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Volume 10, 2008 - [Issue 1](#)

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Pages 93-111 | Published online: 29 Feb 2008

Cite this article <https://doi.org/10.1080/14613190801895888>

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## Turkey's role in the global development assistance community: the case of TIKA (Turkish International Cooperation and Development Agency)

HAKAN FIDAN and RAHMAN NURDUN

### Introduction

Although the world has never been wealthier than its current state, there are more than a billion people, one in five of the world's population, still living in extreme poverty. As the world has become 'a global village' in the last century, the problems of nations are not only their own problems but the problems of the international community. International crime, wars and conflicts, trade in illegal drugs, the spread of diseases like AIDS and thousands of refugees from troubled zones in and around developed and relatively better-off states, attest to that.

To tackle development problems globally, the United Nations developed its own institutions like the United Nations Development Programme (UNDP), International Trade Centre (ITC), etc. in the 1960s. However, these institutions have never been adequate to respond to the needs of underdeveloped and developing nations. As a result of this, national development cooperation agencies were established to help alleviate the burden of the UN institutions. As well as highly developed nations' agencies like the United States Agency for International Development (USAID), Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), Japan International Cooperation Agency (JICA), Canadian International Development Agency (CIDA), Department for International Development (DFID), etc., there emerged new donor countries to this equation in the recent decades as their economic situation began to allow them to help the outside world as well. Turkish International Cooperation and Development Agency (TIKA) is one example of this recent trend.

The emergence of new players in the donor community such as Turkey, India, Korea, Mexico, Russia and China has brought new impetus and opportunities to the global development community. Development assistance is also undergoing a serious transformation in the wake of 9/11; security and conflict resolution issues have become the main issues to be addressed by the top donors like the USA and Japan, although poverty reduction still occupies the central stage. Aid effectiveness, aid coordination and tied aid are becoming more and more focal points of the Development Assistance Committee (DAC) of OECD. In this context, Turkey represents a special case in the sense that on the one hand it is a recipient country, whereas on the other, it is also a donor country.

This paper attempts to analyse accomplishments as well as shortfalls of Turkey's Official Development Assistance (ODA). It starts with an overview of changing trends of development assistance and its future challenges, and then

ISSN 1461-3190 print/ISSN 1469-963X online/08/010093-19 © 2008 Taylor & Francis  
DOI: 10.1080/14613190801895888

## Notes

<sup>1</sup> For further details, see Report of the Commission for Africa, Our Common Interest, March 2005.

The Monterrey Consensus was the outcome of the 2002 Monterrey Conference, the United Nations International Conference on Financing for Development. It was adopted by Heads of State and Government on 22 March 2002. Since its adoption the Monterrey Consensus has become the major reference point for international development cooperation. The document embraces six areas of Financing for Development: (1) mobilizing domestic financial resources for development; (2) mobilizing international resources for development: foreign direct investment and other private flows; (3) international trade as an engine for development; (4) increasing international financial and technical cooperation for development; (5) external debt; (6) addressing systemic issues: enhancing the coherence and consistency of the international monetary, financial and trading systems in support of development. More detailed information is available at: < [http://en.wikipedia.org/wiki/Monterrey\\_Consensus](http://en.wikipedia.org/wiki/Monterrey_Consensus)>.

<sup>3</sup> UN Millennium Development Goals, UN Internet site,  
< <http://www.un.org/millenniumgoals/>>.

<sup>4</sup> Japan's ODA, Annual Report 1999,  
< <http://www.mofa.go.jp/policy/oda/summary/1999/ref1.html>>.

<sup>5</sup> Department for International Development, see < <http://www.dfid.gov.uk/aboutdfid/>>.

<sup>6</sup> < <http://www.usaid.gov.au/publications/pdf/simons/simons.pdf>>.

<sup>7</sup> Masahiro Kawai and Shinji Takagi, 'Japan's official development assistance: recent issues and future directions', *Journal of International Development*, 16, 2004, pp. 259–261.

<sup>8</sup> < <http://www.bized.ac.uk/virtual/dc/aid/theory/th6.htm>>;  
< <http://are.berkeley.edu/courses/EEP151/fall2004/handouts/Handout14-Aid.pdf>>.

<sup>9</sup> Ibid.

<sup>10</sup> Veda Doss, 'Japan's development aid: self-interest or economic partnership', *International Advances in Economic Research*, 2(3), August 1996, pp. 232–243.

<sup>11</sup> Howard White and Simon Feeny, 'An examination of the long-run trends and recent developments in foreign aid', *Journal of Economic Development*, 28(1), June 2003, p. 130.

<sup>12</sup> Ibid.

See Tim Harford, Bitá Hadjimichael and Michael Klein, 'Aid agency competition', Public Policy for the Private Sector, Note No. 277, October 2004, World Bank Group, pp. 2-3.

<sup>14</sup> Howard White and Simon Feeny, 'An examination of the long-run trends and recent developments in foreign aid', Journal of Economic Development, 28(1), June 2003, pp. 113-114; Finn Tarp and Peter Hjertholm, Foreign Aid and Development: Lessons Learnt and Directions for the Future, Routledge, London and New York, 2000, p. 4. According to a study of the World Bank Group, ODA has fallen from 80 per cent of official flows in the 1970s to less than 60 per cent in the late 1990s. See Tim Harford, Bitá Hadjimichael and Michael Klein, 'The supply of aid', Public Policy for the Private Sector, Note No. 276, October 2004, World Bank Group, pp. 2-3.

<sup>15</sup> Figure 1 presents trends in external resource flows to developing countries from the Development Assistance Committee's (DAC's) 22 member countries between 1980 and 2003, expressed as a share of DAC members' total gross national income (GNI).

<sup>16</sup> United Nations Economic Commission for Africa, Capital Flows and Current Account Sustainability in Africa, ESPD/NRP/05/05, December 2005, p. 8, available at: < <http://uneca.org/espd>>.

<sup>17</sup> Howard White and Simon Feeny, 'An examination of the long-run trends and recent developments in foreign aid', Journal of Economic Development, 28(1), June 2003, pp. 113-114.

<sup>18</sup> < <http://are.berkeley.edu/courses/EEP151/fall2004/handouts/Handout14-Aid.pdf>>.

<sup>19</sup> < [http://www.odi.org.uk/speeches/future\\_of\\_aid/meeting\\_report\\_14january04.html](http://www.odi.org.uk/speeches/future_of_aid/meeting_report_14january04.html)>.

<sup>20</sup> See OECD, Promoting Pro-Poor Growth: Key Policy Messages, 2006, available at: < <http://www.oecd.org/dataoecd/33/54/36570936.pdf>>.

<sup>21</sup> < <http://www.aidharmonization.org>>.

<sup>22</sup> < <http://wwwlnweb18.worldbank.org>>.

<sup>23</sup> Nancy Birdsall, Stijin Claessens and Ishac Diwan, 'Policy selectivity forgone: debt and donor behavior in Africa', World Bank Economic Review, 17(3), 2003, p. 409. According to a study of the World Bank Group, 'good policy environment' means a particular combination of low inflation, fiscal rectitude and an open economy, see Tim Harford and

Michael Klein, 'Donor performance', Public Policy for the Private Sector, Note No. 278, October 2004, World Bank Group, p. 2.

<sup>24</sup> < <http://marshallfoundation.org>>.

<sup>25</sup> < <http://www.state.gov/r/pa/ei/bgn/3432.htm>>.

<sup>26</sup> JICA Turkey Office.

<sup>27</sup> GTZ Turkey Office.

<sup>28</sup> VIII. BYKP—2005 Yılı Programı, < <http://ekutup.dpt.gov.tr/program/2005/abil44.html>>.

<sup>29</sup> Ibid.

<sup>30</sup> Sahel countries include Ethiopia, Sudan, Somalia, Mali, Niger and Chad.

<sup>31</sup> To enhance the technical cooperation between and by the private sectors, State Planning Organization published a catalogue under the title of 'Turkey's Technical Cooperation Capacities and Technology Transfer Potentials' in 1995.

<sup>32</sup> Nuri Birtek, Türkiye'nin Dış Yardımları ve Yönetimi, unpublished expert thesis, State Planning Organization of Turkey, September 1996, p. 37.

<sup>33</sup> Türkiye'nin İkili Dış Yardımları (1992–1996), Dış Ekonomik İlişkiler Genel Müdürlüğü, DPT, Mart 1998; Haber Bülteni, 21 March 2000–29 April 2004, T. C. Başbakanlık Devlet İstatistik Enstitüsü.

<sup>34</sup> Report of Strategy Development and Planning Team of TİKA.

<sup>35</sup> According to OECD DAC Guidelines, aid delivered to Category II countries are not counted as ODA.

<sup>36</sup> Orhan Güvenen, 'Turkey's medium and long-term strategic objectives: TR 2007/15–TR 2017/9', Perceptions (Journal of International Affairs), IV(4), December 1999–February 2000, p. 8.

<sup>37</sup> For a detailed definition for 'technical assistance', see Heather Baser, 'Technical assistance and institutional development', presentation to DAC/TİKA Workshop on Principles for Effective External Assistance to the New Eurasian States, Canadian International Development Agency (CIDA), 17 January 1994; Elliot J. Berg, Rethinking

Technical Cooperation—Reforms for Capacity Building in Africa, 1993, United Nations Development Programme, New York, 1993, pp. 44–46.

<sup>38</sup> For detailed elaboration on capacity development, see Carlos Lopes and Thomas Theisohn, *Ownership, Leadership and Transformation: Can We Do Better for Capacity Development?*, UNDP, Earthscan, 2003, pp. 22–28.

<sup>39</sup> Öner Kabasakal, 'Türk Cumhuriyetlerinin Ekonomik Kalkınmalarında TİKA'nın Rolü', *Dış Ticaret Dergisi*, Special Issue, January 2002, pp. 12–18.

<sup>40</sup> < <http://www.tika.gov.tr>>.

<sup>41</sup> Annual Report of the OECD Istanbul Private Sector Development Centre prepared by the Executive Board.

<sup>42</sup> This expression means the project has a volume of offering 1442 men one-day consulting services.

<sup>43</sup> TİKA 2004 Yılı Faaliyet Raporu, < <http://www.tika.gov.tr>>.

<sup>44</sup> Turcology Project refers to sending Turkish teachers to partner countries which have a shortage of Turkish language teaching as well as materials.

<sup>45</sup> TİKA 2004 Yılı Faaliyet Raporu, < <http://www.tika.gov.tr>>.

<sup>46</sup> See, Elliot J. Berg, *Rethinking Technical Cooperation—Reforms for Capacity Building in Africa*, 1993, United Nations Development Programme, New York, 1993, foreword.

<sup>47</sup> Ibid.

<sup>48</sup> Ibid.

<sup>49</sup> Ahto Lobjakas, 'Georgia: donors conference wins \$1 billion in pledges', < <http://www.rferl.org/featuresarticle/2004/06/eb7a45a1-d269-4f10-b4c5-22bedac732e2.html?napage=1>>.

<sup>50</sup> < <http://www.seerecon.org/georgia>>.

<sup>51</sup> Official letters of the OSCE to the governments of the UK and Estonia, dated 19 September and 10 November 2006.

<sup>52</sup> < <http://www.byegm.gov.tr/YAYINLARIMIZ/AyinTarihi/2001/mayis2001.htm>>.

<sup>53</sup>



Mustafa Yılmaz, 'An assessment of Turkey's activities towards the Turkish world', Eurasian Studies, Issue 22, Spring 2002, pp. 165-192.

<sup>54</sup> For success stories of USAID and its budget for Central Asian countries see < [http://www.usaid.gov/locations/europe\\_eurasia/car/successarchive/index.html](http://www.usaid.gov/locations/europe_eurasia/car/successarchive/index.html)>; for achievements of DFID in Central Asian countries, see < <http://www.dfid.gov.uk/countries/allcountries.asp?view = region>>; for GTZ's activities in Central Asia and Caucasus, see < <http://www.gtz.de/en/weltweit/europa-kaukasus-zentralasien/kasachstan/4216.htm>>; for UNDP activities in Europe and CIS, see < <http://www.undp.org/europe/>>; for the assistance to Central Asia, see < <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/0,,pagePK:180619~theSitePK:136917,00.html>>; for EBRD's aid to Central Asia region see < <http://www.ebrd.org/country/index.htm>>.

<sup>55</sup> < <http://www.usaid.gov/policy/budget/cbj2006/ee/kz.html>>; < <http://www.dfid.gov.uk/countries/asia/Kazakhstan.asp>>.

<sup>56</sup> TİKA 2004 Yılı Faaliyet Raporu, < <http://www.tika.gov.tr>>.

<sup>57</sup> < <http://www.mofa.go.jp/policy/oda/mid-term/1999/methods.html>>.

<sup>58</sup> For further elaboration on the importance of aid coordination, see OECD DAC Report 1985: Twenty-Five Years of Development Cooperation—A Review, OECD, Paris, 1985, pp. 195-197.

<sup>59</sup> For an account of the principle of aid harmonization, see DAC Guidelines and Reference Series, Managing Aid: Practices of DAC Member Countries, OECD, 2005, p. 17.

<sup>60</sup> DAC Guidelines and Reference Series, Harmonizing Donor Practices for Effective Aid Delivery, pp. 17-27; The DAC Journal, Development Cooperation 2003 Report, Vol. 5, No. 1; The DAC Journal, Vol. 4, No.3.

<sup>61</sup> < <http://www.undp.crimea.ua/eng/>>.

<sup>62</sup> < <http://www.seerecon.org/georgia/index.html>>.

<sup>63</sup> 2005 Development Co-operation Report, OECD DCD/DAC(2005)59/REV1, pp. 93-94; The DAC Journal Development Co-operation Report 2004 (2005, Vol. 6, No. 1).

As Turkey is paying back loans of the IMF, which are not counted as ODA, Turkey can be considered as a net donor within this context.

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