society actors in all Programmes, considering that their mutual presence has the potential to strengthen effectiveness and impact.

Harnessing trust in Sweden: Several Turkish implementing partners have referred to Sweden's 'sympathy bonus', i.e. Sweden is considered systematically supportive of Turkey's EU accession aspirations. With this in mind, a future Strategy portfolio could also cover particularly sensitive thematic areas, where Turkey might be less inclined to cooperate with actors perceived to be comparatively less neutral, or less supportive on EU accession. An example is Sida's long-standing support for victims of torture in Turkey. Several NGO implementing partners noted the rights of lesbian, gay, bisexual and transgender people; the Council of Europe noted military justice as an example of a highly sensitive area in the justice sector.

Withstanding temptations for ad-hoc support: Should the future Strategy maintain the broad coverage of support (democracy and human rights and gender equality), there might be an inherent risk of dispersion of support to flexibly address new needs or opportunities for supporting mature Programmes. There is of course one important advantage to a broader portfolio covering a wider range of thematic areas, i.e. dispersion reduces the risk of problems within one specific sector to affect the Strategy as a whole. However, on the whole we would argue that the advantages inherent in a stronger thematic focus (most notably the enhanced potential for genuine effectiveness and impact) and Sida's excellent reputation in Turkey more than neutralise this risk.

Other considerations to enhance Strategy performance

Moving from Ankara and Istanbul to the periphery: The Strategy notes an interest in delivering assistance in Turkey's less or least developed provinces. Considering the overarching focus of most external assistance in Turkey on EU accession and related institution and capacity building, there is a tendency to work with central-level institutions, with support in the ‘economically weakest parts of Turkey’ limited to economic regional development. Our review of the Sida portfolio shows that 24% of assistance focuses on the periphery, 41% of assistance has a mixed focus covering both the centre and the periphery, whilst 35% of assistance focuses on the centre. However, for the 19 Programmes reviewed, only one Programme has the main Turkish implementing partner based in the periphery whilst all remaining main implementing partners are distributed evenly between Ankara and Istanbul. Considering the generally more pronounced needs in the periphery in some of the thematic areas covered by

the Strategy (e.g. gender), Sida might consider expanding its cooperation with Turkish implementing partners in the periphery. However, a stronger focus on the periphery would require attention to a series of issues: Working in the periphery is more demanding in terms of Sida monitoring; the organisational capacities of NGO implementing partners in the periphery are likely to be less developed; there is a need to avoid overlaps with existing structures, e.g. Regional Development Agencies; activities in the provinces are likely to require coordination / cooperation with the province governorships. In the evaluator's view, a stronger thematic focus and enhanced implementation systems can be expected to free resources for more monitoring work; the less developed capacities of NGOs in the periphery are considered an argument for specifically focussing support on these NGOs (NGOs in the centre have comparatively better access to finance), if required, via a gradual build up of support starting from initial Consulate project support to full Sida Programme support; the Regional Development Agencies are unlikely to support NGOs working in sensitive thematic areas; finally, a stronger Sida presence in the periphery will indeed require coordination with province governorships, and this should ideally be part of the proposed formalised relation between Sida and the Turkish government under the future Strategy.

Facilitating synergies between government and civil society actors: Relevance in terms of programme design (selection of activities, development of annual work programmes) benefits of the parallel involvement of government and civil society actors. Stakeholder feedback suggests that the design of activities led by civil society implementing partners benefits from public sector involvement. Vice versa, government implementing partners can enhance the relevance of their activity by involving civil society.

Strengthening Programme selection: Discussions with Strategy actors suggest that Programme selection procedures (and Consulate General project selection) might benefit from additional strengthening. Concerning the Sida portfolio we understand that there is a disassociation between responsibilities for finance (at headquarters) and selection/implementation (at the Embassy). This disassociation is not in line with good management practices, and Sida might wish to consider decentralising responsibility for financial decisions. Concerning the Consulate General portfolio, we consider that the centralisation of selection responsibilities within virtually one staff member implies an important risk, that could be addressed by introducing some form of independent selection panel.

Programme implementation to be led by Turkish and Swedish organisations: When considering long-term sustainability, and added value issues, implementation via Swedish or Turkish organisation is considered to have a strong potential to outperform implementation via multilateral organisations, since implementation via Swedish organisations can help to establish more sustainable institutional relations between the Turkish and Swedish partners; in Programmes led by Turkish organisations, systematic 'twinning' with similar Swedish organisations could be considered.

Understanding outcomes and impact: Ongoing monitoring and evaluation should ensure that the flexible Programme approach is not interpreted to be lenient on outcomes, and contributes to the ongoing stock-taking of qualitative outcomes. For example, the Strategy actors could operate regular surveys to assess Programme effectiveness, impact and sustainability following Programme completion (the surveys could be addressed to the ultimate beneficiaries / secondary implementing partners in order to complement final reporting by the main implementing partners).

1 Introduction

This introduction presents the evaluation objectives (section 1.1), evaluation method (section 1.2) and report structure (section 1.3).

Before coming to the evaluation objectives, this paragraph briefly introduces the ‘*Evaluation on results of cooperation under the Swedish strategy for development cooperation with Turkey 2010-2013*’ (referred to as the ‘Strategy’ in this report).

On 8 May 2013, the Swedish International Development Cooperation Agency (Sida) contracted the consortium consisting of SIPU International AB, Andante, COWI, Euréval, ITAD, and Oxford Policy Management, to conduct the evaluation (the consortium partner SIPU is delivering this assignment). Further to an inception mission to Stockholm (15 May) and inception report (20 May), the evaluation team conducted a mission to Turkey to interview relevant stakeholders (visits to Diyarbakır, Istanbul and Ankara with interviews taking place between 7 and 27 June).

A draft evaluation report was prepared during the last two weeks of June (including internal and external quality control), and presented the main findings, initial conclusions and recommendations for Sida review. This final evaluation report integrates Sida feedback on the draft report (comments were received on 15 July 2013).

Moreover, this report presents additional information on results under specific Programmes supported under the Strategy (together with further illustration via Programme-level surveys).

1.1 OBJECTIVES

The evaluation has both a summative and a formative element:

Summative evaluation: The summative view aims to assess the performance of Sida cooperation with Turkey (relevance, efficiency, effectiveness, impact, sustainability and added value) under the ‘*Strategy for development cooperation with Turkey, Janu-*

ary 2010 – December 2013’.¹ Covering the years 2010-2013, the focus is on accountability vis-à-vis Sida stakeholders, demonstrating Sida’s success in terms of achieving set objectives. Section 2 of this report (‘Evaluation criteria’) focuses on the summative element.

Formative evaluation: The formative perspective aims to enhance performance with a view to the future, most notably the preparation of the new strategy for development cooperation with Turkey as of 2014. Key issues here include ‘relevance’ and ‘added value’ - in a nutshell - where and how can Sweden’s development cooperation make a genuine difference considering the wider development context (and Sida’s important but comparatively limited resources)? Section 3 of this report (‘Conclusions and recommendations’) focuses on the formative element.

1.2 METHOD

This section briefly comments on the evaluation method. Detail is provided on the scope of the evaluation (section 1.2.1), the evaluation criteria (section 1.2.2), and the main evaluation tools (section 1.2.3).

1.2.1 Scope

This section presents the scope of the evaluation.

This evaluation focuses on achievements under the ‘Strategy for development cooperation with Turkey’. The Strategy sets the wider framework for Sweden’s development cooperation with Turkey, and aims to achieve ‘*strengthened democracy that improves the prospects of membership in the European Union*’.² More immediate objectives are defined as follows:

‘*Stronger opportunities for Turkey to implement its commitments within the EU accession process*’;

‘*Increased respect for and compliance with human rights and gender equality*’;

‘*Greater public debate on democracy, human rights and gender equality*’.

The Strategy covers the years 2010 to 2013, with an approximate annual budget allocation of SEK 87 million (about 10 million EUR according to InforEuro rates in June

¹ Ministry of Foreign Affairs, 21 January 2010

² Ministry of Foreign Affairs, 21 January 2010, page 1

2013).³ Out of this total amount, Sida implements some SEK 73 million (84% of the total) and the Consulate General about SEK 14 million (16%) per year. Sida support under the Strategy focuses on the first two immediate objectives whilst Consulate General support centres around the third immediate objective. Financial assistance under the Strategy is delivered in the form of individual Programmes.

This evaluation focuses on the Strategy as implemented by Sida. Whilst the Consulate General portfolio is not a subject of this evaluation, Figure 3 below shows the Consulate General portfolio for the years 2012 and 2013 for information purposes (considering that the wider Strategy objectives are achieved via the combined support by both, Sida and the Consulate General). This evaluation report comments on support delivered via the Consulate General where this is considered to be relevant to the evaluation of the Strategy.

At this stage it is worth presenting some key figures on the Sida portfolio. Sida information facilitated in June 2013 shows a total of 19 individual Programmes with a total budget of SEK 259.92 million.⁴ This figures comprises 10 Programmes related to gender issues and 9 Programmes in the area of democracy and human rights. From the budget perspective, gender accounts for 32% of total assistance and democracy and human rights for 68%. Looking more specifically at the Programme portfolio in the area of democracy and human rights, this covers human rights (32% of assistance), local governance (17%), justice (14%) and migration (5%).

The following figures show the financial assistance and number of individual Programmes by thematic area of support.

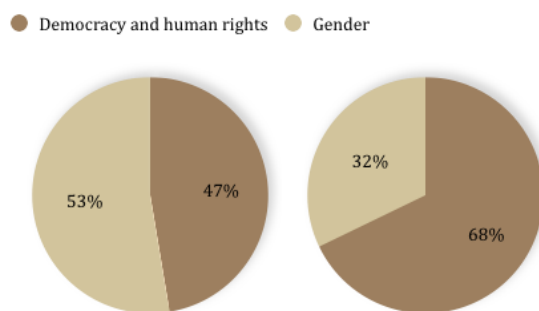


Figure 1: Sida portfolio figures (budget in the first pie chart, project number in the second chart)

³ http://ec.europa.eu/budget/contracts_grants/info_contracts/inforeuro/inforeuro_en.cfm

⁴ Sida, Sida-financed Projects in Turkey, 23 May 2013

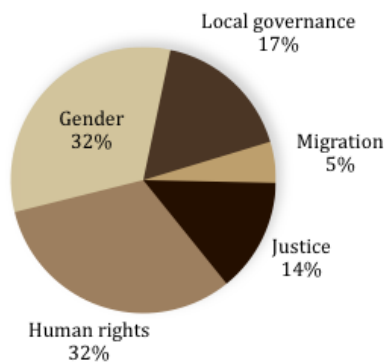


Figure 2: Sida portfolio figures (budget by thematic area)

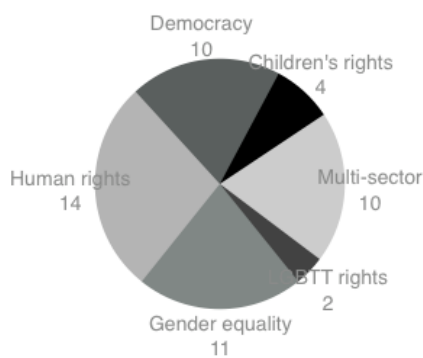


Figure 3: Consulate General portfolio for 2012 and 2013 (number of projects by thematic area)

Whilst the evaluation focuses on the level of the Strategy, Sida has selected a sample of 11 specific Programmes from the 2010-2013 portfolio supported under the Strategy to serve as illustration / inspiration for the evaluation. The sample Programmes were selected on the basis of the Programmes' potential to shed light on the evaluation questions. The following figure shows the 11 sample Programmes.

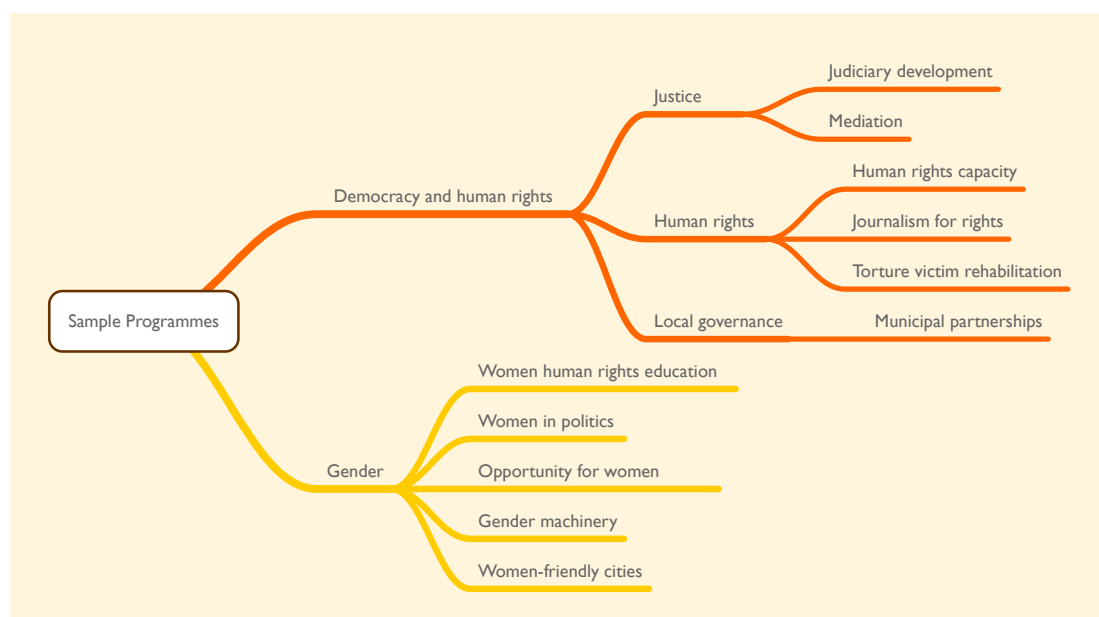


Figure 4: The sample programmes

1.2.2 Evaluation criteria

The evaluation centres on the six evaluation criteria of relevance, efficiency, effectiveness, impact, sustainability and added value, in line with standard evaluation methodology as also deployed by Sida.⁵ The following figure shows how the six criteria are applied to the evaluation of the Strategy (a more detailed discussion of the criteria is provided in the inception report of 20 May 2013).

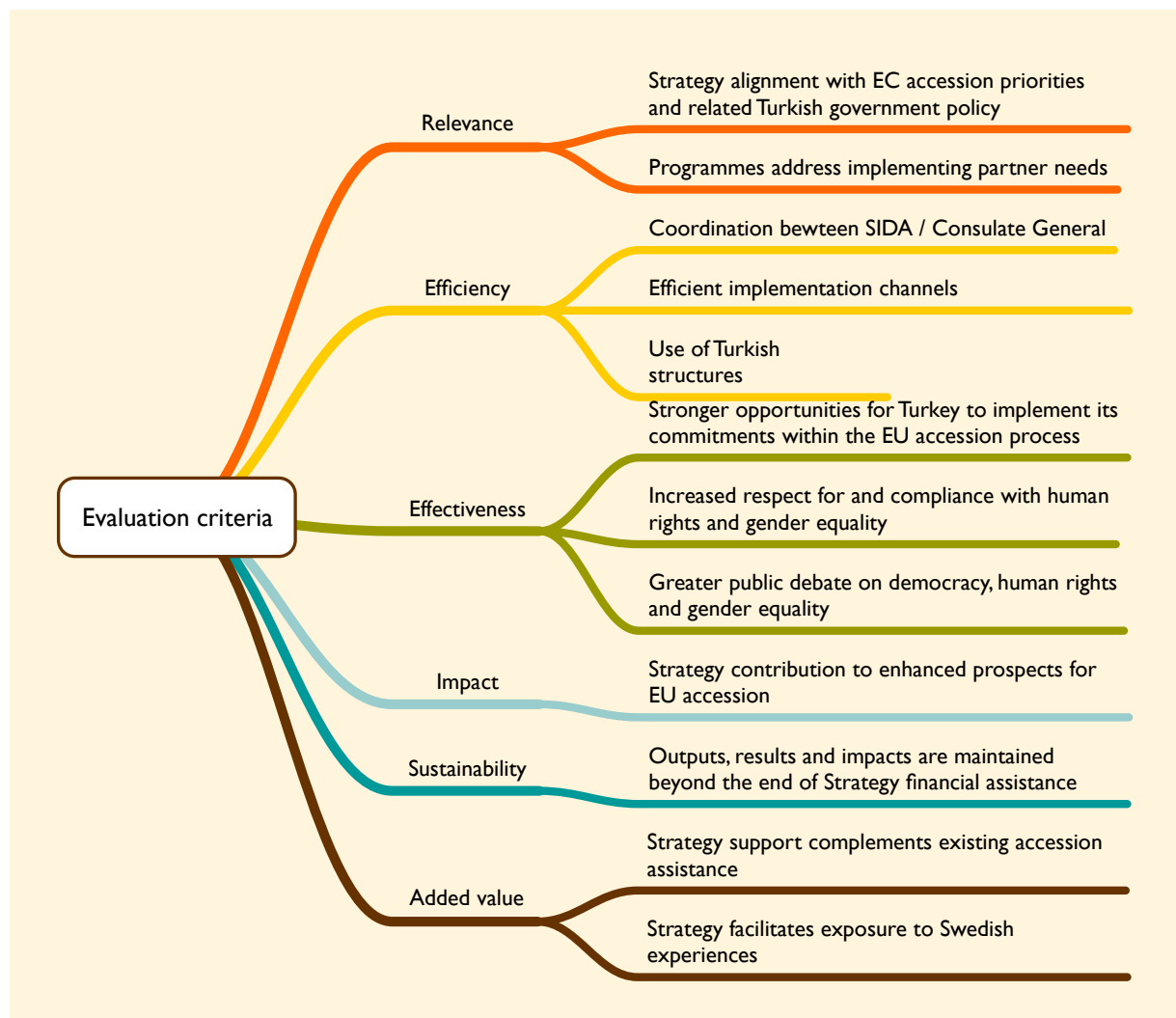


Figure 5: Evaluation criteria

⁵ Sida, Looking Back, Moving Forward, Sida Evaluation Manual, 2007

1.2.3 Evaluation tools

Evaluation tools comprise desk research, interviews with relevant Strategy and Programme stakeholders, and survey work.

Desk research

Desk research focused on a review of key policy and programme documentation. The review of this documentation aimed to identify first evidence for answering evaluation questions on relevance, efficiency and effectiveness, and prepare the evaluators for interviews with stakeholders.

Table 1: Relevant policy documents

Author	Title (date)
Ministry of Foreign Affairs / Swedish Embassy in Turkey	Statement of Government Policy (13 February 2013) Joint Declaration on Strategic Partnership' between the Kingdom of Sweden and the Republic of Turkey (21 January 2013) Division of labour between Consulate General Istanbul and Swedish Embassy Ankara in development cooperation in Turkey (30 June 2011) Change for Freedom, Policy for Democratic Development and Human Rights in Swedish Development Cooperation, 2010-2014 (2010)
Sida	Relevant evaluations (previous evaluations of Sida cooperation with TR, mid-term reviews of the SE gender policy or of the policy for democratic government and human rights etc.) Annex 2: Aid Efficiency Turkey (4 October 2011) Harmonization with the EU – a priority in Swedish support (September 2009) Policy for Gender Equality (2010-2015)
Turkey	National Programme for the Adoption of the Acquis 2008 Harmonisation Programme for the adoption of the EU Acquis 2007-2013 Reform Monitoring Group documentation Judicial Reform Strategy of TR and related Action Plan National Action Plan for Gender Equality (2008-2013) The National Action Plan on Combating Violence Against Women (2012-2015) National Development Plan
EC	Progress Reports 2011 and 2012

Interviews

Interviews with 23 Strategy, Programme and other stakeholders were conducted during 15 May to 27 June, in Stockholm, Diyarbakır Istanbul and Ankara.⁶ All Programme actors have been supportive in providing feedback as well as Programme documentation (e.g. recent progress reports). The availability of some of the Istanbul-based Programme actors and efficient interview scheduling were constrained by the Gezi-Park protests during June 2013. See Annex 1 for a list of interviews.

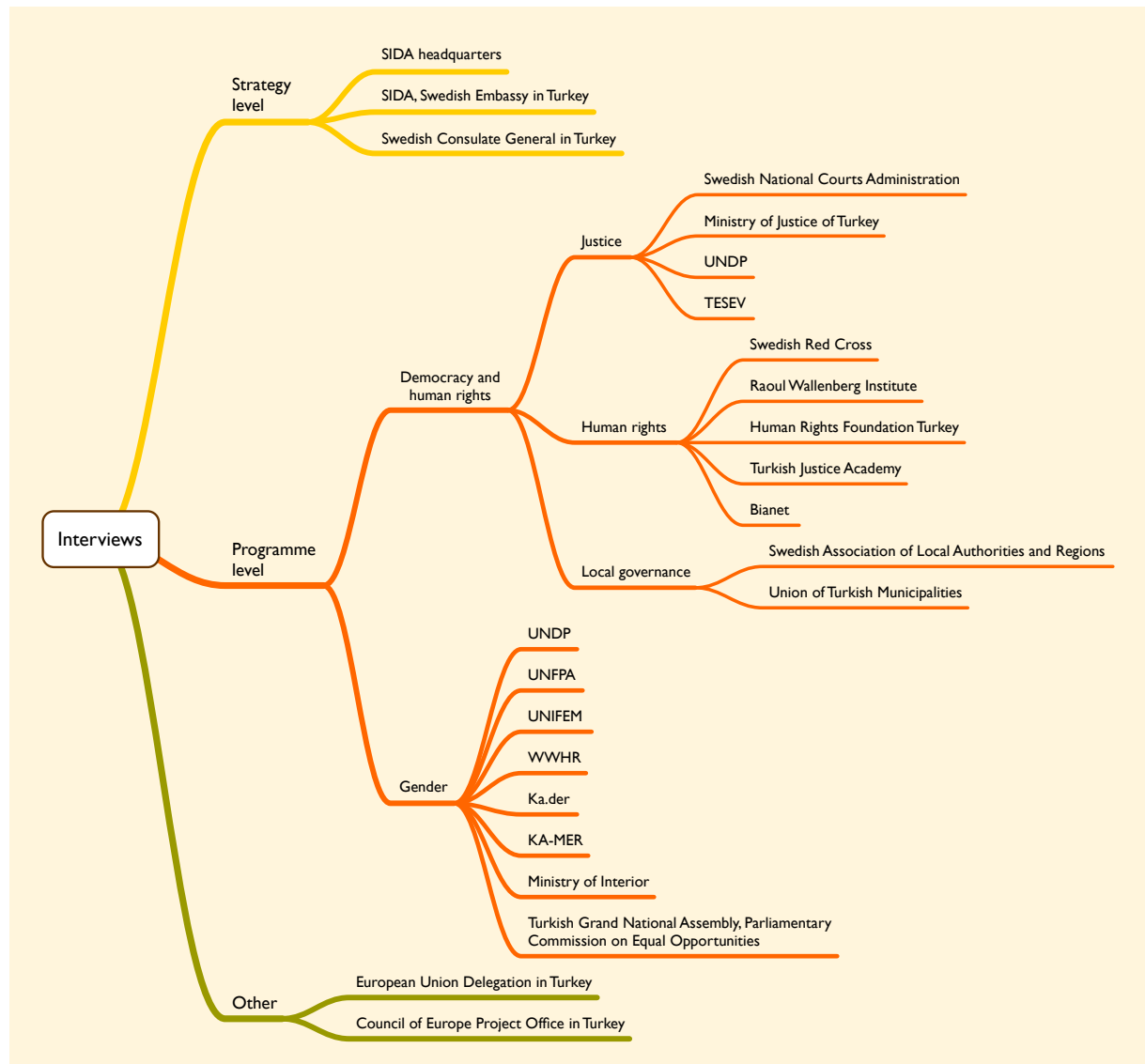


Figure 6: Stakeholder interviews

⁶ The Union of Bar Associations, one of the partners under the UNDP-led Programme on mediation was not available for an interview due to internal re-structuring.

Survey

Finally, in order to substantiate our reflections on effectiveness, impact, sustainability and added value we have addressed a short survey to four individual Programmes. The survey was addressed to Programme participants for ‘Judiciary development’ (21 judges), ‘Human rights capacity’ (4 universities, Police Academy, Justice Academy), ‘Women in politics’ (25 (potential) women politicians), ‘Opportunity for women’ (23 centre coordinators and seven headquarter staff). The women politicians and judges were selected by the implementing partners, the main selection criteria being availability and capacity to respond to an online survey.

The four Programmes were selected for their potential to complement existing stakeholder feedback on effectiveness (e.g. Programmes involving multiple implementing partners; completed Programmes with potential for first evidence on impact). The deadline for responding to the surveys was 5 July and 40 responses were received (30 for 'Opportunity for women', eight for 'Women in politics', and two for 'Judiciary development'). Considering the response rates, survey feedback is only shown for 'Opportunity for women' and 'Women in politics'. The survey is not meant to present representative feedback for the 11 sample Programmes or the wider Sida portfolio, but to provide additional illustration to support the more general considerations on effectiveness, impact, sustainability and added value. The survey questions are shown in Annex 2 to this report.

1.3 REPORT STRUCTURE

This report comprises three main sections: this introduction (section 1), a section on the main findings for the six evaluation criteria (section 2), and a final section with conclusions and recommendations (section 3). There are two annexes: Annex 1 lists the interviews, and Annex 2 presents the survey questions (Turkish and English language)

2 Evaluation criteria

This section comments on the Strategy's relevance (section 2.1), efficiency (2.2), effectiveness (2.3), impact (2.4), sustainability (2.5) and added value (2.6).

2.1 RELEVANCE

This section discusses the relevance of the Strategy. The Strategy understands relevance in terms of alignment of assistance to EU accession priorities and related Turkish policy priorities and the implementing partners' needs.

We consider Sida support to be fully aligned with European Union (EU) accession priorities and Turkish needs (section 2.1.1), however, there is potential for strengthening relevance via stronger focus (section 2.1.2).

2.1.1 Full alignment with EU accession priorities and Turkish needs

The Strategy clearly focuses on the political criteria for EU accession (democracy and human rights, gender equality). This focus is known to the European Commission (EC), thus contributing to donor coordination (relevance not constrained by overlaps). Whilst the EC Progress Reports for 2011 and 2012 note moderate progress on some of the political criteria, important additional efforts on the political criteria are required (e.g. freedom of expression). The review of the Strategy portfolio during 2010 to 2013 in the light of the EC Progress Reports on Turkey's EU accession process indicate the full relevance of support. This is validated by stakeholder feedback.

Whilst all support provided under the Strategy can be considered fully aligned with accession priorities and Turkish needs, it is possible to single out specific Programmes for their comparatively higher 'merit' with regard to relevance. Looking at the sample of 11 Programmes, this consideration applies to 'politically sensitive' Programmes, including 'Torture victim rehabilitation', 'Journalism for rights', 'Human rights capacity', and all Programmes in the area of gender equality. These are particularly important areas in the context of the political criteria; the Programme actors need to deploy substantial efforts to achieve progress (often facing beneficiary reluctance); and these areas enjoy less 'popularity' among the donor community. Indeed, looking specifically at problems over beneficiary commitment, experience with the implementation of IPA support (as documented in the EC Progress Reports) shows that whilst there is often progress in formal terms (e.g. adoption of legal reform programmes and laws), this does not necessarily translate into genuine reform

on the ground (statistics on gender or Turkey's performance in front of the ECHR are hardly positive).

The Strategy's approach of delivering support in the form of wider and more open Programmes (as opposed to the 'standard' project approach) contributes to strong relevance. This differs from the 'standard' project approach under IPA, where activities are defined some two to three years before project start, and where requests for changes meet important bureaucratic obstacles (changes could be required, for example, because the beneficiary has already implemented some of the activities whilst waiting for the proposed project to be approved). Indeed, the Programme approach allows for a continuous adaptation of activities to changing needs and priorities. At the same time, the programme approach requires close monitoring of implementing partner commitment to agreed results. Indeed, there is an inherent risk that when faced with flexibility on the work programmes, partners might feel tempted to 'cherry-pick' the more convenient activities (there is an example for this under the Programme 'Human rights capacity').

2.1.2 Relevance can benefit from stronger concentration

Several considerations suggest that future relevance might benefit from a stronger concentration of support.

The Strategy is drafted in rather broad terms, in principle, covering support for any Programme activity that can be related to democracy, human rights and gender. This implies a series of threats to relevance (indicated in brackets below). There are also strong implications for the other evaluation criteria, and these are briefly noted here to avoid repetition. We first note the potential benefits of stronger thematic concentration, and then propose a set of criteria to achieve a stronger focus.

The concept of relevance integrates adequate Programme design. A stronger thematic focus, would allow the 'Strategy managers', i.e. staff at Sida headquarters, the Swedish Embassy and Consulate General to specialise in specific thematic areas and thus contribute more to Programme design, e.g. advising implementing partners on how to improve a proposed Programme. (threat: focusing on too many different thematic areas, Sida staff would not be able to familiarise themselves sufficiently with Programme content and context, limiting their contribution to Programme design and steering).

Supporting a more reduced set of thematic areas would increase the scope for synergies between Programmes (increasing potential for effectiveness, impact and sustainability). (threat: developing Programmes in different thematic areas limits opportunities for exchange of experience between Programmes).

A more focused thematic coverage might bring about resource efficiencies for the ‘Strategy managers’, i.e. Sida headquarters, the Swedish Embassy and Consulate General, would have more time to ensure adequate inputs to Programme design, implementation support and monitoring. (threat: covering a broad range of thematic areas, Sida staff expertise can be expected to remain at a comparatively superficial level, requiring substantial efforts to review Programme documentation, thus diverting time from contributions to Programme delivery)

The stronger focus might facilitate selection processes (e.g. unsuccessful applicants have criticised the Consulate General claiming that their proposed activities were covered by the strategy). Along similar lines, the broad coverage might have contributed to some ‘dispersion’ of support in the form of ‘single’ Programmes in specialised thematic areas such as local governance or migration (i.e. in each of these two sub-sectors there is only one single Programme, whilst the other sub-sectors (gender, human rights, justice) are developed via several parallel Programmes). (threat: maintaining the broad coverage makes Sida vulnerable to criticism over insufficient Strategy guidance at selection stage)

Focussing assistance on a limited number of thematic areas implies ‘economies of scale’, with strong potential for effectiveness and impact. (threat: dispersion of assistance across too many thematic areas minimises potential effectiveness and impact; Sida assistance fails to stand out besides major IPA support)

A stronger focus is also likely to enhance the visibility of Strategy support. Annual Strategy support of SEK 87 million compares with an annual SEK 6,850 million (average for the years 2010 to 2013) under the EC’s Instrument for Pre-Accession Assistance (IPA).⁷ Focussing Strategy assistance on a more limited number of thematic areas would lead the beneficiaries to associate support more clearly with Sweden. (threat: Sida assistance is overshadowed by IPA support)

Examples of Programme relevance

‘Human rights capacity’: Led by the Raoul Wallenberg Institute of Human Rights and Humanitarian Law (Lund University), the Programme ‘Human rights capacity’ aims to introduce human rights education in law faculties and other relevant institutions (Police Academy, Justice Academy). Programme objectives are fully aligned with accession and beneficiary priorities. Programme experience illustrates the bal-

⁷ IPA figures for 2010-2013 from http://ec.europa.eu/enlargement/instruments/overview/index_en.htm; Exchange rate for June 2013 from http://ec.europa.eu/budget/contracts_grants/info_contracts/inforeuro/inforeuro_en.cfm

ancing act between the intended direct focus on sensitive thematic areas, and needs to adjust delivery to ensure beneficiary commitment (example of training on LGBT rights 'packaged' in wider gender framework instead of direct focus on LGBT rights). Experience with one implementing partner, the Justice Academy, shows how relevance can be limited by 'cherry picking' of more convenient programme activities (noting resource constraints, this partner is expected to limit participation to developing its library resources, with reduced engagement in internal research capacity building; this partner might drop out in case the road map for research capacity building is not signed by senior management). Similar feedback is available for some of the gender work, e.g. a grant scheme call for contributions on gender failed to attract much interest. Human Rights Education validates the programme approach, emphasising the requirement for long-standing support (3-4 years not enough to achieve objectives), and the need to continuously adapt activities to meet changing needs and priorities. This is all the more valid when considering Turkey's volatile political climate. Looking at thematic areas for future Strategy support, there are strong needs in the area of gender within the justice sector, e.g. Gender training for judges and prosecutors.

'Opportunity for women': Implemented by the Turkish NGO KAMER, this Programme aims to promote gender equality and women's empowerment in 23 Eastern and South-eastern Provinces of Turkey. The Programme is fully in line with Turkey's National Action Plan to combat Violence Against Women which focuses on five areas: legislation, awareness raising and change of attitudes, empowerment of women and preventive services, health care and cooperation among stakeholders. The Programme is also fully aligned with Strategy objectives of supporting the implementation of Turkey's national action plan for gender equality, in particular activities that promote the economic and political participation of women.

'Women human rights education': Comprising three components (institutional capacity building, human rights education programme for women, advocacy / lobbying), this Programme was implemented by Turkish NGO Women for Women's Human Rights with the objective of advancing women's human rights. Programme activities are fully aligned with Turkey's accession priorities in the area of gender equality, with strong contributions to awareness raising and dialogue on gender equality and women's human rights.

'Journalism for rights': Considering continuing challenges in the area of freedom of expression (according to the EC Regular Progress Reports, one of the main deficiencies in the area of Turkey's compliance with the political accession criteria), human rights education for journalists can be considered highly relevant. The implementing partner's achievement are well recognised (including by academic research), and its online news is considered a reliable source of independent media.

2.2 EFFICIENCY

This section discusses efficiency issues. Overall, Strategy implementation is considered efficient, however, stakeholder feedback points to some room for improvement. We first comment on the ‘internal’ interaction between the Swedish Strategy actors, such as Sida headquarters, the Swedish Embassy and Consulate General (section 2.2.1), and then on ‘external’ interaction between the Swedish Strategy actors and the implementing partners and other relevant stakeholders (section 2.2.2).

One introductory comment to put some of the more critical reflections below into context: The evaluation team has substantial experience with efficiency problems surrounding some of Turkey’s other cooperation partners (European Commission, UNDP; efficiency issues have been repeatedly highlighted by the European Court of Auditors). In comparison the Strategy actors’ responsiveness and strong commitment to efficient implementation stands out and is highly valued by the Turkish implementing partners. In this sense, if the Strategy actors should follow up on our recommended introduction of some more ‘red tape’ (e.g. strengthened monitoring of commitment to agreed outputs and results), the potential benefits in terms of enhanced efficiency and effectiveness need to be weighed against the related administrative burden on the Strategy actors.

2.2.1 Internal interaction

Internal interaction relates to cooperation and coordination between the Strategy actors at Sida headquarters, the Swedish Embassy in Ankara and the Consulate General in Istanbul. Discussions with the main Strategy actors point to fluid, transparent and flexible interaction, facilitating efficient Strategy implementation.

Future Strategy implementation is expected to benefit from the build-up, in the course of the years 2010-2013, of implementation structures and systems. Indeed, efficient implementation during 2010-2013 is rather explained by highly committed individual staff than by adequate structures and systems.

For example, the Strategy notes ‘*A detailed division of responsibilities between Sida and the Consulate-General will be established in connection with the operationalisation of the cooperation strategy*’,⁸ however, this division of labour was only established in mid 2011, one and a half years following the launch of the Strategy.⁹

⁸ Strategy for development cooperation with Turkey, January 2010 - December 2013, Ministry of Foreign Affairs, 21 January 2010, page 6

⁹ Swedish Embassy / Consulate General, Division of labour between Consulate General Istanbul and

Similarly, limited staff numbers at the Embassy (during most of the Strategy years 2010 to 2013) and Consulate General will have focused available resources on core tasks with more limited time for complementary tasks such as coordination (internal and external), dissemination and monitoring & evaluation. The Embassy illustrates this: In 2011, the volume of Sida assistance in Turkey was comparable to that of Albania, however, less than three times the Albanian staff contingent was in place in Turkey to manage this assistance. This situation was reportedly exacerbated by staff rotation at Sida headquarters, and the late operationalisation of systems (e.g. distribution of responsibilities between Sida headquarters and the Embassy, Contribution Management System). In this context it is worth emphasising the insufficient local staff contingent during most of 2010-2013. Several Turkish implementing partners noted that some of the components of Programme administration and delivery might have benefited from additional local expertise within Sida. In more general terms, several implementing partners felt that Programme administration and delivery were somewhat constrained by Sida staff rotation or staff shortage.

Stakeholder feedback suggests further room for improvement, in terms of establishing a common roof for the two pillars of Strategy assistance delivered by the Embassy and the Consulate General. The current approach to coordination / cooperation certainly demonstrates commitment, but remains of a rather ad-hoc nature due to the absence of jointly operated systems (e.g. monitoring system at Strategy level, regular coordination meetings between the Embassy and Consulate General).

2.2.2 External interaction

External interaction relates to interaction between the Swedish Strategy actors and the implementing partners (Programme actors) and other relevant stakeholders (e.g. Turkish government, European Commission).

Programme actors

As already noted above, the implementing partners, mostly familiar with European Commission or United Nations procedures, consider Sida bureaucracy to be comparatively light.

Whilst not a guarantee for efficiency in itself, one of the main factors underlying external efficiency is the Strategy's programme approach: *'Programme-based approaches should be the starting point for the preparations of all Swedish contribu-*

tions’.¹⁰ Most Programme-level actors have commented positively on the Programme approach. Indeed, this approach is considered well suited to deal with implementation constraints in Turkey; most notably the rather ‘volatile’ policy environment that makes it difficult to predict the ‘materialisation’ of required parliamentary or government action on which activities might depend. Several stakeholders pointed to advantages of the flexible Programme approach and its open annual work programmes over the pre-dominant (European Commission) project approach (lengthy programming leading to relevance constraints at project start (i.e. planned activities are no longer needed), requiring re-design of activities, leading to delays etc.). Stakeholder feedback finds itself largely validated by existing audit and evaluation of support under the European Commission’s Instrument for Pre-Accession Assistance.

In this context it is worth noting that our review of the 11 sample Programmes has not revealed any systemic efficiency issues. Programmes are largely implemented within agreed resource frameworks (time and budget), and agreed outputs are produced. There is, however, one issue worth emphasising: An important pre-condition for efficiency (and effectiveness) is the availability of adequate human resources (most importantly sufficient staff numbers and quality and time) within the implementing partners (the Programme ‘Human Rights Capacity’ suffered from insufficient resources within the Turkish Justice Academy). Ongoing monitoring by the Strategy actors is required to ensure that initially agreed commitments are sustained over time.

Finally, it is worth commenting on the different implementation channels deployed under the Strategy. The Strategy emphasises the use of Turkish structures: *‘The process objectives for increased aid effectiveness are (...) to promote more extensive use of Turkey’s own structures for planning, implementing and monitoring development activities’*.¹¹ Our portfolio review indicates that most assistance is deployed via Swedish organisations (52% of total assistance under the Sida portfolio), followed by ‘multilateral’ organisations such as different members of the United Nations family (33%), and 15% of assistance is implemented directly via Turkish NGOs. Whilst we have not detected any obvious differences between the implementation channels in terms of efficiency, a series of considerations might guide the channelling of future Strategy assistance:

Looking first at implementation via Swedish organisations, this has obvious advantages in terms of efficiently introducing Swedish experiences into the Programmes

10 Strategy for development cooperation with Turkey, January 2010 - December 2013, Ministry of Foreign Affairs, 21 January 2010, page 4

11 Strategy for development cooperation with Turkey, January 2010 - December 2013, Ministry of Foreign Affairs, 21 January 2010, page 3

(direct / well established access to Swedish expertise). There are also other advantages, notably in terms of sustainability (potential for a continuation of cooperation beyond Strategy support) and added value (Swedish visibility in Turkey). A possible argument against implementation via a Swedish organisation are the comparatively higher costs (e.g. Swedish management costs / overheads are likely to be higher than for a Turkish implementing partner; this relates to staff costs as well as travel expenses). Ultimately, the decision on the implementation channel needs to be tailored according to actual Programme needs (e.g. can Swedish expertise be introduced by having a Swedish organisation contributing to implementation under a Turkish implementing partner's lead?).

About 33% of Sida assistance under the Strategy is implemented via a multilateral organisation, e.g. United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), the World Bank (WB) or the International Labour Organization (ILO). Several criteria can guide Sida when deciding on whether to cooperate with a multilateral organisation, including both, pros and cons of working with multilateral organisations: Firstly, Turkey is a member of these organisations; the organisations are generally well established in Turkey with often excellent relations with the government; and this might facilitate quick mobilisation of Programmes (however, this also implies concerns over these organisations' independence since they are often dependent on government funding). Access to relevant sector-specific expertise (including Swedish expertise) is a further key consideration, and some of the more 'specialised' organisations (e.g. UN Women) can be expected to have more developed access than other more 'generalist' organisations (at times recruiting consultants on the 'market', without institutional ties / access to the organisation). However, when considering long-term sustainability, and added value issues, implementation via Swedish or Turkish organisations is considered to have a strong potential to outperform implementation via multilateral organisations. As noted above, implementation via Swedish organisations can help to establish more sustainable direct institutional relations between the Turkish and Swedish partners; implementation via Turkish organisations can, in the medium- to long-term, be expected to contribute more strongly to organisational sustainability (see the critical review of the European Court of Auditors in 'The efficiency and effectiveness of EU contributions channelled through United Nations organisations in conflict-affected countries', 2011; but also the UNDP's own Assessment of Development Results in Turkey, conducted by the authors of this evaluation in 2010).

15% of Sida assistance under the Strategy is implemented via Turkish NGOs. Efficiency is mainly determined by NGO capacity with needs addressed by Sida capacity building support at the outset of Programme activity. Overall, Programmes led by Turkish NGOs have performed well (strong commitment and sector expertise). With a view to Programme sustainability (strengthening *'Turkey's own structures for planning, implementing and monitoring development activities'*), the future Strategy might consider a more extensive use of this implementation channel, ideally, with

Turkish organisations leading on implementation and supported by Swedish organisations. On the downside, working with NGOs (especially smaller NGOs, established more recently, and operating in the periphery) implies a stronger effort at selection (ensuring the NGO meets Sida requirements) and implementation stage (limited organisational capacities). However, in the evaluator's view a stronger Strategy focus on NGOs is justified as this implementation channel has the strongest potential to contribute (in the long term) to sustainable development.

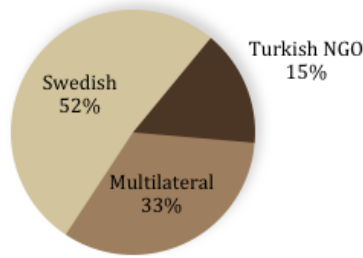


Figure 7: Implementation channels (budget by type of implementing channel)

Other stakeholders

Other important stakeholders with regard to the Strategy's implementation include the Turkish government (e.g. Ministry of Foreign Affairs) and the European Commission (Directorate General Enlargement in Brussels, and European Union Delegation in Turkey).

At the time of evaluation there was no system for formal exchange on the Sida portfolio with the Turkish government (and the same applies to the Consulate General portfolio). Previous regular informal meetings between the Swedish Embassy and the Turkish Ministry of Foreign Affairs were discontinued following a staff change at the ministry. We consider that formal communication with the Turkish government on completed Programme selection processes could be a useful mechanism to prevent ex-post 'misgivings' over specific Programmes and contribute to wider ownership. Since the Strategy actors are considering to refrain from any reference to the term 'development cooperation' in the future Strategy, there should be no barriers to formalising the future Strategy with the Turkish government. There might be important efficiency (and cost) implications here. Note for example the long-standing difficulties of the Raul Wallenberg Institute, the Programme implementing partner for 'Human Rights Capacity' over its legal status in Turkey (e.g. efficiency would have benefited from a clear legal status from the outset of Programme activities, since Programme managers would have avoided dedicating resources to clarifying the organisation's legal status; a clear legal status is also likely to contribute to organisational reputation, an important factor when cooperating with public sector organisations). Moreover, formalisation of the Strategy can be expected to achieve exemption from Turkish Added Value Tax.

Moving to interaction with Turkey's main cooperation partner, the European Commission, Sida is considered to be one of the most active representatives on relevant structures under the Instrument for Pre-Accession Assistance (IPA Committee); and whilst there is no formal mechanism, there is a regular constructive dialogue with the European Union Delegation in Ankara (focus on avoiding overlaps / facilitating synergies). One comment on the Consulate General portfolio - the Strategy actors could consider to regularly share the list of selected Programmes with the EU Delegation, since this might contribute to synergies (note the existing practice of exchange between the Consulate General and the Dutch government's MATRA programme; this is a highly meaningful exchange, considering the MATRA programme's support for some of the thematic areas also covered by the Strategy, e.g. judiciary reform, migration, gender, journalism, human rights education).¹²

Examples of Programme efficiency

‘Human rights capacity’: This Programme provides an example of synergies between Programmes, including coordination with the Swedish National Courts Administration to avoid overlaps and joint activities (Programme ‘Judiciary development’). RWI also cooperates with the UNDP, e.g. on clinical legal education. There are several efficiency issues, some of which can be explained with limited implementing partner resources, however, there also appear to be problems over some of the implementing partners' commitment to the programme. Long-standing difficulties over the RWI's legal status point to a possible need for embedding all programmes within a systematic 'framework agreement' with the Turkish government. RWI feedback suggests that closer cooperation with government structures (Ministry of Justice, Police) might help to resolve the status issue.

‘Opportunity for women’: Whilst not yet finalised, Programme activities have been implemented in line with the timetable except some visits planned for smaller towns in the in Eastern Anatolia. These activities were either delayed or replaced by other activities due to the security issues, the earthquake in Van and the unusually harsh winter conditions. Two new activities were introduced to the Programme: supporting the victims of the Van earthquake and awareness activities with LGBT individuals. Sida provided the flexibility for Kamer to adjust activities to address new emerging needs. Commenting on Sida's flexible approach, KAMER comments ‘we are allowed to go more in-depth but not wider’.

¹² A list of ongoing projects can be downloaded here: <http://turkije.nlambassade.org/bijlagen/producten-en-diensten/maatschappelijk-middenveld/matra-decentraal/ongoing-projects.html>

'Women human rights education': Overall, Programme activities have been implemented in line with available resources and on time. Programme actors commented positively on Sida flexibility in accommodating Programme changes following government and administrative re-organisation after the 2011 general elections (some of the training originally targeting the General Directorate of Social Services had to be replaced by a new set of training sessions). In more general terms, working in the area of gender equality requires flexibility as Turkey's women human rights agenda is characterised by frequent change. The implementing partner noted that efficiency would have benefited from more staff continuity within Sida.

'Journalism for rights': Bianet, the Turkish implementing partner, considers that efficiency in terms of swift Sida responses to Programme queries, can be explained by Sida's genuine interest in the actual activities and related results, i.e. Sida bureaucracy serves the purpose of furthering Programme objectives, and implementation problems are swiftly resolved via genuine dialogue; some of the other cooperating partners, e.g. the EC, are considered overburdened by bureaucratic requirements, to the extent, that objectives are lost out of sight.

'Women in politics': Organisational and institutional capacity development would have benefited from the presence of Turkish experts in the capacity development team (familiar with relevant NGO legislation).

'Gender machinery': This Programme is implemented by two UN organisations (UN Women and UNDP) in cooperation with the Equal Opportunities Commission (EOC) of the Turkish Grand National Assembly. Feedback from the EOC suggests a comparatively more focussed and responsive approach by UN Women, and considers that this is due to the UNDP's less specialised scope and large project portfolio (implying more bureaucracy).

2.3 EFFECTIVENESS

This section discusses the achievement of the Strategy's two immediate objectives relating to assistance provided by Sida, namely:

'Stronger opportunities for Turkey to implement its commitments within the EU accession process';
and *'Increased respect for and compliance with human rights and gender equality'*.¹³

This section starts by exploring a series of methodological considerations (section 2.3.1) and then substantiates effectiveness with feedback from the sample Programmes (section 2.3.2).

2.3.1 Measurement of effectiveness limited by methodological constraints

A series of methodological constraints affect the assessment of the achievement of Strategy-level immediate objectives.

Strategy objectives are drafted in a rather general way. The Strategy provides broad indications as to the thematic areas to be supported (e.g. judicial reform), and the type of support to be provided (capacity building). The Strategy also touches on some of the implementation modalities (e.g. complementing EU initiatives, interaction between state actors and civil society), and notes possible target groups (civil society and public structures).

However, the Strategy fails to equip the Strategy actors with any more concrete tools to support Programme development / selection, implementation, or monitoring. Indeed, the effectiveness of the different Programmes would be seen in terms of whether they achieve their own objectives. It is then another issue if reaching those objectives also implies reaching the Strategy objectives. There is no indication as to the relative importance of different thematic areas under the Strategy (e.g. what is the volume of funding to be allocated to gender?) or the scale of resources available for different target groups (e.g. what is the percentage of total assistance to be allocated to civil society actors?). Finally, the Strategy neither sets any targets, nor defines any indicators to measure the achievement of immediate objectives. Indeed, when referring to Strategy monitoring, this is to be based *'on the European Commission's pro-*

¹³ Ministry of Foreign Affairs, 21 January 2010, page 1

*gress reports, results of the implementation of Turkey's national plan for adoption of the EU acquis and the national statistical data of Turkey.'*¹⁴

We consider that a future Strategy would benefit from a more focussed presentation of Programme selection criteria (e.g. stronger delimitation of thematic areas, indicative allocation of Strategy resources by thematic area and target group etc.; more narrow selection criteria are likely to limit the room for manoeuvre to deal with contingencies, however, we propose that Sida limits supporting 'contingencies' as far as possible). However, at Strategy level it is not considered meaningful to attempt a quantification of immediate objectives. This can be explained by the type and scope of assistance under the Strategy. Firstly, most Programmes foresee 'soft outcomes' e.g. enhanced capacities, changed mindsets etc.. Whilst a quantitative type of measurement might be possible, it is not always meaningful. Second, when discussing measurement, it is important to also consider causality between Strategy-supported Programmes on the one hand, and wider progress with 'opportunities' to comply with EU accession commitments in general terms, or progress in the areas of human rights and gender equality on the other. Considering the limited volume of financial assistance under the Strategy (as compared with, e.g. the resources deployed by the Turkish government or under the Instrument for Pre-Accession Assistance), and the variety of political factors influencing Turkey's EU accession process, it is not considered feasible to establish any solid causal relations (see section 2.4 below on how to capture Sida's merit in Turkey's accession progress).

This does not mean that monitoring or evaluation are not possible, however, the focus needs to remain 'qualitative', ideally via an ongoing review of outcomes at Programme level, and a periodic discussion (e.g. on an annual basis) on the relation between Programme-level outcomes and Strategy objectives. Should the future Strategy adopt a thematically more focussed approach (e.g. targeting assistance on gender equality in the justice sector), a more quantitative approach to assessing effectiveness might be feasible.

2.3.2 Sample Programmes are achieving immediate objectives

Our review of the sample Programme suggests that substantial contributions have been made in terms of achieving the Strategy's immediate objectives. Moreover, the review of the sample Programmes has identified a series of 'enabling' factors for achieving immediate objectives.

¹⁴ Ministry of Foreign Affairs, 21 January 2010, page 7

Typology of Programme outcomes

To introduce the discussion on Programme outcomes, the following table relates Programme outcomes to Strategy objectives. The following two bullets explain the preparation of the table.

A relation between Programme outcomes and the Strategy objective of ‘*Stronger opportunities for Turkey to implement its commitments within the EU accession process*’ is noted in the case of the European Commission 2011 and / or 2012 Progress Reports specifically confirming progress in an area that a sample Programme has been active on.¹⁵ The review of the 2011 and 2012 Progress Reports confirms at least moderate overall progress in most of the areas covered by the Strategy, with the exception of freedom of expression. It should be noted, however, that the absence of overall accession progress in this area does not imply the failure of the Programme ‘Journalism for rights’ to contribute to the immediate objective.

A relation between Programme outcomes and the Strategy objective of ‘*Increased respect for and compliance with human rights and gender equality*’ is noted in the case of our Programme review confirming the existence of an outcome in terms of the target groups’ / sectors’ enhanced performance on human rights and gender equality. Considering the absence of any definition of ‘*Increased respect for and compliance with human rights*’, we present our assessment of outcomes in terms of the following outcome types: Enhanced individual capacities (knowledge, skills); Enhanced institutional capacities; Enhanced awareness / empowerment; Enhanced networking and dialogue; Changed mindsets (openness to new concepts / approaches).

¹⁵ European Commission, Turkey 2012 Progress Report, 10 October 2012 (http://ec.europa.eu/enlargement/pdf/key_documents/2012/package/tr_rapport_2012_en.pdf), and European Commission, Turkey 2011 Progress Report, 12 October 2011 (http://ec.europa.eu/enlargement/pdf/key_documents/2011/package/tr_rapport_2011_en.pdf)

Table 2: Programme-level outcomes (X = type of outcome achieved)

Programmes	<i>Stronger opportunities for Turkey to implement its commitments within the EU accession process'</i>	<i>Increased respect for and compliance with human rights and gender equality'</i>				
		Individual capacities	Institutional capacities	Awareness / empowerment	Networking / dialogue	Mindsets
Judiciary development	X	X	X	X	X	X
Mediation	X	X	X	X		X
Human rights capacity	X	X			X	X
Journalism for rights		X	X	X		
Torture victim rehabilitation	X	X	X			
Municipal partnerships	X	X	X		X	
Women human rights education	X	X	X	X	X	
Women in politics	X	X	X	X	X	X
Opportunity for every women	X	X	X	X	X	X
Gender machinery	X	X	X	X	X	
Women-friendly cities	X	X	X	X	X	X

The following bullet points aim to provide an illustration of the types of outcomes achieved under the sample Programmes (selection):

Enhanced individual capacities (knowledge, skills): The two Programmes in the justice sector have made a strong contribution in terms of enhancing individual skills, e.g. judges are now familiar with and apply conciliation methods in court.

Enhanced institutional capacities: The Programme 'Human rights capacity' has contributed to: the introduction of a gender mainstreaming plan and clinical law education at Anadolu university (Eskisehir); the establishment of a human rights training programme at Dokuz Eylül university (Izmir); the establishment of a human rights centre at Bilgi university (Istanbul).; the human rights research network is operating without requiring additional support by the implementing partner, the Raoul Wallenberg Institute.

Enhanced awareness / empowerment: In the Programme 'Opportunity for women', women are perceived as the active agents of change rather than the passive recipients

of development assistance. Local coordinators are both the beneficiaries and the providers of the activities. Coordinators indicated that they are more aware of themselves as individuals and discovered the power in themselves to change their conditions.

Enhanced networking and dialogue: ‘Women human rights education’ and ‘Women in politics’ are contributing to enhanced dialogue between the NGO sector and public services.

Changed mindsets (openness to new concepts / approaches): In the framework of ‘Judiciary development’, direct cooperation between Swedish and Turkish courts helped changing the mindsets of Turkish judges towards the use of conciliation and general interaction with the public. Under the Programme ‘Human rights capacity’ the Turkish Justice Academy received training in results-oriented management, and as a consequence, adopted a more focussed thematic approach in its international co-operation activities.

Strengthened ownership / commitment of stakeholders: In the framework of ‘Women-friendly cities’, ownership is demonstrated by the local government’s budgetary commitments for gender sensitive policies.

Strengthened gender mainstreaming: Sida’s ‘*Policy For Gender Equality and the Rights and Roles of women in Sweden’s International Development Cooperation 2010-2013*’,¹⁶ defines gender equality as both a goal in itself as well as a prerequisite for long term democratic development. Among the 11 sample Programmes assessed, five Programmes have gender equality and gender mainstreaming as a goal in itself and are designed and implemented in line with the priority areas in Turkey, which are also prioritised in the accession process, namely, combatting violence against women, increasing women’s participation in the economy, creating awareness for women’s human rights and increasing women’s participation in decision-making and politics. Three of the gender equality Programmes are direct grants to women NGOs and therefore serve the fulfilment of another priority area, i.e. strengthening civil society organisations/women’s organisations. These Programmes involve an important capacity building component focusing on the internal organisation of the NGOs (note that several NGOs indicated that this assistance might be further enhanced by involving experts with knowledge of the domestic laws and regulations that bind the NGOs and the specific conditions of women’s organisations).

¹⁶ Ministry of Foreign Affairs, On Equal Footing, 2010,
<http://www.government.se/content/1/c6/15/22/97/a962c4c8.pdf>

Finally, the following figures show survey feedback on effectiveness from ‘Opportunity for women’ (30 responses from implementing partner headquarters and provincial centre coordinators) and ‘Women in politics’ (8 responses from (potential) women politicians). On the whole, there is strong agreement (80-100% of survey responses) that different types of outcomes were achieved (it is only for ‘ownership / commitment’ and ‘gender mainstreaming’) that some disagreement is noted.

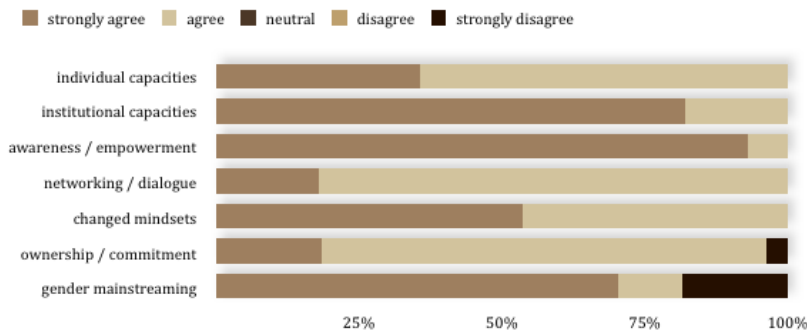


Figure 8: ‘Opportunity for women’ - Survey feedback on effectiveness (% of responses, total 30 responses)

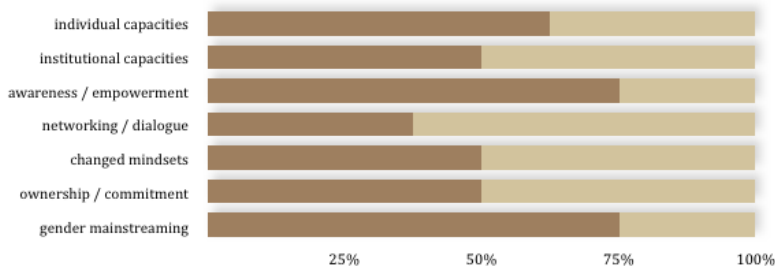


Figure 9: Figure 9 - ‘Women in politics’ - Survey feedback on effectiveness (% of responses, total 8 responses)

Enabling factors

Our discussions with Programme and Strategy actors point to a series of factors that enable the achievement of objectives. The future Strategy might consider emphasising attention to these enabling factors.

‘Parallel’ working with civil society and State actors: Programme actors from civil society confirm stronger effectiveness when involving State actors in Programme activities (The Turkish NGO leading the Programme ‘Woman human rights education’ reports positive experience with the involvement of Turkey’s Ministry of Family and Social Affairs). Vice versa, State actors note successful experiences of early involvement of non-State actors such as civil society or professional organisations (e.g. the Ministry of Justice has involved the Turkish Bar Association under the Programme ‘Mediation’, and this has reportedly changed attitudes towards mediation law). A review of the Sida portfolio shows a balanced representation of public sector and civil society actors.

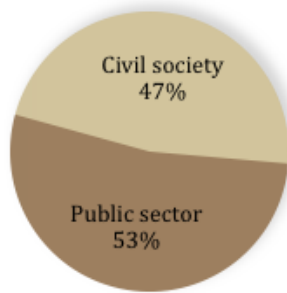


Figure 10: Involvement of Turkish actors (budget by type of main actor)

Synergies between Programmes: The effectiveness of future Strategy assistance is likely to benefit from a more systematic harnessing of synergies, both internally, within and between the Sida and Consulate General portfolios, and externally, between the Strategy portfolio and other assistance in Turkey, e.g. under the Instrument for Pre-Accession Assistance. There are many examples of internal and external synergies, however, it appears that they have not always been facilitated in a systematic way by the Strategy actors. Several examples of ‘internal’ Programme synergies can be found in the two Programmes in the justice sector (‘Judiciary development’ and ‘Mediation’); similarly there are several synergies between Programmes in the gender sector. Synergies could be identified and developed in the framework of regular Programme events, e.g. annual conferences, bringing together all Sida implementing partners, and sharing experiences with Programme design and delivery in targeted workshops, directly moderated by representatives from the implementing partners, and ideally involving a balanced audience of State and non-State actors. In more general terms, the proposed focussing of future Strategy support is likely to enable Sida staff to familiarise themselves more in-depth with individual Programmes thus allowing a facilitating role with regard to the identification and promotion of synergies.

Harness political support for Strategy assistance: Programme actors note a perception of Swedish political dialogue playing an important enabling role for the implementation of Programme activities on the ground. In more general terms, several Programme actors (from civil society) confirm that working under the Sida logo lends it credibility when interacting with the public sector.

Close Programme monitoring: Effectiveness under a future Strategy is also likely to benefit from closer monitoring (e.g. Contribution Management System). The more flexible Programme approach should not be perceived as lenient on commitments to outcomes. There is one example under the Programme ‘Human rights capacity’ where it appears that one of the implementing partners has limited its input to an important though resource-intensive activity (human rights research capacity) further to receiving support on a less work intensive activity (establishment of human rights library).

Examples of Programme effectiveness

‘Human rights capacity’: The Programme has been effective in terms of enhancing institutional capacities. Examples include the introduction of a gender mainstreaming plan and clinical law education at Anadolu university (Eskisehir); the establishment

of a human rights training programme at Dokuz Eylül university (Izmir); the establishment of a human rights centre at Bilgi university (Istanbul). The human rights research network is operating without requiring additional support from the Raoul Wallenberg Institute. There are also lessons for enhancing future effectiveness, e.g. the experience with the Justice Academy (scaling down of Programme activities) points to the importance of ensuring senior management ownership.

‘Opportunity for women’: Activities under the program contributed to awareness for gender equality and increased the respect for women’s human rights. Kamer is recruiting its regional centre coordinators from among women who initially either participated in Programme activities or applied to the centre as victims of domestic violence. The coordinators’ personal testimonies point to strong impact in terms of awareness raising and empowerment. For example, the coordinator from Van noted that she met Kamer after the earthquake. Kamer was running a communal laundry and she was one of the beneficiaries of the laundry. Then she attended one of the awareness raising group meetings and received communication training: ‘Till I met Kamer I was not even able to go and visit my mother without the permission of my husband. Now with the support of my friends in Kamer and thanks to communication trainings I can say ‘I exist’ I feel stronger and happier. My daughter says she will be a Kamer woman when she grows up’. Another coordinator from Tunceli, a beneficiary of support on entrepreneurship comments: ‘It does not hurt a lot when my husband slaps me but it hurts a lot when I can’t afford to buy something that my daughter wants. That is why earning my own money is important. I met Kamer four years ago, I am 38 years old now but I say I am four years old, because only for four years now I am aware of my own being’. Finally, the coordinator from Mardin considers: ‘I was not even allowed to shop for myself alone, look now I am travelling alone for the experience exchange meetings in other provinces’.

‘Women human rights education’: The Programme made an important contribution to strengthening the implementing partner’s institutional and organisational capacities, and allowed the establishment of relations with government organisations. Moreover, external Programme evaluation confirmed increased awareness concerning women human rights for about 90% of training beneficiaries. More strikingly, some three quarters of women participants having experienced physical or emotional violence before the training, noted that domestic violence ended or decreased after the training. Under the Programme’s advocacy component, important contributions were made to Turkish legislation on combating violence against women.

‘Gender machinery’: Programme activities have contributed to changed mindsets, with first dialogue and joint activity between the Equal Opportunities Commission of the Turkish Grand National Assembly and local NGOs working on gender issues.

2.4 IMPACT

This section addresses the issue of wider impact under the Strategy. The Strategy defines the wider objective for Sweden's development cooperation with Turkey as *'strengthened democracy that improves the prospects of membership in the European Union'*.¹⁷

As already mentioned with regard to effectiveness, the future Strategy might consider a more focused definition to facilitate the assessment of impact. Looking at the Sida portfolio, several Programmes can be considered to have made an important contribution to the (modest) progress on the political criteria for accession as noted by the 2011 and 2012 European Commission Progress Reports. However, considering the scope of Sida assistance, and the importance of political factors in the accession process, it is not considered feasible to establish any general causal relations between Sida Programme impact and Turkey's improved *'prospects of membership in the European Union'* (i.e. a quantification of Sida's contribution to accession progress). However, this does certainly not mean that Sida cannot claim any merit in Turkey's accession progress, it only means that this merit needs to be captured in qualitative terms, e.g. on the basis of anecdotal evidence as to how Programme support has ultimately helped the Turkish partners to make progress on specific accession issues (hence our recommendation for more ongoing monitoring and evaluation at Programme and Strategy level). Sida feedback on the draft report provides an example for this, i.e. Sida support to the establishment of a migration management system in Turkey is considered to have contributed greatly to the drafting and the ratification of the new Law on Foreigners and International Protection, a law that has been commended frequently in the EC Progress Reports.

In more general terms, it is possibly still too early to capture the impact of Sida assistance under the Strategy for the years 2010-2013. Whilst first outcomes / results have materialised, in most cases, it will take more time before these outcomes translate into wider impact. For example, the Programme 'Gender machinery' involves the screening of legislation to enhance the gender perspective in legislation. Whilst the enhanced capacities of the involved experts in terms of understanding the relevance of gender in the legislative context can be considered a first outcome, genuine impact will only materialise when legislation is actually amended and implemented to address gender issues thus contributing to enhanced gender equality.

17 Ministry of Foreign Affairs, 21 January 2010, page 1

Whilst a stronger thematic focus under a future Strategy might help with assessing impact, we consider that the focus should be on regular Programme and Strategy-level qualitative evaluation of impact (ongoing and ex-post). A more quantitative approach is not considered meaningful when considering the comparatively small volume of assistance under the Strategy. For example, whilst the gender Programmes are considered to have a strong potential for impact, an assessment with the help of Turkey's wider gender statistics is unlikely to demonstrate much change (e.g. Turkey's ranking on the gender equality index appears to have deteriorated over the years from 105th rank in 2006 to 124th on the 2012 Global Gender Gap Index).¹⁸

Finally, to illustrate the discussion on impact, the following figures show survey feedback on impact from 'Opportunity for women' (responses from 30 implementing partner headquarters and provincial centre coordinators) and 'Women in politics' (8 responses from (potential) women politicians). On the whole, there is strong agreement (90-100% of survey responses) that different types of impacts were achieved (it is only for 'the more conducive environment for reform' and 'gender mainstreaming' that some disagreement is noted).

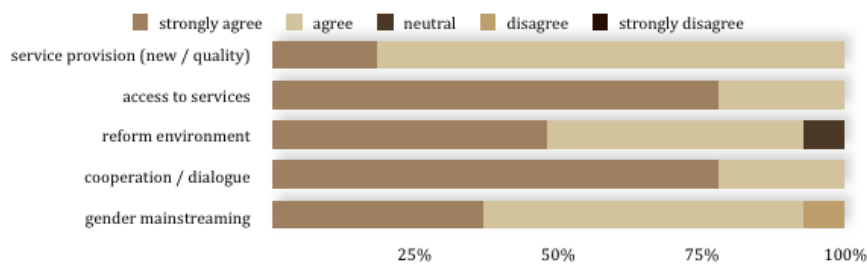


Figure 11: 'Opportunity for women' - Survey feedback on impact (% of responses, total 29 responses)

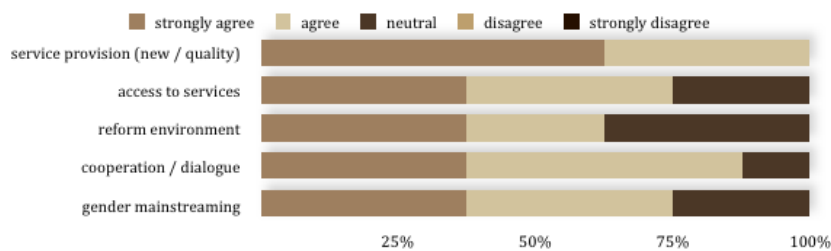


Figure 12: 'Women in politics' - Survey feedback on impact (% of responses, total 8 responses)

¹⁸ <http://www.weforum.org/issues/global-gender-gap>

Examples of Programme impact

'Judiciary development': One of the 'sister court' initiatives included a focus on domestic violence; Exposure to the Swedish system of shelters for women motivated the public prosecutor in Sinan to initiate the establishment of a shelter by his municipal authorities. Similarly, the Ministry of Justice reports that one of the sister courts (Ay-din) is making extensive use of conciliation procedures further to learning about this approach in Sweden and reflecting on its usefulness to reducing court backlog in Turkey.

'Human rights capacity': It is too early to assess Programme impact (genuine impact will only materialise once the new curricula translate into more qualified human rights legal professionals), however, the potential for impact is strong, considering the significant increase in the number of law faculties in Turkey over recent years and related demand for human rights modules (note Turkey's increasing alignment with European Court of Human Rights requirements).

'Opportunity for women': This Programme provides several examples of impact. Awareness among the local public organisations increased as a result of awareness raising program towards men and visits to stakeholders in 23 provinces. Kamer became a credible stakeholder especially in the field of combatting violence against women. One of the coordinators said: 'Three years ago, before this Programme we run with Sida support, local public organisations had prejudices against us and were not cooperating with us, but now we are able to explain ourselves to them through various activities and Sida's presence helped this a lot. Now Kamer in Gaziantep is a credible local stakeholder before the governmental organisations and we are always invited for activities and consultation'. Moreover, the Programme actors share their experiences especially concerning implementation of Protection Law with the policy makers and the representatives of Ministry of Family and Social Policy and thus contribute to the enhancement of legislation and its implementation procedures.

'Women human rights education': First impact is visible in the form of enhanced coverage of support services for women. This was achieved via cooperation with governmental organisations and local NGOs in the delivery of training activities.

'Women in politics': The implementing partner expects impact to materialise in the form of an increased number of women candidates for the March 2014 local elections.

'Women-friendly cities': First evidence of impact can be seen with participating municipalities having committed funding (USD 350,000) for the implementation of Local Equality Action Plans.

2.5 SUSTAINABILITY

This section discusses the sustainability of assistance under the Strategy. Sustainability is understood as the continuation / maintenance of Programme outcomes / activities beyond the end of Strategy support.

We first provide an overall assessment of sustainability, drawing on the review of the 11 sample Programmes (section 2.5.1), and then comment on enabling factors for sustainability (2.5.2).

2.5.1 Sample Programmes are only partially sustainable

The Strategy makes several references to the sustainability of assistance, however, there is no definition or clear expectation that support should be geared towards enabling the implementing partners to sustain activities / outcomes beyond the end of Strategy assistance with their own means.

The following table attempts to rank prospects for sustainability for the 11 sample Programmes. This is based on our discussions with the implementing partners, surrounding their organisational sustainability, fund raising capability, and Programme exit strategies.

Table 3: Programme-level sustainability (weak -, medium =, strong +)

Programmes	Sustainability prospects
Judiciary development	+ (well resourced TR and SE implementing partner)
Mediation	= (well resourced TR implementing partner)
Human rights capacity	= (outcomes partially 'institutionalised')
Journalism for rights	-
Torture victim rehabilitation	-
Municipal partnerships	+ (well resourced TR and SE implementing partner)
Women human rights education	-
Women in politics	-
Opportunity for every women	-
Gender machinery	= (well resourced TR implementing partner)
Women-friendly cities	= (well resourced TR implementing partner)

The table shows comparatively stronger sustainability prospects for Programmes involving ‘well resourced’ Turkish and Swedish implementing partners from the public sector (e.g. Turkish Ministry of Justice and Swedish National Courts Administration in the case of ‘Judicial development’ and Local government associations for ‘Municipal partnerships’). We consider that these Programmes can be expected to continue beyond the end of Strategy support without additional financial assistance, assuming that existing cooperation has built sufficient ownership / commitment to motivate the Turkish and Swedish implementing partners to finance a continuation with their own funds.

A series of Programmes are considered to have medium sustainability prospects. This mainly relate to Programmes involving well-resourced Turkish implementing partners (ministries such as the Ministry of Interior or the Ministry of Justice) or Programmes that have been successful in terms of ‘institutionalising’ some of the outcomes, e.g. the introduction of human rights law modules in university curricula under the Programme ‘Human rights capacity’.

Finally, there are comparatively weak sustainability prospects for the Programmes led by Turkish NGOs. Implementing partner feedback suggests that activities and outcomes will only be sustained in case external funding is made available beyond the end of Sida assistance. Moreover, in several cases the ‘sensitive’ nature of activities (e.g. ‘Rehabilitation of torture victims’) explains limited access to ‘domestic’ funding sources. This is reportedly exacerbated by the limited development of a culture of volunteering in Turkey.

Looking specifically at the gender Programmes, it is worth noting that for most organisations Sida funding was made available for three successive programming cycles and for all of them new support is in preparation. Whilst this is very much appreciated by the beneficiaries (sustaining outcomes over time), it implies a risk of dependency, as one of the beneficiaries stated: *‘I don’t know how we would have sustained all these activities without Sida support’*.

Finally, the gender equality or mainstreaming component is somewhat less present in the democracy and human rights sector. The real challenge with regard to gender mainstreaming is to change the institutional attitudes and values concerning gender roles that cause discrimination and inequality and to convince the organisations that men and women have gendered needs that should be reflected at planning, budgeting and implementation phase of service delivery. Experience with the gender-mainstreaming component of the Programmes implemented by the Ministry of Justice and the Justice Academy demonstrates the challenge clearly. It is clear that Sida-funded projects, especially the ones that involve Swedish partners or study tours to Sweden achieved some gender balance at least within the group that participated to the activities. Sweden has a long history in gender mainstreaming legislation and implementation both at the local and the national level. It is important that this knowledge and expertise is shared with Turkish counterparts. Under each direct NGO

support programme/project, there is a capacity development component to assure that the beneficiary organisations will sustain the outputs of the programme with a stronger institutional structure and strategic plan. Likewise a gender mainstreaming capacity development can be integrated to every program supported by Sida and implemented by governmental and non-governmental partners in the field of human rights and democratisation. In that way it would be possible to develop customised gender mainstreaming strategies and road map for governmental organisations like Ministry of Justice or Justice Academy. A similar situation is valid also for beneficiary NGOs working in the field of Human Rights and Democracy (such as the Turkish Human Rights Foundation). Although they acknowledge the importance of gender analysis in their work and women's human rights, this is not reflected in their implementation of the programmes and the projects. Know how transfer and capacity building in terms of gender sensitising their plans, programs and implementation is important in that sense.

The following figures show survey feedback on sustainability from 'Opportunity for women' (responses from 30 implementing partner headquarters and provincial centre coordinators), and 'Women in politics' (8 responses). On the whole, there is strong agreement that some form of further financial assistance will be required to sustain activities and outcomes beyond the end of Strategy support (90-100% of survey responses), with strong expectations as to additional Sida support.

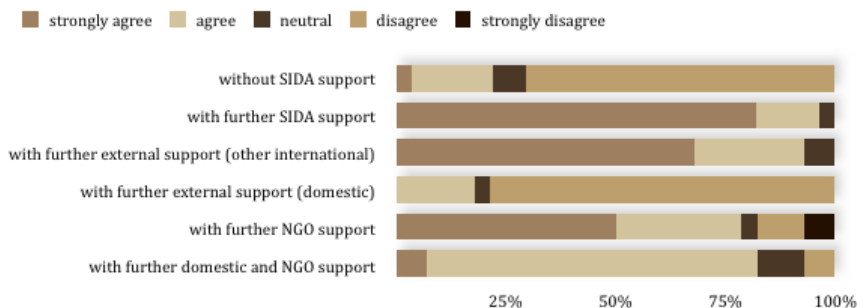


Figure 13: 'Opportunity for women' - Survey feedback on sustainability (% of responses, total 30 responses)

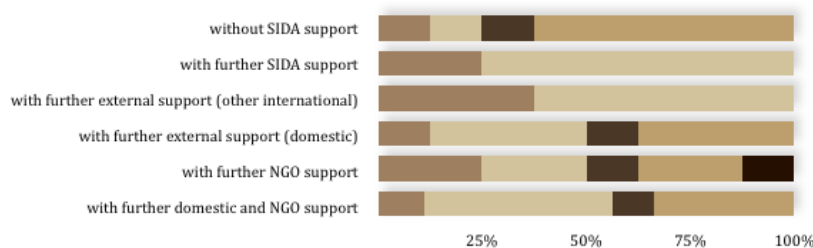


Figure 14: Figure 14 - 'Women in politics' - Survey feedback on sustainability (% of responses, total 8 responses)

2.5.2 Enabling factors

A review of the 11 sample Programmes points to a series of enabling factors for sustainability.

Several implementing partners have commented positively on Sida support for institutional and organisational capacity building prior to launching Programme activities, e.g. the preparation of five-year strategies. This has contributed to sustainability by focusing the attention of the Programme actors on long-term sustainability.

Channelling support via Swedish implementing partners implies stronger prospects for sustainability since this facilitates the development of institutional relations that might survive beyond the completion of Sida support (this argues against some of the UN implementing partners, that use consultants for providing expertise, e.g. Mediation; this is exacerbated by the failing 'reflex' to focus exchanges of experience on Sweden or draw systematically on Swedish experts).

Finally, it appears that prospects for sustainability are higher in cases where Programme actors from the NGO and the State sector cooperate, e.g. involving State actors in Programmes led by NGO implementing partners can help to 'institutionalise' Programme activities or extend their coverage via the integration of these activities in government programmes.

Examples of Programme sustainability

'Human rights capacity': If successful in introducing new content into existing curricula, Human Rights Education has strong prospects for sustainability, since outcomes would be maintained in the form of new curricula at law faculties. However, there appear to be some constraints to sustainability, e.g. University ownership depends on individuals. The strongest threat to sustainability remains the lack of involvement of Turkey's Council of Higher Education - this body is in charge of validating new content for university education. RWI does not have an exit strategy for its work in Turkey (there were plans for phasing out Sida support for RWI in the past).

'Opportunity for Women': Sustainability prospects are limited in the absence of future Sida assistance. Relying only on its own resources, the implementing partner, the Turkish NGO KAMER, has sufficient resources to sustain for about two months. Kamer has received Swedish Consulate General funds between 2000 and 2005, and Sida funds since 2005.

'Women human rights education': Similarly, the implementing partner WWHR notes weak prospects for sustainability in the absence of continuing Sida support. However, some progress on sustainability can be noted, e.g. with external guidance

supported by Sida, the implementing partner has prepared a five-year strategic plan (2013-2017).

'Torture victim rehabilitation': This Programme is a further example of an NGO-led initiative with limited prospects for sustainability if Sida support should be discontinued. The implementing partner has made attempts to enhance sustainability via the establishment of relations with government (e.g. Ministry of Health, Ministry of Justice), however, whilst this has resulted in ad hoc cooperation, it has not translated in more systematic government support despite increasing recognition of the need for action in this area (note increasing attention to ECHR case law).

'Women in politics': Having moved from initial Consulate General funding to Sida Programme funding, the implementing partner (the Turkish NGO Kader) considers that it requires Sida or other external funding to maintain its current level of activities. Kader's membership fees only cover about one third of its operational budget.

'Municipal partnerships': Programme activities in the area of strengthening the lobbying capacity of the Union of Turkish Municipalities (UMT) have contributed to a healthier financial situation, partly via increased government funding of UMT activities.

2.5.3 Added value

This section reviews the added value of Strategy assistance. The Strategy requires its assistance to complement the efforts of other cooperation partners in Turkey. Moreover, the Strategy's thematic focus on democratic governance and human rights and gender equality is explained with '*Sweden's comparative advantages*'.¹⁹ This is defined as the close and trustful relation resulting from Sweden's support for EU accession. Moreover, the Strategy emphasises Sweden's long experience in the areas of democracy, human rights and gender equality.

Several implementing partners (e.g. Turkey's Ministry of Justice, or the different UN organisations involved in delivering Strategy assistance) confirmed the complementarity between Sida support and other assistance (mainly the Instrument for Pre-Accession Assistance). Feedback from the European Union Delegation in Ankara validated this.

¹⁹ Ministry of Foreign Affairs, 21 January 2010, page 14

Complementarity is achieved in different ways, e.g. Ministry of Justice feedback indicates a conscious planning effort to avoid any duplication between the different cooperation partners. Similarly, several stakeholders commented on the useful role of Sida support in terms of bridging the time between the start of programming of IPA project support and the actual start of the IPA-supported project activity (some three years). During this time, Sida assistance can help to maintain IPA pipeline projects on track, e.g. by supporting preparatory activity until IPA assistance ‘takes over’. With regard to the ‘bridging function’ it is worth noting a possible visibility issue for the Strategy, since the main outcomes will be ultimately associated with IPA support (Sida support is likely to have been more modest, of shorter duration and focussed on preparatory activity). It could therefore be argued that the bridging should be ensured by the Turkish beneficiaries (thus demonstrating genuine commitment); moreover, EC support for bridging is available in the form of TAIEX, the Technical Assistance and Information Exchange instrument managed by the Directorate-General Enlargement of the European Commission and other tools (e.g. framework contract support, Strengthening European Integration funds).²⁰ Sida feedback on the draft report suggests that adequate efforts by the Sida team in Ankara would be able to address the visibility issue in the context of a possible ‘bridging function’ for IPA projects. In the evaluator’s view these efforts would have a stronger potential if deployed outside any IPA projects. This view is mainly motivated by existing experience with coordination between cooperation partners in Turkey (highly resource intensive). Moreover, working outside the IPA project framework would not imply that future Sida assistance would no longer contribute to the wider EU accession process. Coordination with the European Commission in Brussels and in Ankara would ensure that Sida assistance complements IPA support in the wider framework of the accession process.

Looking at added value from the perspective of Sweden’s comparative advantage, our portfolio review has shown that most assistance is deployed via Swedish organisations (52% of total assistance under the Sida portfolio), followed by ‘multilateral’ organisations such as different members of the United Nations family (33%), and 15% of assistance is implemented directly via Turkish NGOs (see figure 7 above).

Whilst only the 11 sample Programmes have been reviewed in depth, we consider that Sweden’s comparative advantage is well transmitted in the context of Programmes implemented by Swedish organisations (e.g. via the deployment of Swedish experts, organisation of study visits to Sweden etc.). For Programmes implemented by Turkish NGOs we have also found evidence of strong Swedish added value. However, this is rather explained by the NGO’s knowledge of Swedish practices / ap-

²⁰ http://ec.europa.eu/enlargement/taieux/index_en.htm

proaches (e.g. in the case of the NGOs implementing the gender Programmes) than by any systematic requirements under the Programme agreements. Finally, we consider that working with multilateral implementing partners implies reduced opportunity for introducing Swedish experiences, since these organisations might not be familiar with such experiences (note the example of the Programme ‘Mediation’ implemented by the UNDP that exposed the Ministry of Justice with mediation experience from 20 different countries not including Sweden). This argument is less valid for the ‘specialist’ multilateral organisations, e.g. UN Women made good use of Swedish expertise / experiences under the Programme ‘Gender Machinery’ (note in this context the increasing engagement of UN Women in Turkey with the organisation’s regional manager in the process of moving to Turkey).

Finally, the following figures show survey feedback on sustainability from ‘Opportunity for women’ (responses from 26 implementing partner headquarters and provincial centre coordinators), and ‘Women in politics’ (8 responses). ‘Opportunity for women’ has mainly benefited from exposure to Swedish experiences, whilst ‘Women in politics’ has benefited from a wider range of Swedish ‘experiences’.



Figure 15: ‘Opportunity for women’ - Survey feedback on Swedish added value (number of responses, total 26 responses)

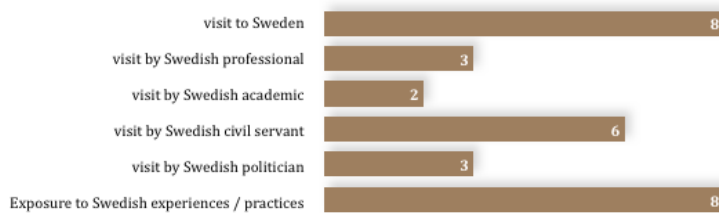


Figure 16: ‘Women in politics’ - Survey feedback on Swedish added value (number of responses, total 8 responses)

Examples of Programme added value

‘Human rights capacity’: There is evidence of strong Swedish added value, e.g. study visits to expose implementing partners to Swedish experiences. However, exchanges of experience are not limited to Sweden, e.g. there was a study visit on clinical legal education to South Africa.

‘Opportunity for women’: The majority of centre coordinators has been exposed to Swedish experiences / practices.

‘Women human rights education’: Whilst there is no evidence of any systematic effort to introduce Swedish experiences into Programme work, the implementing partner notes that the mere fact of being supported by Sida lends it additional credibility, and this translates into stronger government willingness to cooperate.

‘Women in politics’: A study tour to Sweden was highly appreciated as it helped to understand the Swedish approach to gender mainstreaming in political decision making processes.

3 Conclusions and recommendations

This final section presents our conclusions on the Strategy's performance vis-a-vis its immediate and wider objectives (section 3.1). Moreover, we note the main recommendations for the future Strategy as of 2014 (section 3.2).

3.1 CONCLUSIONS

The Strategy's immediate and wider objectives are considered to have been achieved, however, this can only be captured in qualitative terms, given the nature (capacity building) and volume of support (comparatively limited resources).

Performance against the six evaluation criteria is largely positive. All supported Programmes are clearly relevant to EU accession priorities and Turkish needs. Delivery of assistance is largely efficient, with Strategy actors strongly committed to efficient implementation and fluid relations with other cooperation partners and the Turkish government. The sample programmes have been effective (outcomes include enhanced individual capacities (knowledge, skills), enhanced institutional capacities, enhanced awareness / empowerment, enhanced networking and dialogue, changed mindsets (openness to new concepts / approaches), strengthened ownership / commitment of stakeholders, and strengthened gender mainstreaming. Several programmes have strong potential for impact, however, at this stage it is considered too early to assess impact, since outcomes have not yet translated into impact. Sustainability prospects are considered to be rather mixed, with stronger sustainability for Programmes involving well-resourced Swedish and Turkish implementing partners, and limited prospects for Programmes implemented by Turkish NGOs. Added value in terms of the Strategy's complementarity to other assistance is considered strong, and so is the Swedish added value (operationalisation of the Swedish comparative advantage).

However, overall Strategy success is rather explained by the strong commitment of the Strategy actors and good relations with Turkish counterparts, than by adequate structures and systems to deliver the Strategy (note limited staff resources and lack of systems at the Embassy during most of 2010-2013). Similarly, the balanced coverage of Strategy thematic areas and balanced distribution of resources between different types of implementing partners and implementation channels does not reside within the Strategy, but is rather explained by the Strategy actors' pragmatic approach to Programme selection.

3.2 RECOMMENDATIONS

Following up on the last concluding paragraph, the following recommendations suggest possible ways of focussing assistance within the wider areas of democracy and human rights and gender equality. This relates to the thematic areas covered by the Strategy, but also to other issues, such as the actors targeted by the assistance and the geographic focus of assistance etc.. Whilst the recommendations are mainly concerned with improving the Strategies' thematic focus (and thus its relevance), a series of additional punctual recommendations aim to enhance overall Strategy performance.

Thematic areas for a future Strategy

Re-designing support for the justice sector: SEK 36 million or about 14% of Sida assistance is dedicated to the Justice sector (three Programmes); all three Programmes are considered highly relevant; and the two Programmes reviewed in the context of this evaluation have performed well (Judiciary development and Mediation). However, the justice sector is popular among Turkey's partners (the EC provided some SEK 674 million for judiciary reform between 2007 and 2013), and this demands an important coordination effort between the partners (putting a strain on limited Sida resources). In this context it is worth noting that future IPA assistance is expected to strengthen the focus on the justice sector, implying reduced visibility for Sida support.²¹ The main beneficiary, i.e. the Ministry of Justice is a comparatively well-resourced ministry, and can be considered to have good access to support. There are also risks of the beneficiary selecting the politically most convenient offers amongst the many offers of support. Existing support under the two Programmes reviewed for this evaluation suggests good prospects for sustainability, i.e. if genuine, beneficiary ownership should eventually translate into sustaining activities and outcomes without future Strategy assistance. Finally, whilst Turkey can undoubtedly benefit of Swedish expertise in the justice sector, several stakeholders have noted that Turkey's legal system is closer to the 'Continental', rather than to the Scandinavian law traditions (Turkey's civil law is modelled on Swiss law, Turkish administrative law draws on French traditions, and criminal law is inspired by Italian models); the size and centralised nature of the Turkish state also suggests more proximity to some of the continental approaches.

²¹ European Parliament Committee on Budgetary Control, Draft report on budgetary management of European Union pre-accession funds in the areas of judicial systems and the fight against corruption in the candidate and potential candidate countries, 20 June 2013, <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONSGML+COMPARL+PE-510.790+04+DOC+PDF+V0//EN&language=EN>

Whilst these points argue against a continuation of Strategy support for the justice sector, there is a specific area in this sector that would strongly merit future support, i.e. gender mainstreaming in the justice sector. Indeed, a continued Sida presence in the justice sector can be subsumed under gender equality, e.g. focus on gender mainstreaming in Turkey's Ministry of Justice, review of legislation from gender perspective, promotion of women in the judiciary etc., gender in the justice sector at local level (an interview with the Council of Europe pointed to the experience with a recent conference on justice in Afyon (250km South-West from Ankara) with 300 participants, counting one woman). Increasing women's access to justice and enhancing justice 'services' for women is considered crucial. It is worth noting that the EU Delegation also commented positively on Sida's role in terms of human resources development at the Ministry of Justice. Refocussing support in the justice sector on gender issues would allow maintaining this well-established tie between Sida and the Turkish government. Finally, commenting on the similarity of law traditions, Sida feedback on the draft report confirms a reduced need for similar traditions when it comes to areas such as the integration of gender equality standards into the operation of courts.

Building up support in the field of gender equality: This takes us to the area of gender equality, attracting about one third of total Sida assistance under the Strategy (ten out of 19 Programmes). Gender mainstreaming and equality is a clearly identified accession priority, and Turkey has substantial needs for support in this area (Turkey ranks 124th out of 135 countries according to the 2012 Global Gender Gap Index).²² However, gender mainstreaming and equality, especially as bilateral cooperation issue, does not appear to suffer from 'donor overcrowding', and Turkish implementing partners associate Sweden with successful gender equality policy and demonstrated success (Sweden ranks second of 28 Member States on the EU Gender Equality Index (an aggregate indicator developed by the European Institute for Gender Equality), with a well-established first rank in the index domains of 'economic and political power'; Sweden ranks 4th on the Global Gender Gap Index).²³ We consider that a future Strategy could focus even stronger on the promotion of gender equality in Turkey (if not exclusively; alongside support in politically sensitive areas - see the following bullet point). Specific attention should be paid to ensuring a balanced representation of State and civil society actors in all Programmes, considering that their mutual presence has the potential to strengthen effectiveness and impact.

Harnessing trust in Sweden: Several Turkish implementing partners have referred to Sweden's 'sympathy bonus', i.e. Sweden is considered systematically supportive of

²² <http://www.weforum.org/issues/global-gender-gap>

²³ <http://eige.europa.eu/content/gender-equality-index>

Turkey's EU accession aspirations.²⁴ It is telling that the Swedish parliament's declaration on the Armenian genocide did not affect any of the supported Programmes (note for comparison the serious fallout from the French genocide declaration and law). With this in mind, a future Strategy portfolio could also cover particularly sensitive thematic areas, where Turkey might be less inclined to cooperate with actors perceived to be comparatively less neutral, or less supportive on EU accession. An example is Sida's long-standing support for victims of torture in Turkey. Several NGO implementing partners noted the rights of lesbian, gay, bisexual and transgender (LGBT) people; the Council of Europe noted military justice as an example of a highly sensitive area in the justice sector.

Withstanding temptations for ad-hoc support: Should the future Strategy maintain the broad coverage of support (democracy and human rights and gender equality), there might be an inherent risk of dispersion of support to flexibly address new needs or opportunities for supporting mature Programmes (note the above examples of Sida support in the area of migration and local governance). Similarly, several stakeholders noted interest in Sida support for the emerging role of Turkey's International Cooperation and Development Agency (TIKA) in so-called South-South cooperation. There is no doubt that TIKA would benefit from Sida experience, however, we consider that financial support, unless focussing specifically on gender issues, would contribute to portfolio dispersion (besides, TIKA is a well-resourced authority that should be able to draw on own resources to finance exchanges with Sida). Sida feedback on the draft report indicates that support for TIKA 'would most probably take the form of knowledge and best-practice transfer within a framework of mutual cooperation established with an 'emerging partner' with no need for Sida financial resources. In the evaluator's view such a cooperation might complement Sida's support under the future Strategy (if the Strategy should cover such complementary activities besides its 'mainstream' support in selected thematic areas), however, this would need to be organised in a way as to not divert existing Sida human resources from 'mainstream' work. One final comment on portfolio dispersion; there is of course one important advantage to a broader portfolio covering a wider range of thematic areas, i.e. dispersion reduces the risk of problems within one specific sector to affect the Strategy as a whole. However, on the whole we would argue that the advantages inherent in a stronger thematic focus (most notably the enhanced potential for genuine effective-

²⁴ Following the police handling of the 'Gezi park' protests, several EU leaders have argued against proceeding with the scheduled opening of a Chapter 22 for negotiations on 26 June (regional policy), however, Sweden's Foreign Minister has voiced his support for maintaining the accession process on track: *'It would be a huge mistake to try to block Turkey's EU progress right at this time. Needed more than ever. Key support for reformers'* (see <https://twitter.com/carlbildt>, 23 June 2013). In the end the Chapter was opened.

ness and impact) and Sida's excellent reputation in Turkey more than neutralise this risk.

Other considerations to enhance Strategy performance

Moving from Ankara and Istanbul to the periphery: The Strategy notes an interest in delivering assistance in Turkey's less or least developed provinces (mainly, in South-Eastern Turkey): *'The needs of the economically weakest parts of Turkey will also be taken into account'*.²⁵ Considering the overarching focus of most external assistance in Turkey on EU accession and related institution and capacity building, there is a tendency to work with central-level institutions, with support in the 'economically weakest parts of Turkey' limited to economic regional development. Our review of the Sida portfolio shows that 24% of assistance focuses on the periphery, 41% of assistance has a mixed focus covering both the centre and the periphery, whilst 35% of assistance focuses on the centre. However, for the 19 Programmes reviewed, only one Programme has the main Turkish implementing partner based in the periphery ('Opportunity for women', Diyarbakır) whilst all remaining main implementing partners are distributed evenly between Ankara and Istanbul (out of the six Turkish NGO implementing partners, five are based in Istanbul and one in Diyarbakır). Considering the generally more pronounced needs in the periphery in some of the thematic areas covered by the Strategy (e.g. gender), Sida might consider expanding its cooperation with Turkish implementing partners in the periphery. However, a stronger focus on the periphery would require attention to a series of issues: Working in the periphery is more demanding in terms of Sida monitoring; the organisational capacities of NGO implementing partners in the periphery are likely to be less developed; there is a need to avoid overlaps with existing structures, e.g. Regional Development Agencies; activities in the provinces are likely to require coordination / cooperation with the province governorships. In the evaluator's view, a stronger thematic focus and enhanced implementation systems can be expected to free resources for more monitoring work; the less developed capacities of NGOs in the periphery are considered an argument for specifically focussing support on these NGOs (NGOs in the centre have comparatively better access to finance), if required, via a gradual build up of support starting from initial Consulate project support to full Sida Programme support; the Regional Development Agencies are unlikely to support NGOs working in sensitive thematic areas; finally, a stronger Sida presence in the periphery will indeed require coordination with province governorships, and this should ideally

²⁵ Strategy for development cooperation with Turkey, January 2010 - December 2013, Ministry of Foreign Affairs, 21 January 2010, page 3

be part of the proposed formalised relation between Sida and the Turkish government under the future Strategy.

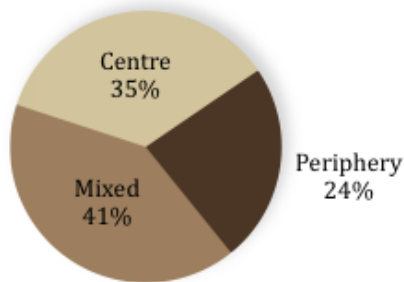


Figure 17: Sida portfolio figures (budget by geographic focus)

Facilitating synergies between government and civil society actors: Relevance in terms of programme design (selection of activities, development of annual work programmes) benefits of the parallel involvement of government and civil society actors. Stakeholder feedback suggests that the design of activities led by civil society implementing partners benefits from public sector involvement. Vice versa, government implementing partners can enhance the relevance of their activity by involving civil society.

Strengthening Programme selection: Discussions with Strategy actors suggest that Programme selection procedures (and Consulate General project selection) might benefit from additional strengthening. Concerning the Sida portfolio we understand that there is a disassociation between responsibilities for finance (at headquarters) and selection/implementation (at the Embassy). This disassociation is not in line with good management practices, and Sida might wish to consider decentralising responsibility for financial decisions. Concerning the Consulate General portfolio, we consider that the centralisation of selection responsibilities within virtually one staff member implies an important risk (independent of the expertise / commitment of this staff member), that could be addressed by introducing some form of independent selection panel.

Programme implementation to be led by Turkish and Swedish organisations: When considering long-term sustainability, and added value issues, implementation via Swedish or Turkish organisation is considered to have a strong potential to outperform implementation via multilateral organisations, since implementation via Swedish organisations can help to establish more sustainable institutional relations between the Turkish and Swedish partners; in Programmes led by Turkish organisations, systematic ‘twinning’ with similar Swedish organisations could be considered.

Understanding outcomes and impact: Ongoing monitoring and evaluation should ensure that the flexible Programme approach is not interpreted to be lenient on outcomes, and contributes to the ongoing stock-taking of qualitative outcomes. For example, the Strategy actors could operate regular surveys to assess Programme effectiveness, impact and sustainability following Programme completion (the surveys

could be addressed to the ultimate beneficiaries / secondary implementing partners in order to complement final reporting by the main implementing partners).

Annex 1 List of interviews

This annex lists the interviews conducted for this evaluation.

Wednesday, 15 May

Cecilia Bisgen Jansson, Rebecca Paulsson Vides, Sida, Stockholm
Magnus Liljeström, SKL
Carl-Johan Breitholtz, Swedish National Courts Administration
Monica Brendler, Swedish Red Cross, Stockholm

Friday, 7 June

Turkish Human Rights Foundation, Diyarbakır
Nebahat Akkoç, Kamer

Monday, 10 June

Sevil Ozmen, Head of Section, Turkish-Swedish Cooperation, Consulate General of Sweden, Istanbul
Can Parker, Director; Sabiha Senyücel Gündoğar, Director Foreign Policy Programme; Özge Genç, Director, Turkish Economic and Social Studies Foundation (TESEV), Istanbul
Zelal Bedriye Ayman; Karin Ronge, Women for Women's Human Rights (WWHR), Istanbul
Metin Bakkalci, Secretary General; Umit Ünüvar, Forensic Pathologist, Lale Orhan, Clinical Psychologist; Elçin Türkdoğan, Project Assistant; Ayşe Çetintas, Medical Secretary, Human Rights Foundation of Turkey (TIHV), Istanbul

Tuesday, 11 June

Annika Palo, Counsellor; Selin Yaşamiş, National Programme Officer; Axel Nyström, Programme Officer; Hakkı Onur Arıner, National Programme Officer, Swedish Embassy, Ankara
Berrin Aydın, Director, International Relations Department, Union of Municipalities of Turkey, Ankara

Wednesday, 12 June

Abdullah Yildirim, Judge, Turkish Justice Academy, Ankara
Hakan Öztatar, Judge, Tamer Pamuk, Head of Department Directorate General for Law Affairs, Ministry of Justice, Ankara
Cengiz Tanrikulu, Judge, Vice General Director, General Directorate for EU Affairs (MoJ), Ankara

Thursday, 13 June

Ege Tekinbaş Programme Coordinator; Zahidul Huque, Representative for Turkey;
Funda Küçükcan Yılmaz, Small Grants Programme Manager; Zeynep Başrankut Kan,
Assistant Representative, United Nations Population Fund, Ankara
Adrian Butler, Head, Council of Europe Programme Office, Ankara

Friday, 14 June

Matilda Dimovska, Deputy Resident Representative; Leyla Sen, Programme Specialist;
Seher Alacacı, Programme Associate, United Nations Development Programme,
Ankara
Neşe Çakır, UN Joint Programme Manager; Mehtap Tatar, National Project Coordinator,
UN Women, Ankara

Monday, 17 June

Ville Forsman, Head of Istanbul Office, Raoul Wallenberg Institute, Istanbul
Çiğdem Aydın, Chairwoman; Ilkin Kılıç, Treasurer; Gönül Karahanoğlu, Executive
Board Member, Association for support and training of women candidates (KADER),
Istanbul

Tuesday, 18 June

Nadire Mater, Evren Gonul, Bianet, Istanbul

Wednesday, 25 June

Erwan Marteil, Head of Unit, European Union Delegation, Ankara

Thursday, 26 June

Equal Opportunities Commission, Turkish Grand National Assembly, President

Annex 2 Survey questions

This annex shows the online survey questions (Turkish language) addressed to four Programmes: ‘Judiciary development’, ‘Human rights capacity’, ‘Women in politics’, and ‘Opportunity for women’. The print out of the survey is followed by the original English text.

Bu soru, proje altında yürütülen faaliyetlerin, planlanan hedeflere ulaşılmasına ne ölçüde katkı sağladığını anlayabilmek için hazırlanmıştır.

1. Lütfen aşağıdaki ifadelerle ilişkin görüşlerinizi, “tamamen katılıyorum”, “katılıyorum”, “kararsızım”, “katılmıyorum” “tamamen katılmıyorum” ölçeğinde belirtiniz

SIDA desteği ile gerçekleştirilen faaliyetler;

Bireysel kapasitemi (bilgi, beceri, vs.) arttırmama katkı sağladı.	
Kurumsal kapasitemizi geliştirmeye katkı sağladı.	
Farkındalık yaratılmasına katkı sağladı	
Diyalog ve ağ mekanizmaları geliştirmeye katkı sağladı	
Zihniyet değişikliğine (yeni kavramlara ve yaklaşımlara açıklık vs.) katkı sağladı	
Paydaşların sahiplenme ve kararlılığının güçlenmesine katkı sağladı	
Toplumsal cinsiyet eşitliği konusunda farkındalığın artmasına katkı sağladı	

Bu soru, faaliyetlerin, uzun vadeli hedeflere erişime ne ölçüde katkı sağladığını anlayabilmek için hazırlanmıştır.

2. Lütfen aşağıdaki ifadelerle ilişkin görüşlerinizi, “tamamen katılıyorum”, “katılıyorum”, “kararsızım”, “katılmıyorum” “tamamen katılmıyorum” ölçeğinde belirtiniz

SIDA desteği ile gerçekleştirilen faaliyetler;

Hizmet sunumunun iyileşmesine (var olan hizmetlerin kalitesinin artması veya yeni bir hizmet sunulması) katkı sağlamıştır.	
Kamu veya Sivil Toplum Kuruluşu tarafından sunulan bir hizmete erişimin artmasına katkı sağlamıştır.	
Reform için uygun ortam sağlanmasına katkı sağlamıştır.	
Cinsiyet eşitliğinin kurumsal ana plan, politika ve uygulamalara dâhil edilmesine katkı sağlamıştır.	
Kamu ve Sivil Toplum arasında işbirliği ve diyalogun gelişmesine katkı sağlamıştır.	

Bu soru, proje altında gerçekleştirilen faaliyetlerin ve kazanımların (birinci soru altında belirtilen) SIDA desteğinin sonlanması durumunda devam edebilirliğini anlayabilmek için hazırlanmıştır.

3. Lütfen aşağıdaki ifadelerle ilişkin görüşlerinizi, “tamamen katılıyorum”, “katılıyorum”, “kararsızım”, “katılmıyorum” “tamamen katılmıyorum” ölçeğinde belirtiniz

SIDA desteği ile gerçekleştirilen faaliyetler ve kazanımlar:

Dış destek olmaksızın devam ettirilebilir/korunabilir (SIDA'nın yeni fonlama yapmasına gerek yoktur)	
SIDA'nın desteği ile devam edebilir/korunabilir	
Dış destek (diğer ikili veya uluslararası kaynaklar) ile devam edebilir/korunabilir.	
Kamu Kurumları desteği ile devam edebilir/korunabilir	
Sivil Toplum Kuruluşları (STK) desteği ile devam edebilir/korunabilir	
Kamu Kurumları ve STK desteği ile devam edebilir/korunabilir	

Bu soru, belli bir konuda İsveç uzmanlığı, bilgi birikimi ve deneyiminin ne ölçüde Türkiye'ye aktarılabilirliğini anlayabilmek için hazırlanmıştır.

4. Lütfen, proje çıktılarının ve kazanımlarının aşağıda belirtilenlerin hangilerinden fayda sağladığını belirtiniz.

- ☐ İsveç'e yapılan çalışma ziyareti
- ☐ İsveçli profesyonellerin (avukat, danışman, toplumsal cinsiyet uzmanı vb.) Türkiye ziyareti
- ☐ İsveçli akademisyenlerin Türkiye ziyareti
- ☐ İsveçli kamu görevlilerinin (hâkim, vb.) Türkiye ziyareti
- ☐ İsveçli siyasetçilerin Türkiye ziyareti
- ☐ İsveç deneyim ve uygulamalarının paylaşımı

5. Lütfen 2014 yılı itibari ile başlayacak olan yeni İsveç-Türkiye kalkınma işbirliği Stratejisi için beklenti ve önerilerinizi belirtiniz

Survey - Swedish Strategy for Development Cooperation with Turkey 2010-2013

This survey is conducted in the context of the evaluation of the Swedish Strategy for Development Cooperation with Turkey. The Swedish Institute for Public Administration is currently evaluating the strategy on behalf of Sida in order to provide inputs for the new strategy as of 2014.

Your feedback on your experience with Sida will allow us to develop a better understanding of the effectiveness, impact, sustainability and added value of Sida assistance. Please complete the online survey under the following link: xxx before the end of June (answering the five survey questions should not take more than 10 minutes).

Your survey responses will be treated confidentially. For any questions on the survey, please contact Zeliha Ünaldi (email).

1) Effectiveness: this survey question aims to understand to which extent, the activities have contributed to changes (achievement of objectives).

Please rate your agreement with the following statements on the scale: 'strongly agree', 'agree', 'neutral', 'disagree', 'strongly disagree'.

Sida supported activities have contributed to:

- Enhanced individual capacities (knowledge, skills)
- Enhanced institutional capacities
- Enhanced awareness / empowerment
- Enhanced networking and dialogue
- Changed mindsets (openness to new concepts / approaches)
- Strengthened ownership / commitment of stakeholders
- Strengthened gender mainstreaming

2) Impact: this question takes an interest in the achievement of more long-term or wider objectives.

Please rate your agreement with the following statements on the scale: 'strongly agree', 'agree', 'neutral', 'disagree', 'strongly disagree'.

Sida supported activities have contributed to:

- Enhanced (public or private) service provision (new services or services of better quality)
- Increased access to public or NGO services
- More conducive environment for reform

Enhanced cooperation / dialogue between government and civil society

3) Sustainability: this question focuses on the likelihood of activities and outcomes (achieved outcomes under question 1) being continued / maintained beyond the end of Sida support.

Please rate your agreement with the following statement on the scale: 'strongly agree', 'agree', 'neutral', 'disagree', 'strongly disagree'.

Sida supported activities and outcomes will be:

Continued / maintained without further external support (no further Sida funding required)

Continued / maintained with further Sida support

Continued / maintained with further external support (other bilateral or multilateral support)

Continued / maintained with further public sector support

Continued / maintained with further NGO support

Continued / maintained with further public sector and NGO support

4) Swedish added value: this question assesses the transfer of Swedish expertise / experiences to Turkey.

Please indicate whether any of the outcomes have benefited from the following:

Visit to Sweden

Visit by Swedish professional to Turkey (e.g. lawyer, consultant, gender professionals)

Visit by Swedish academic to Turkey

Visit by Swedish civil servant to Turkey (e.g. judge)

Visit by Swedish politician

Exposure to Swedish experiences / practices

5) Please note your expectations / recommendations with regard to the new strategy for cooperation with Sweden starting as of 2014.



Evaluation of cooperation results under the Swedish Strategy for Development Cooperation with Turkey, 2010-2013

This evaluation presents the results of cooperation under the Swedish strategy for development cooperation with Turkey 2010-2013. It was conducted by SIPU International between May and July 2013. The evaluation team consisted of the team leader Roland Blomeyer and team member Zeliha Ünalı.

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