

## Instrument for Pre-accession Assistance (IPA) to Turkey: Expectations and Results

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**Abstract:** Turkey has benefited from the pre-accession financial aids of the EU to meet the criteria for EU membership. As from 2007, all the EU assistance to candidate and potential candidate countries has been brought under a single heading IPA. All components of the IPA are open to Turkey as a candidate country. According to database of the Central Finance and Contracts Unit (CFCU), totally 2 312 projects were carried out by various bodies in Turkey. About €286 million were distributed to governmental and non-governmental organizations, SMEs via projects. Literature review shows that information about EU funded projects in Turkey is limited. Therefore, this study aims at analyzing EU funds towards Turkey in terms of programme, organizations, performance ranks, expectations from projects and their results.

### Introduction

In September 1959, as the European integration project gathered pace following the signing of the Treaty of Rome, Turkey applied for Associate Membership of the European Economic Community (EEC). Four years later, in 1963, the Ankara Agreement put Turkey on the road towards a customs union with the EEC, with a view to eventual membership (Akçakoca 2006). At the same time, the EEC provided financial assistance to Turkey under the First Financial Protocol (1963-1970) (ABGS 2007). Turkey was accepted as a “candidate country” by the EU at Helsinki Summit held in December 1999. Therefore, a new strategy was formulated for supporting EU membership bid of Turkey (Anonymous 2007). *The EU is committed to supporting Turkey in its path for membership. The initial objective of EU financial support towards Turkey was the extension of an area of peace, stability and prosperity within and beyond Europe. Once the EU accepted Turkey as a candidate, financial assistance began to focus on supporting Turkey in its preparation for EU membership. Between 2001 and 2006 EU funds for Turkey were programmed on an annual basis under National Programmes for each year. From 2007 onwards, this pre-accession financial instrument for Turkey has been replaced by the [Instrument for Pre-Accession Assistance \(IPA\)](#) (Dimireva 2009).*

Literature review shows that information about financial assistance of the EU to Turkey is very limited. Therefore, aim of this study is to analyze EU funds for Turkey point of view of programme, organizations, performance ranks, expectations from projects carried out by governmental and non-governmental organizations and their results.

### Brief Information about IPA

As from January 2007, the Instrument for Pre-Accession Assistance (IPA) replaces a series of EU programmes and financial instruments for candidate and/or potential candidate countries, namely PHARE, PHARE CBC, ISPA, SAPARD, CARDS and the financial instrument for Turkey (Anonymous 2006).

The IPA consists of five components (Table 1) (EU 2009):

- Component I: Assistance for transition and institution building
- Component II: Cross-border cooperation (with EU Member States and other countries eligible for IPA)
- Component III: Regional development (transport, environment, regional and economic development)
- Component IV: Human resources development (strengthening human capital and combating exclusion)
- Component V: Rural development.

The IPA beneficiary countries are divided into two categories (EU 2009):

- EU candidate countries (Croatia, Turkey and the Former Yugoslav Republic of Macedonia) are eligible for all five components of IPA,
- Potential candidate countries in the Western Balkans (Albania, Bosnia-Herzegovina, Montenegro, Serbia, and Kosovo under UN Security Council Resolution 1244/99) are eligible only for the first two components.

Component	Content	Candidate Countries	Potential Candidate Countries
1. Transition Assistance & Institution Building	Addressing priorities as fully meeting the Copenhagen political criteria, ability to assume the obligations of membership; as well as the promotion of an EU-Turkey Civil Society Dialogue. Institution building includes supporting programmes aimed at strengthening the institutional capacity for the management of EU funds as well as covering Turkey's participation in Community Programmes	√	√
2. Cross-Border Cooperation	Promoting good neighbourly relations, fostering stability, security and prosperity in the mutual interest of all countries concerned, and of encouraging their harmonious, balanced and sustainable development	√	√
3. Regional Development	Preparing candidate countries in the development of policies, investment planning and implementation, with a view to their participation in Community Cohesion policy	√	---
4. Human Resources Development	Assisting Turkey in policy development as well as preparations for the future implementation of the European Social Fund (ESF). It will support a single operational programme addressing three major areas of intervention: employment, education and training as well as social inclusion	√	---
5. Rural Development	Preparing the candidate countries to implement the EU Common Agricultural Policy (CAP) upon accession by helping them to align their agricultural sectors to the Community standards that will be applicable to them after accession and assisting them to develop a policy for the agricultural sector and rural areas	√	---

**Table 1:** Components of the Instrument for Pre-Accession Assistance (IPA)

Annual or multi-annual programmes (depending on the component) are designed in accordance with the strategic Multi-annual Indicative Planning Documents and adopted by the Commission following consultation with the beneficiary countries and other stakeholders. They are implemented in one of three ways: by centralized (assistance is managed by the Commission Headquarters in Brussels), decentralized (assistance is managed by the authorities of the beneficiary country as a result of an accreditation process carried out by the Commission) or shared (assistance is managed by the authorities of one of the Member States participating in the cross-border programme) management (Anonymous 2010).

Types of assistance under IPA include finance investments, procurement contracts, grants, including interest rate subsidies, special loans, loan guarantees and financial assistance, budgetary support, and other specific forms of budgetary aid, and the contribution to the capital of international financial institutions or the regional development banks (Anonymous 2006).

## IPA and Turkey

In the past, the EU has provided support to Turkey under a variety of financial instruments, including CARDS (2001-2004), PHARE and ISPA (2005-2006) as well as SAPARD (2006) (Anonymous 2010). IPA provides countries seeking EU membership with a total amount of € 11.5 billion in the seven-year term from 2007 onwards (Anonymous 2009).

Pre-accession funding is directed mainly at state or civil institutions. Individuals are not eligible, except for specific community programmes. In addition to state institutions, there are also programs open to universities, civil society groups, media organizations and business interest groups. Projects benefit both the administration and Turkish citizens directly: i) Ministries & other governmental organizations, ii) Municipalities, iii) Civil society, iv) SMEs, v) Unemployed and vulnerable groups especially youth and women, vi) School children, vii) Farmers in poor areas (Anonymous 2008).

For 2007-2010, allocations of EU financial assistances to Turkey are shown in Table 2 (Anonymous 2010).

	2007	2008	2009	2010	2011	2012
Transition Assistance & Institution Building	256.7	256.1	233.2	211.3	230.6	250.9
Cross-border Co-operation	2.1	2.9	9.4	9.6	9.8	10.0
Regional Development	167.5	173.8	182.7	238.1	291.4	350.8
Human Resources Development	50.2	52.9	55.6	63.4	77.6	89.9
Rural Development	20.7	53.0	85.5	131.3	172.5	197.9
Total	497.2	538.7	566.4	653.7	781.9	899.5

**Table 2:** Financial Assistance of the EU to Turkey under IPA (2007-2012) (€ million)

As of December 31, 2009 number of projects implemented in Turkey was totally 2 312 (Table 3) (CFCU 2010).

Bodies	Number of Contracts	%	Grant (€ million)	%
SMEs	654	28.29	47.77	16.70
Associations	341	12.75	22.86	8.00
Municipalities	291	12.59	88.95	31.10
Chambers	245	10.60	21.62	7.50
Foundations	145	6.27	13.19	4.60
Unions	95	4.11	8.92	3.12
Villages Service Unions	76	3.29	21.21	7.41
Universities	73	3.16	11.79	4.12
Others	68	2.94	7.18	2.50
Cooperatives	66	2.85	5.13	1.80
Farmer Groups	65	2.81	5.31	1.86
Special Provincial Administration	50	2.16	15.55	5.44
Colleges	38	1.64	3.78	1.32
Villages	35	1.51	5.00	1.75
Trade Unions	33	1.43	3.72	1.30
Vocational High Schools	21	0.91	1.45	0.51
Public Bodies	12	0.52	2.62	0.92
Primary Schools	4	0.17	0.13	0.05
Total	2 312	100.00	286.18	100.00

**Table 3:** Performance Ranks by Bodies (As of 31 December 2009)

The EU provides financial assistance to Turkey and helps it reform and adapt its institutions and legislations. Financial assistance takes the form of projects on the ground following phases of programming and contracting. Hundreds of projects are being carried out across all sectors throughout Turkey. Some of the successful projects are summarized in Table 4.

In recent years, tendency of SMEs, governmental and non-governmental organizations to prepare EU funded projects have increased day by day. For example, in 2009, nearly 5 000 projects were submitted to CFCU during the call for projects proposals in the following fields: Strengthening Pre-School Education Grant Scheme, Civil Society Dialogue: Istanbul 2010 European Capital of Culture, Increasing School Enrolment Rates Especially for Girls Grant Scheme, Promoting Youth Employment Grant Scheme, Promotion of Life Long Learning (LLL) Grant Scheme, Promoting Women's Employment Grant Scheme, Promoting Registered Employment through Innovative Measures Grant Scheme.

Subjects	Examples
Culture and tourism	Cultural Heritage in South-eastern Anatolia; The power of information
Health and food safety	Minimizing the Bird Flu Threat
Infrastructure and environment	EU project took Turkish ships off the black list; EU support for modern railways
Reform of police and judiciary	EU supports the fight against child labor
Social inclusion and education	EU Support to Basic Education in Turkey; Call... Don't be silent!; Bizimköy (our village) integrates disabled people into society
Socio-economic development	Project that breaks new ground in vocational education and training: SVET; EU loan for small businesses; Quality: key to successful partnership in trade; Regional Development Programmes reduce economic and social disparities

**Table 4:** Some Successful Projects in Turkey

	Total Budget (€)	
Call for Projects in 2009	Strengthening Pre-School Education Grant Scheme	5 270 000
	Civil Society Dialogue: Istanbul 2010 European Capital of Culture	1 578 900
	Black Sea Basin Joint Operational Programme 2007-2013	1 339 401
	Increasing School Enrolment Rates Especially for Girls Grant Scheme	10 000 000
	Promoting Youth Employment Grant Scheme	21 000 000
	Promotion of Life Long Learning (LLL) Grant Scheme	5 000 000
	Promoting Women's Employment Grant Scheme	13 700 000
Call for Projects in 2010	Promoting Registered Employment through Innovative Measures Grant Scheme	11 850 000
	Civil Society Dialogue II: Fisheries and Agriculture Grant Scheme	2 200 000
	Developing Civil Dialogue among NGO's	800 000
	The Civil Society Facility: EU-Turkey Intercultural Dialogue - Culture and Arts Grant Scheme (ICD-CA)	1 447 368
	Empowering Civil Participation at Local Level	200 000
	Voc-Test Centres Grant Scheme	6 000 000
	Civil Society Dialogue-II: Micro Grant Scheme	200 000
	Empowerment of Women and Women NGOs in the Least Developed Regions of Turkey (Southeastern Anatolia, Eastern Black Sea, Eastern Anatolia)	3 000 000
Civil Society Dialogue-II: Culture and Arts	1 800 000	

**Table 5:** Call for Projects in 2009 – 2010

In the first half of the year 2010, CFCU announced call for proposals: Civil Society Dialogue II: Fisheries and Agriculture Grant Scheme, Developing Civil Dialogue among NGO's, The Civil Society Facility: EU-Turkey Intercultural Dialogue - Culture and Arts Grant Scheme (ICD-CA), Empowering Civil Participation at Local Level, Voc-Test Centers Grant Scheme, Civil Society Dialogue-II: Micro Grant Scheme, Empowerment of Women and Women NGOs in the Least Developed Regions of Turkey (Southeastern Anatolia, Eastern Black Sea, Eastern Anatolia), and Civil Society Dialogue-II: Culture and Arts (CFCU 2010).

## Conclusion

For a long time, Turkey has benefited from EU financial assistance under different titles or applications. As from 2007, EU funds are used by candidate and potential countries according to IPA.

Expectations of the EU from Turkey in the context of IPA assistance and results of the implementation of the EU funded projects in Turkey are given in Table 6.

Expectations of the EU from Turkey	Results of the EU funded projects
<ul style="list-style-type: none"> <li>• Support economic, political and social reforms in Turkey</li> <li>• Prepare Turkey for the management and implementation of Structural Funds.</li> </ul>	<p>EU projects were an opportunity for various bodies that did not have enough finance</p> <p>Number of EU funded projects have been increased in Turkey day by day</p> <p>Number of projects carried out interdisciplinary were increased</p> <p>Knowledge transfer among organizations in both EU member countries and Turkey was achieved</p>

**Table 6:** EU Financial Assistance, Expectations, Results of the EU Funded Projects

The interim evaluations of EU pre-accession assistance (Phare 1999-2002) and EU pre-accession support to Turkey (2003-2006) have highlighted a number of lessons that may be drawn for future assistance. The evaluations of assistance to Turkey lead to similar conclusions (STB, 2007):

- Absence of adequate planning documents and sectoral strategies (particularly as concerns economic and social cohesion) resulting in weaknesses in needs analysis;
- Insufficient attention to horizontal public administration reforms in the support for the development of administrative and judicial capacity; and
- Weaknesses in programme management resulting from understaffing and instability of the DIS institutions.

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