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Sida Decentralised Evaluation

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Evaluation of the “UN Joint Programme on Promoting Gender Equality at Local Level (Women Friendly Cities)” and “Women Friendly Cities Small Grants Programme”

Final Report

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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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Table of contents

Abbreviations and Acronyms	3
Preface.....	5
Executive Summary.....	6
1 Introduction.....	8
1.1 Purpose of evaluation.....	8
1.2 Evaluation criteria.....	8
1.3 Evaluation methodology	9
2 Object of evaluation and context	11
2.1 Object of evaluation.....	11
2.2 Context.....	13
2.3 Theory of change.....	15
3 Findings.....	19
3.1 Progress toward intended results	19
3.2 Efficiency.....	38
3.3 Relevance	40
3.4 Sustainability	42
4 Conclusions and Lessons Learned	48
4.1 Changes achieved in phase two.....	48
4.2 Effectiveness of implementation and management methods.....	50
4.3 Sustainability	52
4.4 The Theory of Change.....	53
5 Recommendations.....	56
5.1 WFC Programme.....	56
5.2 Embassy of Sweden.....	59
Annex 1 - Terms of Reference	60
Annex 2 – Inception report.....	68
Annex 3 - Interview Guides	85
Annex 4 - List of Documents Reviewed	94
Annex 5 - List of Individuals Interviewed.....	100
Annex 6 – Local equality mechanisms	104
Annex 7 – Programme stakeholders	104
Annex 8 – Local equality mechanisms in four cities	104
Annex 9 - Planned Budget compared to Expenditures 2011 – 2013.....	108

Abbreviations and Acronyms

AREM	Ministry of Interior Research and Studies Centre
CEDAW	Convention on Elimination of All Forms of Discrimination Against Women
CoE	Council of Europe
CSOs	Civil Society Organizations
EU	European Union
GDLA	Department of Local Authorities
GEM	Gender Empowerment Measurement
GII	Gender Inequality Index
GSBT	Gender-sensitive Budget Training and Workshop
ICPD	International Conference on Population and Development Programme
ILO	International Labour Organization
IOM	International Organization for Migration
JP	Joint Programme
KA- DER Ankara	Association for Supporting and Training Women Candidates
KIHEP	Human Rights for Women Programme
KSEP	Women's Health Education Programme
KSGM	General Directorate of Women's Status
LAR	Local Administration Reform
LC	Local Coordinator
LEAPs	Local Equality Action Plans
LEAPCOMs	Local Equality Action Plan Coordination/Supervision Committees
MDG	Millennium Development Goals
MoFA	Ministry of Foreign Affairs
Mol	Ministry of Interior
MoU	Memorandum of Understanding
NGOs	Non-governmental Organisations
PCMT	Project Cycle Management Training
PM	Project Manager
PMC	Programme Management Committee
RC	The UN Resident Coordinator
Sabancı Foundation	Haci Omer Sabancı Foundation
Sida	Swedish International Development Cooperation Agency

ABBREVIATIONS AND ACRONYMS

SEK	Swedish Krona
SGP	Small Grant Programme
TAPV	Turkish Family Planning Foundation
TEPAV	Economic Policy Research Foundation of Turkey
TL	Turkish Lira
TOKİ	Housing Estates Administration
TOT	Training of trainers
TÜİK	Turkish Statistics Institute
UNDP	United Nations Development Programme
UNDP CPD	UNDP's Country Programme Document
UNDCS	UN Development Cooperation Strategy
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commission for Refugees
UNJP	United Nations Joint Programme
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USD	United States dollar
VAW	Violence against women
WFC	Women Friendly Cities
WRCC	Women's Rights Coordination Council

Preface

This evaluation of the “UN Joint Programme on Promoting Gender Equality at Local Level (Women Friendly Cities)” and “Women Friendly Cities Small Grants Programme” was commissioned by the Embassy of Sweden in Turkey, through Sida’s framework agreement for reviews and evaluations.

Indevelop (www.indevelop.se) undertook the evaluation from November 2014 – March 2015. Field work was carried out in Turkey during December 2014.

The independent evaluation team included Kimberly Inksater (Team Leader), Anamaria Golemac Powell and Zeynep Baser. At Indevelop, Ian Christoplos provided Quality Assurance while Jessica Rothman was the Project Manager with overall responsibility for managing the implementation of the evaluation process.

This report was circulated in draft form to the Embassy of Sweden in Turkey and UNFPA and their comments have been addressed in this final report.

Executive Summary

Introduction

An independent evaluation of the “UN Joint Programme on Promoting Gender Equality at Local Level (Women Friendly Cities or WFC)” and “Women Friendly Cities Small Grants Programme” (SGP) was conducted between November 2014 and January 2015. The Women Friendly Cities (WFC) Programme is a joint initiative by the United Nations Population Fund (UNFPA) and the United Nations Development Programme (UNDP) in Turkey and its second phase covered the period between January 2011 and April 2015.¹ The evaluation covers the period of April 2011 to December 2014.

The evaluation team collected information between December 1, 2014 and January 2, 2015 using the following data collection techniques: document review and analysis, semi-structured interview guides; collective reflection with the programme management team; group interviews with Local Coordinators (LCs) from the 12 participating WFC cities; and group interviews with women’s non-governmental organizations (NGOs, some of whom were grant recipients). Four cities were selected to provide an evaluation sample.

Programme Overview

The overall objective of the WFC is to promote “an enabling environment for women-friendly communities by means of mainstreaming gender into the planning process of local authorities through local dialogue with women NGOs, grassroots organizations and governmental institutions at the national and local levels.” The specific objectives are to:

- Improve the capacity of local authorities (governorates and municipalities) and Ministry of Interior (MoI) on mainstreaming gender equality into their planning processes.
- Develop capacity in women’s civil society organizations (CSOs) to advocate gender equality.
- Promote mutual collaboration between the local women’s CSOs, grassroots organizations and local authorities.

The outcome for phase two was: Individual and Institutional Capacity for mainstreaming gender equality into the planning processes enhanced at local and national level. The six outputs to be assessed by the evaluation team are:

¹ The Standard Administrative Arrangement was signed on December 6, 2010 and states that the initiative commences January 1, 2011. The evaluators were told the project document was signed in April 2011 and the inception period commenced at that time. The Inception Report is dated May, 2011.

- i. **Output 1:** Results achieved in the six pilot cities of the first phase scaled up through community based/neighbourhood management system (referred to as the neighbourhood mobilisation model in programme reports).
- ii. **Output 2:** Local administrations and women's NGOs in programme cities build productive dialogue to identify the ways of improving the quality of women's lives.
- iii. **Output 3:** Individual and institutional capacities of the national and local administrations enhanced to mainstream gender in designing and providing local services.
- iv. **Output 4:** Policy recommendations based on the mapping of the existing relevant legislative framework prepared and submitted to the central authorities.
- v. **Output 5:** Capacity of the civil society organizations functioning in Programme cities strengthened to better advocate gender equality.
- vi. **Output 6:** Implementation of Local Equality Action Plans (LEAPs) facilitated via strengthened Women's NGOs and Local Authority partnerships.

The sixth output was added when the Small Grants Programme (SGP) was activated in 2013 with Swedish financial support. The SGP results framework identifies two outputs/objectives:

- i) Increased capacity of NGOs and Local Administrations on Project Management Cycle, and
- ii) LEAPs ownership increased and dialogue between Local Administrations and NGOs strengthened.

The WFC programme is implemented with local stakeholders from provincial governorates and municipal governments through the work of LCs. The LCs support the preparation of LEAPs and the establishment of Local Equality Mechanisms (LEMs). These mechanisms include a provincial Women's Rights Coordination Council (WRCC), an Equality Unit at the provincial governorate, an Equality Commission (within a municipal council structure² or within a Special Provincial Administration structure) and an Equality Unit within municipal administrations. Training workshops for local stakeholders have also been organized at local, regional or national levels.

Context

In 1999, Turkey became a "candidate" country for European Union (EU) accession and formal negotiations on EU membership began in 2005. These negotiations have been accompanied by democratic and economic reform processes, including decentralisation efforts.

In terms of human rights, Turkey has ratified major international human rights conventions, including the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW). Despite the fact that the Constitution was reviewed from

² Equality Commissions may be established within councils of Metropolitan Municipalities, Provincial capital municipalities, district municipalities or Special Assemblies in provinces without a metropolitan municipality.

a gender and human rights perspective in 2010, there is an overall lack of progress toward gender equality in practice. Recent public statements by the President and other high ranking government officials that women and men cannot be equal sparked controversy among women's NGOs and may inhibit public support for gender equality initiatives among public officials aligned with the ruling party.

The evaluation team heard of the same challenges facing women as those cited in various reports by international organisations: early or forced marriages, honour killings and gender-based violence, low political participation and low levels of economic participation despite some improvements since 2008. The lack of sex-disaggregated data, including statistics on gender based crimes, was mentioned by women's NGOs and government authorities. Additionally, the local contexts observed by the evaluation team confirmed the predominance of traditional stereotypical and even misogynistic attitudes towards women.

Summary of Findings

1. **Main finding on neighbourhood mobilisation:** The neighbourhood mobilisation “model” resulted in neighbourhood women (in some of the selected neighbourhoods) being able to advocate successfully for some concrete changes in their communities after their engagement with municipal officials. Some municipal and provincial directorate representatives have also integrated neighbourhood surveys in planning activities based on an understanding that needs assessments are essential to design relevant local services. It is not clear if the neighbourhood mobilisation approach will be adjusted based on lessons learned from the selected neighbourhoods and fully integrated in the WFC model in phase three. The engagement of men in grassroots empowerment and community mobilisation activities and the identified need for civil society partners to support women's empowerment through sustained presence and capacity building are important considerations for future application of the neighbourhood mobilisation approach.
2. **Main finding regarding the process to develop and implement LEAPs:** The LEAP process and the WRCC provide a vehicle to build capacity, promote evidence-based decision-making and increase collaboration among government agencies and between government officials and women's NGOs. LEAPs and their narrative strategic plans support the implementation of existing and new governmental initiatives and services from a gender equality perspective. The limitations of LEAPs include: a lack of prioritisation, initiatives are not budgeted, instances of traditional rather than transformative services for women, and the absence of technical training on how to design and deliver programs and services that advance gender equality. Monitoring and accountability processes are pending completion.
3. **Main finding on individual and institutional capacities of local and national stakeholders:** The WFC programme has raised awareness and understanding related to gender equality among government officials and supported the establishment of mechanisms in provincial governorates and municipal governments. The functioning of local equality mechanisms is affected by lack of legal recognition (in provincial governorates) or lack of full time

equality representatives at the municipal level, and change in personnel due to rotation and the electoral cycle.

4. **Main finding on legislative reform:** While the programme produced analysis of laws and submitted general recommendations to principle national stakeholders, the legislative amendments that occurred during phase two, and perhaps the absence of a detailed legislative reform plan, limited the achievements as compared to the planned results. Still, several of the recommendations have been accepted by the Ministry of Interior and the Directorate General of Women's Status, both of which have confirmed measures to support institutionalization of LEMs.
5. **Main finding regarding strengthened capacity of women's NGOs to advocate for gender equality:** During phase two there was not an explicit plan within output 5 activities to provide training and support to women's NGOs to improve their capacity to advocate for gender equality. Still, the evaluation confirmed that the WFC programme has had positive effects on some women's NGOs capacity to advocate for gender equality due to their engagement with the WRCC (outputs 2 and 3) or the small grant mechanism (output 6). Activities to increase the visibility of the WFC model among government and non-governmental stakeholders are important to promote replication of the WFC model in other cities but are not consistent with the result statement in output 5.
6. **Main finding regarding grantee projects' contribution to LEAPs:** The SGP supports the thematic priorities identified in LEAPs. But the projects, due to their size and duration, may not significantly advance specific LEAP expected results. The projects have the effect of strengthening the grantee NGO itself, especially in relation to project development and management skills.
7. **Main finding regarding unintended results:** The positive unplanned results related to gender responsive budgeting and the replication of local equality mechanisms in non-pilot cities demonstrate the importance of the programme's identification of opportunities to collaborate with initiatives that are consistent with WFC objectives. The negative unintended effects of programme activities, especially in output 1 (neighbourhood mobilisation) related to men's discriminatory attitudes and obstacles to women's participation. This demonstrates the complexity of undertaking gender equality and women's empowerment initiatives in the local context and the importance of engaging men in gender equality initiatives.
8. **Main finding related to factors contributing to the changes identified:** The support of the WFC Programme to the changes is significant. There are initiatives that promote similar or complementary objectives to WFC Programme and while the programme has engaged directly with UN Women to optimize that agency's activities in gender responsive budgeting, it has not yet arranged joint activities with other initiatives identified by local stakeholders.

9. **Main finding regarding coherence between planned results, changes achieved and specific objectives:** The evaluation found that the planned results and activities and the actual changes achieved did not respond fully to the specific objectives for phase two. This was due to some inconsistencies in the design of phase two.
10. **Main finding regarding factors that have promoted and limited progress toward results:** The positive and negative factors that affected the project demonstrate the importance of developing strategic implementation approaches that: engage men who are reluctant to support gender equality; customize key aspects of the WFC theory of change for municipal governments as distinct political entities; and design activities, including technical support, specifically to produce intended changes in the local context and among local stakeholders.
11. **Main finding related to measurement and reporting of changes:** The progress toward results is not measured against indicators and targets and shared in annual reports. A weak application of results-based management in planning, monitoring, and evaluation tools affects the programme's ability to track and report the changes, risks and challenges in all 12 cities annually.
12. **Main finding on adequacy of budget allocation compared to intended results:** The budget allocated to key aspects of the Theory of Change (outputs 2, 3 and 5) was not sufficient to fully achieve planned changes in 12 pilot cities. Likewise, the budget for legislative reform and capacity building with women's NGOs was low compared to the intended results. However, even with limited funds, the most important changes in phase two were achieved in outputs 2 and 3 (LEAPs and LEMs) which correspond to the areas where LCs dedicated the most significant level of effort.
13. **Main finding on consistency with partners' priorities:** The WFC programme is consistent with the priorities of its central government and municipal partners, women's NGOs, internally in UNFPA, internally with the UN country framework, Swedish priorities and the EU recommendations within the accession process. Potential partners who are not actively engaged in WFC at present, such as the European Commission and the Union of Municipalities, have consistent priorities.
14. **Main finding on assessment and response to context:** The complexity of the WFC programme requires regular assessment and response to the political context at the local and central levels. WFC programme personnel monitor the local and national contexts and risks regularly without using a standardized tool or process to document the risks and the responses applied on an annual basis.
15. **Main finding related to local ownership:** Central, provincial and municipal ownership of the WFC programme 'model' remains weak with regard to decision-making in programme management, leadership of LEMs, and budget allocation for equality-focussed human resources. This appears to be due to

three factors: lack of minimum standards or concrete expectations for leadership and financial resources for LEAPs and LEMs and lack of participation in WFC programme decision-making (planning, implementation, monitoring and evaluation of the programme itself) by central and local stakeholders. Most local stakeholders interviewed continue to rely heavily on the LC and programme management to lead processes.

- 16. Main finding related to financial sustainability:** On the financial commitments to implement priorities identified in LEAPs, the evaluation revealed that municipalities have greater ability to allocate funds due their political autonomy and strategic planning processes. The LEMs in municipal governments demonstrate a higher potential for sustainability due to the ability of the municipal council to allocate financial and human resources to Equality Units. The WFC programme has not yet prepared guidelines for central, provincial and municipals stakeholders regarding financial aspects of a WFC.
- 17. Main finding related to the sustainability of technical knowledge and skills:** The WFC programme has contributed to introductory knowledge and skills in evidence-based and gender sensitive planning; however advanced technical skills (in gender responsive budgeting, women friendly service design and delivery, NGO monitoring of government commitments) training has not been developed by national and local training institutions who could continue to implement and support local stakeholders after the end of phase three.
- 18. Finding on institutional sustainability:** Formal decisions in circulars (directives) provide recognition of some of the LEMs and some institutional practices designed and implemented by local stakeholders for annual reflection and planning purposes will also help sustain gender mainstreaming in planning and services. Municipalities are uniquely placed to make decisions in municipal council to sustain gender sensitive and participatory planning.
- 19. Finding on legal/political sustainability:** During phase two the WFC programme advanced in a preliminary manner with legal and political sustainability by sharing policy recommendations with key national stakeholders such as the Ministry of Interior, the Parliamentary Equality Commission, and the Directorate General of Women's Status. This latter central agency included initiatives and responsibilities in the next National Action Plan on Gender Equality. Significant work on legal and political sustainability is still required, and is planned in phase three.

Major Conclusions

Significant progress: The advances achieved in 12 cities were significant given the complexity of the environment. As mentioned, the context is characterised by ongoing decentralisation reforms and lack of political support for gender equality among high ranking national officials despite formal commitments to advance the rights of women and gender equality. The evaluation confirmed that positive changes were

achieved in key dimensions of the theory of change defined by the programme management team. Specifically, advances were made in relation to the design and implementation of local equality action plans, local equality mechanisms and support to women's NGOs through the small grant mechanism.

Changes limited due to a complex environment and design and resource limitations: The complex national and local context and limited resources and time for activities in some output areas resulted in lower levels of change than what was originally contemplated in the programme design. This occurred in relation to the neighbourhood mobilisation model, legislative reform and women's NGOs capacity to advocate for gender equality.

Change in perspectives and basic skills among individuals is important but political support and technical skills will deepen changes achieved to date: The LEAP dialogue process, basic gender equality training and small grants projects were important activities that positively influenced individuals (male and female) with regard to government-civil society collaboration, participatory strategic planning and the importance of gender sensitive service provision. New awareness of the importance of evidence-based strategic planning through sex-disaggregated data collection and needs assessment was confirmed. The evaluation also confirmed preliminary examples of the delivery of gender sensitive municipal services, such as alternative transportation and parks and facilities design in phase one cities. Technical skills training in gender responsive services in health, education, labour/employment, social, and/or will ensure services support the ultimate outcome in the theory of change. Improved awareness and political commitment will also allow for the design of transformative services rather than initiatives that may reinforce traditional gender roles.

Factors that deepen and multiply the changes achieved: The visibility activities planned within output 5 were not targeted for the intended change in that result statement but they resulted in the dissemination of the results of the WFC programme and increased awareness of the WFC model. The increased public awareness of the programme itself, complementary development initiatives implemented in WFC pilot cities as well as other cities by other UN agencies, the European Union, and municipal associations strengthened some changes and generated new requests for support from additional cities.

Actual and potential partnerships to advance WFC: The WFC programme identified some new partners and opportunities to provide additional support in pilot cities that had not been contemplated in the design or inception phase. Examples of this include the involvement of NGOs in the neighbourhood mobilisation field work, delivery of gender responsive budgeting workshops, and the engagement of regional development agencies to support assessment mapping processes by gathering gender-sensitive socio-economic data. The WFC results may be enhanced or replicated by strengthening collaboration with other agencies responsible for initiatives related to local governance and/or gender equality.

Participatory governance requires social demand among rights holders: Civil society organisations, particularly rights-oriented NGOs, must be sufficiently strong to demand the conformation of participatory mechanisms such as Citizens' Assemblies and Women's Assemblies. They also require technical skills to engage constructively

with government and elected officials in negotiations, planning and monitoring processes. The limited sustainability of networks of neighbourhood women and with regard to the capacity of women's NGOs to advocate for gender equality affect the progress on the change pathway.

Full design and testing of a WFC “model” will require increased resources and more involvement by existing and new stakeholders: The major elements of the WFC programme have been developed and tested in 12 cities but all elements of the “model” of WFC approach have not been fully designed and tested. To ensure full design, replication, testing and sustainability of the WFC approach more financial and human resources need to be harnessed in the third and final phase. Specifically, the involvement of national, regional, provincial and local stakeholders and complementary initiatives WFC initiatives led by other stakeholders would enhance the development and sustainability of a complete WFC model in Turkey.

Main Recommendations

1. Revise the theory of change of the WFC model in order to clarify all steps in the change pathway or pathways regardless of whether the steps can be achieved by the UNJP or UNFPA in phase three. A pathway for provincial governorates and a pathway for municipal governments will likely involve distinct steps and will assist the programme to identify indicators for each intended change and the assumptions or conditions necessary for the change to occur. Mapping out the complete theory of change will help the WFC programme stakeholders to prepare a sustainability strategy and identify potential partners who can assume responsibility for specific steps on the change pathway.
2. Develop distinct implementation methods to ensure the requisite political commitments and technical capacities are achieved among the different types of local stakeholders. The methods should ensure the key steps in the change pathway (equality mechanisms, mapping/assessment based on data, participatory strategic planning, gender responsive budgeting and the design and delivery of transformative gender sensitive services for men and women, and monitoring and accountability skills for duty bearers and rights holders) are implemented and sustained
3. Develop a network of partnerships to ensure WFC sustainability beyond the life of the WFC programme under UN stewardship.
4. Adopt management approaches and tools that facilitate context and risk analysis, precise design and measurement of changes, local ownership and the sustainability of the WFC model.

1 Introduction

1.1 PURPOSE OF EVALUATION

The Terms of Reference (TOR) for this evaluation, reproduced in Annex 1, call for an independent evaluation of the “UN Joint Programme on Promoting Gender Equality at Local Level (Women Friendly Cities)” and “Women Friendly Cities Small Grants Programme.” The Women Friendly Cities (WFC) Programme is a joint initiative by the United Nations Population Fund (UNFPA) and the United Nations Development Programme (UNDP) in Turkey and the evaluation corresponds to the implementation of the second phase of the programme. While phase two of the programme was implemented between January 2011³ and December 2014 with a no cost extension until April 2015, the evaluation considered the activities implemented from April 2011 until December 2014.

The evaluation report provides analysis and recommendations to facilitate decision-making regarding Swedish support to a UNJP proposal for a third and final phase. Specifically, the TOR state that “the results of the evaluation will be referenced in order to justify, structure, manage and monitor a possible next phase of the ‘Women Friendly Cities’-cooperation with UNFPA.”

The UNFPA, in initial meetings, stated that their expectations were to verify that the Women Friendly Cities programme is: i) contributing to UN country outcomes; ii) responding to national priorities; and iii) appropriate to the Turkish context. The agency also expects the evaluation recommendations to be useful for the implementation of the third and final phase of the programme.

1.2 EVALUATION CRITERIA

The TOR required the evaluation team to assess the Effectiveness, Sustainability and Impact of the UNJP during its implementation from 2011-2014. Additionally, the evaluators recommended adding the Relevance criterion in the Inception Report. The approved Inception Report included an Evaluation Matrix to guide the evaluation process. The matrix incorporated the majority of the questions from the TOR and additional questions that were prepared by the evaluation team after initial discussions with representatives of the Embassy of Sweden in Ankara and the programme management team at UNFPA.

³ The agreement between Sida and the lead UN agency, UNFPA, was signed on December 6, 2010.

For the purpose of fluidity and logical reporting, the evaluation team has subsumed the questions from the Impact and Effectiveness sections of the evaluation matrix into one section on Progress Toward Results in the Findings Chapter. Also, a question in the TOR under Effectiveness has been presented under Efficiency given that it queries the adequacy of budget allocation. The assessment of budget in comparison to expected and actual results is generally addressed within Efficiency.⁴

1.3 EVALUATION METHODOLOGY

The evaluation team presented the methodology in the Inception Report (reproduced in Annex 2). During the inception phase, the evaluators came to agreement with the programme management team regarding the selection of four WFC pilot cities as the sample for data collection purposes. Two cities that have been involved with the WFC programme since phase one were selected (Trabzon and Izmir) and two cities that commenced in phase two (Mardin and Gaziantep) were selected. The selection also included a diversity of geographic, economic, political and socio-cultural characteristics among the cities to ensure the sample was representative. Ease of travel was also considered given that the evaluation team had a short amount of time to conduct interviews in Ankara and three cities together within a 10 day period. Later in December 2014 the national evaluator conducted interviews in Izmir.

The team used the following data collection techniques: document review and analysis, semi-structured interview guides; collective reflection with the programme management team; a group interview with Local Coordinators from the pilot cities; and group interviews with women's non-governmental organisations (NGOs).

The interview protocol contained in the Inception Report were tested and adjusted in Trabzon, the first pilot city visited. The final interview guides used by the evaluation team are in Annex 3. The findings in chapter three of this report are based on data gathered from the following sources:

- Over 100 documents, including WFC programme documents and external publications, were reviewed and summarised by the evaluators. The list of documents reviewed can be found in Annex 4.
- Individual and group interviews were undertaken with 82 individuals in Ankara, Trabzon, Mardin, Gaziantep, and Izmir. The list of individuals interviewed is in Annex 5.

The following limitations were identified during the evaluation process:

- There was limited time for data collection in the field as compared to the complexity of the programme and the number of pilot cities. The selection of 4 sample

⁴ Efficiency is defined by the OECD-DAC as: "A measure of how economically resources are converted to results."

cities (two cities that commenced in phase one and 2 cities that commenced in phase two) was appropriate although time for fulsome interviews was limited. Where the evaluation team had further questions the national evaluator conducted additional interviews by telephone.

- The evaluation team did not include an expert on decentralised government in Turkey. This limitation led to confusion regarding how the Local Equality Mechanisms promoted by the WFC programme related to the legal mandates of the central and municipal orders of government. The decentralisation reform and current legal framework for provincial directorates and governorates, Metropolitan Municipalities and other Municipalities is complex and the team did not find a succinct description of the legal framework in WFC programme documents. The use of “local authorities”⁵ and women friendly “cities” to refer to provincial level representatives of central government structures as well as municipal government authorities led to confusion about the status of local equality mechanisms (LEMs), especially during interviews in the first pilot city visited (Trabzon). This is due to Turkey-specific definitions attributed to “local authorities” that are not used in other countries. To mitigate this limitation the evaluation team spent significant time before, during and after the field mission researching Turkish laws and studies related to municipal government and decentralisation reforms in an effort to understand the jurisdictional responsibilities of the different stakeholders. In retrospect it would have been helpful to arrange an orientation meeting with a decentralisation or municipal government expert at the outset of the field mission. Alternatively, a national consultant specialized in local democratic governance could have been engaged to provide this orientation.
- The evaluation team is confident that the limitations were overcome and that sufficient data was collected to draw valid conclusions and generate practical recommendations.

⁵ The evaluation report will refer to provincial governorates and municipal government. To clarify: provincial governorates carry out central government functions and officials engaged in the WFC programme are appointed by the Ministry of Interior (as are the Deputy Governors) or represent provincial level directorates of national ministries or agencies, such as health, education, family and social policy, etc. Municipal government authorities are elected through popular vote and as mentioned in the context section, have autonomous functions and duties prescribed by law, including citizen participation in municipal governance mechanisms.

2 Object of evaluation and context

2.1 OBJECT OF EVALUATION

As mentioned above, the object of the evaluation is the second phase of the United Nations (UN) « Joint Programme on Promoting Gender Equality at the Local Level » (UNJP) also known as the Women Friendly Cities (WFC) programme implemented by UNPFA as lead agency in partnership with the United Nations Development Programme (UNDP). The first phase was not supported by Sweden, while Sweden has been the sole cooperation agency supporting the second phase. The second phase commenced in January 2011 and will end in April 2015.⁶

The evaluation covers the main programme and the Small Grants Programme (SGP). The evaluation team understands that the SGP is a modality that is designed to reinforce the implementation of the Local Equality Action Plans (LEAPs) which are developed within the framework of the main WFC programme. The two programmes have different contribution agreements but will be evaluated together as integral components of the WFC implementation approach.⁷

The overall objective of the WFC is to promote “an enabling environment for women-friendly communities by means of mainstreaming gender into the planning process of local authorities through local dialogue with women NGOs, grassroots organisations and governmental institutions at the national and local levels.”⁸ The specific objectives are to:

- Improve the capacity of local authorities (governorates and municipalities) and Ministry of Interior (MoI) on mainstreaming gender equality into their planning processes.
- Develop capacity in women’s civil society organisations (CSOs) to advocate gender equality.
- Promote mutual collaboration between the local women’s CSOs, grassroots organisations and local authorities.⁹

⁶ The Joint Programme was initially slated to end in December, 2013; however two amendments were signed to extend the programme, first to 31 December 2014 (with additional budget) and a no-cost extension to 30 April 2015.

⁷ The budget allocated to the main programme was 2.1 Million USD (17,175,000 SEK) while the SGP received a budget of approximately 525,000 USD (4,258,514 SEK).

⁸ Author unknown, Project Summary, p 1.

⁹ UNPFA, Women Friendly Cities Programme Summary (2014), p. 1. These same specific objectives are referred to as “Purpose” in the Project Summary, p. 1.

Results statements were adjusted in 2011 and these intended results were the subject of the evaluation.

The first annual progress report in 2011 identifies one outcome: Individual and institutional capacity for mainstreaming gender equality into the planning processes enhanced at local and national level. The six outputs to be assessed by the evaluation team are the same reported on in the UNJP annual progress reports:

- i. **Output 1:** Results achieved in the six pilot cities of the first phase scaled up through community based/neighbourhood management system (referred to as the neighbourhood mobilisation model in programme reports).
- ii. **Output 2:** Local administrations and women's NGOs in programme cities build productive dialogue to identify the ways of improving the quality of women's lives.
- iii. **Output 3:** Individual and institutional capacities of the national and local administrations enhanced to mainstream gender in designing and providing local services. (Local Equality Mechanisms – LEMs).
- iv. **Output 4:** Policy recommendations based on the mapping of the existing relevant legislative framework prepared and submitted to the central authorities.
- v. **Output 5:** Capacity of the civil society organisations functioning in Programme cities strengthened to better advocate gender equality.
- vi. **Output 6:** Implementation of Local Equality Action Plans (LEAPs) facilitated via strengthened Women's NGOs and Local Authority partnerships.

The sixth output was added when the Small Grants Programme (SGP) was activated in 2013 with Swedish financial support.¹⁰ The SGP results framework identifies two outputs/objectives:

- iii) Increased capacity of NGOs and Local Administrations on Project Management Cycle, and
- iv) LEAPs ownership increased and dialogue between Local Administrations and NGOs strengthened.

Additional information on the LEMs can be found in Annex 6.

The WFC programme is implemented with local stakeholders from provincial governorates and municipal governments through the work of Local Coordinators. The Local Coordinators support the preparation of LEAPs and the establishment of LEMs. These mechanisms include a provincial Women's Rights Coordination Council (WRCC), an Equality Office at the provincial governorate, an Equality Commission

¹⁰ This mechanism was also used in the first phase of the programme (Sweden was not a donor in that phase). As in the first phase, the SGP in the second phase was to have been supported by the Sabanci Foundation. The foundation decided to support a "separate, more specialized and vertical project" (see UNJP Women Friendly Cities Small Grants Programme, July 2012, p. 2).

(within the municipal council structure or in the Special Assemblies of Special Provincial Administrations in provinces without a Metropolitan Municipality),¹¹ and an Equality Office within municipal administrations. Training workshops for local stakeholders have also been organized at local, regional or national levels. The WFC programme stakeholders from central government, provincial governorates, municipalities, and women's NGOs are described in Annex 7.

2.2 CONTEXT

In 1999, Turkey became a “candidate” country for European Union (EU) accession and formal negotiations on EU membership began in 2005. These negotiations have been accompanied by democratic and economic reform processes, including decentralisation efforts.

The European Commission's Progress Report on Turkey for 2014 highlights a number of significant steps taken by Turkey over the past 12 months towards fulfilling political, economic and social criteria, most significantly: the adoption of law implementing a democratisation package and the Action Plan for the Prevention of Violations of the European Convention on Human Rights, the signature and the entry into force of the EU-Turkey Readmission Agreement and the simultaneous launch of the visa dialogue, as well as the continuation of the process aiming to settle the Kurdish issue.¹²

At the same time, the report emphasises a number of concerns which relate to, among others, the adoption of the legislation undermining the independence of the judiciary, massive reassignments and dismissal of judges and prosecutors and even detention of a high number of police officers, as well as blanket bans imposed on social media. The tendency to pass laws and make decisions, including those related to fundamental issues for the Turkish democracy, in haste and without sufficient consultations of stakeholders is a matter of concern as well. The lack of adequate consultative processes partly stems from the inability of citizens to partake in or influence policy making at the central government level.

Since 2004, the government of Turkey has indeed introduced a series of reforms, often subsumed under the term “decentralisation.” These reforms constitute a significant change in territorial administration and management of local services in what had been, to this point, a centralised, unitary state, with practically no intermediate

¹¹ Metropolitan municipalities, due to 2014 amendments, have a mandate to provide certain services to the entire province. In provinces without a metropolitan municipality the Special Provincial Administration is maintained and the Special Provincial Assembly, in WFC cities, establishes Equality Commissions.

¹² European Commission, Turkey 2014 Progress Report.

level between the central government and the citizens. The regional and provincial agencies, including the provincial governorates, remain decentralised extensions of the central government.

Legal reforms, have strengthened the financial and administrative autonomy of municipalities, especially metropolitan municipalities,¹³ and increased the amount of central tax revenues transferred to municipalities.¹⁴ An overlap in responsibilities has occurred where a metropolitan municipality has the same boundaries as the province.¹⁵ Despite some progress, challenges remain: limited tax revenues transferred to local administrations (10% in 2013);¹⁶ lack of implementation of language rights in service provision;¹⁷ and introduced legislative changes have in fact recentralised some powers.¹⁸ At the time of evaluation there were 1397 municipalities divided into the following types of municipal entities : metropolitan (30), provincial capitals (51), district municipalities within metropolitan municipalities (519), district municipalities in provinces without metropolitan municipalities (400) and towns (397).

In terms of human rights, while Turkey has ratified major international human rights conventions,¹⁹ and the Constitution was reviewed from a gender and human rights perspective in 2010. The principle of equality between women and men is recognised in various laws, and has been incorporated in regulations, circulars and development plans; however, progress toward gender equality has not paralleled the pace of law reform. Gender equality and women's issues have also been addressed within the National Development Plans which are prepared by State Planning Organisation for 5 year periods. The key priorities include the promotion of "education and vocational training opportunities for women in order to increase their participation to economic and social life, improving employability of women and combating domestic violence." The last National Action Plan on Gender Equality covering the period of 2008-2013 focused on mainstreaming gender equality in economic, social (health and

¹³ In 2004 the Parliament passed Law 5216 of 2004, the Metropolitan Municipalities Law. In 2012 the law, among other laws, was amended by Law 6360. This latter law changed the jurisdiction and borders of existing metropolitan municipalities (such as Gaziantep and Izmir), introduced new metropolitan municipalities (such as Mardin and Trabzon), and eliminated Special Provincial Administrations in provinces with metropolitan municipalities.

¹⁴ Ibid, p. 46 – 47.

¹⁵ There are 81 provinces in Turkey. A number of provinces form a region for the purpose of socio-economic development. For example, there are twenty five regional development agencies.

¹⁶ 2014 Progress Report, p. 10.

¹⁷ Ibid.

¹⁸ European Commission, 2012 Turkey Progress Report, p. 11.

¹⁹ including the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW)

education), and political realms.²⁰ At the time the evaluation was conducted a new national plan on gender equality was being finalised.

Despite the laudable action plans the situation of women in Turkey remains a concern. Recent public statements by senior government officials that women and men are not equal due to biological and social differences have been criticised by women's NGOs. The statements may result in a chilling effect on public officials' support for women's equality initiatives such as the WFC programme.

The evaluation team heard of the same challenges facing women as those cited in various reports: early or forced marriages,²¹ honour killings and gender-based violence,²² low political participation, and low levels of economic participation despite some improvements since 2008.²³ The lack of sex-disaggregated data, including statistics on gender based crimes, was mentioned by women's NGOs and government authorities. Additionally, the local contexts observed by the evaluation team confirmed the predominance of traditional stereotypical and even misogynistic attitudes towards women. It is important to note that approximately thirteen cities (seven being WFC pilot locations) in Turkey have signed the European Charter on Equality for Women and Men in Local Life.²⁴

2.3 THEORY OF CHANGE

During the first meeting in Ankara with the WFC programme management team, the evaluators facilitated the identification of the implicit pathway of change that had not previously been described or illustrated. The graphic below illustrates the incremental changes described by the programme management team in the process of establishing

²⁰ European Commission Progress Reports in the last three years note advances through action plan implementation and on specific issues such as domestic violence. For example, the 2012 law on the Protection of Family and Prevention of Violence led to the establishment of a database on violence against women, women's shelters, training for criminal justice operators, and the implementation of pilot prevention centres « Cunem ».

²¹ UNICEF, online <http://www.unicef.org/infobycountry/Turkey_statistics.html>; UNICEF, "The State of the World's Children 2014," Statistics, Turkey, p 82.

stated that 2.5% of girls are married by age 15 and 14% of girls are married by 18 years of age

²² European Commission, Turkey Progress Reports, 2012, 2013 and 2014.

²³ OECD, Economic Surveys Turkey, 2014, online http://www.oecd.org/eco/surveys/Overview_Turkey_2014.pdf

²⁴ The document entitled List of Signatories of the Charter on Equality for Women and Men in Local Life identifies Adana, Antalya, Bornova, Bursa, Büyükçekmece, Cankaya, Denizli, Izmir, Kars, Nevsehir, Tarsus and Trabzon. See: <http://www.charter-equality.eu/the-charter/le-texte-de-la-charte-en.html>. Gaziantep has also signed the Charter but the document (undated) on the website has not been updated.

a « women friendly city ». Assumptions and measurement indicators for the immediate and intermediate level changes were also identified.

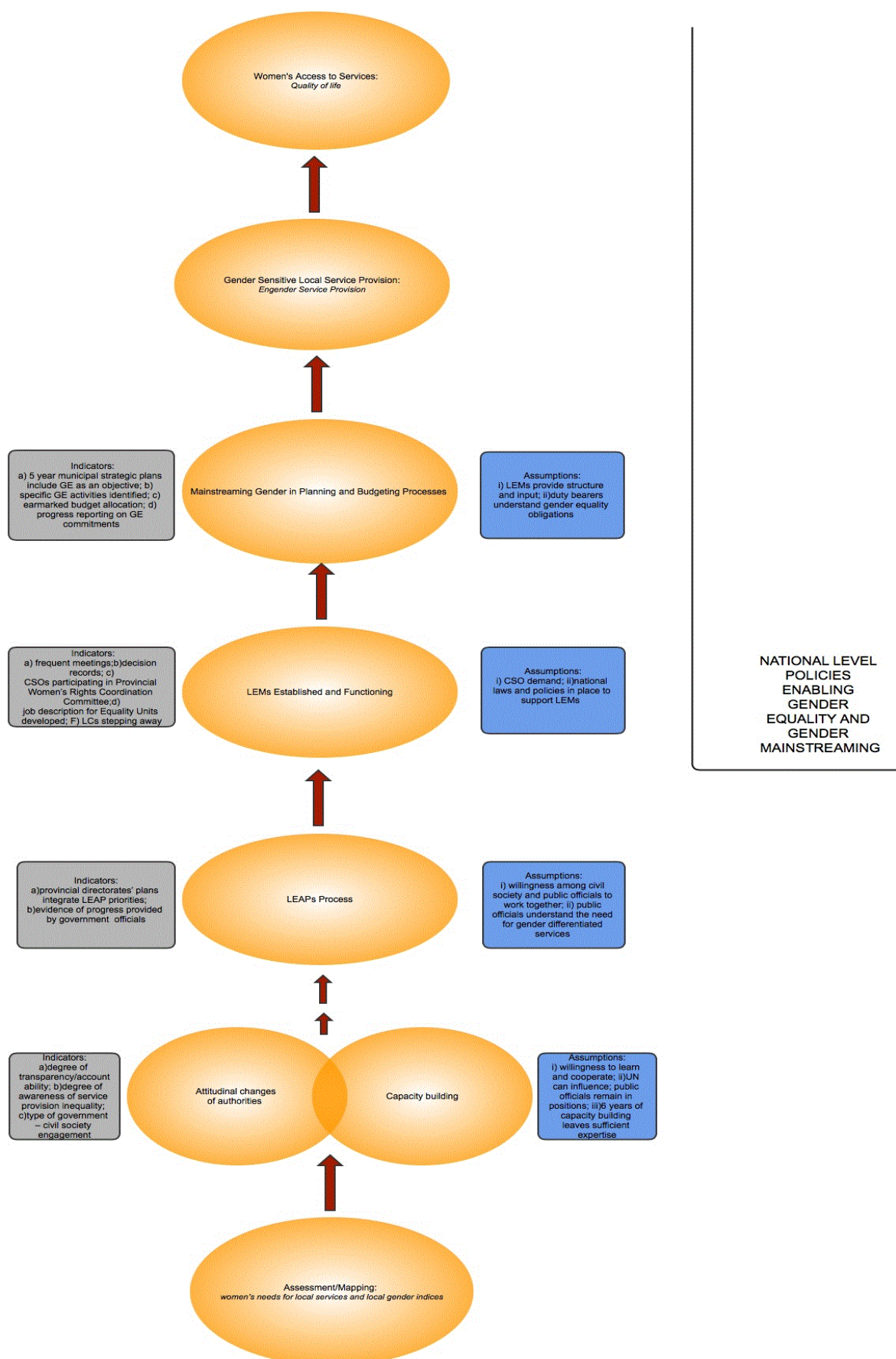
The Women Friendly Cities programme has been designed to influence local authorities, including provincial governorates and the provincial directorates of central agencies, elected officials and staff of municipalities, including metropolitan municipalities and provincial capital municipalities.

The major steps along the pathway of the WFC process, after municipal and provincial authorities agree to participate, that were identified by the programme management team are: i) **Assessment:** A mapping exercise is conducted with provincial governorate representatives to gather and analyse institutional data related to women's access to municipal and provincial services and general gender indices.²⁵ This information is used for a stakeholder workshop to define priorities and to support the preparation of Local Equality Action Plans at a later date; ii) **Attitudinal Change:** The programme works with provincial and municipal authorities to raise awareness about inequality in service provision and ensure commitment to civil society engagement in local governance; iii) **Building Capacities of Public Institutions and Women's NGOs:** The programme provides training and technical assistance to public officials and women active in NGOs to increase their knowledge on gender equality mainstreaming and skills related to strategic planning, monitoring and evaluation, negotiating and lobbying; iv) **Development of Local Equality Action Plans:** The LEAP process is both a capacity building vehicle and a means to integrate gender equality initiatives in the services of provincial directorates once the LEAP is formally approved; v) **Local Equality Mechanisms:** The programme works with public officials in the provincial governorate and municipal governments to establish various mechanisms that support the integration of gender equality into participatory decision-making, planning, and budgeting;²⁶ vi) **Gender Mainstreaming in Planning and Budget Processes:** When the LEMs are functioning they provide structure and processes to integrate gender equality into strategic plans and budgets of provincial level institutions and municipal departments; vii) **Gender Sensitive Local Service Provision:** Provincial directorates and municipal government departments deliver « engendered » services to women, girls, men and boys and special services to women as needed; viii) **Women's Quality of Life:** The final change desired along the pathway is that the quality of women's lives improve because of their access to gender sensitive public services.

²⁵ During the preparation of the Theory of Change the neighbourhood mobilisation model was not mentioned. At this stage there was reference to gathering and analysis of existing government data by the WRCC. It was not clear if municipal officials were active in the WRCC in all cities visited. During the visits to Trabzon three public servants/officials referred to the use of neighbourhood surveys or interviews for planning purposes (1 provincial directorate (Family and Social Policy); Ortahisar mayor; former equality unit representative). Ideally neighbourhood leaders could be engaged in a more in-depth mapping exercise.

²⁶ The outputs for phase two worked toward the establishment of LEMs without specifically referring to them in the output statements.

It is important to note that this pathway does not explicitly incorporate the neighbourhood mobilisation model introduced in WFC pilot cities that commenced participation in phase one of the programme. More details on this model are described in the findings section below.



3 Findings

3.1 PROGRESS TOWARD INTENDED RESULTS

3.1.1 Intended effects of the intervention on direct local stakeholders

This section addresses the results or effects achieved from the intervention on local stakeholders. The programme outputs, the focus of the evaluation, are meant to contribute to the programme outcome: Individual and institutional capacity for mainstreaming gender equality into the planning processes enhanced at local and national level. This outcome does not contemplate actual improved quality of life for women (the final long term result intended according to the theory of change) and therefore the focus of the programme and the evaluation are the capacity building outcomes resulting from activities and the not actual impact of provincial and municipal services on women's lives.

Output 1 : Results in the pilot cities of the first phase scaled up through neighbourhood management system

The approach or model was constructed during the course of phase 2 by external experts with implementation support by the UNDP and the Local Coordinators (LCs) employed by UNFPA. The aim of the model, stated in the 2012 progress report, was to engage unorganised civil society in consultations with local and national government stakeholders, particularly the provincial level LEMs²⁷ in the five cities that participated in phase one of the programme.

The design of the neighbourhood model or management system was facilitated by experts (one international, one national) in 2011 after they visited each participating city to conducting a mapping exercise to identify potential neighbourhoods and better understand the WFC program (especially the LEAP process that had occurred in phase one). The LCs and programme management team attended a workshop at the end of 2011 to define the Neighbourhood Mobilisation Roadmap. In 2012 the LCs selected the pilot neighbourhoods and then the women who would lead the grassroot process in their own neighbourhood. The LCs and neighbourhood leaders received training on community mobilisation and focus group facilitation. The leaders, with support from the LCs, then conducted focus group discussions in their neighbourhoods to identify women's basic needs. The information collected at these discussions was sent to the experts so they could develop the "neighbourhood mobilisation model." According to the 2012 progress report the proposed "model" was discussed with local stakeholders,

²⁷ See 2012 Progress Report at p. 4.

especially the provincial Women's Rights Coordination Council (WRCC), to allow for adjustments to the model to suit local conditions and for its ultimate ownership. LCs received further training on advocacy; the experts provided training and support on the establishment of neighbourhood committees; and after initial activities in some neighbourhoods of the four cities the model was evaluated at the end of 2012. In 2013, Kars also became involved in the neighbourhood mobilisation process. In the progress report of the period September 2013 to June 2014, the WFC programme identified lessons learned regarding the model: unorganized women need significant empowerment and grassroots support for the networks or committees to be established and maintained; municipal authorities required awareness regarding participatory local service delivery to ensure the model was effective; and the model would require long term and continuous support for its success. Once the programme recognized the need for enhanced engagement in the neighbourhoods to support women's empowerment, civil society organizations (CSOs) were engaged.²⁸ The period of engagement by CSOs with the neighbourhoods was not confirmed.

The precise number of neighbourhood women's networks established in the five participating pilot cities is not specified in the annual progress reports (this was the programme's indicator). Findings from the two phase one cities visited during the evaluation confirm the programme team's lessons learned. The findings are described below:

Trabzon: Two neighbourhoods were selected in Trabzon; however activities were not successful in the first one due to neighbourhood conflict. The leader of the second neighbourhood described the positive effects of the process on her individually: increased awareness regarding women's rights, the issues affecting neighbourhood women as positive aspects of the mobilisation process, and the municipal services offered such as vocational training and child benefits. Although she attended a meeting (with other neighbourhood women) with municipal officials in 2013, the rotation of public officials resulted in a lack of action on the commitments that had been made to the neighbourhood women. The network or committee could not be sustained in that neighbourhood as women cannot leave their homes without a justification (e.g. economic initiative or vocational training) and in some circumstances domestic violence was threatened due to a woman's participation in the process. Although concrete results did not occur in the neighbourhood, the evaluators noted that district municipal officials in Ortahisar (Trabzon) are now planning neighbourhood surveys to collect concrete information for the proper design and delivery of municipal services for women, men, girls and boys. Two social workers (one in the provincial Family and Social Policy directorate and one in the Ortahisar municipality) had used neighbourhood surveys in their work previously.

²⁸ In Izmir, Nevşehir and Sanliurfa a women's health education programme of the Turkey Family Planning Foundation was engaged to support the field work. In Trabzon and Kars, trainers from the Human Rights for Women Programme supported field work in the selected cities.

Izmir: The model was applied in two neighbourhoods, one in 2013 and another in 2014. The women interviewed confirmed that the training they received in gender equality and corruption was useful to them in understanding their rights and the duty of municipal leaders to be accountable and transparent. In the first neighbourhood, which commenced activities in 2013, the women achieved concrete changes after meeting with local officials: the construction of a social service centre and the rehabilitation of a park. In the second neighbourhood (Ismet Pasa) that commenced activities in 2014, the women identified 3 priorities and decided to focus on the most practical where short term gains were more likely. They were able to “take back” a park where drug users had been present after meeting with metropolitan and district municipal officials. In the Ismet Pasa neighbourhood the women are still working together and considering whether to organise a cooperative. The first neighbourhood leader expects that the women will continue to meet but that the intensity of activities will diminish without support from the LC.

In response to the draft report the programme management team provided information on progress achieved in cities not visited by the evaluation team. For example, in Sanliurfa a neighbourhood leader is now participating in an equality mechanism and in Nevsehir a sub-commission of the WRCC has been formed to undertake “neighbourhood studies.” The evaluation team could not find reference to the neighbourhood mobilisation approach in the Concept Note for Phase Three, although it may be considered within capacity building support to women’s NGOs. The need to undertake intense and long term work in neighbourhoods in order to successfully engage unorganised neighbourhood women in participatory governance mechanisms was a common conclusion by LCs and the UNDP official interviewed.

1. **Main finding on neighbourhood mobilisation:** The neighbourhood mobilisation “model” resulted in neighbourhood women (in some of the selected neighbourhoods) being able to advocate successfully for some concrete changes in their communities after their engagement with municipal officials. Some municipal and provincial directorate representatives have also integrated neighbourhood surveys in planning activities based on an understanding that needs assessments are essential to design relevant local services. It is not clear if the neighbourhood mobilisation approach will be adjusted based on lessons learned from the selected neighbourhoods and fully integrated in the WFC model in phase three. The engagement of men in grassroots empowerment and community mobilisation activities and the identified need for civil society partners to support women’s empowerment through sustained presence and capacity building are important considerations for future application of the neighbourhood mobilisation approach.

Output 2 : Local administrations and women’s NGOs in programme cities build productive dialogue to identify the ways of improving the quality of women’s lives

The output had two indicators to measure the change achieved. The first indicator is an activity level indicator: number of Local Equality Action Plans (LEAPs) approved.²⁹ The second indicator is: number of women's NGOs involved in policy dialogue and frequency of the dialogue. The findings regarding each indicator are set out below:

Approval of LEAPs : All 12 pilot WFC cities have approved LEAPs. Each LEAP includes activities to be undertaken by provincial directorates in six thematic areas (Women and Education Services, Women and Healthcare Services, Women's Participation in Economic Life, Combating Violence Against Women and Girls, Women's Participation in Decision Making Mechanisms and Women and Urban Services). The evaluators confirmed that LEAPs were developed under the leadership of the LCs with participation of governmental and NGO members of the provincial Women's Rights Coordination Council (WRCC). LCs guide the process and often write the LEAPs and the more in-depth narrative strategic equality plan that follows. The LEAPs are comprised of a results-based table. The evaluators found that the LEAPs of the four sample cities had identical long-term impacts and similar results (outcomes) with some differentiation. At the "lower" levels of the table the level of outputs and activities the LEAPs are different; however, baseline information is not contained in the LEAP tables (making it difficult to assess the relevance of the outputs and activities to the local context). Some activities (in some cities) are precisely described with reference to neighbourhoods and specific institutions. These LEAPs are visibly consistent with the local needs. It is important to note that the baseline and contextual analysis is provided in the strategic plan in the "Current Situation, Strategic Priorities and Targets" section. This section of the strategic plans first gives an overview of the city's demographic characteristics and then provide statistical data on the 6 thematic areas, and then link the expected results to the data.

The evaluation team noted that women's economic participation may be more attractive (or palpable) to male government officials. However, the provision of vocational training from women by municipal or provincial agencies in handicraft skills is not based on sound evidence-based analysis of labour market needs in the provinces and cities. Training on handicrafts reinforces traditional division of labour and women cannot find a market for their products.

As mentioned the LEAP provides the basis for a more detailed narrative equality strategy that can be used by municipal governments to integrate into their municipal strategic plans. One LC described the preparation of LEAPs and strategic planning documents as opportunities to promote dialogue between provincial governorate officials and women's NGOs and to build skills in evidence-based gender sensitive planning. The LEAP provides the basis for annual work plans of provincial directorates

²⁹ The indicator does not measure the expected change identified in the output.

and municipal strategic plans incorporate some aspects of LEAPs (depending on the strength of the Equality Unit and the Equality Commission).

In Izmir, a more participatory revision of the original LEAP is being undertaken. In all cities, including Izmir, it was confirmed that representatives of provincial directorates were consulted but very few individuals were involved in actually writing the LEAP and strategic plan that accompanies it. In Izmir representatives interviewed confirmed that the second LEAP process involved more participatory decision-making and writing (officials and women's NGOs were more able to contribute to the content due to a higher level of awareness and knowledge). In Gaziantep, the LEAP (developed for 2013-2015) was being revised although one government agency suggested a more thorough evidence-based and participatory decision-making and writing process could be used in the future. In Mardin, one provincial agency also noted that the LEAP should be adjusted to suit the local socio-economic context of the province/city. In both Mardin and Gaziantep the regional development agencies are becoming involved with the LEAP process and express interest in supporting socio-economic studies on women to support their own institutional strategic planning and the LEAP. In Trabzon the progress of implementation of the LEAP is reviewed quarterly by a technical committee of the WRCC. Previously, the LEAP implementation progress (though action plans for each provincial directorate) was reviewed annually by six thematic sub-committees of the WRCC with participation of an institutional representative and NGOs. To ensure greater involvement of officials within each provincial level directorate, in 2014 each institution organised its own meeting between senior officials (unit managers) with NGOs to receive recommendations and update their annual institutional work plan.

Monitoring and accountability regarding the LEAPs. In all cities, representatives of women's NGOs stated they need more technical training to monitor and advocate for LEAP implementation. In Trabzon and Gaziantep the provincial directorate representatives interviewed noted they report to the WRCC on the LEAP activities that their agency has implemented. The Gaziantep Metropolitan Municipality Equality Commission is considering a process to monitor the municipality's strategic plans related to equality. In response to the draft report the WFC programme manager explained that a series of focus group discussions are "currently being held in the programme cities with participation of local stakeholders, the strategic planning expert of the UNJP and the UNJP Manager. The purpose of the meetings is to consult the local stakeholders responsible for implementation, but more importantly monitoring, of the LEAPs (e.g. Representatives of the Equality Units in the Governorate, Municipality and Development Agency) in order to discuss the degree of implementation of the LEAPs, ease of use of the existing monitoring tools and current indicators (as well as the sustainability of the Local Equality Mechanism)."

Dialogue between local administrations and women's NGOs: As compared to the baseline situation in each of the four cities visited by the evaluation team, local government stakeholders and representatives of women's NGOs noted increased dialogue. The evaluators note that stronger NGOs (and especially those that focus on

gender-based violence, such as Kamer), have more direct dialogue with government officials through the WRCC or the municipal Women's Assembly (where it exists) but that smaller NGOs that work on socio-economic or cultural issues with marginalised women do not have the same level of success in their attempts to engage with municipal officials. In Trabzon, the LC has promoted the establishment of new women's NGOs and a platform of women's NGOs. These women's NGOs acknowledge the new advocacy approach that WFC and particularly the LC has introduced. Municipal government stakeholders note and seek increased engagement with women's NGOs especially during strategic planning. In Mardin, the new metropolitan municipality looks to the WFC programme for engagement with women's NGOs. In Mardin, according to the LC, the programme has had limited engagement with NGOs outside of those that have participated in the Women's Rights Coordination Council or have been grant recipients through the SGP.³⁰ In Gaziantep, there appears to be some improvement in how local officials perceive women's NGOs even though there is limited participation of women's NGOs in the Women's Assembly related to the metropolitan Citizen's Assembly. One government agency observed that women's NGOs in Gaziantep are weak and unable to design and implement projects with public funds. In Izmir, representatives of women's NGOs recognised that the WFC programme increased respect between government officials and women's organisations due to the efforts of the LC. The LC noted that relations improved due to the previous requirement (in phase one) that applicants submit proposals in partnership with a local government agency.³¹

2. Main finding regarding the process to develop and implement LEAPs:

The LEAP process and the WRCC provide a vehicle to build capacity, promote evidence-based decision-making and increase collaboration among government agencies and between government officials and women's NGOs. LEAPs and their narrative strategic plans support the implementation of existing and new governmental initiatives and services from a gender equality perspective. The LEAP process has confirmed the need for sex disaggregated socio-economic data and regional development agencies have been engaged in the WRCC to support the mapping/assessment activities for strategic planning. The limitations of LEAPs and the strategic planning process include: a lack of prioritisation, lack of budgets for initiatives, traditional rather than transformative services for women are provided as examples of gender sensitive service delivery, reliance on Local Coordinators for their preparation, and the absence of technical training on how to design and deliver programs in the

³⁰ There are approximately 10 women's NGOs in Mardin and four have been active in the WRCC and therefore with the WFC

³¹ The Small Grant Programme will be addressed under output 6. The evaluation team understands that the requirement was changed in the SGP in phase two due to the fact the UNFPA cannot transfer funds to public agencies and the obligation of a government-NGO partnership may limit initiatives critical of government. However, partnerships are still encouraged and regarded favourably in the selection process.

six thematic areas that advance gender equality. Monitoring and accountability processes are pending completion.

Output 3 : Individual and institutional capacities of the national and local administrations enhanced to mainstream gender in designing and providing local services

The evaluators perceive this output as encompassing two levels of the Theory of Change: the second step in the change pathway (the attitudinal change required among provincial and municipal officials and the capacity building with public officials and representatives of women's NGOs) and the third step in the pathway (the establishment and functioning of LEMs).

In the Inception Report the evaluation team added indicators for the measurement of this output. Unfortunately it was not possible to confirm *how* government officials design and deliver women friendly local services in any detail. This may be due to the focus (and the overall objective of the programme) on mainstreaming gender equality in planning processes. The capacities for design and delivery of gender sensitive programmes and services appear to be weak. In phase one cities municipal officials were able to provide some examples of how infrastructure and services have considered women's needs; whereas in phase two cities examples of services tended to be services directed at women (e.g. domestic violence, women's health services). Findings on the individual and institutional capacities confirmed during interviews are set out below:

Individual capacities: The majority of government officials or elected authorities interviewed (who had participated in WFC activities directly) could explain that they had new awareness of:

- Gender equality as a result of WFC workshops;
- Examples of women friendly local services from study visits organised by the WFC programme; and
- The need for the gender sensitive assessment studies and statistics.³²

Fewer government stakeholders could describe specific new skills that they were applying. Some senior level male officials interviewed referred to programs for women, including vocational training that reinforces stereotypical gender roles (handicraft training was the common example), as examples of women friendly services. Female respondents identified new skills more readily than male government officials interviewed. The new skills described as being applied by 6 respondents (5 female; 1 male) include: negotiation and persuasion with other elected officials regarding gender equality (Trabzon), consultation techniques with women's NGOs (Trabzon), gen-

³² The WFC programme added a workshop on sex-disaggregated data and gender impact assessment. This data collection and assessment work is being taken up by some regional development agencies.

der sensitive data collection for strategic planning (Izmir), workshop trainer skills (Izmir), and gender sensitive analysis and the importance of understanding a women's perspective (Gaziantep, 2).

Institutional capacities – LEMs: While each equality mechanism may be established formally through a letter or instruction from a governor or mayor, and senior officials may have assigned an individual to manage the mechanism, in general the functioning of each mechanism has been dependent on the initiative and leadership of LCs and the commitment to gender equality of the designated official. Phase one cities do not necessarily have stronger LEMs. A change in governors and deputy governors, the election of new municipal authorities, and the establishment of new municipalities in the pilot cities visited by the evaluation team directly affected the LEMs. For example, the WRCC in Izmir was characterised as weak due to the ongoing dependence of the governorate on the LC. It is also important to note that the recommendations of a municipal Equality Commission (and other Commissions) require approval of the Municipal Assembly (council), thus positive outcomes for women are not guaranteed as a result of a functioning Equality Commission. Members of an effective Equality Commission lobby the mayor and other council members to support their recommendations.

Interviews with LCs and representatives of different LEMs in the four cities visited also revealed specific variables that affect the level of functioning of the LEM :

- The WRCC depend on the motivation and interest of the Deputy Governor.
- Provincial Governorate Equality Unit representatives have their regular positions in addition to responsibilities related to the WRCC and LEAPs.
- Municipal Equality Commissions involve elected officials from different political parties who are appointed by their party or the mayor (interviews confirmed that not all members participate voluntarily or enthusiastically). For example, in Izmir prior to the March 2014 elections the Equality Commission was established but did not function effectively due to lack of interest of the members. The municipal elections were won by the same political party; however, the newly formed Equality Commission is functioning well due to the individual members' interest and motivation.
- Municipal Equality Units are more effective in promoting the integration of gender equality when the representative is appointed on a full time basis and senior managers and the mayor understand, at a minimum, the practical and political value of implementing services that are "women friendly."
- Provincial governorate Equality Units among the four cities did not have a full time staff designated. Some individuals nominated by the deputy governor did not have interest in undertaking the additional gender equality duties.

The evaluation team has prepared a table to capture the *current state* of LEMs in the four cities visited. Additional observations on the status of LEMs in the four sample cities are in Annex 9. The factors to assess LEMs are described here:

Factor	Explanation	Score
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1: LEM established	Only on paper	0
	Active	1
2: Human resource capacity of LEM	No appointment or vacant at present	0
	Appointment is a formality; no interest	1
	Appointment with limited capacity; or limited participation (for WRCC)	2
	Appointment with full capacity; or full participation (for WRCC)	3
3: Degree of dependence on LC leadership or initiative	Fully dependent on LC leadership	0
	Partially dependent on LC initiative	1
	Not dependent on LC initiative; LC has advisory role	2
	Totally independent	3

- 3. Main finding on individual and institutional capacities of local and national stakeholders:** The WFC programme has raised awareness and understanding related to gender equality among government officials and supported the establishment of mechanisms in provincial governorates and municipal governments. The functioning of local equality mechanisms is constrained by: reliance on Local Coordinators, the lack of legal recognition (in provincial governorates) or lack of full time equality representatives at the municipal level, and changes in personnel due to rotation and the electoral cycle.

3 FINDINGS

LEMs	Sample Cities	Established	Human Resource Level	Level of dependency on LC	Overall Points	Notes
Provincial Women's Rights Coordination Council	Trabzon	1	2	2	5	
	Mardin	1	2	1	4	
	Gaziantep	1	1	0	2	
	İzmir	1	1	0	2	
Provincial Equality Unit or Representative	Trabzon	1	3	2	6	
	Mardin	1	1	0	1	<i>Appointment but limited skills and no interest</i>
	Gaziantep	1	0	0	1	<i>Individual on military duty at present; no interest</i>
	İzmir	1	2	0	2	
Metropolitan Municipal Equality Commissions	Trabzon	1	2	0	3	<i>Newly established; motivated but limited capacity</i>
	Mardin	1	2	1	4	
	Gaziantep	1	3	2	6	<i>New chair since March 2014 election</i>
	İzmir	1	3	1	4	
Metropolitan Municipal Equality Units	Trabzon	1	2	0	3	<i>Newly established; has other job</i>
	Mardin	1	3	2	6	
	Gaziantep	1	0	0	1	<i>Currently vacant due to leave; political support</i>
	İzmir	1	3	3	7	
District Municipal Equality Commissions	Ortahisar, Trabzon	1	2	2	5	
	İzmir	<i>Some district representatives on Metropolitan municipal council supported ECs in their districts; interviews not conducted</i>				
District Municipal Equality Units	Ortahisar, Trabzon	1	1	1	3	<i>New officer requested by Equality Commission; not full time assignment as previous</i>
	İzmir					<i>Not established in districts.</i>

Output 4 : Policy recommendations based on the mapping of the existing relevant legislative framework prepared and submitted to the central authorities

While the indicator (number of laws reviewed, proposed and approved and the Inception Plan for Phase 2)³³ infers that the programme expected to work with national stakeholders to submit proposals to Parliament during phase two, legislative proposals and lobbying for their approval did not occur. Still, advances were made with regard to legislative review and general recommendations for policy and law reform.

In September, 2013 the UNDP finalised four documents to contribute to legislative review. Unfortunately, delays meant that the laws reviewed were amended over the course of the consultancies pertaining to this output. For example, the first document “Legislation in Turkey related to Local Government and the Obstacles in Achieving Gender Equality” reviewed three laws and the Constitution. Two of the three laws were outdated: the Metropolitan Municipalities Law 5216 (amended) and the Special Provincial Administrations Law 5302. A second document presented examples of legislation from other countries. A third document set out “Recommendations on legislative changes that are required to meet the changing needs of the society, local governments and related central institutions in terms of gender equality.” It provided specific suggestions for amendments to the following laws:

- Law on political parties #2820³⁴
- Law on Local administration and Village Heads etc. #2972
- Law on Metropolitan Municipality #5216 & Special Provincial Administration #5302 (both amended)
- Law on Municipalities #5393
- Law on budget of Special Provincial Administrations #5779 (SPA abolished in metropolitan municipalities)
- Legislation on Citizens Assemblies
- Legislation on Municipal Council Procedures
- Legislation on General Provincial Assemblies

Recommendations contained in the document include amendments related to women’s political participation, equality in labour force participation, participation in decision making mechanisms, gender responsive budgeting (GRB), positive discrimination in civil service, gender sensitive planning (strategic plans and action plans). Although some of the recommendations are not consistent with the amendments, for example to the Metropolitan Municipalities Law, the document provides for useful recommendations for legislative and policy reform that would benefit LEAP implementation and LEMs: that the planning and budgeting commissions consult the equality commissions in conducting their responsibilities; a member of the GE commission

³³ Inception Report, p. 22.

³⁴ (...sayılı Siyasi Partiler Kanunu (Madde 37))

participates in the strategic planning, underlines employment of women/equality in recruitment of personnel; and provision of financial incentives to administrations who open a sufficient amount of women's shelters (among others).

The WFC programme prepared a fourth document, a summary policy recommendation report, and submitted to the Ministry of Interior, the Parliamentary Commission on Equality between Women and Men. Further legislative amendments occurred after that date. Therefore, a legislative review of the Metropolitan Municipalities Law is planned for the third phase. The policy recommendation document was also submitted to the Director General of Women's Status and the evaluation team confirmed that the WFC recommendations were integrated in the *draft* National Gender Equality Action Plan in the following areas: strengthening legislation for gender equality (ensuring LEMs are established and gender sensitive services are delivered); increasing institutionalization of gender equality (establishment of an equality unit in the MoI; consideration of expanding WRCCs to other provinces; preparation of LEAPs in all provinces; strengthening of equality units in local administrations).

4. Main finding on legislative reform: While the programme produced analysis of laws and submitted general recommendations to principle national stakeholders, the legislative amendments that occurred during phase two, and perhaps the absence of a detailed legislative reform plan, limited the achievements as compared to the planned results. Still, several of the recommendations have been accepted by the Ministry of Interior and the Directorate General of Women's Status, both of which have confirmed measures to support institutionalization of LEMs.

Output 5 : Capacity of the civil society organisations functioning in Programme cities strengthened to better advocate gender equality

The 2011 Inception Report calls for work with “all stakeholders” in this output area, not only women's NGOs, and it identifies three types of activities that do not appear to focus directly on the expected result of building capacity of civil society organizations to better advocate for gender equality. The three planned activities were stated as: “awareness raising activities in line with the communication strategy; organising international conference to share the EU experience on women friendly cities; and identify central level and local level “gender equality champions” to facilitate future replication.”³⁵ The indicator for this output area is: “% of increase in the number of CSOs focusing on women's issues.” Progress reports did not report on this indicator.

Evaluation interviews revealed a variety of opinions among the WFC programme team (management and LCs) regarding this output: i) the management team stated that activities were only incorporated within this output area in the extension phase (2014) and that an international conference was to be the main activity; ii) LCs stated

³⁵ Inception Report, p. 26.

that strengthening women's NGOs was not included in the phase two plan, although some LCs, due to their ongoing relationship with women's NGOs, continued to support NGOs strengthening on their own initiative; and iii) a proposal to change the output statement was not presented in order to avoid an amendment to the Memorandum of Understanding.

The evaluation team noted different activities within the Extension Proposal (revised) for activities in 2014: in the text the recommended activity is the preparation of a kit "How to Make your City Women Friendly"³⁶ and in an annexed table the activity is a "workshop for local, regional and national NGOs and CSOs on 'the expectations of women from local authorities' and publication of its results as a booklet."³⁷ The programme management team confirmed the latter activity was the major activity under this output area.

The evaluators' document review reveals that progress reports described awareness raising activities (publication of materials and high level visits to pilot cities). There is no reference to activities or progress regarding output 5 in 2011. The progress report for 2012 states: "Since the year 2012 was mainly dedicated to the capacity building of the Local Equality Mechanisms, the focus on the awareness raising activities was kept at minimum." The progress note for September 2013-June 2014 explains that: "Brochures and other types of visibility materials were produced in consultation with the Ministry of Interior. A mid-term Programme review booklet and a year-end review booklet were also developed and published. The Governors and Mayors of the UNJP cities were included in the booklets. The third booklet to be published in 2015 will cover the Civil Society Organizations in UNJP cities. The booklet will be drafted after the NGO convention to be held in late September – early October." These publications and a workshop on NGO expectations likely had the effect of increase awareness of WFC and strengthen partnerships, as stated in the progress note, but one activity may not necessarily build the capacity of women's NGOs to advocate for gender equality.

Regardless of the confusion regarding whether capacity building with women's NGOs was an intended result of phase two or whether publications designed to raise the visibility of WFC were activities consistent with the output statement, the evaluation team inquired as to the capacity of women's NGOs to advocate for gender equality in the visits to pilot cities. The evaluation team found that:

- some LCs took the initiative to support women's NGOs during phase two although there were not specific programme activities planned under this output;
- some women's NGOs have begun to adopt a rights-based approach in Trabzon after receiving support from the SGP and the LC;

³⁶ Extension proposal (revised), p. 6.

³⁷ Extension proposal (revised), p. 9.

- in Gaziantep women's NGOs are organising an education committee to increase their own integration of gender equality in their work and the LC has perceived NGOs as having an increased understanding of affirmative action to achieve equality;
- a grant recipient in Gaziantep is increasing its ability to promote women's rights among migrant women through socio-cultural activities; and
- in Mardin the rotation and gaps between LC contracts reduced the contact with NGOs, however, one NGO noted that it has increased its own capacity regarding gender equality mainstreaming due to its engagement with the WFC programme.

5. Main finding regarding the capacity of women's NGOs to advocate for gender equality: During phase two there was not an explicit plan within output 5 activities to provide training and support to women's NGOs to improve their capacity to advocate for gender equality. Still, the evaluation confirmed that the WFC programme has had positive effects on some women's NGOs capacity to advocate for gender equality due to their engagement with the WRCC (outputs 2 and 3) or the small grant mechanism (output 6). Activities to increase the visibility of the WFC model among government and non-governmental stakeholders are important to promote replication of the WFC model in other cities but are not consistent with the result statement.

Output 6 : Implementation of LEAPs facilitated via strengthened women's NGOs and local authority partnerships

The indicator for this output was: number of grantees achieving targets. The projects supported by the SGP are very small and are implemented in a period of approximately four months so the targets are short term and activity-focussed. The evaluators confirmed that targets are achieved.

The agreement between the UNJP and Sweden for the SGP was signed in October, 2012 and as a result the SGP was able to implement two grant processes in 2013 and 2014. Each process involves a call for proposals, training for potential proponents, selection committee meetings, selection, implementation and reporting.

The evaluation found that projects supported by the SGP mechanism related to LEAP priorities (the application form requires the proponent to explain the relation of the project to the LEAP). Among the six LEAP thematic areas the evaluators noted, at least in the four cities visited, that grantees focussed more on combatting violence against women, women's economic participation and women's political participation and less on education, health and urban services. This may be the result of fewer women's NGOs with activities related to these areas.

Examples of contribution to LEAP priorities highlighted by grant recipients in group discussions with the evaluation team include: In Mardin one NGO, Kamer, helped strengthen the violence against women emergency coordination unit in collaboration with government officials; and another NGO, Makider raised awareness of gender

equality among female candidates participating in the March 2014 local elections. In Izmir, a trade union prepared a booklet on workplace harassment and they were able to explain the connection to the LEAP. In Trabzon a small women's NGO from a rural district supports women's economic participation through vocational training and the establishment of a cooperative to market women's handicrafts.

The grant projects also have the effect of strengthening the NGO itself. This is especially the case where the NGO is small or recently formed and they learned proposal writing and project management skills through the SGP training and technical support activities.

The evaluators received different perspectives regarding the question of whether the grants enhanced collaboration between local government administrations and women's NGOs. Some grantees noted they increased their contact with local government officials while some LCs noted the previous requirement obliging joint proposals to be submitted enhanced collaboration to a greater degree. In phase 2, joint NGO-government proposals were rated more highly, according to the selection grid. Among the 2013 grant projects reviewed, two grant projects were conducted jointly, one in Mardin and one in Gaziantep. As mentioned previously, the requirement for joint proposals was adjusted for two reasons: the UNFPA cannot transfer funds to government agencies and the requirement may have limited proposals from women's NGOs that are critical of government action (or inaction).

6. **Main finding regarding grantee projects' contribution to LEAPs :** The SGP supports the thematic priorities identified in LEAPs. But the projects, due to their size and duration, may not significantly advance specific LEAP expected results. The projects have the effect of strengthening the grantee NGO itself, especially in relation to project development and management skills.

3.1.2 Unintended results of the WFC Programme

The TOR required the evaluation to identify positive or negative unintended (not in initial design) results. The evaluation received information on the following positive results (captured opportunities):

- Gender responsive budgeting is identified as an important tool for gender equality mainstreaming among local government officials (one WFC pilot city, Gaziantep, also participates in the UN Women – UNDP – Sabanci Foundation programme Promoting the Human Rights of Women). The WFC programme decided to provide introductory GRB training to stakeholders in WFC pilot cities.
- LEMs are being established at the initiative of cities that are not WFC pilots and basic support, in the form of materials, has been provided by the WFC programme management team.
- In Izmir, district municipalities outside of the metropolitan centre established LEMs based on the experience of the Metropolitan Municipality.

Unintended negative effects noted during the evaluation process included :

- The neighbourhood mobilisation approach put some women at risk of violence due to socio-cultural factors and power differences in gender relations that were not anticipated in the community-based mobilisation strategy.³⁸ The grassroots mobilisation approach requires sustained long term support from civil society organisations known and respected in the community.
- Related to the above, the evaluation interviews revealed examples of negative repercussions that prioritising women's rights and gender equality in a conservative social environment may cause. For example, the WFC may provide a platform for religious and discriminatory responses by government officials that restrict progress toward gender equality.

- 7. Main finding regarding unintended results:** The positive unplanned results related to gender responsive budgeting and the replication of local equality mechanisms in non-pilot cities demonstrate the importance of the programme's identification of opportunities to collaborate with initiatives that are consistent with WFC objectives. The negative unintended effects of programme activities, especially in output 1 (neighbourhood mobilisation) related to men's discriminatory attitudes and obstacles to women's participation. This demonstrates the complexity of undertaking gender equality and women's empowerment initiatives in the local context and the importance of engaging men in gender equality initiatives.

3.1.4 Extent to which WFC has contributed to the changes identified? Other factors that have contributed to changes?

Local stakeholders confirmed the contribution of the UNJP WFC programme to the changes in capacity and planning related to gender equality mainstreaming through the support of the LC and the training provided. Other contributing agents or factors identified by local stakeholders included the Local Agenda 21 programme;³⁹ the "branding" of the Women Friendly Cities concept internationally and the desire of elected officials for their city to be recognised as being compliant with this brand; the GRB training provided by UN Women in Gaziantep enhanced the strategic planning and budgeting activities of the Metropolitan Municipality in Gaziantep; training on equality units provided by the South East Anatolia municipal association, and finally, the European Charter for Equality of Women and Men in Local Life⁴⁰ and the support from the European Union for local initiatives also enhanced the programme's effects.

³⁸ In 2013 the UNFPA published a report "Engaging Men and Boys" designed to support their engagement in the promotion of gender equality.

³⁹ The Local Agenda 21 provided the justification for participatory and transparent local service delivery among several central and municipal stakeholders interviewed. See: <http://unpan1.un.org/intra-doc/groups/public/documents/un/unpan031655.pdf>

⁴⁰ The Union of Municipalities is responsible for depositing signatures with the Council of European Regions and Municipalities.

8. Main finding related to factors contributing to the changes identified:

The support of the WFC Programme to the changes is significant. There are initiatives that promote similar or complementary objectives to WFC Programme and while the programme has engaged directly with UN Women to optimize that agency's activities in gender responsive budgeting (within the framework of another UNJP), it has not yet arranged joint activities and potential partnerships with other initiatives identified by local stakeholders, such as Local Agenda 21, municipal associations, and European Commission projects.

3.1.5 Coherence between planned results, specific objectives and the changes achieved

9. Main finding regarding coherence between planned results, changes achieved and specific objectives:

The evaluation found that the planned results and activities and the actual changes achieved did not respond fully to the specific objectives for phase two. This was due to some inconsistencies in the design of phase two.

Specific Objectives	Observations
Improve the capacity of local authorities (governorates and municipalities) and Ministry of Interior (MoI) on mainstreaming gender equality into their planning processes.	<ul style="list-style-type: none"> Efforts and achievements are consistent with the objective of improving the capacity of governorate and municipal officials. Efforts were made with the aim of increasing capacity in the Ministry of Interior; however rotation of personnel in the Ministry affected the mainstreaming and capacity development. Efforts and achievements supported awareness of gender equality mainstreaming among provincial and municipal officials in their planning processes. Skills and practices that facilitate the integration of a gender perspective in strategic plans, programs are naturally stronger in phase one cities.
Develop capacity in women's civil society organisations (CSOs) to advocate gender equality.	<ul style="list-style-type: none"> WFC programme personnel stated this was not a priority for phase two but should be a priority for phase three.
Promote mutual collaboration between the local women's CSOs, grassroots organisations and local authorities.	<ul style="list-style-type: none"> The WRCC promotes collaboration but only among government officials and three to four women's NGOs selected to participate. Grassroots women met with municipal government officials in 2013 and 2014 as part of the neighbourhood mobilisation "model" implementation. The phase two SGP did not require collaboration between women's NGOs and government agencies, although partnerships were encouraged. The evaluation confirmed two joint grant initiatives during field visits

Specific Objectives	Observations
	(Kamer iand the (previous) Special Provincial Equality Commission in Gaziantep and Torkad and the Mardin Municipality).

3.1.6 Factors that have limited and promoted progress toward results and overall objective

The overall objective of the WFC is to: promote an enabling environment for women-friendly communities by means of mainstreaming gender into the planning process of local authorities through local dialogue with women NGOs, grassroots organisations and governmental institutions at the national and local levels.

The evaluation identified the following factors that promote progress toward expected changes:

- Government officials interviewed who expressed limited support for women's rights or gender equality generally agreed to women's economic participation.
- LC commitment and competence. LC support was the most valued aspect of the WFC programme among local stakeholders.
- Gender equality champions within provincial directorates/agencies (e.g. Regional Development Agencies) and municipal administrations increase gender equality awareness.

Factors that have limited progress toward this overall objective identified by the evaluation include:

- Conservative socio-cultural attitudes that contradict women's rights and gender equality.
- Weak political support for gender equality among senior officials or elected authorities (central government and municipal levels).
- The original WFC design has concentrated, for the most part, on the Ministry of Interior at the central level and provincial governorates at the "local" level. This has resulted in an implementation approach that focusses on governorates and provincial level central agencies more than municipal government structures and functions.
- Activities were not always sufficient in number and depth to fully achieve changes expected in the output result statements and the overall objective. For example, output 5 activities were not consistent with the result statement; and training content and/or delivery methods were not always adjusted to suit the specific local context and the skills required among local stakeholders.

- 10. Main finding regarding factors that have promoted and limited progress toward results:** The positive and negative factors that affected the project demonstrate the importance of developing strategic implementation approaches that: engage men who are reluctant to support gender equality; customize key aspects of the WFC theory of change for municipal governments as distinct political entities; and design activities, including technical support,

specifically to produce intended changes in the local context and among local stakeholders.

3.1.7 Results-based measurement and reporting of changes

The TOR include questions related to the measurement of changes (in impact) and the quality of reporting (in effectiveness). As the change pathway had not been clearly set out in detail by the UNFPA and UNDP at the end of phase one, the addition or exclusion of activities in phase two was not always consistent with the implicit theory of change for a WFC “model.” For example, the lack of specific capacity building for women’s NGOs in phase 2 limited their ability to monitor LEAP implementation and advocate for gender equality mainstreaming, according to the interviews with women’s NGOs. This advocacy and demand for women friendly services from civil society is an important assumption in the theory of change. Likewise, the addition of the neighbourhood mobilisation “model” is important to participatory local governance generally but not a central element of the theory of change set out by programme management.

Understandably, the WFC “model” is the result of an iterative process. General good practice in Results-Based Management methodology includes the application of tools (the Logic Model, Performance Measurement or Monitoring and Evaluation frameworks, and Risk Registers) to manage for results and measure changes precisely according to indicators associated with output statements. The evaluation found lessons learned on the neighbourhood mobilisation model and a response to at least one lesson (field presence and support for neighbourhood women through CSO partnerships) clearly set out in the progress note. The evaluation team did not observe systematic measurement of changes based on indicators in progress reports. Nor did the evaluation observe documentation of unexpected results. Some risk analysis and mitigation strategies were reported from 2012. Additional documents demonstrate that significant activities were undertaken to identify risks and lessons learned. Unfortunately the content of these processes were not described in annual progress reports.

With regard to results-based management (planning, measurement, monitoring and internal evaluation and reporting) the evaluators noted that:

- In the Monitoring and Evaluation Table each output did not always have a corresponding baseline, indicator and target against which progress could be measured.
- Indicators included in the Monitoring and Evaluation Table are not always adequate to measure the intended change.
- Output 1: The output statement was not clearly formulated to reflect the change intended from the neighbourhood mobilisation model.
- Output 4: The planned result anticipated greater change (legislative reform) than what could be achieved with activities planned, budgeted and implemented.
- Output 5: The activities planned and implemented under this output could not reasonably be expected to achieve the result of enhanced capacity of women’s NGOs to advocate for gender equality. The activities did not directly relate to capacity building with women’s NGOs. The national workshop carried out appears to be a

good activity to plan for phase three engagement with women's NGOs to ensure they are better able to advocate for change with municipal authorities and strengthen their internally.

- Two UNJP officials interviewed noted that the reporting template used for the progress reports does not adequately reflect the programme advances. One stated "The existing template for reporting is not sufficient to capture all progress and challenges and lessons learned."
- Sida states that it does not prescribe reporting templates and is satisfied with the reports received.
- The evaluation team identified insufficient context and risk analysis in the progress reports. This limited the team's understanding (pre-field work) of the challenges faced and the programme's response.
- Risk analysis was included in the 2012 and 2013 progress reports. At the end of 2013 and outset of 2014 the programme team conducted Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis in two meetings. The occurrence of the SWOT meetings is mentioned in the progress note of June 2014 but the actual SWOT analysis is not shared.
- The 2012 and 2013 progress reports state that programme coordination meetings and monitoring visits were undertaken.
- The analysis of cumulative progress toward the WFC programme objectives across the pilot cities is limited in progress reports. The evaluation team noted this was contained in publications, such as the publication distributed at the Programme Review Meeting and the website.
- The annual work plan includes general targets related to the UNFPA Country Programme Framework but not the WFC programme specifically.

11. Main finding related to measurement and reporting of changes: The progress toward results is not always measured against indicators and targets and shared in annual reports. A weak application of results-based management in planning, monitoring, and evaluation tools affects the programme's ability to track and report the changes, risks and challenges in all 12 cities annually.

3.2 EFFICIENCY

3.2.1 Allocation of financial resources within program

According to the contribution agreements the total budget for the main WFC programme was approximately 2.1 Million USD (17,175,000 SEK) while the SGP received a budget of approximately 525,000 USD (4,258,514 SEK). At the time of report writing the 2014 financial reports had not been prepared. The annual progress reports were used to prepare a chart of planned compared to actual expenditures (see Annex 10). The following chart illustrates the total budget allocation by output, human resources and UNFPA office expenses for three years (2011 – 2013). The overhead allocated to UNFPA and UNDP is *not* included in the pie chart below.

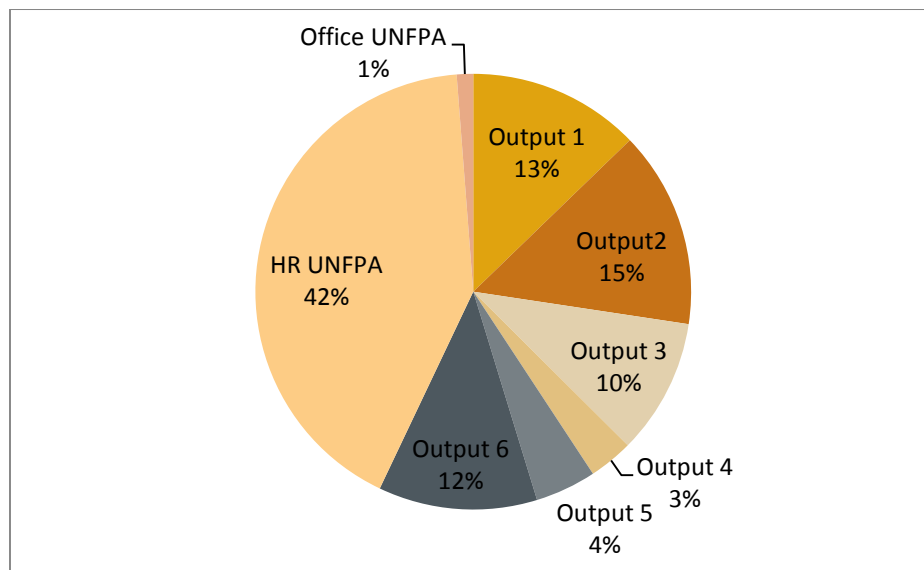


Figure 1 Total budget over 3 years per output

Observations of the evaluation team related to the budget allocation compared to spending (from Progress Reports 2011, 2012 and 2013) and the changes identified during the evaluation process are as follows:

- Human resource costs appear high; however, the budget for LCs should probably be attributed to outputs 1, 2, and 3 as these were the most human resource intense activities for the LCs. According to interviews with LCs the majority of their time is dedicated to outputs 2 (LEAPs) and 3 (individual and institutional capacities or LEMs).
- Outputs 2, 3 and 5 are key elements of the programme's theory of change but represent only 29% of the activity budget.
- Annual spending within outputs was sometimes lower or higher than planned, presumably due to unexpected events or risks that could not be mitigated during the calendar year. For example, recruitment of LCs during the first year took longer than expected.
- Total annual spending was always lower than budgeted. The largest gap between budget and expenditure was in the first year when spending was approximately 209,000 USD lower than planned. In the second year spending was approximately 32,000 USD less than planned. In 2013 spending was over 85,000 USD less than planned.
- The budget allocation for output 4 was not adequate to achieve the intended legislative reform set out in the Inception Report.
- The budget allocation for output 5 was not adequate to achieve the stated result in the output statement (enhanced capacity of women's NGOs to advocate for gender equality).

12. Main finding on adequacy of budget allocation compared to intended results: The budget allocated to key aspects of the Theory of Change (outputs 2, 3 and 5) was not sufficient to fully achieve planned changes in 12 pilot cities. Likewise, the budget for legislative reform and capacity building with women's NGOs was low compared to the intended results. However, even with limited funds, the most important changes in phase two were achieved in

outputs 2 and 3 (LEAPs and LEMs) which correspond to the areas where LCs dedicated the most significant level of effort.

3.3 RELEVANCE

3.3.1 WFC Consistency with Partners' Priorities

The WFC programme is coherent with:

- The gender equality component of UNFPA Country Programme Document for 2011 – 2015.
- The UN Development Cooperation Strategy 2008-2013 for Turkey; in particular with result 5: The equal participation of women is ensured in all areas of the public sector, the private sector and civil society by strengthening institutional mechanisms and empower women and improve their status.
- Sida commenced its development programme in Turkey in 2010 and its decision to support the WFC programme was taken in Stockholm at the end of the first phase of WFC because of the synergy with Swedish priorities of gender equality, women's human rights, women's political and economic empowerment. Further it is the only major Sida supported programme in Turkey that works with local government authorities.
- The programme is coherent with priority issues related to EU accession, particularly: Women's Participation in Economic Life, Combating Violence against Women, and Women's Participation in Decision-Making Mechanisms. The recommendations contained in the EU Progress Reports related to gender equality and local governance are consistent with the WFC programme.
- The Ministry of Interior is the principle national partner. The Ministry is the liaison with deputy governors through its Local Authorities department. The Ministry's support to gender equality in local government is based in its commitment to Local Agenda 21 and national legislation, such as the Law on Municipalities, that requires women's participation in decision-making through sub-assemblies of the Citizens' Assemblies.
- In 2014 the programme began to meet with the Parliamentary Commission on the Equality of Women and Men. The priorities/responsibilities of the technical committee that supports the Commission is to review legislative proposals to ensure they are gender sensitive and provide advice to Commission members.
- Governors and deputy governors interviewed underscored their obligation to implement national legislation locally. Particular priorities included the prevention of violence against women and the promotion of women's participation in the economy.
- Mayors and elected officials of municipal governments participate based on their obligations as local duty bearers with an autonomous legal mandate. The main priorities identified among three mayors interviewed include: increase women's participation in local decision-making, provide protection services to women at risk of violence, and the need for increased participation of women in the economy.

- The Union of Municipalities has gender equality as an objective in its strategic plan.
- Local women's NGOs interviewed promote women's participation in economic, cultural, social and political spheres and/or the prevention and protection of women and girls from gender-based violence.

13. Main finding on consistency with partners' priorities: The WFC programme is consistent with the priorities of its central government and municipal partners, women's NGOs, internally in UNFPA, internally with the UN country framework, Swedish priorities and the EU recommendations within the accession process. Potential partners who are not actively engaged in WFC at present, such as the European Commission and the Union of Municipalities, have consistent priorities.

3.3.2 WFC assessment and response to changes in context

Upon initial document review the evaluation team noted that the social, cultural and political issues or events that occurred during the reporting period were not described in Progress Reports. The programme management team claimed that it presents issues related to context were discussed at the six monthly meetings of the Programme Management Committee (PMC) and in annual work plans. The evaluators confirmed three brief references to external context in three of seven PMC meetings⁴¹ but no references in annual work plans. Regular and fluid verbal communication between the WFC programme management team and the Embassy was confirmed by both parties and may address some of the limitations in written analysis of the context. Analysis of the context was conducted in programme coordination meetings and SWOT analysis workshops but the issues identified through these activities were not incorporated in annual progress reports.

At times risks were identified in annual progress reports. While internal risks did not vary between reports, the 2012 and 2013 reports identified the local March 2014 elections as a risk and also an opportunity.

LCs confirm that they adjust their support based on the local context and the needs of the key stakeholders in the provincial governorate and municipal government. Some LCs and representatives of provincial agencies noted that at times training workshops are implemented in a standard manner without being adjusted to the local context or local capacities.

As mentioned above, the programme management team adopted an iterative approach that is supported by programme team meetings, monitoring visits by the programme

⁴¹ i) PMC 1 - tensions between the municipality and governorate in Van and their reluctance to participate was noted; ii) in PMC 6 – there is a reference to the March 2014 local elections and the expressed hope that elected officials will integrate LEAPs into their strategic plans; and iii) in PMC 7 –the amendments to the Metropolitan Municipalities Law were mentioned.

manager and SWOT analysis that has helped identify some lessons learned, obstacles and opportunities. The analysis and documentation of this reflective approach is not thoroughly documented in the annual progress reports or the annexes to reports.

14. **Main finding on assessment and response to context:** The complexity of the WFC programme requires regular assessment and response to the political context at the local and central levels. WFC programme personnel monitor the local and national contexts and risks regularly without using a standardized tool or process to document the risks and the responses applied on an annual basis.

3.4 SUSTAINABILITY

3.4.1 Local ownership

The evaluation matrix included three indicators to measure local ownership: i) The level of participation by national, provincial and municipal authorities and CSOs in programme planning and implementation (decision-making); ii) The extent to which local and national authorities are allocating funding from their own resources to continuing the fora for participation, implementing models and modifying services and iii) Evidence of local leadership.

With regard to the first indicator the evaluation team is focussing on programme management and decision-making. For example the level of participation and decision-making in the phase two design and the implementation of activities. The interviews confirmed that local activities are planned and implemented under the leadership of the LCs and significant participation of provincial and municipal officials. The evaluation did not find reference in the Inception Report of 2011 of direct participation of provincial and municipal officials in the design of phase two activities. That is not to say that the programme does not consult officials. But transfer of programme management (planning, implementation and evaluation of progress) to government partners was not evident. For example, the involved stakeholders do not have a checklist of minimum standards that they are responsible for implementing regarding LEMs. As mentioned LEAP monitoring processes are being introduced. At the national level, the Ministry of Interior has not had consistent and significant participation in programme planning and implementation due to personnel changes.

With regard to the second indicator of funding allocation the evaluation found that new gender equality or equality positions have not been created in provincial governorates or municipal administrations. As mentioned previously, individuals generally maintain two workloads. In Ortahisar municipality (Trabzon), one worker had been dedicated to equality issues but this arrangement has not continued.

With regard to the third indicator, evidence of leadership, the evaluation confirmed government authorities and selected women's NGOs participate in LEMs and the LEAP process but leadership (that is assuming responsibility for implementation of WFC activities) has not been transferred completely to local stakeholders as of yet.

The level of leadership for LEMs was described above in relation to output 3. LCs admitted that they have been perceived as employees of provincial governorates who will organise the planning processes and follow-up meetings. One NGO representative in Gaziantep noted that WFC is perceived as a project and not a programme or model that has been formally adopted as an approach for the planning and implementation of government services.

In the Concept Note for phase three it is stated that “once the inception period is over” the “revised WFC model and the sustainability strategy will be shared and discussed with all local and national stakeholders in a large-scale workshop...”.⁴² In the last phase the ownership and leadership of the WFC “model” will need to be transferred from UNFPA to other stakeholders who will continue to support the promotion and replication of the WFC approach.

- 15. Main finding related to local ownership:** Central, provincial and municipal ownership of the WFC programme ‘model’ remains weak with regard to decision-making in programme management, leadership of LEMs, and budget allocation for equality-focussed human resources. This appears to be due to three factors: lack of minimum standards or concrete expectations for leadership and financial resources for LEAPs and LEMs and lack of participation in WFC programme decision-making (planning, implementation, monitoring and evaluation of the programme itself) by central and local stakeholders. Most local stakeholders interviewed continue to rely heavily on the LC and programme management to lead processes.

3.4.2 Financial sustainability of LEAPs and LEMs

The evaluation’s indicator to measure financial sustainability was: evidence of commitments to allocate public revenue to implement LEMs and LEAPs. As mentioned previously, the LEAPs and strategic plans at the provincial governorate level are not costed. Costing of LEAPs would help ensure full implementation with government funds or with additional or match funding from donors. This was mentioned as recommendation of the first external evaluation in 2007 but was not implemented. Each provincial directorate with responsibilities for implementing priorities identified in the LEAP is expected to include activities in their institutional work plans. The evaluation cannot comment on the the work plans of provincial directorates and the precise financial commitments related to tasks identified in LEAPs. Some representatives of women’s NGOs stated that regular services and programs are used to meet LEAP commitments without real changes in design or delivery.

Municipal governments receive transfer payments from central government and generate their own revenue from municipal taxes. Municipal governments in the four cities visited demonstrated a financial commitment to the implementation of services

⁴² Concept Note for the Phase 3: 2015-2020.

targeted specifically for women or more women friendly services (such as modified public transportation; or women and children friendly parks). This is because Equality Commissions, especially where they are supported by the Mayor and have a constructive relationship with the Financial and Planning Commission, are able to ensure funds are allocated for the implementation of services that correspond to priorities identified in LEAPs. This allocation occurs through the strategic plans prepared by municipal government departments. The Ortahisar municipality in Trabzon, through the efforts of the Equality Commission and Equality Unit, ensures that all departments, not only the social services department, review their plans to ensure women friendly services are integrated and budgeted. The individuals responsible for these mechanisms in Ortahisar attribute these advances to the skills and knowledge they have gained through the WFC programme.

LEMs vary in terms of financial sustainability. In provincial governorates the equality units are not incorporated in the formal structure and therefore the personnel assigned with the tasks to support the WRCC and the LEAP process have full time responsibilities in their formal position. Municipalities are able to allocate budget to a department or unit tasked with women's equality responsibilities and recruit a full time official. This occurs where there is a political commitment to gender equality.

The evaluation's document review did not reveal any guidelines for local stakeholders regarding financial commitments to LEAPs and LEMs. In phase two the WFC programme introduced gender responsive budgeting; however, the focus has been on gender sensitive strategic planning.

16. **Main finding related to financial sustainability:** Regarding the financial commitments to implement priorities identified in LEAPs, the evaluation revealed that municipalities have greater ability to allocate funds due their political autonomy and strategic planning processes. The LEMs in municipal governments demonstrate a higher potential for sustainability due to the ability of the municipal council to allocate financial and human resources to Equality Units. The WFC programme has not yet prepared guidelines for central, provincial and municipals stakeholders regarding financial aspects of a WFC.

3.4.3 Technical sustainability

As mentioned above, some individuals were able to identify new knowledge and new skills obtained through their engagement with the WFC programme. The gender equality mainstreaming and gender responsive data collection training provided by the programme was deemed as valuable but also introductory. LCs and municipal officials acknowledged that technical training on gender sensitive data collection, strategic planning, performance monitoring and gender responsive budgeting is required. NGOs require training on monitoring of LEAPs and municipal strategic plans. The knowledge and skills obtained to date will be sustained by individuals if institutional conditions are favourable. For example, when equality officers in provincial governorates and municipal administrations are assigned to undertake their gender equality

functions on a full time basis. Municipal elections may result in the loss of the knowledge and skills of trained personnel if the allocated staff is not permanent.⁴³

Not all individuals participating in the training for trainers feel comfortable replicating the gender equality training. This was anticipated by the programme and therefore practice training was integrated into the training for trainers curriculum and a tool kit for trainers will be published shortly. The evaluation confirmed that representatives of women's NGOs and some equality unit representatives have replicated the introductory awareness training in government agencies. Factors limiting continued technical knowledge development are: the concentration of gender equality training within the social services departments of governorates and municipalities and the absence of partnerships with universities or public training institutes that could continue training and support to trainers when the programme is completed.

17. Main finding related to the sustainability of technical knowledge and

skills: The WFC programme has contributed to introductory knowledge and skills in evidence-based, gender sensitive and participatory planning; however, advanced technical skills (in gender responsive budgeting, women friendly service design and delivery, NGO monitoring of government commitments) training has not been developed by national and local training institutions who could continue to implement and support local stakeholders after the end of phase three.

3.4.4 Institutional sustainability

The institutional sustainability of LEMs is dependent on the adoption of the WFC “model” by institutional authorities and the legal framework. In this section, the factors that will enhance institutional “practice” will be reviewed.

The evaluation identified some good institutional practices that favour sustainability of gender equality initiatives, LEAPs and LEMs:

- The mayor of Gaziantep Metropolitan Municipality prepared a circular calling on managers to ensure gender equality is integrated in departmental plans and assigned the human resources department with the task of monitoring performance related to the circular;
- In the 2012 Progress Report it states that “municipalities and governorates in some of the Programme cities, by their own initiative(s), enacted circulars to officialise (formalise) the Equality Units of Assembly Commissions beyond the scope of the project.”⁴⁴ The cities where this occurred is not identified.
- The collection of sex disaggregated data by the Izmir Metropolitan Municipality.

⁴³ In Mardin, the Secretary General of the Metropolitan Municipality explained that about 1/3 of the personnel are permanent civil servants. The remainder are contractors or consultants.

⁴⁴ 2012 Progress Report, p. 18.

- In Gaziantep and Mardin departments were established or re-organised to include women's issues in Metropolitan Municipalities.
- The Mardin Metropolitan Municipality human resource policies have been implemented to deter polygamy and domestic violence.
- In Trabzon rather than organise 6 subcommittees under the WRCC to receive NGO information on priorities for annual LEAP implementation, each directorate in the governorate organised their own meetings with women's NGOs and engaged more senior officials (e.g. in the case of health that meant representatives from public health, community health and the hospital all attended the consultation).

Interviewees identified the following factors that diminish the potential for institutional sustainability of LEAPs and LEMs: the lack of commitment among high ranking officials in provincial governorates and directorates and municipalities; concentration of equality units and gender sensitive programmes in social service departments; and the lack of LEAP monitoring and accountability mechanisms.

18. **Finding on institutional sustainability:** Formal decisions in circulars (directives) provide formal recognition of some of the LEMs and some institutional practices designed and implemented by local stakeholders for annual reflection and planning purposes will also help sustain gender mainstreaming in planning and services. Municipalities are uniquely placed to make decisions in municipal council to sustain gender sensitive and participatory planning.

3.4.5 Legal/political sustainability

The 2006 and 2010 circulars prepared by the Ministry of Interior provided sufficient political authorisation to provincial governorates and municipalities to participate in the WFC programme. The 2006 Circular called on "local authorities" to support the gender equality activities of the WFC programme. The 2010 Circular describes the progress made in phase one of the WFC programme and specifically describes the LEAPs and LEMs established in the six pilot cities. In the last paragraph it states that the pilot activities were successful and contributed to the human rights of women and girls. The circular then asks the governorates to share information about the LEAPs and LEMs to the Special Provincial Administrations (now functioning only in provinces without a metropolitan municipality), District Governors and Mayors and to apply them in their own work. Upon reflection the WFC programme personnel and WFC partners in the pilot cities all agree that legal sustainability is critical.⁴⁵

⁴⁵ This was confirmed in the Programme Review Meeting in Ankara on December 3, 2014 and in individual interviews held in the four sample cities.

The 2012 Progress Report stated that WFC programme promoted legally sustainable “models” for gender equality mechanisms at local level through circulars enacted by municipalities or governorates calling on the establishment of Equality Units and Equality Commissions (beyond the scope of project).⁴⁶ The report also states that some municipalities (not identified) have enacted circulars requiring nursery facilities in any municipal building or park. The evaluation found that the circulars may represent a formal recognition of a LEM but it did not always follow that human resources were assigned or that the mechanism was functioning effectively. For example, this was the case in Mardin when a new Deputy Governor established an Equality Unit and the newly elected Metropolitan Municipality established a Women’s Department. Qualified human resources had not been allocated at the date of the evaluation.

According to the interviews conducted, the LEAP process itself and the content of LEAPs (the initiatives identified under the six thematic areas) do not have a sustainable legal and policy framework to date. The draft National Action Plan on Gender Equality includes initiatives to provide sustainability to LEAPs and some aspects of the LEMs, as was described in output 4 above.

Municipalities have the jurisdictional authority to implement LEMs, at least for the duration of the electoral cycle. For example, the Law of Municipalities provides for citizen participation, including women’s participation through Women’s Assemblies and the law also allows the Municipal Council to form specialised committees.⁴⁷ The degree of integration of gender equality in municipal programs and services is dependent on the political will of the Municipal Council members and the interest and skills of the municipal staff. Political sustainability is enhanced through the European Charter for Equality of Women and Men in Local Life. WFC municipalities of Trabzon, Kars, Nevsehir, Gaziantep, Bursa and Izmir became the first Turkish municipalities to sign the charter. The Local Agenda 21 also enhances political sustainability.

- 19. Finding on legal/political sustainability:** During phase two the WFC programme advanced in a preliminary manner with legal and political sustainability by sharing policy recommendations with key national stakeholders such as the Ministry of Interior, the Parliamentary Equality Commission, and the Directorate General of Women’s Status. This latter central agency included initiatives and responsibilities in the next National Action Plan on Gender Equality. Significant work on legal and political sustainability is still required, and is planned in phase three.

⁴⁶ Progress Report 2012, p. 18.

⁴⁷ Municipal Law 5393, article 24.

4 Conclusions and Lessons Learned

The evaluation TOR set out four specific determinations to be made by the evaluation team:

- Whether the programme has created change within the environment it has operated in and what were those changes.
- Whether change has been achieved in an effective way and how it was realized.
- Whether the set mechanisms within the programme are sustainable in the longer period and, if not, how can such sustainability be assured?
- How will the next phase, if it becomes a reality, further sustain the achieved changes?

Conclusions and lessons learned related to these four specific objectives of the evaluation are dealt with in three sections: Changes Achieved in Phase Two; Effectiveness of Implementation and Management Methods; and Sustainability. Conclusions specific to the theory of change are included in a fourth section.

4.1 CHANGES ACHIEVED IN PHASE TWO

1. ***Progress toward phase two outcome:*** The achievements in the outputs, particularly outputs 2 and 3, have contributed to the programme outcome: Individual and institutional capacity for mainstreaming gender equality into the planning processes enhanced at local and national level. (Findings 2 and 3)
2. ***Significant progress:*** The advances achieved in 12 cities were significant given the complexity of the environment. As mentioned, the context is characterised by ongoing decentralisation reforms and lack of political support for gender equality among high ranking national officials despite formal commitments to advance the rights of women and gender equality. The evaluation confirmed that positive changes were achieved in key dimensions of the theory of change defined by the programme management team. Specifically, advances were made in relation to the design and implementation of local equality action plans, local equality mechanisms and support to women's NGOs through the small grant mechanism. (Findings 2, 3, and 6)
3. ***Changes limited due to a complex environment and design and resource limitations:*** The complex national and local context and limited resources and time for activities in some output areas resulted in lower levels of change than what was originally contemplated in the programme design. This occurred in relation to the neighbourhood mobilisation model, legislative reform and women's NGOs capacity to advocate for gender equality. (Findings 1, 4, 5, 11, and 12)

4. *Neighbourhood mobilisation model not fully integrated in WFC of change:*

The women's empowerment approach in low socio-economic neighbourhoods was appropriate to the theory of change in the long term but this approach does not appear to be integrated explicitly in the theory of change developed with the programme management team. Neighbourhood leaders and grass-roots women were provided with an opportunity to learn about their rights and participate in meetings with public officials to request changes to neighbourhood space or services. These activities contradict the current gender roles and relations in domestic and public spheres and demonstrate the need to engage men as well as women in gender equality programming. (Findings 1 and 7).

Lessons learned regarding the neighbourhood mobilisation approach: The WFC programme identified lessons regarding the need for significant support for the empowerment of women and local mobilisation. NGOs already conducting grassroots work were engaged to provide increased field presence during the testing of the approach in phase one cities.

5. *Change in perspectives and basic skills among individuals is important but political support and technical skills will deepen changes achieved to date:*

The LEAP dialogue process, basic gender equality training and small grants projects were important activities that positively influenced individuals (male and female) with regard to government-civil society collaboration, participatory strategic planning and the importance of gender sensitive service provision. New awareness of the importance of evidence-based strategic planning through sex-disaggregated data collection and needs assessment was confirmed. The evaluation also confirmed preliminary examples of the delivery of gender sensitive municipal services, such as alternative transportation and parks and facilities design in phase one cities. Technical skills training in gender responsive services in health, education, labour/employment, social, and/or urban services will ensure services support the ultimate outcome in the theory of change. Improved awareness and political commitment will also allow for the design of transformative services rather than initiatives that may reinforce traditional gender roles. (Findings 2, 3, and 6)

Lesson learned regarding LEAPs and technical skills required: The complexity of LEAPs (six thematic areas) and the complexity of the theory of change demonstrate the importance of identifying potential partners or stakeholders that can lead technical training or aspects of the change pathway in a revised theory of change.

6. *Local Equality Mechanisms face inevitable instability that needs to be considered in the revised WFC model :* The governorates and municipalities participating in the WFC programme have established Equality Units and Equality Commissions. These mechanisms, even in phase one cities, continue to

rely heavily on the leadership and efforts of the Local Coordinators. A sustainable design of the LEMs and minimum standards for their functioning should consider the inevitable periodic instability due to rotation of personnel as a result of relocation or the electoral cycle. (Finding 3, 4)

Lessons learned on LEMs: Municipalities have higher functioning equality mechanisms when the political party in power in the municipal administration has a stated commitment to gender equality and the mayor demonstrates leadership and understands the political value of providing gender sensitive services to women. Equality Commissions can be replicated in District Municipalities where councillors in Metropolitan Municipalities have a high degree of motivation and ownership of the mechanism. Provincial governorate LEMs depend on deputy governor motivation and leadership.

7. ***Factors that deepen and multiply the changes achieved:*** The visibility activities planned within output 5 were not targeted for the intended change in that result statement but they resulted in the dissemination of the results of the WFC programme and increased awareness of the WFC model. The increased public awareness of the programme itself, complementary development initiatives implemented in WFC pilot cities as well as other cities by other UN agencies, the European Commission, and municipal associations strengthened some changes and generated new requests for support from additional cities. (Findings 5, 7 and 8)
8. ***Human resource challenges in pilot cities limit progress:*** Some degree of progress was constrained in most cities due to rotation of key individuals. LCs changed in some cities and without an LC activities would cease. In all cities personnel changed in provincial governorates and municipalities. The March 2014 elections and the creation of new Metropolitan Municipalities resulted in the division of human resources and infrastructure between the provincial capital district municipality and the newly created Metropolitan Municipality. These changes caused delays as new individuals had to be introduced to the LEAPs and LEMs. This type of turnover of human resources will be a constant risk that needs to be considered in the WFC “model.” (Finding 3)

4.2 EFFECTIVENESS OF IMPLEMENTATION AND MANAGEMENT METHODS

9. ***Iterative development of a WFC “model” for Turkey:*** The gradual design and testing of a WFC “model” has been an appropriate method given the complex context for gender equality initiatives and local democratic governance. This iterative approach has been positive on the one hand and presented challenges on the other. The flexibility of the Swedish cooperation has allowed the WFC programme to identify opportunities and adjust activities. For example,

the programme has leveraged the expertise and resources of UN Women through another UNJP on GRB to the benefit of WFC programme stakeholders. The challenges for such an iterative approach is that changes achieved, opportunities, lessons learned, good practices and new activities need to be systematically documented to provide justification for new initiatives and demonstrate the relevance of the theory of change. While the programme used various techniques to analyse opportunities, risks and lessons learned the outcomes of these analytical techniques weren't described systematically in progress reports. (Findings 2, 8, 9, 13 and 14)

10. A WFC model in the making requires significant inputs from a variety of stakeholders: Participatory strategic equality plans, local equality mechanisms and a legislative framework are key dimensions to the development and sustainability of a WFC model, but the model has not been completely designed or tested to date. For example, the services and programmes implemented by agencies within the six thematic priority areas contained in LEAPs have not been monitored and evaluated. The equality mechanisms are just beginning to function with less LC intervention. The full implementation of the WFC pathways is very broad in scope and will require multiple initiatives with various stakeholders. The central authorities and the constituent legislation related to those sectors could be engaged in the development of the complete WFC model to ensure the content of services of provincial directorate is gender responsive. (Findings, 2, 3, 4, and 13)

11. Actual and potential partnerships to advance WFC: The WFC programme identified some new partners and opportunities to provide additional support in pilot cities that had not been contemplated in the design or inception phase. Examples of this include the involvement of NGOs in the neighbourhood mobilisation field work, delivery of gender responsive budgeting workshops, and the engagement of regional development agencies to support assessment mapping processes by gathering gender-sensitive socio-economic data. The WFC results may be enhanced or replicated by strengthening collaboration with other agencies responsible for initiatives related to local governance and/or gender equality. (Findings 1, 2, 8, 10, 12)

Lesson learned on inter-agency coordination: The coordination between UNFPA and UN Women in relation to gender responsive budgeting is an example of how leveraging human and financial resources and coordinating activities can enhance the efficiency and effectiveness of results. Increased coordination among UNFPA, UNDP, and UN Women will be important in the third phase.

12. Similar approaches for different entities: The evaluation team was asked to query the relevance of the amendments to the Metropolitan Municipality Law. The evaluation team found that the specific amendments to the Metropolitan Municipalities Law would change mandates among different categories of

municipalities. At the time of the evaluation the one-size WFC implementation approach for provincial governorates, provincial level agencies of central government and municipalities was identified as more of a concern than the specific amendments to the Metropolitan Municipalities Law. The programme had been applying similar strategies to different types of entities. The Deputy Governors respond to the Local Authorities Directorate of the programme's main national partner, the Ministry of Interior. The interest and motivation of the Deputy Governor is critical to the success of the LEAPs process and the integration of the LEAP responsibilities in the provincial level agencies of the central government such as health, employment, education, and family and social policy. To date the programme has emphasised the provincial governorates in the implementation approach by relying on circulars of the Ministry of Interior, leadership of provincial governorates, and by positioning the LCs physically within the governorate building. On the other hand, municipalities are autonomous with councils having the power to create LEMs and allocate funds to local services. (Findings 3, 10, 15)

Lesson learned on gender equality and decentralisation: The WFC programme is uniquely situated to track insights into gender equality aspects of decentralisation reform in Turkey.

13. Participatory results-based management and decision-making in the WFC programme management cycle: A more rigorous application of result-based management tools such as logic models, performance measurement frameworks (Monitoring and Evaluation Table) and risk registers in collaboration with programme stakeholders could help enhance ownership in WFC programme management. At the same time RBM tools could provide the basis for more realistic budget allocation for activities that are critical to the WFC theory of change. RBM tools can also allow for consistent reporting of: progress toward intended results, achievement of unintended results, lessons learned, risks/challenges in national and local political contexts, risks in WFC implementation and the collaborative responses implemented to mitigate these risks/challenges. (Findings 9, 10, 11)

4.3 SUSTAINABILITY

14. Continued technical assistance for WFC pilot cities: The training of trainers approach used in phase two is an important strategy to be able to replicate gender equality awareness training. The approach may permit the maintenance of some skills in the absence of an LC. Still, given the expressed need for more technical training, it will be important in the third and final phase that the programme deliberately plan for the transfer of leadership and transfer of the “brand” to local or national stakeholders to ensure ownership by a Turkish organization and the sustained offer of technical assistance to participating cities. Such stakeholders should have capacity building for public authorities or

municipal governments within their institutional mandates. (Findings 15 and 17)

15. Ensuring resource and political commitments from stakeholders: Encouraging or requiring human and financial resources be assigned to local equality mechanisms may enhance local ownership, institutionalization and financial sustainability. There appears to be a higher probability for financial and institutional sustainability of gender sensitive strategic planning and equality mechanisms among municipal governments, at least during the period between municipal elections, due to their autonomous powers. (Findings 15, 16, and 18)

16. A legal framework will support institutionalisation of gender sensitive services and equality mechanisms: The programme has conducted a review of legislation and generated policy recommendations for the sustainability of LEMs. The amendments of existing laws and/or revisions to laws such as the Law on Municipalities and the Law on Metropolitan Municipalities may provide sustainability of the procedural mechanisms at the municipal and provincial levels. The programme has also recommended that the Ministry of Interior introduce an equality unit. However, the delivery of gender sensitive services among provincial directorates in keeping with LEAP obligations may require engagement with other Ministries and/or amendments to sectoral legislation (health, education, social protection, employment and so on). (Findings 2, 17, 18 and 19)

Lesson learned on sustainability: A circular (or even a law) does not guarantee LEMs will be functioning and adequately resourced.

4.4 THE THEORY OF CHANGE

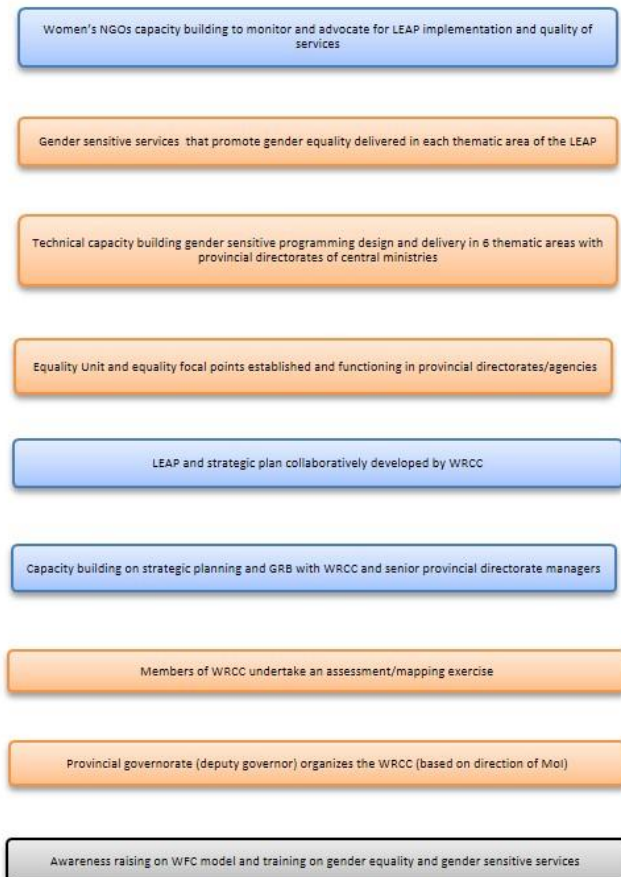
17. Participatory governance requires social demand among rights holders: Civil society organisations, particularly rights-oriented NGOs, must be sufficiently strong to demand the conformation of participatory mechanisms such as Citizens' Assemblies and Women's Assemblies. They also require technical skills to engage constructively with government and elected officials in negotiations, planning and monitoring processes. The limited sustainability of networks of neighbourhood women and with regard to the capacity of women's NGOs to advocate for gender equality affect the progress on the change pathway. Nevertheless, it may not be appropriate to expect UN agencies to engage directly in NGO capacity building for long term empowerment processes with marginalised individuals and communities. As was the case in phase two, partnerships with civil society organisations specialised in community level empowerment work may be more appropriate for this dimension of the WFC theory of change. (Theory of Change; Findings 1, 5)

18. Full design and testing of a WFC “model” will require increased resources and more involvement by existing and new stakeholders: The major elements of the WFC programme have been developed and tested in 12 cities but all elements of the “model” of WFC approach have not been fully designed and tested. To ensure full design, replication, testing and sustainability of the WFC approach more financial and human resources need to be harnessed in the third and final phase. Specifically, the involvement of national, regional, provincial and local stakeholders and complementary initiatives WFC initiatives led by other stakeholders would enhance the development and sustainability of a complete WFC model in Turkey. (Findings 12, 13, 15)

19. Additional steps in a change pathway for governorates and municipalities: The evaluation team identified additional steps and divided the pathways for governorates and municipalities. The diagram below is suggestive and does not include assumptions or indicators. A change pathway for national agencies may also be helpful.

Increased Gender Equality Women's Rights Exercised/Duty Bearers accountable

Provincial Governorate Pathway



Municipal Pathway



5 Recommendations

5.1 WFC PROGRAMME

The evaluation recommends that the United Nations agencies responsible for the WFC programme:

1. Revise the theory of change of the WFC model in order to clarify all steps in the change pathway or pathways regardless of whether the steps can be achieved by the UNJP or UNFPA in phase three. A pathway for provincial governorates and a pathway for municipal governments will likely involve distinct steps and will assist the programme to identify indicators for each intended change and the assumptions or conditions necessary for the change to occur. Mapping out the complete theory of change will help the WFC programme stakeholders to prepare a sustainability strategy and identify potential partners who can assume responsibility for specific steps on the change pathway. (Conclusions 4, 10, 11, 12, 17, 18)

Specific recommendations regarding the revision of the **theory of change**:

- 1.1 Assess how a neighbourhood empowerment and community mobilisation approach can be integrated in the theory of change in partnership with one or more civil society organisations well placed to engage for several years with men and women in disadvantaged communities in pilot cities.
 - 1.2 Identify, through a participatory process, both the political support and technical knowledge and skills required at each step of the change pathway for different types of stakeholders (central government, governorates, provincial directorates of central agencies, municipal government, women's NGOs, mixed CSOs, and neighbourhood men and women).
 - 1.3 Define what steps in the theory of change pathway that are realistic for the UNJP or UNFPA to achieve and ensure sustainability prior to the end of phase three.
 - 1.4 Cost the the third and final phase carefully to ensure that adequate financial resources and human resources are engaged to either complete the WFC “model” or specific aspects of the change pathway.
 - 1.5 Reconsider the addition of five new cities in the third phase. Prioritise the consolidation of the adjusted WFC “model” and test the revised components in phase two cities.
 - 1.6 Expand the WFC programme team based on the costing of the recommendations contained within this report and the skills required for their implementation.
2. Develop distinct implementation methods to ensure the requisite political commitments and technical capacities are achieved among the different types of local stakeholders. The methods should ensure the key steps in the change

pathway (equality mechanisms, mapping/assessment based on data, participatory strategic planning, gender responsive budgeting and the design and delivery of transformative gender sensitive services for men and women, and monitoring and accountability skills for duty bearers and rights holders) are implemented and sustained. (Conclusions 3,4, 5, 6, 8, 19)

Specific recommendations regarding **implementation methods**:

- 2.1 Consider a list of minimum standards or commitments and negotiate compliance with these standards with elected municipal authorities. Consider advocating for the insertion of these minimum standards in the platforms of political parties prior to the next municipal elections.
 - 2.2 Develop comprehensive terms of reference for each type equality mechanism, including a list of criteria to measure the effectiveness of each equality mechanism.
 - 2.3 Develop an accountability or performance monitoring system for provincial governorates with the Directorate General of Local Authorities of the Ministry of Interior to ensure that the terms of reference for the Women's Rights Coordination Councils are fulfilled.
 - 2.4 As LEAPs are due for revision consider: i) enhancing sex-disaggregated data collection and analysis among provincial agencies and municipal governments; ii) supporting evidence-based studies on the social-economic-cultural-political situation of women with the involvement of regional development agencies and/or universities; and, iii) strengthening technical gender-sensitive planning skills in the priority thematic areas of LEAPs.
 - 2.5 Continue to use the small grant mechanism to engage local women's NGOs in aspects of strategic equality plans, participatory mechanisms, and specific initiatives with municipal authorities or provincial agencies. Reconsider how to encourage partnerships between women's NGOs and municipal or provincial agencies.
 - 2.6 Design monitoring and advocacy options for the LEAP process jointly with women's NGOs and engage a women's NGO to implement monitoring and advocacy training with local women's NGOs.
 - 2.7 Consider engaging LCs as technical advisors without physical presence in government buildings.
 - 2.8 Consider smaller regional peer to peer training (with experienced local stakeholders from phase one cities as trainers) rather than large scale Ankara-based training. The Union of Municipalities or regional associations of municipalities may also facilitate peer education programmes between municipal leaders. Define training strategies for elected officials (for example, mayors and councillors in Equality Commissions) that differ from training for professional bureaucrats.
3. Develop a network of partnerships to ensure WFC sustainability beyond the life of the WFC programme under UN stewardship. (Conclusions 11, 14, 16, 18)

Specific recommendations regarding partnerships and sustainability:

- 3.1 During the inception phase, conduct stakeholder mapping exercises in relation to the theory of change in a participatory manner, inviting LCs, Ministry of Interior, a sample of provincial governorate representatives, a sample of women's NGOs, the Parliamentary Equality Commission, a sample of municipal officials and representatives from the Union of Municipalities or regional associations of municipalities.
 - 3.2 Design a multi-dimensional sustainability strategy that sets out annual targets for technical, institutional, financial and legal sustainability of the key steps in the change pathway. Identify distinct activities for the sustainability of LEMs and gender-sensitive planning processes in national agencies, provincial governorates and municipal administrations.
 - 3.3 From the stakeholder mapping, identify other potential partners or initiatives, such as Local Agenda 21 and decentralisation reform initiatives, that are important to engage during the phase three.
 - 3.4 Identify key partners that will assume ownership of the WFC "brand" or "model" in Turkey and who will act as promoters and advisors by the end of phase three. Engage these partners in programme decision-making/management from the beginning of phase three and co-implement activities to ensure the transfer of the WFC model (or steps of the model). Municipal associations and university programmes (in public administration and women's studies) would be important to engage to ensure the replication of technical training.
 - 3.5 Promote the idea of an inter-agency coordinating committee among central agencies that have responsibilities in the six priority thematic areas of the LEAP. This inter-agency LEM can strengthen the content of the LEAPs. The UN could steward this initiative, at least to establish it, through the gender thematic group.
 - 3.6 Collaborate with other programmes that support decentralisation or local governance reform. This would help the WFC programme prepare a realistic legislative reform strategy for the integration of equality mechanisms into municipal, provincial governorate, and national institutions. European Commission Progress Reports may also provide relevant indicators for gender equality and decentralisation.
4. Adopt management approaches and tools that facilitate context and risk analysis, precise design and measurement of changes, local ownership and the sustainability of the WFC model. (Conclusions 9, 13)
 - 4.1 Identification and measurement of the WFC Programme results can be enhanced with the strategic use of the Theory of Change and planning, moni-

toring and evaluation methodologies, such as Results-Based Management,⁴⁸ Outcome Mapping,⁴⁹ Stakeholder mapping⁵⁰ and/or the regular use of a Lessons Learned template.⁵¹

- 4.2 Conduct internal context analysis meetings and/or organise a small group of experts to periodically assess the situation of gender equality mainstreaming in provincial and municipal levels of government and also the progress on decentralisation reforms in the country.
- 4.3 Design a monitoring, evaluation, and knowledge management system to use within the last phase of the WFC programme so that progress toward results, best practices, and lessons learned can be systematically tracked and reported to the Programme Management Committee and in annual progress reports.
- 4.4 Consider a template for annual progress reports that includes more detailed information, such as: context; major activities planned as compared to implementation; progress toward results/changes as compared to baseline and annual targets (using indicators); management issues (risks and their mitigation; any significant decisions or analysis from programme coordination or committee meetings); and lessons learned. Annex information on progress in pilot cities based on standard indicators in a type of “report card.”

5.2 EMBASSY OF SWEDEN

5. If possible, provide additional financial support to the WFC programme to ensure sustainability of the key steps in the change pathway by the end of phase three.
6. Provide support in Results-Based Management and aspects of Outcome Mapping that support strategic programme planning (vision statement, mission statement, and boundary partner identification).
7. Facilitate linkages between the WFC programme and European Union decentralisation or local governance initiatives, and the Union of Municipalities/SKL project.
8. Share WFC programme achievements in donor networks to facilitate linkages with other gender equality initiatives.
9. Undertake a mid-term evaluation during phase three and ensure sufficient budget for data collection and analysis among a greater sample of cities.

⁴⁸ UNDG: [http://www.undg.org/content/programming_reference_guide_\(undaf\)/un_country_programming_principles/results-based_management](http://www.undg.org/content/programming_reference_guide_(undaf)/un_country_programming_principles/results-based_management)

Sida: <http://www.sidaresearch.se/apply-and-report/result-based-management-%28rbm%29.aspx>

⁴⁹ Outcome Mapping Learning Community: <http://www.outcomemapping.ca/>

⁵⁰ Overseas Development Institute: <http://www.odi.org/publications/5257-stakeholder-analysis>

⁵¹ See the UNDP Lessons Learned Report Template.

Annex 1 - Terms of Reference

Terms of Reference

Consultancy for:	Independent evaluation of the “UN Joint Programme on Promoting Gender Equality at Local Level (Women Friendly Cities)” and “Women Friendly Cities Small Grants Programme”
Evaluation team:	Three member team, comprising: <ul style="list-style-type: none">• 1 International Evaluation specialist (Team Leader)• 1 or 2 Gender specialist(s)• 1 administrative assistant• Translator
Duration:	60 person-days app.
Evaluation Period:	15 October 2014 – 30 January 2015
Location:	Turkey & Sweden

Evaluation purpose

The objective of the evaluation is to assess the effectiveness, sustainability and impact of the UN Joint Programme on Promoting Gender Equality at Local Level (main programme), during its implementation period between the years 2011-2014. The results of the evaluation will be referenced in order to justify, structure, manage and monitor a possible next phase of the ‘Women Friendly Cities’-cooperation with UNFPA.

The recommendations made at the end of the evaluation are expected to inform Sida whether the cooperation shall continue with a concluding phase as suggested by UNFPA. The recommendations shall be seen in light of the results achieved and lessons learned, sustainability matters and possible obstacles regarding the changing environment within the operation (changing laws, new appointments and newly elected majors, changing political environment etc.).

Another important focus of the evaluation shall be the methodology used throughout the Programme. In other words, an assessment of whether certain results could have been reached in a more effective way with other approaches will be very useful. An analysis is necessary, therefore, to underline the extent to which creative methods could have and/or should have been used in the running of the project or whether the existing methods were sufficient on their own.

In general terms the evaluation is expected to look at:

- Whether the project has created the (intended and unintended) changes within the environment it has operated in and what were those changes (impact).
- Whether the change has been achieved in an effective way and how it was realised (effectiveness).
- Whether the set mechanisms within the programme are sustainable in the longer period and, if not, how such sustainability could be assured?
- If decided to become reality, how will the next phase further sustain the achieved outcomes/results/changes (sustainability).

The intended users of the evaluation will be, *inter alia*, the partners and stakeholders involved to the project (Ministry of Interior (GD of Local Authorities), UNFPA, UNDP) along with relevant Sida departments and officials and the Swedish Embassy in Ankara.

Intervention Background

Main Programme:

The Turkish Ministry of Interior is the national partner and key stakeholder of the Women Friendly Cities Programme. UNFPA, as the lead agency, implements the programme together with UNDP. UNFPA serves as the Administrative Agent (AA) of the Programme. The Programme is, since 2011, funded by the Swedish International Development Cooperation Agency (Sida). Sida provides funding to the programme within the context of the 2010-2013 Swedish development cooperation strategy for Turkey, and as part of the focus on democratic governance and gender equality.

The overall objective of the Programme is promoting an enabling environment for women friendly communities by means of **mainstreaming gender into the planning process of local authorities** through local dialogue with women CSOs, grassroots organisations and governmental institutions at national and local levels.

The first phase of the Programme was successfully carried out during 2006-2010 in 6 cities. A second phase covering 12 cities was initiated in 2011 with an aim to expand this model and to build on the gains in women's empowerment already achieved in the first 6 pilot cities with Sida's financial support this time. Sida was not a financier in the first phase.

Main target groups of the Programme include Local governmental institutions, local administrations (governorates and municipalities), local women's NGOs and groups, central staff of Ministry of Interior

Objectives of the Programme are as follows:

- To improve the capacity of the local authorities (governorates and municipalities) and Ministry of Interior (MoI) on mainstreaming gender equality into their planning processes;

- To develop capacity in women's CSOs to advocate gender equality;
- To promote mutual collaboration between the local women CSOs, grassroots organisations and local authorities.

Expected results of the Programme include:

- Technical knowledge of central MoI staff and local administration authorities in the Project cities enhanced to mainstream gender in designing and providing local services
- Results achieved in the former six Project cities of the first phase scaled up through community based/neighbourhood management system
- Individual and institutional capacities at the grassroots enhanced through community based organisations and peer to peer trainings
- Capacity of the civil society organisations functioning in project cities strengthened to better advocate gender equality
- Local administrations and women's NGOs in Project cities build productive dialogue to identify the ways of improving the quality of women's lives
- Urban space planning improved for women to make project cities women friendly

Policy recommendations based on the mapping of the existing relevant legislative framework prepared and submitted to the central authorities

Small Grants Programme (SGP):

The Small Grants Programme is an integral part of the above programme. The output of the programme will be the implementation of LEAPs facilitated through local partnerships. The main strategies that are used include: raising awareness and ownership of LEAPs; building capacity of NGOs and local administration on proper project management; and strengthening partnerships among NGOs and local administration.

It is expected to enable one of the main outputs of the WFC project – the local equality action plans (LEAPs, formulated by and negotiated between the local stakeholders) to be implemented, also triggering funding from the local authorities. The small grants programme is to be seen as a trigger/facilitator/seed money to implement local solutions to gender equality challenges rather than as a complete solution. The former Grants Programme was managed in 2007 - 2010 and facilitated the implementation of LEAPs through supporting 34 local administrations and NGOs' projects until 2010.

The Sida supported SGP covers the period October 2012-April 2015 (the initial ending of the project was planned for December 2014 but both of the main and small grants programmes are extended until the end of April 2015). The evaluation shall focus on the Sida funded periods of the programme.

Further information can be found in Annex-1 Programme Summary document prepared by UNFPA for both the main programme and the small grant programme.

Stakeholder Involvement

Stakeholder involvement will mainly be through cooperating with the consultants in answering questions posed to them regarding and relevant to the Program, as well as

disseminating the reports as they see fit. Sida officials will share all documents requested by the consultants provided that Sida is in possession of or have access to the requested documents. The deputy governors, deputy mayors, local NGO representatives and members of the local assemblies together with local coordinators will be available during the first week of December in Ankara for a Programme Review Meeting, as arranged by UNFPA. We hope that this is a good opportunity for the consultants to easily access the project's important stakeholders/partners.

The consultancy company is welcome to suggest other interviewees from the cities as they see necessary.

Prior to the drafting of the inception report, all requested programme documents and reports will be handed over to the consultancy firm. Should there arise a need to obtain additional documents after the inception phase, Sida will, to the extent possible, aid the consultants in this regard as well. The consultancy firm is responsible for all logistics and stakeholder contacts, Sida/the Embassy of Sweden in Ankara will not undertake such duties.

Evaluation Questions

As mentioned above, the objective of the evaluation is to assess the effectiveness, sustainability and impact of the UN Joint Programme on Promoting Gender Equality at Local Level and its SGP programme, during the implementation period 2011-2014, specifically in light of the *changes achieved and the challenges faced (such as new political/administrative appointments, changes to relevant laws etc.)* in the process. The risk areas should be of prior concern in order to assist Sida in the decision making process for a final project phase, as suggested by UNFPA.

The recommendations made at the end of the evaluation is also expected to inform future cooperation with UNFPA for the final phase proposal, especially regarding the lessons learnt and the changing outer circumstances which may affect the sustainability of the current and future results/changes already achieved or to be achieved within the next phase.

Another important focus of the evaluation should be the methodology used throughout the Program. In other words, an assessment of whether certain results obtained could have been reached in a more effective way will be very useful. An analysis is therefore necessary, to underline the extent to which creative/alternative methods could have and should have been used in the running of the project, or whether the existing methods were sufficient on their own. Or should the monitoring have been strengthened with an outcome mapping aspect, to be able to respond to changes and adapt the programme accordingly? This information will be also used to inform Sida regarding a possible final phase of the project.

The sub-headings to the evaluation may include, *inter alia*, the following dimensions:

Impact

- a. What are the intended and unintended, positive and negative, effects of the intervention on people, institutions and the physical environment?
- b. How has the intervention affected the well-being of different groups of stakeholders?
- c. What do beneficiaries and other stakeholders affected by the intervention perceive to be the effects of the intervention on themselves?
- d. To what extent does the intervention contribute to capacity development and the strengthening of institutions?
- e. To what extent can changes that have occurred during the life span of the intervention or the period covered by the evaluation be identified and measured?
- f. To what extent can identified changes be attributed to the intervention? What would have occurred without the intervention?
- g. Have plausible alternative explanations for identified changes been considered and convincingly ruled out?

Sustainability

- a. Is the intervention consistent with partners' priorities? Is it supported by local institutions and well integrated with local social and cultural conditions? If not, has this been overcome and how?
- b. Are requirements of local ownership satisfied? Did partner country stakeholders participate in the planning and implementation of the intervention?
- c. Do partners have the financial capacity to maintain the benefits from the intervention when donor support has been withdrawn?
- d. Sustainability of the capacity development of partners such as municipalities, governorships, neighbourhoods etc.
- e. Sustainability of the systems, commissions, administrative structures etc.
- f. Legal changes that ensure the sustainability of the results

Effectiveness

- a. To what extent do development changes in the target area accord with the planned outputs, purpose and goal of the evaluated intervention?
- b. To what extent can the identified development be associated with the intervention rather than external factors?
- c. What are the reasons for the achievement or non-achievement of objectives?
- d. What can be done to make the intervention more effective?
- e. Quality and timeliness of reporting,
- f. Identification of factors that have limited project effectiveness and suggestion of remedial measures;
- g. Effective identification and management of spin-off projects (if any);
- h. Adequacy of funds for programme implementation up to the date in which the evaluation is made;

- i. Evaluation of areas in which cooperation has been most effective, and areas in which it has been least effective in terms of achieving objectively verifiable results and/or in terms of how beneficiaries have perceived the activities;
- j. Effectiveness in terms of making publicly visible the results achieved from the cooperation.

These should be taken as non-exclusive suggestions. The consultants will be free to create their own sub-headings and criteria for evaluation.

Methodology

The evaluators will be responsible for choosing the appropriate research method. The chosen method should be described and justified in relation to possible alternatives in the inception report.

The Consultant is expected to be familiar with Swedish key steering documents for development/reform cooperation and methodological approaches.

The assignment will be carried out between 15 October 2014 – 30 January 2015 and will take up to 60 person-days. The team is expected to include two to four persons. The Consultant shall be responsible for all logistics during the assignment.

The evaluation and the reporting must follow OECD/DAC's evaluation quality standards. The Consultants shall take care to establish the reliability and consistency of the information by triangulation, i.e. comparing and checking similar information from various sources. Investigation of the potential and actual synergy effects in the portfolio will be highlighted wherever relevant. A mixed method (qualitative and quantitative) approach is envisaged for this evaluation. The evaluation team will outline a well-developed research strategy and propose an appropriate methodology to ensure a transparent and objective assessment of the issues to be analysed in this evaluation.

The evaluation team will make use of secondary and primary data which will be analysed using suitably defined qualitative and quantitative performance indicators. Primary data may be collected using empirical methods through interviews and focus groups. The field-study will be an important part of this assignment. Another field visit is planned for the presentation of the findings in a workshop.

Work Plan and Reporting

1. Inception Report:

The Team Leader will present an Inception Report (please see section entitled "Reporting" for details) at the beginning of the evaluation mission. The Consultant is asked to begin the assignment by preparing an inception report elaborating on the feasibility of the scope of evaluation, the description of methodological choices, design of causal analysis, data collection methods, instruments for data collection and analysis, the detailed and operational evaluation work plan (including feedback workshops), activities

and deliverables along with assigned responsibilities for the team members. The Consultant is asked to make an interpretation of the evaluation questions and how they will be researched.

The Consultant shall propose the methodology, time plan and division of labour in an Inception report (maximum 10 pages) submitted to the Embassy **no later than 20 October 2014**.

2. **Start-up meeting**

The Consultant, Sida and the Embassy will have a start-up meeting in the week of 20-24 October 2014 via video/telephone conference. During the start-up meeting the methodology, time plan and budget in the inception report will be discussed and agreed.

3. **Implementation**

The assessment shall be performed through studies and analysis of existing reports, evaluations, and other relevant documents as well as through interviews, focus groups, etc. with relevant stakeholders which will include implementing partners (such as government institutions and CSOs), beneficiaries and other donors. The work thus includes field visit(s). The Consultant is expected to present a proposal on the division of days between field visit and desk study.

4. **Draft Evaluation Report**

The consultants will submit a draft evaluation report of the Programmes highlighting achievements, constraints and lessons learned as well as the corrective measures required, including recommendations regarding Sida's continued intervention in the sector, **to be decided**, in electronic form. The report shall be written in English and shall not exceed 30 pages, excl. annexes.

5. **Final Evaluation Report**

The final evaluation report incorporating Sida's comments to the Draft Evaluation Report will be submitted by the Team Leader to the Embassy of Sweden in Ankara, electronically and in two hardcopies by **15 January 2014**. The report shall be written in English and shall not exceed 30 pages, excl. annexes.

Approval of the Final Report will be based on its adherence to the OECD/DAC Evaluation Quality Standards. Contact person at the Embassy in Ankara will be Annika Palo (annika.palo@gov.se) and Selin Yasamis (selin.yasamis@gov.se).

6. **Debriefing Meeting**

The consultants will present a summary of evaluation findings, conclusions and recommendations at a debriefing meeting with the participation

of Sida representatives. The debriefing meeting shall take place at a mutually agreed date.

Evaluation Team

The assignment is expected to be carried out by two to four persons. At least one of the three needs to fulfil the required qualifications for Category I (according to Appendix D in the Framework Agreement). The team leader should be an experienced evaluator and shall have an advanced academic degree, i.e. a minimum of a Master's Degree or equivalent. The team in combination should have the needed experience and knowledge to perform the tasks foreseen in this assignment including:

- Experience in the country and Turkish-speaking;
- Experience of local administrations, gender equality and women's human rights;
- Experience of efficiency analysis and evaluation of strategies;
- At least one team member shall possess experience of evaluation in a development context, experience of utilisation-focused evaluation, experience from facilitating participatory processes, seminars and workshops.

Days and Costs for the Assignment

The consultants shall in the inception report propose a timeframe that indicates number of days per consultant engaged for the assignment.

The inception report shall include a full budget for the assignment, including reimbursement costs.

Annex 2 – Inception report

1. Introduction

This inception report sets out in detail how the Indevelop evaluation team proposes, in conceptual and methodological terms, to respond to the Terms of Reference (TOR) for the evaluation of the Women Friendly Cities (WFC) programme supported by Sweden in Turkey.

It explains the interpretation of the evaluation of the evaluation object (the WFC programme), the purpose of the evaluation, the evaluability of the programme (and in particular evaluability of the questions posed in the TOR) in order to achieve a common understanding of these basic elements of the evaluation with officials at the Embassy of Sweden and the implementing agency, the United Nations Fund for Population Assistance (UNFPA). The Evaluation Matrix in section 3 will be the main instrument to orient the evaluation and, therefore, the evaluation team welcomes the opportunity to review the matrix with the two above-mentioned institutions.

In section 4 the evaluation approach and methodology is described. In this section the criteria for sampling, data collection techniques and a suggested schedule for the evaluation are set out.

The evaluation team is committed to ensuring that the evaluation process is useful for both Sweden and UNFPA and therefore welcomes feedback on this draft inception report.

2. Assessment of Scope of the Evaluation

2.1 THE ASSIGNMENT

The object of the evaluation is the second phase of the United Nations (UN) « Joint Programme on Promoting Gender Equality at the Local Level » (UNJP) also known as the Women Friendly Cities (WFC) programme implemented by UNFPA as lead agency in partnership with (or support from) the United Nations Development Programme (UNDP). The first phase was not supported by Sweden, while Sweden is the

sole cooperation agency supporting the second phase. The second phase commenced in 2011 and will end in 2014.⁵²

While the present evaluation will consider the progress made during the first phase of the WFC,⁵³ conversations with Embassy of Sweden officials demonstrated that this process can be considered an evaluation of the second phase of the programme. The evaluation report will provide analysis and recommendations to enable decision-making regarding Swedish support to a UNJP proposal for a third and final phase.

The overall objective of the WFC is to promote « an enabling environment for women-friendly communities by means of mainstreaming gender into the planning process of local authorities through local dialogue with women NGOs, grassroots organisations and governmental institutions at the national and local levels. »⁵⁴ The specific objectives are to:

- Improve the capacity of local authorities (governorates and municipalities) and Ministry of Interior (MoI) on mainstreaming gender equality into their planning processes.
- Develop capacity in women's civil society organisations (CSOs) to advocate gender equality.
- Promote mutual collaboration between the local women's CSOs, grassroots organisations and local authorities.⁵⁵

The expected results vary in number in the documents reviewed. For example, seven “results and outputs” are found in the Project Summary.⁵⁶ However, some of the results were subsumed into others at the outset of the programme in 2011.

The first annual progress report in 2011 identifies one outcome: Individual and Institutional Capacity for mainstreaming gender equality into the planning processes enhanced at local and national level. The six outputs (expected results) to be assessed by the evaluation team are the same reported on in the UNJP annual progress reports:

⁵² The Joint Programme was initially slated to end in December, 2013; however an amendment to the original Standard Administrative Arrangement between UNFPA and the Swedish International Development Cooperation Agency (signed in December 2010) extended the Joint Programme until 30 April 2015. See the Amendment to Standard Administrative Arrangement - 2, dated 29 August 2014.

⁵³ The evaluation team has reviewed the final report from phase 1 as a type of “baseline” for phase 2.

⁵⁴ Author unknown, Project Summary, p 1.

⁵⁵ UNFPA, Women Friendly Cities Programme Summary (2014), p. 1. These same specific objectives are referred to as “Purpose” in the Project Summary, p. 1.

⁵⁶ UNFPA explained that the expected results in the Project Document are “rephrased version of the outcome indicators” The evaluation team has not received a document with indicators similar to the six outputs. In the UNJP Inception Report there is a results framework at pages 24-26 with indicators identified for each output. In the 2011 Annual Report a Monitoring and Evaluation Framework contains one outcome and six outputs (page 12). The indicators in that framework are not a combination of measures and targets (and they are distinct from the indicators in the Inception Report Results Framework..

- vii. **Joint Programme Output 1:** Results achieved in the six pilot cities of the first phase scaled up through community based/neighborhood management system
- viii. **Joint Programme Output 2:** Local administrations and women's NGOs in programme cities build productive dialogue to identify the ways of improving the quality of women's lives
- ix. **Joint Programme Output 3:** Individual and institutional capacities of the national and local administrations enhanced to mainstream gender in designing and providing local services.
- x. **Joint Programme Output 4:** Policy recommendations based on the mapping of the existing relevant legislative framework prepared and submitted to the central authorities
- xi. **Joint Programme Output 5:** Capacity of the civil society organisations functioning in Programme cities strengthened to better advocate gender equality
- xii. **Joint Programme Output 6:** Implementation of Local Equality Action Plans (LEAPs) facilitated via strengthened Women's NGOs and Local Authority partnerships.

The sixth output was added when the Small Grants Programme (SGP) was activated in 2013 with Swedish financial support.⁵⁷ The grants support initiatives jointly proposed by non-governmental organisations (NGOs) and local government administrations. The SGP results framework identifies two outputs/objectives:

- v) Increased capacity of NGOs and Local Administrations on Project Management Cycle, and
- vi) LEAPs ownership increased and dialogue between Local Administrations and NGOs strengthened.

The other mechanisms used to achieve the objectives and other expected results of the WFC programme are referred to as the Local Equality Mechanisms (LEMs). The specific LEMs promoted by the WFC programme are:⁵⁸

- Provincial Women's Rights Coordination Councils : These councils aim to promote gender equality at the local level through a participatory mechanism. The councils support the implementation of the National Gender Equality Action Plan at the local level and can be said to contribute to Turkey's obligations under the Convention to Eliminate All Forms of Discrimination Against Women (CEDAW). The councils are chaired by the Deputy Governor and involve civil society, Local Agenda 21 institutions, and academia. The principal product of these provincial committees is the collaborative development and

⁵⁷ This mechanism was also used in the first phase of the programme (Sweden was not a donor in that phase). As in the first phase, the SGP in the second phase was to have been supported by the Sabanci Foundation. The foundation decided to support a "separate, more specialized and vertical project" (see UNJP Women Friendly Cities Small Grants Programme, July 2012, p. 2).

⁵⁸ UNFPA, Women Friendly Cities Programme Summary (2014), p. 2-3.

implementation of the LEAP. The Equality Units of the Governorates act as a Committee's secretariat.

- **Equality Commissions :** These Commissions are established by the WFC programme's twelve partner (or pilot) cities within the Municipal Assemblies. If the city is not a Metropolitan Municipality an Equality Commission is also established within the General Provincial Assembly. These committees are tasked with ensuring gender perspectives are integrated in plans, budgets, circulars, and motions submitted to local assemblies. The commissions collaborate with women's NGOs, which is meant to increase participation in local decision-making and increase transparency and accountability of local government.
- **Equality Units or Equality Focal Persons :** These units are established within Governorships, municipalities, regional development agencies, local branches of ministries and if necessary, Special Provincial Administrations. These units are responsible for the preparation, monitoring and reporting on an annual institutional action plan for the implementation of the LEAP. They also conduct regular gender analysis of local service delivery in order to identify the gaps.

The major stakeholders (beneficiaries) involved in the implementation of the WFC programme are:

- **National Government :** The General Directorate of Local Authorities of the Ministry of Interior (MoI) is the national partner. This Ministry's participation and support facilitates and formalises the WFC activities at the local level. The nature of decentralisation of government powers in Turkey and the promotion of civil society participation in local governance make the support of the MoI important to the success of the WFC programme.
- **Local government :** The WFC programme works with authorities and officials from provincial and municipal levels of government in 12 provinces. Five of six provinces from the first phase remain active in this second phase. They are : Izmir, Kars, Nevsehir, Sanliurfa and Trabzon. Seven provinces are involved in the second phase : Adiyaman, Antalya, Bursa, Gaziantep, Malatya, Mardin and Samsun.
- **CSOs /NGOs :** The programme also works with CSOs, especially women's NGOs, in order to both increase their capacity and promote participation and collaboration with local government authorities for the purpose of mainstreaming gender equality in local policies and services.
- **Women neighbourhood leaders :** The cities that participated in the first phase of the UNJP WFC programme are implementing the « Neighbourhood Mobilisation Model. » This model was designed in 2012 and implementation commenced in 2013 in selected neighbourhoods of Izmir, Nevsehir, Kars Trabzon and Sanliurfa.

2.2 SCOPE OF EVALUATION

The TOR require the evaluation team to assess the effectiveness, sustainability and impact⁵⁹ of the UNJP during its implementation from 2011-2014. This period marks the second phase of the programme. The evaluation will be referenced to justify, plan, manage and monitor a possible third and concluding phase as suggested by UNFPA.

The evaluation is expected to cover the main programme and the Small Grants Programme (SGP). The evaluation team understands that the SGP is a modality that is designed to reinforce the implementation of the LEAPs which are developed within the framework of the « main programme. » The SGP, in this second phase, also seeks to build capacity of grassroots civil society organizations. In reality these are not distinct programmes but complementary methods to achieve the UNJP objectives and expected results. The activities and methods employed by the UNJP will be evaluated in an integral manner.

It is the understanding of the evaluation team that there was an external evaluation conducted of the UNJP was in December, 2007 during the first phase. The evaluation team will consider the 2010 Final Report of the first phase as a starting point for the WFC programme during this second phase under evaluation. At the same time the evaluation team is cognizant of changes in the socio-political context in Turkey and the impact those changes may have had or will likely have on the WFC programme and gender equality initiatives in general. The WFC has also been evaluated within UNFPA country programme evaluations. One was conducted in 2009 in related to the 2006-2010 country programme and another was recently undertaken. Once finalized the results of this latest UNFPA country programme evaluation will be shared with Sida.

After reviewing programme documentation the evaluation team notes that the results framework for the UNJP changed between documents and lacks a clear theory of change or pathway to change. Measurement indicators from the Results Framework in the Inception Report are not applied in the annual progress reports. What is evident from the results statements is that the programme is primarily focussed on capacity development. Precisely what skills, attitudes, knowledge, organizational processes, institutional norms and practices need to change to achieve the results and objectives is not readily evident from the documentation reviewed to date.⁶⁰ Those multiple dimensions of capacity building, as other evaluations demonstrate, will likely not lead

⁵⁹ In the next section the evaluation team proposes including a Relevance assessment.

⁶⁰ The evaluation team understands it would be preferable to reconstruct the theory of change in the Inception Report, however the team members have several questions related to the outputs, indicators

to linear change in a dynamic development context.⁶¹ Therefore the evaluation team proposes to reconstruct a theory of change in initial discussions with UNFPA and UNDP and to adjust the questions in the interview protocol to facilitate clarity regarding building capacities to bring about « women friendly cities » in the socio-political context.

3. Relevance and Evaluability of Evaluation Questions

3.1 OBSERVATIONS ON THE EVALUATION QUESTIONS

3.1.1 Impact

While the TOR call for the evaluation of impact, in development evaluations that result level is over the long term. As previously mentioned in the proposal submitted by the Indevelop evaluation team:

Sida's definition of impact in its Evaluation Manual includes i) the totality of effects brought about by an intervention; or ii) the longer-term effects at the scale of societies, communities or systems. This latter reference to long-term effects of a development intervention is consistent with the Results-Based Management terminology employed by the OECD-DAC.⁶² Impact is the most challenging evaluation criteria to assess. It requires the passage of time before impact level effects are manifested and when they are, it can be difficult or impossible to establish causality between the intervention and the changes that have occurred.

The resources are not available for the team to conduct an impact evaluation to assess how the intervention has affected the well-being of groups of stakeholders. *The evaluation team proposes to remove "How has the intervention affected the well-being of different groups of stakeholders?"*

In their proposal the evaluation team also noted that many of the questions under the heading of impact refer to unintended/intended negative/positive effects of the intervention and appear to reference outcome level results related to development of human resources, organisational capacities and institutional change rather than the longer-term societal and system effects (impacts) on women that are expected to result from these capacities and institutional factors. Effects are defined by OECD-

and the context within which the UNJP is implemented. The initial meetings on December 1st could deal with the theory of change.

⁶¹ The multiple dimensions of capacity development and the non-linear nature of capacity building processes is noted in the recent Sida publication, Ian Cristopolos et al, Capacity Development Literature Review (April, 2014), p. 56.

⁶² OECD-DAC, Glossary of Key Terms in Evaluation and Results Based Management, p. 24.

DAC as an “intended or unintended change due directly or indirectly to an intervention.”⁶³ In turn, outcomes are used by many cooperation agencies to refer to short-term and medium-term effects that flow from an intervention’s outputs.⁶⁴

The evaluation team proposes to assess mid-term effects or changes in the capacities of direct beneficiaries or stakeholders of the programme. In the phase one cities the evaluation team will conduct collective interviews or focus groups with women in city neighbourhoods to inquire what local services have changed and whether those changes affect them directly and individually.

Due to the fact the majority of the results statements relate to capacity development, the team suggests adjusting the general question: What are the intended and unintended, positive and negative, effects of the intervention on people, institutions and the physical environment? *The team recommends framing the assessment of the effects or outcomes as follows: the “effects of the intervention on the ability of direct local stakeholders/beneficiaries to mainstream gender equality into their planning processes and service delivery.”*

There are two questions that query the degree of attribution of the WFC programme to changes identified. “To what extent can changes be attributed to the intervention? What would have occurred without the intervention?” “Have plausible alternative explanations for identified changes been considered and convincingly ruled out?” Given that multiple stakeholders and processes contribute to changing a context or system, attribution may be difficult to measure with precision. The second attribution question, “Have plausible alternative explanations for identified changes been considered and convincingly ruled out” can be explored once a theory or pathway of change has been confirmed by the evaluation team with UNFPA and key stakeholders. *The evaluation team proposes to remove the latter part of the question “and convincingly ruled out” as the time and resources are not available to undertake such research.*

The evaluation team recommends adjusting and merging those attribution questions: The team recommends the following contribution question: To what extent has WFC contributed to the changes identified? What other factors have contributed to the changes?

The team proposes to remove two questions covered by one of the results statements: “What do beneficiaries and other stakeholders affected by the intervention perceive to be the effects of the intervention on themselves?” and “To what extent does the intervention contribute to capacity development and the strengthening of institutions?” These results related to institutional and individual capacities will be addressed in the assessment of progress toward the expected results (outputs). Individual beneficiaries

⁶³ *Ibid.* p. 20.

⁶⁴ *Ibid.* p. 28.

will provide a self assessment of new capacities and changes in institutional processes, policies and practices will be assessed in more than one mechanism.

3.1.2 Sustainability

The team will examine the degree of sustainability of the WFC results/effects in an integral manner by assessing financial, technical (capacity), institutional and political/legal factors that will enhance or diminish the sustainability of results achieved. *The evaluation team proposes to assess sustainability in terms of ownership and the likelihood of sustainability in the context in Turkey.*

Financial sustainability: The evaluation team observes that one of the sustainability questions can be interpreted in different ways. “Do partners have the financial capacity to maintain the benefits from the intervention when donor support has been withdrawn?” The evaluation team has the following observations regarding this question. The evaluation team confirmed that “partners” refer to local governments in pilot/partner cities as local administrations have the obligation to lead the planning and implementation of the LEAPs.

Also, this question may focus simply on whether the local level of government has the resources to maintain the Local Equality Mechanisms with public revenues and without technical support from the WFC programme and international cooperation. Alternatively, if the question is interpreted as understanding the capacity of local governments to ensure gender sensitive delivery of local services then a review of the appropriateness of budget allocations and local government spending would be required. This latter interpretation of the financial sustainability dimension of the WFC programme is beyond the scope of this evaluation mandate.

In terms of financial sustainability, the evaluation team proposes to review how LEAPs are financed (national level government allocations or local tax revenues - depending on mandates) in the selected sample cities. *The team proposes to use the following question to assess financial sustainability: Are the central authority (MoI) and local administrations committed to allocating resources to LEMs and LEAPs once the funding ends?*

Technical sustainability (sustainability of capacity development). The team notes that the question “Will the capacity development efforts of partners such as municipalities, governorships, neighbourhoods, etc. be sustainable?” does not capture technical sustainability in a manner consistent with the diversity of local stakeholders involved in capacity building efforts of the WFC. *The team proposes to assess the probability that new capacities (knowledge and skills, for example) of local administration authorities (municipal and governorate officials), local women’s NGOs and local neighbourhood leaders will be applied in the future without UNJP support (technical sustainability). Risk of turnover of people*

Institutional sustainability. The related question on the sustainability of institutional mechanisms will remain the same as these systems are required to sustain the technical capacities strengthened during the UNJP. (Will the systems, commissions, administrative structures, etc. be sustainable?)

Political and legal sustainability. The evaluation team proposes to adjust the question on legal sustainability (Legal changes that ensure the sustainability of the results) to consider the political as well as legal context within which the UNJP is implemented. *The team recommends changing the question to: Will recent political and legal changes favour the sustainability of the results?*

3.1.3 Effectiveness

In the initial proposal the evaluation team noted that one question was repetitive of an impact question (“To what extent can the identified development be associated with the intervention rather than the external factors?”). This question is not considered in the evaluation matrix below.

The evaluation team has additional observations related to two other questions under the effectiveness criterion:

“What are the reasons for the achievement or non-achievement of objectives?” *The evaluation team suggests replacing this general question with two more measurable questions:*

- *What factors (contextual, institutional and methodological) have limited progress toward results and the overall objective?*
- *What factors (contextual, institutional and methodological) have promoted progress toward results and the overall objective?*

After reviewing progress reports and other documents the question, “*Has the UNJP effectively identified and managed spin-off projects, if any?*” does not appear to be particularly relevant. *The evaluation team suggests adjusting this question.* UNFPA confirmed that partners have taken measures that were unexpected. The Embassy suggests that the Small Grants Programme has resulted in spin off projects and that local administrations have taken initiatives. Unexpected initiatives taken by partners should be captured by the question related to the identification of unexpected results and projects funded by the SGP will be considered with the evaluation of output 6. However, in order to ensure that the central point is addressed the evaluation team recommends adjusting the original question to: *Has the UNJP effectively managed unexpected partner initiatives in the cities?*

The evaluation team suggests that the question “What can be done to make the intervention more effective?” be addressed in the recommendations. Based on the other questions under the effectiveness criterion (specifically the identification of factors that have limited effectiveness) the evaluation team will develop practical recommendations to improve programme implementation and progress toward the overall objective, specific objectives and expected results.

3.2 RECOMMENDATIONS REGARDING EVALUATION QUESTIONS

In the response to the first version of the proposal the Embassy of Sweden officials noted their agreement with our observations and stated that the evaluation team could create their own sub-headings and criteria and revise the questions accordingly.

In addition to the suggested omissions and additions to specific questions proposed in the 3.1 the evaluation team makes the following recommendations.

3.2.1 *Relevance*

The evaluation team notes that the common development evaluation criteria of Relevance and Efficiency are not included in the TOR. Some of the questions in Effectiveness and Sustainability do relate to Relevance and one question relates to the efficiency of implementation (timeliness of reporting). Due to the limited number of days allocated to the data collection *the team recommends adding only the Relevance criterion.*

The OECD definition of Relevance is: “The extent to which the objectives of a development intervention are consistent with the beneficiaries’ requirements, country needs, global priorities, and partners’ and donor’s policies. Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.”

A question from the TOR that refers to Relevance but is situated in Sustainability will be moved (“Is the intervention consistent with partners’ priorities (Sida, UN, MoI, cities)? Is it supported by local institutions and well integrated with local social and cultural conditions?”). And the team suggests adding a question to Relevance. The review of progress reports and other documents demonstrated the importance of programme implementation that considers the national development context. To that end, an additional question under the Relevance criterion is suggested: “To what extent did the UNJP anticipate, assess and respond to significant changes in the national development context?”

3.2.2 *Capacity Development Focus*

As mentioned above in the comments on the questions in the TOR related to impact, the UNJP results statements concentrate on capacity development with individual and institutional stakeholders in order to mainstream gender equality in favour of women friendly policies and services at the local level. A literature review referenced above notes that capacity development initiatives cannot be applied in the same way in every setting and that a complete contextual analysis is “recognised as a precondition for effective support to institutional change processes. It can provide pointers for understanding where there are prevailing gaps in human resources, organisational and administrative systems and why these gaps exist in relation to cultural factors and the

broader statutory, regulatory and even informal institutional systems that constrain and enable capacity development reform.”⁶⁵

The evaluation team proposes to adopt this capacity development focus given its coherence with the UNJP results framework and will integrate that this context-driven approach in the assessment of the four evaluation criteria: Relevance, Impact (Outcomes), Sustainability and Effectiveness. The team attempts to illustrate this approach in the following Evaluation Matrix.

⁶⁵ Ian Cristopolos et al, Capacity Development Literature Review (April, 2014), p. vi.

3.2.3 Evaluation Matrix

Questions	Indicators or Factors for Analysis	Sources	Data Collection Method	Comments
Impact (Outcome Level Results)				
What are the intended and unintended, positive and negative, effects of the intervention <i>on the ability of direct local stakeholders/beneficiaries to mainstream gender equality into their planning processes and service delivery</i> .	% Progress toward expected results Indicators identified for five results in the WFC Programme Results Framework (contained in the Inception Plan) will be applied if possible. Below the evaluation team suggests other indicators (<i>in italics</i>).			<p>This general question was framed to capture the capacity development focus of the programme by referring to the programme's overall objective.</p> <p>The team will review progress toward the six outputs in the inception report, the final evaluation TOR and the annual progress reports.</p> <p>Outcome statement: Individual and Institutional Capacity for mainstreaming gender equality into the planning processes enhanced at local and national level.</p>
Results achieved in the five pilot cities of the first phase scaled up through community-based (neighbourhood) management system.	# of community/neighbourhood based civil networks established in pilot cities (5 cities from first phase are involved in second phase)	Programme Review meeting Progress Reports Local authorities and local civil society stakeholders, including community network participants in sample cities from first phase	Observation Document review template Interview protocol	The evaluation team understands that while the UNDP is responsible for implementation of activities in this results area, they are carried out with direct support from Local Coordinators and the under the supervision of the UNJP Manager.
Local administrations and women's NGOs in programme cities build productive dialogue to identify the ways of improving the quality of women's lives.	# approved LEAPs <i># women's NGOs involved in policy dialogue with local administrations</i> <i>Frequency of this dialogue</i>	Progress reports LEAPs from sample cities Local government authorities Local women's NGOs	Document review templates Interview protocol	In the original project documents the sixth expected result was "urban space planning improved for women to make project cities women friendly." Other expected results (said to be "outcome" indicators)

Questions	Indicators or Factors for Analysis	Sources	Data Collection Method	Comments
	# of city-based models for women friendly urban space <i>designed and implemented</i>			were converted into output statements. This results statement is now an indicator for the output identified in the left column. elated toThe promotion of women friendly urban space has contributed to the implementation of the “urban services” section of the LEAPs into practice. (Semi-annual progress report 2013-14). Adiyaman Women's platform mentioned in this report as a best practice.
Individual and institutional capacities of the national and local administrations enhanced to mainstream gender in designing and providing local services.	<i>Institutional capacities: # of Women's Rights Coordination Councils, Equality Units and Commissions established (and functioning)</i> <i>Self assessment of individual capacities enhanced</i> <i>% of government authorities who are able to articulate how they are able to design and implement women-friendly local services</i> <i>Application of new knowledge and skills in design and delivery of women friendly local services</i>	Local Coordinators UNPFA Progress reports Members of councils, units, commissions Ministry of Interior	Interview protocol Interview protocol Document review template Interview protocol	The capacities needed, and how they are developed in the local context will be important to understand to reconstruct a theory of change.
Policy recommendations based on the mapping of the existing relevant legislative framework prepared and submitted to the central authorities.	# of legislation (legislative proposals) reviewed, proposed and approved	UNFPA and UNDP Ministry of Interior Union of Municipalities Consultants WFC analysis of legislative proposals	Interview protocol Document review template	The evaluation team understands that the UNDP led the implementation of activities in this results area until 2013. UNFPA then initiated an advocacy process based on the analysis completed previously.

Questions	Indicators or Factors for Analysis	Sources	Data Collection Method	Comments
Capacity of the civil society organizations functioning in Programme cities strengthened to better advocate gender equality.	% increase in the number of women NGOs focusing on women's issues <i>% of women's NGOs advocating for gender equality vis a vis the LEAP (and the local administration)</i>	Women's NGOs participating in WFC training Trainers Training course/workshop evaluations, if available	Interview protocol Document review template	Rather than "focusing on women's issues" the second indicator proposed by the evaluation team proposes to examine the % of CSOs engaging with WFC that demonstrate gender equality advocacy work in relation to the implementation of LEAPs. the integration of gender equality and women's rights in their work.
Implementation of LEAPs facilitated via strengthened Women's NGOs and Local Authority partnerships	# of grantees that have achieved 80% of stated targets in their projects <i>Degree to which the grant projects contribute to LEAP implementation</i>	Grantees in sample cities Sabancı Foundation and Sabancı University Selected grantee proposals and reports	Interview protocols Document review template	This result was added in 2013 when the Small Grants Programme commenced implementation
<i>Unintended results</i>	Identification of # and type of unintended results (positive and negative) from WFC	Local government authorities Local women's NGOs Ministry of Interior Women neighbourhood leaders	Interview protocol Focus group discussion	
To what extent can changes that have occurred during the life span of the intervention or the period covered by the evaluation be identified and measured?	Comparison of changes documented at end of first phase and changes identified at time of evaluation.	Final report Phase 1 2010 Evaluation data collected and synthesized	Document review template	
To what extent has WFC contributed to the changes identified? What other factors have contributed to the changes?	Identificaiton of UNJP contributions by local stateholders	Local government authorities Local women's NGOs Ministry of Interior UNFPA and UNDP	Interview protocols Collective reflection	

Questions	Indicators or Factors for Analysis	Sources	Data Collection Method	Comments
	<p>Identification of other initiatives or socio-political issues that may have contributed to the changes in WFC pilot cities</p> <p>Verification of the theory of, or pathway to change.</p>	Literature on socio-political context nationally and locally	Document review template	
Relevance				
Is the intervention consistent with partners' priorities? Is it supported by local institutions and well integrated with local social and cultural conditions?	<p>Identification of priorities of national and local governments (duty bearers)</p> <p>Identification of priorities of women's NGOs at national and local levels (rights holders)</p> <p>Identification of priorities of Sida and the UN in programme approval documents.</p>	<p>Evidence-based assessments of cities</p> <p>Local government authorities</p> <p>Ministry of Interior Union of Municipalities National and local CSOs General Directorate on the Status of Women Ministry of Women and Social Policy</p>	<p>Document review template</p> <p>Interview protocol</p>	
To what extent did the UNFPA anticipate, assess and respond to significant changes in the national development context to ensure effective implementation?	Visibility and treatment of major issues arising related to women's rights, gender equality, and local governance by the UNJP	<p>General Directorate on the Status of Women Ministry of Family and Social Policy Parliamentary Equality Commission Union of Municipalities UNFPA Embassy of Sweden</p>	Interview protocols	
Sustainability				
Are requirements of local ownership satisfied? Did partner country stakeholders participate in the planning and implementation of the intervention?	Evidence of participation by local authorities and CSOs in planning and implementation	<p>Ministry of Interior Local government authorities Local women's NGOs</p>	Interview protocol	

Questions	Indicators or Factors for Analysis	Sources	Data Collection Method	Comments
	Extent to which local and national authorities are allocating funding from their own resources to continuing the fora for participation, implementing models and modifying services. Evidence of local leadership			
Are the central authority (MoI) and local administrations committed to allocating resources to LEMs and LEAPs once the funding ends? (financial sustainability)	Evidence of commitments to allocate public revenue to implement LEMs and LEAPs	Women's directorate Ministry of Interior		The evaluation team interprets "partners" to be primarily the availability of public revenue to finance LEAPs locally.
Will new knowledge and skills (acquired in WFC training activities) of local administration authorities, local women's NGOs and local neighbourhood leaders be applied in the future without UNJP support?(technical sustainability).	Identification of risks that will diminish application of new knowledge and skills Identification of factors that promote sustained application of new capacities	Local government authorities Local women's NGOs Ministry of Interior Union of Municipalities UNFPA UNDP Programme-related documents and literature on socio-political context	Interview protocols	The evaluation team will identify internal and external factors that will enhance or hinder the application of new capacities. The sustainability of technical capacity is directly linked to the institutionalization of the LEMs and LEAPs and their associated processes (dealt with specifically in the next question).
Will the systems, commissions, administrative structures, etc. be sustainable? (institutionalization)	Evidence of integration of LEAPs into institutional strategic plans Identification of risks that will diminish institutional mechanisms structures created with programme support. Identification of factors that promote sustained functioning of the structures supported by the programme	Local administrations Ministry of Interior Union of Municipalities UNFPA UNDP Documents (eg. Circulars)	Interview protocols Document review template	

Questions	Indicators or Factors for Analysis	Sources	Data Collection Method	Comments
Will recent political and legal changes favour the sustainability of the results? (legal and political sustainability)	Number and type of legal norms that support the WFC mechanisms (local and national level legislation)	UNFPA UNDP Ministry of Interior Union of Municipalities Local coordinators Local government authorities Local CSOs Document review (legislation, regulations, etc)	Interview protocol Document review template	
Effectiveness				
To what extent do development changes (in the target areas) accord with the planned outputs, purpose and overall objective of the intervention?	Degree of coherence between results achieved and the planned results, purpose and overall objective	Evaluation team UNFPA	Analysis of data collected Collective reflection	The team will need to reflect critically with UNFPA and UNDP on the theory of change of the WFC programme to be able to propose
What factors (contextual, institutional and methodological) have limited progress toward results and the overall objective?	Identification of obstacles and problems in the context, institutions/organizations and implementation methods	Progress reports UNFPA Local Coordinators Local government authorities Local CSOs	Document review template Interview protocols	
What factors (contextual, institutional and methodological) factors have promoted progress toward results and the overall objective?	Identification of context/conditions, methods or activities that have promoted progress toward expected results			Reference to contextual factors refers to external socio-political factors while institutional factors relate to the processes and capacities in the national and local stakeholder institutions and organizations.
Are reports timely and of quality?	Comparison of good project reporting practice, expected reporting, and actual practice. Assessment of possible gaps between reporting and the existing results framework and report structure.	Embassy of Sweden officials UNFPA Sida documents Progress reports	Interview protocol Document review template	

Questions	Indicators or Factors for Analysis	Sources	Data Collection Method	Comments
Have the financial resources assigned to the programme implementation been adequate?	Comparison between results achieved and factors that limited effectiveness	Progress reports Local government authorities Local CSOs Local coordinators UNFPA	Document review template Interview protocol	
Which programme activities are most valued by beneficiaries?	Rating scale (most valued, least valued) for programme activities (differentiated for duty bearers and rights holders)	Ministry of Interior Local government authorities Local women's NGOs Women neighbourhood leaders	Interview protocols	
Has the UNJP WFC programme been effective in publicizing (making visible) the results achieved?	Frequency and type of publicity regarding WFC programme	WFC web sites Progress reports Public documents Embassy of Sweden Ministry of Interior	Document review template Interview protocols	
Has the UNJP effectively managed unexpected partner initiatives in the cities?	Examples of UNJP management (or engagement) with unexpected partner initiatives	UNFPA Local Coordinators SGP Grantees Local Administration officials	Interview protocols	

4 Proposed Approach and Methodology

4.1 CONTEXT AND APPROACHES

4.1.1 *Local Governance and Gender Equality in Turkey*

Turkey is a relatively “young” country, being founded in 1923 as a secular Republic and has experienced authoritarian and democratic governments and tensions between secular and Islamist political parties. In 1999, Turkey became an “candidate” country for European Union (EU) accession and formal negotiations on EU membership began in 2005. These negotiations have been accompanied by democratic and economic reform processes. While Turkey has ratified major international human rights conventions, including the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and the Constitution was reviewed from a gender and human rights perspective in 2010, the women’s rights movements criticize the lack of progress toward gender equality in practice.⁶⁶

The principle of equality between women and men is recognised in various laws, including the New Turkish Civil Code, the Labour Law, the New Turkish Criminal Code and the Family Protection Law. These legal reforms have been accompanied by a regulations, circulars and development plans but progress toward gender equality has not paralleled the pace of law reform.

Gender equality and women’s issues have been addressed within the National Development Plans which are prepared by State Planning Organization for 5 year periods. The most recent of these plans, prepared so as to improve economic, social and cultural structures by taking into consideration international obligations and needs of the country, is the Ninth 5 Year Development Plan that covers the 2007-2013 period. The key priorities include the promotion of “education and vocational training opportunities for women in order to increase their participation to economic and social life, improving employability of women and proceeding combating domestic violence.” The National Action Plan on Gender Equality covering the period of 2008-2013 focused on mainstreaming gender equality in economic, social (health and education), and political realms.

Despite the laudable plans the situation of women in Turkey remains a concern. According to the Gender Inequality Index (GII), Turkey has a value of 0.36, ranking it 69 out of 149 countries. This situation indicates a higher level of gender inequality

⁶⁶ See, BBC News, Turkey Profile, <http://www.bbc.com/news/world-europe-17988453> (August, 2014) and Pinar Ikkaracan, “Democratization in Turkey from a gender perspective” in Carmen Rodriguez et al, Turkey’s Democratization Process (2014).

compared to both the high index group and the Europe and the Central Asia region of which Turkey is a part. This is particularly due to women's low level of participation in politics and in the labour force, as well as women's lower level of secondary education compared to men. Although Turkey has shown slight improvement in narrowing the gender gap, it still languishes in the lower reaches of the World Economic Forum's (WEF) Global Gender Gap Report 2014. Indeed, Turkey ranked 125th out of 142 countries in 2013 report, although this is a 5.7 percent improvement on its overall score since the report was first published in 2006, and a 1 percent improvement since 2013.⁶⁷ According to the statistics, with the rate of 24% of women employed, Turkey ranks and stands as the last nation regarding the participation of women employment among EU and OECD.

The Law on Political Parties refers to the same rights for men and women and prohibits carrying out party activities in a discriminatory manner. Although there is no barrier for political participation, women in the national parliament is 14.4% (79 women elected to 548 seats)⁶⁸ and in municipal elections in 2009 only 27 women mayors were elected out of 2921.⁶⁹

4.1.2 Conceptual Approaches

Due to the elements of the United Nations country development framework and the mandate of the UNFPA, it is assumed that the WFC Programme integrates a gender equality and women's human rights focus. These conceptual approaches are also integrated in Swedish policies.

First, the gender equality policy currently in effect (On Equal Footing : Policy for Gender Equality and the Rights and Role of Women in Sweden's International Development Cooperation 2010-2015)⁷⁰ identifies the principal objectives of Swedish development cooperation : gender equality, a higher incidence for / of women and greater respect for women's rights in developing countries. The four priorities to achieve those objectives are : i) women's political participation and influence; ii) women's economic empowerment and working conditions; iii) sexual and reproductive health and rights (SRHR); and iv) women's security, including combating all

⁶⁷ Gender Gap Report <http://reports.weforum.org/global-gender-gap-report-2014/rankings/>

In 125th place, Turkey holds the lowest spot from Europe and Central Asia region, which includes 46 countries. Twelve of the countries from this region occupy the top 20 positions, with Germany ranking 12th and France 16th.

⁶⁸ Inter-Parliamentary Union, <http://www.ipu.org/wmn-e/classif.htm>

⁶⁹ Federation of Women's Associations of Turkey, http://www2.ohchr.org/english/bodies/cedaw/docs/ngos/FWAT_Turkey46.pdf

⁷⁰ <http://www.government.se/content/1/c6/15/22/97/a962c4c8.pdf>

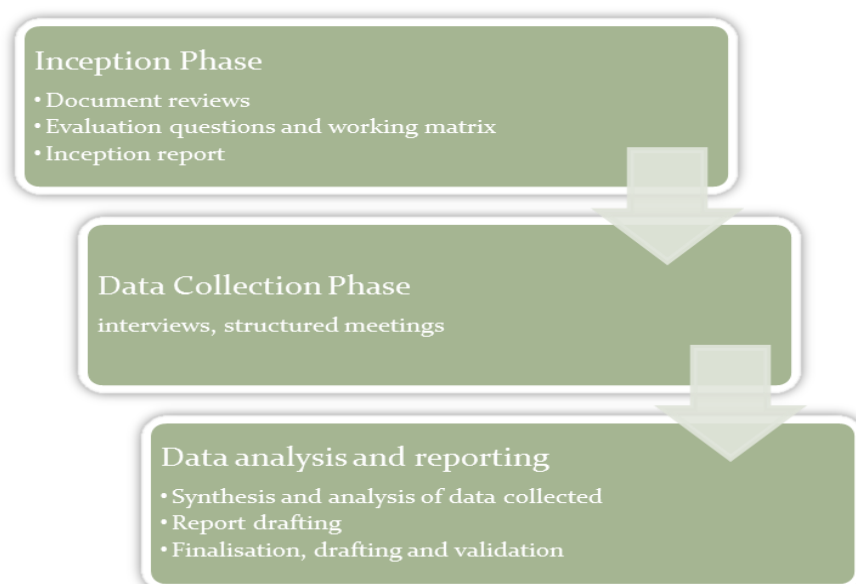
forms of gender-based violence and human trafficking. The WFC Programme objectives are consistent with the principal objectives of Sida's policy. The activities at the local level relate to the first priority of women's political participation.

Second, the policy on democratic development and human rights (Change for Freedom)⁷¹ identifies priorities of Swedish cooperation and emphasizes that a human rights perspective of human rights (human rights-based approach) should be mainstreamed in all Swedish development cooperation in developing countries. That human rights perspective incorporates four main rules of the Universal Declaration of Human Rights of the United Nations and other international and regional human rights instruments: i) participation of rights holders; ii) transparency; iii) compliance with the obligations of the State (accountability of duty bearers); and iv) non-discrimination and empowerment of rights holders.

In assessing effectiveness and relevance the evaluation team will consider these policies. The human rights based approach will be of particular importance when assessing the effectiveness of the programme. The evaluation team will look to differentiate the interview protocol and subsequent data analysis according to whether stakeholders are duty bearers or rights holders.

4.2 METHODOLOGICAL CONSIDERATIONS

4.2.1 General Methodological Process



⁷¹ <http://www.government.se/sb/d/574/a/143233>

As mentioned in the initial proposal submitted by the Indevelop evaluation team, the evaluation process will most through three main phases. The Inception Report, once discussed and approved, represents the guide for the remainder of the evaluation process and is specifically meant to provide orientation to the data collection phase. The following sections set out the methodological proposals of the evaluation team for the data collection phase.

4.2.2 Sampling

The evaluation team will undertake an indepth interview with Local Coordinators from each WFC partner city on December 4th in Ankara following the programme review meeting on December 3rd. Given the limited time and resources to conduct evaluation combined with the number of cities participating in the WFC programme, the evaluation team suggests the following criteria to select the sample group of cities:

- Cost feasibility based on the very limited budget allocation for national travel.⁷²
- Time available for visits to sample cities participating in the WFC programme.
- Representation of cities from the first phase and second phase of WFC.
- A balance of cities that have significant advances in the implementation of LEMs and LEAPs and those that have encountered challenges.
- A diversity of geographical locations, within the budgetary means of the evaluation.

The women's rights issues in the cities and other measures such as the Gender Empowerment Measure (GEM) are not suggested as criteria for sampling selection given that the Joint Programme conducted a mapping study during the inception phase of the current programme period and selected the second phase cities based on weighted values assigned to various indicators.

In the initial meeting UNFPA suggested the following partner cities participate in the evaluation sample:

- First phase cities (Izmir in the west and Trabzon in the north)
- Second phase cities (Samsun in north, Mardin in the southeast, and/ or Gaziantep, also in the south)

In order to undertake visits to four sample cities between December 4th and 11th the evaluation team of Kimberly Inksater, Anamaria Golemac Powell and Zeynep Baser will divide up with the help of the interpreter Çağlayan Sayhan Soydan and then work together in two sample cities (although may divide up within thea city, with the support of an interpreter). The team leader will determine whether the national evaluator is able to visit a fifth city during the week of December 15 or conduct additional interviews via telephone. If a visit to a fifth city is feasible, the selection of the city will

⁷² The total amount for national/local travel is 12,000 SEK or approximately 3,600 Lira.

be determined in discussion with the UNJP manager. The interview protocol will be tested and adjusted as necessary during the team's visit to the first city of the sample.

Based on the criteria, UNFPA's suggestions, and the constraints on the evaluation team's resources (time and level of effort) the following table suggests the sample of four⁷³ partner cities for the period of December 4-11, 2014.

Cities	Criteria					Evaluators
	Cost feasibility	Time factor	Phase	Progress/Challenges	Geographic	
Izmir	Cost from Ankara return is 200 TL per person	One hour, 20 minutes	First phase	Metropolitan city implementing neighbourhood mobilisation model	West	Kimberly and Zeynep
Trabzon	Cost from Ankara is approximately 250 TL per person (840 SEK)	One hour by plane from Ankara	First phase	implementing neighbourhood mobilisation model	North	Anamaria with interpreter
Mardin	90 TL one way (300 SEK) Cost for land travel to Gaziantep not known (air travel is via Istanbul)	One hour, 25 minutes Land travel to Gaziantep about 5 hours by land,	Second phase	Ethnically diverse. Good civil society examples. Challenging political environment. Municipality is not held by governing party.	South	Kimberly, Anamaria, Zeynep, interpreter
Gaziantep	90 TL one way return to Ankara (300 SEK)	One hour, 10 minutes	Second phase	The former minister for Family and Social Policy now mayor ; humanitarian	South	

The list of stakeholders to be interviewed in the sample cities is as follows:

1. Local Coordinators – 1.5 hours
2. Deputy Governor (representative of central government) – 45 minutes
3. Mayor - one hour (metropolitan level; district level) – 60 minutes
4. Officials from equality units or equality focal persons within the local government (governorship/municipalities) 60 minutes

⁷³ The evaluation team suggests removing Samsun in the north as it is 4-5 hours by land from Trabzon and it will delay the team's ability to visit cities in the south.

5. Ministry of Family and Social Policy (if applicable) – 45 minutes
6. Women NGOs and/ or including grantees (can be a group interview if appropriate)⁷⁴ – 1.5 – 2 hours if group interview
7. Women leaders from neighbourhood mobilisation (phase one cities)⁷⁵ – 60 minutes
8. Women from neighbourhoods (focus group discussion - phase one cities) – 60 minutes
9. Provincial Women's Rights Coordination Council members (if relevant) – 45 minutes
10. Women and Men Equality Commission members - commission of municipal assembly – 45 minutes

4.2.3 Data Collection Techniques

Qualitative and quantitative data will be collected from a range of sources, using multiple evaluation tools to ensure that the findings are triangulated and validated.

Information will be collected using the following methods:

- Secondary data: This will include external literature and websites on the context in Turkey as well as key documents of the Government of Turkey, the United Nations, and Sida. Programme specific documents to be reviewed include: the programme proposal, agreements, narrative annual reporting, minutes of meetings, evaluation reports, and Sida assessment memos. It is understood that the financial reports of the UNJP do not need to be reviewed. In addition, programme specific UNJP results-based management systems and SGP monitoring systems, including reports will be reviewed at UNFPA and UNDP offices as necessary.
- Interviews with key informants: Semi-structured interviews conducted face-to-face/ via Skype/phone using a questionnaire guide with open ended questions and structured interviews using a questionnaire guide with close ended and open ended questions will be conducted in the field. These interviews will be one-on-one or in small groups. Key informants include:
 - WFC programme stakeholders referred to above
 - UNJP agencies (UNFPA and UNDP)
 - Embassy of Sweden
 - External actors not directly involved in the WFC programme at the national and local level will enhance the evaluation team understand the relevance of the programme results in the national and local context.
- Guided reflection workshop with the UNJP staff: The team will facilitate a brief self-assessment and reflection of the theory of change and the results achieved.
- Focus groups: The neighbourhood mobilisation model may lend itself to a community-based focus group with women leaders and community members. The feasibility of this technique will be reviewed with UNFPA.

⁷⁴ Would it be possible to schedule the interview/discussion with women NGOs later Friday or Saturday morning?

⁷⁵ Would it be possible to schedule the interviews with women leaders and the focus group with neighbourhood women on Saturday morning?

4.2.4 Data Analysis Techniques

Data collected through interviews or document review will be systematized and then analysed applying the following approaches:

Relational content analysis will be undertaken to determine how the concepts identified were similar or different among interview responses within informant categories, between informant categories, and within document review notes. The information will be also be assessed in quantitative terms (the number of similar responses to questions over total number of respondents).

Content conceptual analysis. Data from interviews and secondary sources (documents) will be compared with external normative as evaluation questions require. In order to determine the coherency between information identified in the content conceptual analysis, normative standards relevant to some indicators in the evaluation matrix, the evaluation team will review the Organization for Economic Co-operation and Development (OECD) policies (Declaration on Aid Effectiveness), Sida policies related to gender equality and results-based management, and United Nations standards related to gender equality and women's rights.

Triangulation of Sources: To ensure the internal validity of findings the evaluation team will examine multiple sources of information prior to making a determination. This “triangulation” involves the examination of three or more sources of data to verify and cross check responses. For example, the information from informant categories, project-generated documents, external documents, and a normative source were combined to determine results that were shared across data sources. “The combination of findings from any three sources makes for evidence of a pattern.”⁷⁶ For data gathered from interviews an informant category is identified (not individual names). It is important to note that in some instances an indicator identifies only one possible source of information. This is the case when the indicator assesses one stakeholder group's “perception.”

⁷⁶ Morra Imas and Rist, p. 376.

4.2.5 Suggested evaluation schedule

Dates	Activities	Team Mem- bers		
		KI	AG P	ZB
Inception Phase				
5 Nov	Start Up Teleconference among Indevelop team	x	x	
6 Nov	Start Up Teleconference with Embassy of Sweden	x	x	
7 Nov	Start Up Teleconference with UNFPA	x		
7 -11 Nov	Documentation Review	x	x	
11-13 Nov	Preparation of Draft Inception Report (text)	x	x	
17-18 Nov	Complete Annexes for Inception Report (Interview protocol etc)	x	x	
19 or 20 Nov	Teleconference with Embassy of Sweden and/or UNFPA regarding Inception Re- port	x	x	
Nov	Approval of Inception Report			
Data Collection Phase				
24-28 Nov	Logistical planning evaluation team and UNPFA	x		
24-28 Nov	Additional document review relating to sample cities	x	x	x
30 Nov	Travel to Ankara	x	x	
1 Dec	Meeting with Sida officials at the Embassy of Sweden	x	x	
1 Dec	Meeting with UNFPA	x	x	
1 Dec	Discussion on WFC change theory with UNFPA; discussion of major achievements and major obstacles since 2011.	x	x	
2 Dec	Interviews with national WFC and external stakeholders (Ministry of Interior, Women’s Directorate, Parliamentary Commission, Union of Municipalities)	x	x	
3 Dec	Observation of Programme Review Meeting	x	x	
4 Dec	Group interview/discussion with Local Coordinators in Ankara in morning	x	x	x
4 Dec	Travel to Izmir	x		x
4 Dec	Travel to Trabzon with interpreter		x	
5 Dec	Data Collection in Izmir and Trabzon	x	x	x
6 Dec	Return to Ankara	x	x	x
7 Dec	Travel to Mardin	x	x	x
8 Dec	Data Collection in Mardin	x	x	x
9 Dec	Data Collection in Mardin and transfer to Gaziantep (<u>land travel needs to be ar- ranged</u>)	x	x	x
10 Dec	Data collection in Gaziantep	x	x	x
11 Dec	Data collection in Gaziantep and return to Ankara	x	x	x
12 Dec	Evaluation team meets with UNFPA to clarify issues in the morning	x	x	x
12 Dec	Presentation of preliminary observations to Sweden and UNFPA in the afternoon	x	x	x
13 Dec	Return travel to Istanbul, Croatia and Canada	x	x	x
Data Analysis, Report Writing, Report Presentation				
15-19 Dec	Data Compilation and Analysis; possible data collection in fourth city	x	x	x
5 – 16 Jan	Drafting of Report	x	x	x
20 Jan	Submission of Draft Report			
30 Jan	Feedback on Final Report			
6 Feb	Submission of Final Report			
Feb	Presentation of Final Report to Stakeholders	x		

5 Other Issues and Recommendations

5.1 SUGGESTED ROLES AND RESPONSIBILITIES

5.1.1 *Indevelop*

The Indevelop evaluation team will undertake the evaluation according to the TOR; however, collaboration of the Embassy of Sweden, UNFPA and other stakeholders is important to the success of the evaluation process. This support is critical to the data collection phase given the short time period scheduled.

5.1.2 *Embassy of Sweden*

It is respectfully suggested the Embassy support the Indevelop team with the following:

- Suggest interpreter, if necessary. Indevelop will contract the interpreter.
- Arranging meetings/interviews between the evaluation team and staff at the Embassy at the beginning and end of the two week data collection period.
- Provide introductions to other cooperation agencies, if interviews are deemed appropriate during the data collection phase.
- Provide documentation.
- Provide feedback on the draft reports.

5.1.3 *UNPFA*

In the initial teleconference call between the evaluation team and UNFPA there was a brief discussion on support by the UNFPA WFC programme team to the data collection phase of the evaluation. The evaluation team appreciates that this represents a significant effort on the part of the programme manager, local coordinators and administrative staff. As mentioned above, such support is critical to the success of the data collection phase. The evaluation team kindly suggests that UNFPA support the arrangements for the data collection phase by:

- Clarifying the progress and challenges of cities in the UNJP and other logistical information that will help the evaluation team select cities for sampling.
- Provide suggestions on hotel and travel options for travel in Ankara and in sample cities. The evaluation team will make its own travel and accommodation reservations/arrangements.
- Facilitate contact with stakeholders to arrange interviews in Ankara with national stakeholders.

Liaise with the local coordinators of the selected sample cities to seek their assistance in arranging interviews with local stakeholders and, if feasible, focus groups in neighbourhoods with women leaders and community members.

Annex 3 - Interview Guides

Interview Guide for Embassy of Sweden

Name:

Position:

1. What government of Sweden policies priorities does the UNJP respond to?
2. What major achievements of the UNJP have you perceived during phase 2?
3. Is the UNJP sufficiently visible among national and local government authorities?
 - a. Among women's non-governmental organizations?
4. Have you noted transfer of good practice from WFC cities to other cities not participating in the UNJP as a result of visibility/promotion by UNFPA, cities or MoI?
5. Have you noted political risks that may affect the sustainability of the progress made in gender equality at the local and national level?
6. Are the annual UNJP reports meeting your expectations?
7. Do you require additional information to understand the progress and challenges of the programme during the year?
8. If a third and final phase of UNJP is supported by Sweden what issues should be addressed to ensure sustainability?

Interview Guide for UNFPA Management Team

Interview Questions (Dec 1, 2 or 4th)

Name(s):

Positions:

1. How has the UNJP contributed to the objectives and outcomes of the UN Country Programme for Turkey?

2. What role does MoI play in ensuring the UNJP is replicated in other cities?
3. What individual capacities and institutional functions has WFC developed locally to ensure that gender mainstreaming is sustained in local mechanisms and LEAPs?
4. Are these capacities and functions developed by the UNJP being applied by individuals and institutions? How do you know?
 - a. New way of planning, implementing services?
 - b. New budget allocations?
 - c. Gender sensitive urban design?
5. Which factors (social, financial, legal or political) have affected or will affect the continued application of those capacities and functions in the LEMs and LEAPs at the city level? (these factors can have a positive or negative influence)
6. Did UNFPA have to change implementation approaches or activities because of changes in the national or local contexts during phase 2? Please provide examples.
7. What recommendations for policy and legislative changes has the UNJP advanced as a result of the legislative review conducted with UNDP support? Have advocacy efforts been successful to date? (we need documentation on this output)
8. (SGP Manager) Please describe examples of the types of initiatives supported through the SGP in the evaluation's sample cities (Izmir, Trabzon, Mardin and Gaziantep). (Can we have additional documentation on the grantee initiatives in the sample cities?)
 - a. What were the selection criteria used by the committee to select grant proposals?
 - b. How have these initiatives strengthened women's organizations?
 - c. How have these initiatives strengthened collaboration between women's organizations and local government authorities?
 - d. Do the initiatives advance specific aspects of the LEAPs?
 - e. Are the initiatives generally achieving targets in a timely manner?
 - f. Please provide examples of progress and challenges from the sample cities.
9. Please describe the UNJP monitoring and evaluation system used for annual review and reporting.
 - a. Are indicators from the results framework applied? (we don't see them in the progress reports)

- b. Does each Local Coordinator prepare regular reports? How often?
 - c. Does Sida have questions pertaining to the annual reports?
10. How does UNFPA propose to sustain the work on LEMs and LEAPs without a physical presence in the cities?
11. How does UNFPA propose to transfer the lessons learned to other municipalities without engaging directly in a city?
- Third Meeting – December 12th (morning)
- Clarification of issues arising during the data collection in sample cities.
- Fourth meeting – December 12th (afternoon)
- Presentation of preliminary observations

Interview Guide for WFC Local Coordinators

Collective discussion December 4th (morning)

A round of introductions and a brief explanation of the evaluation process.

1. Please describe social context affecting women in your city.
2. What factors affect (positively or negatively) the sustainability of the LEMs and LEAPs in the cities?
3. Are women's NGOs strong advocates of the LEMs and the LEAPs - so that they will continue to call for the implementation of those mechanisms/activities without UNJP presence?
4. What positive results in women-friendly service delivery have been observed from the neighbourhood mobilization model in the phase one cities? Please give concrete examples.

Interview Guide for WFC Local Coordinators in sample cities

(We suggest we meet with the Local Coordinator first for an orientation)

Name:

City:

Date the individual became the LC:

10. Please explain the major issues related to the social and political context of the city.
11. (Please explain how the type of support the programme provided in the city changed in terms of:
 - a. LEMs
 - b. Local government authorities
 - c. Women's non-governmental organizations

- i. # of organizations involved with UNJP
- ii. type of training/support to the NGOs
- d. Grantees
- i. # and types of projects)
- 7. (Phase one cities) Has the neighborhoods mobilization model helped women engage in local decision making processes better, how? (UNDP role)
- 8. Please describe the process for LEAP and Strategic Plan planning?
- 9. Has the frequency and quality of dialogue between women's NGOs and local authorities changed over time? How?
- e. Frequency of dialogue with local authorities
- f. Quality
- 10. How can you tell capacities of local authorities and women's organizations have changed since the WFC programme has supported activities locally? Please provide concrete examples.
- g. Are there new processes, systems, activities in place now?
- h. Are women's organizations better able to prepare gender equality proposals to share with local government?
- i. Are women's organizations promoting women's human rights more than prior to participation in the UNJP? Please provide concrete examples.
- 11. How have institutional mechanisms related to gender equality changed over time? Have LEAPs been integrated into institutional strategic plans, which in particular?
- 12. What is the potential for sustainability of the equality mechanisms here? How can you be sure?

Interview Guide for Ministry of Interior Officials

Name:

Position:

- 1. Please explain your position at the MoI.
- 2. How are you are involved in the UNJP WFC programme? (and how long have you been involved)

3. Please explain the Ministry's mandate in relation to local governments and gender equality mainstreaming.
4. Does the UNJP respond to national government priorities? Please explain.
5. Does the MoI or national government transfer funds to local governments for the implementation of the Local Equality Action Plans?
 - a. Will it continue to do so?
 - b. Can/will local governments collect tax revenue?
6. How will the new Metropolitan Municipality legislation affect the ability of local government administrations to implement the Local Equality Action Plans and women friendly services, if at all?
7. In phase 2 of the UNJP what have been the major achievements?
8. Have there been negative effects of the programme? If any, please explain.
9. If there is a third and final phase of the UNJP what issues should it address to ensure long term sustainability?

Interview Guide for District/Metropolitan Government Officials
(Deputy Governors, Mayors, Members of Equality Commissions/Municipal Assemblies)

Name:

City:

Position:

1. Please explain how you have been involved with the project and what your role is? (for how long, type of involvement, with what initiatives)
2. (Deputy Governors, Mayors: please explain priorities in the municipal strategic plans)
3. As an individual, what have you learned about the design and implementation of "women friendly" services through the Women Friendly Cities programme?
 - a. How do you apply what you have learned?
4. How has the programme helped your government advance gender equality (equality mechanisms)?
5. What major challenges in implementing women-friendly policies and services have you encountered?
6. Please explain how your administration engages with women's organizations with regard to the Local Equality Action Plan. What changed in your cooperation w/NGOs since the start of the programme?
7. How frequently does your administration engage in dialogue with women's organizations (and women's neighborhood networks – phase 1 cities) and

through what mechanism (e.g. the Equality Commission, the Provincial Women's Rights Coordination Councils?)

8. Does your administration collaborate with women's organizations in projects supported through the Small Grants Programme? Please explain advances made in those initiatives.

9. Does your city have funding available to maintain established gender equality mechanisms?

10. How will your municipality be able to continue the work of the Equality Commission and the implementation of the Local Equality Action Plan without support from the UNJP? (Factors required for sustainability)

11. (Has your administration implemented new regulations or developed circulars with regard to women-friendly policies and services? (political – legal sustainability)

12. What support do you most value from the UNJP? What support would you like in the future that you have not received so far?

Interview Guide for Local Women's Non-Governmental Organizations

Name:

Position:

Organization:

1. Please explain the major issues facing women in your city.

2. Please explain how you have been involved in the UN Joint project WFC. (eg. Neighborhood, grantee, participation on LEAPs etc)

3. Which of these activities do you value the most? What activities are least helpful?

4. What new ideas or skills have you strengthened through the capacity building activities provided by the UNJP?

a. How have you applied your new knowledge or skills?

b. Does your organization require support in other skills areas?

5. How has your organization strengthened its promotion of gender equality and women's rights as a result of your participation in the WFC programme? (Please provide details).

6. Have neighborhood based civil networks been established in your city? How strong would you say those networks are? (phase one cities only)

7. Through the project have you been involved in discussions directly with local government institutions?

- a. Regarding the LEAP
- b. Policies, circulars, etc
- c. Provision of services related to women's rights (VAWG, political participation, employment)? In what ways?

7.1 Have your comments/inputs been included in new local government policies/services?

7.2 How often do you meet with local government officials?

7.3 Do the formal mechanisms such as the Women's Rights Coordination Councils or the Equality Commissions support progress of the implementation of the LEAPs?

7.4 Has the cooperation with the local government in implementation of LEAPs been successful?

8. Are you a recipient of a grant under the Small Grants Programme? In which thematic area ?

- a. Does the local government collaborate in your initiative?
- b. Does the initiative or project contribute directly to the city's LEAP?
- c. What were your expected targets?
- d. Have you met your targets in your initiative? Please provide examples of specific problems or successes.

9. Do you think progress toward "women friendly" policies and services are due to the program implemented by the UN?

10. Are there other factors that have positively contributed to "women friendly" changes locally?

11. Are there factors locally or national that have or may have a negative effect on women's equality rights in your city? (political, legal, other factors)

12. Do you feel that this cooperation and the progress made to date is likely to continue when project ends? If not, why not?

13. What would you recommend to improve the quality of programme in the future?

Women Neighbourhood Leaders/Coordinators

Name:

City:

Neighbourhood:

1. Please explain when and how you became involved with the UNJP/Women Friendly City programme.
2. What new ideas and skills have you learned as a result of the training received from the UNJP?
3. How do you apply those new skills in your neighbourhood?
4. What activities of the UNJP do you value most? What activities have been least helpful?
5. How would you describe the communication your neighbourhood group has with local government officials? (frequency, mechanism, topics)
6. Have public services in the neighbourhood improved for the benefit of women? How?
7. Do you believe you are able to continue to apply the neighbourhood mobilization model without support from the Local Coordinator?

Women's Neighbourhood Focus Group or Discussion

(For phase 1 sample cities Izmir and Trabzon)

Introductions, purpose of visit/evaluation

1. What are the major challenges facing women in your neighbourhood?
(one challenge per person)
2. How do you share your neighbourhood concerns with the Equality Commission or Equality Unit of local government?
3. In the last year what changes have you seen implemented by the local government in your neighbourhood that directly benefit you? Please provide concrete examples.
4. What have you learned (individually) through your participation in the neighbourhood network?
5. Are there negative effects of this neighbourhood network for women?
6. In future work in your city what could the UNJP (Women Friendly City programme) do differently?
7. What could local government officials do differently?

Other National Institutions

(not direct partners)

(for example, Union of Municipalities, Ministry of Family and Social Policy, Women's Directorate, Parliamentary Equality Commission, etc)

Name:

Institution:

Position:

1. Do you know about the Women Friendly Cities programme implemented by UNFPA in twelve cities in the country?
 - a. How have you heard about it?
 - b. What type of contact do you have with the programme? Please explain.
2. In your opinion, what are the major challenges facing local governments and local women's organizations responding to the needs of women and girls in local policies and services?
3. How does your institution support local implementation of gender equality mechanisms?
4. Do you believe the legal framework regarding women's equality and local government functions is adequate to ensure local decision-making on policies and services that suit the local context?
5. Are there are factors that will present obstacles to gender equality at the local level?
6. What recommendations you make to ensure that policies and services at the local level are women friendly?

Annex 4 - List of Documents Reviewed

European Commission

1. Turkey 2011 Progress Report (Brussels: 12 October 2011).
2. Turkey 2012 Progress Report (Brussels: 10 October 2012).
3. Turkey 2013 Progress Report (Brussels: 16 October 2013).
4. Turkey 2014 Progress Report (Brussels: October 2014).
5. The European Charter for Equality of Women and Men in Local Life.

Government of Turkey

6. Circular on Rights Of Women and Girls, Ministry of Interior (Ankara: 2006/67) (available in Turkish only).
7. Circular on Human Rights Of Women and Girls, Ministry of Interior (Ankara: 2010/10) (available in Turkish only).
8. *National Action Plan – Gender Equality 2008-2013*, The Republic of Turkey Prime Ministry – General Directorate on the Status of Women (Ankara: September 2008).
9. *Draft National Action Plan – Gender Equality 2014 – 2018*, The Republic of Turkey Prime Ministry – General Directorate on the Status of Women
10. Law on Metropolitan Municipalities, Law 5216 of 2004, Gazette 25531 ed 5 vol 43.
11. Municipal Law, Law 5393 of 2005, Gazette 25874.

Government of Sweden

Swedish International Development Cooperation Agency (Sida)

12. Amendment to Co-Financing Agreement signed on 18 October 2012 by United Nations Population Fund and by Sida (28 August 2014).
13. Amendment to Standard Administrative Arrangement signed on 13 December 2010 by United Nations Population Fund and by Sida (6 December 2013).
14. Amendment to Standard Administrative Arrangement-2 signed on 13 December 2010 by United Nations Population Fund and by Sida (28 August 2014).
15. Appraisal of intervention, Women Friendly Cities – Small Grants Programme (19 December 2009), Embassy of Sweden.
16. Assessment Memo, Promoting Equality: Women Friendly Cities (26 November 2010).

17. Co-Financing (Earmarked) Contribution Agreement between Sweden and United Nations Population Fund (22 October 2012).
18. Decision on Contribution, Women Friendly Cities – Small Grants Programme (23 October 2012).
19. Decision on Contribution Joint Programme, Promoting Gender Equality: Women Friendly Cities (15 December 2010).
20. Minutes: Team Committee – Team Serbia & Turkey, 28 October 2010.
21. Risk Analysis Register.
22. Standard Administrative Arrangement between SIDA and UNFPA for the Joint Programme on Promoting Gender Equality At Local Level (7 December 2010).
23. Strategy for development cooperation with Turkey January 2010-December 2013 (21 January 2010), Annex to Government decision UF2010/2097/EC.
24. UNJP Women Friendly Cities Small Grants Programme Proposal (July 2012).

United Nations

25. United Nations Development Group, Results-Based Management Handbook (October 2011).

UNFPA General Documents

26. Final country programme document for Turkey, UNFPA (DP/FPA/CPD/TUR/5, 19 July 2010).
27. Draft Conclusions and Recommendations Country Programme Evaluation

UNJP Women Friendly Cities Programme

LEAPs and Strategic Plans

28. Local Equality Action Plan Matrix of Gaziantep (available in Turkish only).
29. Local Equality Action Plan Matrix of İzmir (available in Turkish only).
30. Local Equality Action Plan Matrix of Mardin (available in Turkish only).
31. Local Equality Action Plan Matrix of Trabzon (available in Turkish only).
32. Local Equality Strategic Plan of İzmir (Approved; available in Turkish only).
33. Local Equality Strategic Plan of Mardin (Approved; available in Turkish only).

Programme Management

34. Annual Work Plan 2011, TUR40-SP-CP5-GI, TUR5G11A.
35. Annual Work Plan 2012, TUR40-RV-SP5-U5, TURG11A (TUR5U506).
36. Annual Work Plan 2012 - Approved, TUR40-RV-SP5-U5, TURG11A (TUR5U506).

37. Annual Work Plan 2013, January 31st-December 2013, TUR5U502 (TUR5G11A).
38. Annual Work Plan 2013 Budget Break Down, TUR5U502 (TUR5G11A).
39. Annual Work Plan 2013 Table, TUR5U502 (TUR5G11A).
40. Annual Work Plan 2014, January 31st-December 2014, TUR5U502 (TUR5G11A).
41. City Profiles, Women's Projects.
42. Concept Note for the Phase – 3: 2015-2020.
43. Final Report Phase One (Ankara: 28 February 2010).
44. Inception Report (May 2011).
45. Minutes: Programme Management Committee Meeting 1, 29 April 2011.
46. Minutes: Programme Management Committee Meeting 2, 12 December 2011.
47. Minutes: Programme Management Committee Meeting 3, 27 June 2012.
48. Minutes: Programme Management Committee Meeting 4, 4 October 2012.
49. Minutes: Programme Management Committee Meeting 5, 6 March 2013.
50. Minutes: Programme Management Committee Meeting 6, 19 September 2013.
51. Minutes: Programme Management Committee Meeting 7, 27 June 2014.
52. No-Cost Extension Proposal Jan-April 2015.
53. Programme Summary 2014.
54. Progress Note for September 2013-June 2014.
55. Progress Report 2011.
56. Progress Report 2012.
57. Progress Report 2013.
58. Programme Review Meeting, Information Note.
59. Programme Review Meeting, Results presentation by UNFPA (December, 2014)
60. Project Summary, Promoting Gender Equality: Women Friendly Cities.
61. Proposal, UNJP Women Friendly Cities Small Grants Programme (July 2012).
62. Results Summary, Women Friendly Cities – Small Grants Programme.
63. Revised Proposal (January-December 2014).
64. Revised Standard Joint Programme Document.
65. Seyda Turkmemetogullari Walsh. *External Evaluation Report of UNJP on Promoting and Protecting Human Rights of Women and Girls in Turkey* (August-November 2007).

66. Trip Report for Bursa and Antalya Project Monitoring Visit, (February 2014)
67. Trip Report for Gaziantep, Mardin and İzmit Project Monitoring Visit (June 2014).
68. Trip Report for Mardin Project Monitoring Visit (December 2014).

Programme Products and Publications

69. Legislation in Turkey about local governments and the obstacles in establishing gender equality (UNDP: September 2013) (available in Turkish only).
70. Review of legislation on gender equality in sample countries, and recommendations of good examples (UNDP: September 2013) (available in Turkish only).
71. Recommendations on legislative changes that are required to meet the changing needs of the society, local governments and related central institutions in terms of gender equality (UNDP: September 2013) (available in Turkish only).
72. Recommendations on establishment of Equality Units under the jurisdiction of Ministry of Interior (UNDP: September 2013) (available in Turkish only).

Training Materials

73. Gender Responsive Budgeting Training , May 23 Ankara (available in Turkish only).
74. Gender Sensitive Data Collection (Explanatory Report), TEPAV (Dec 1, 2013) (available in Turkish only).
75. Gender Sensitive Data Collection, Local Equality Monitoring Training Material, TEPAV (Dec 12, 2013) (available in Turkish only).
76. Gender Sensitive Data Collection Seminar draft programme (Dec 10, 2013) (available in Turkish only).
77. Information Note: Gender Responsive Services Training for Municipal and Special Provincial Equality Commissions (21-23 May, 2014) (available in Turkish only).
78. Information Note: Gender Sensitive Data Collection, Local Equality Monitoring Training (available in Turkish only).

Small Grants Programme 2013

79. 2013 WFC Grants Project Applications (includes budget & narrative):
 - a. KAMER, Mardin.
 - b. MAKIDER, Mardin.
 - c. TORKAD, Mardin.
 - d. URKSYHP, Urla/İzmir .
 - e. YKTDGDD, Yomra/Trabzon.
 - f. KAMER, Gaziantep.
 - g. ÖYKÇKİK, Ödemiş/İzmir.

80. 2013 WFC Grants Project Final Reports from Grantees:

- h. KAMER, Mardin.
- i. MAKIDER, Mardin.
- j. TORKAD, Mardin.
- k. URKSYHP, Urla/İzmir.
- l. YKTDGDD, Yomra/Trabzon.
- m. KAMER, Gaziantep.

81. Call for Proposals 2013:

- a. Guideline and Call for Applications for 2013.
- b. Grant Application Form.
- c. Project Budget Form 2013.

82. Evaluation Grid Template (Evaluation Committee) (in Turkish).

83. Evaluation Grid Template (Pre-Selecton) (in Turkish).

84. Evaluation Report.

85. Evaluation Report of the Pre-Selection Phase 2013 (16-26 July 2013).

86. Evaluation Report of the Selection Phase 2013.

87. Grant Applications Received (by date).

88. Report of the Selection Committee (in Turkish).

89. Selection Committee Interview Programme (in Turkish).

90. Summary of the Grids (in Turkish).

91. Summary of the Grids of the Selection Committee (in Turkish).

Small Grants Programme 2014

92. Applications Received (by date), Grant Programme for 2014.

93. Evaluation Grid Template (Evaluation Committee).

94. Evaluation Grid Template (Pre-Selection).

95. Evaluation Report, August 2014.

96. Evaluation Report of the Pre-Selection Phase (1-17 July 2013).

97. Call for Proposals 2014:

- d. Guideline and Call for Applications for 2014.

e. Annex 1: Grant Application Form

f. Annex 2: Budget Form 2014

98. Minutes: 1st Selection Committee Meeting of 2014 Grants Programme (27 June 2014).

99. Minutes: Grant Program Evaluation Committee Interview Records 2014 (21-25 July 2014).

100. Project Budget 2014.

101. Selection Committee Interview Programme 2014.

102. Summary of the Grids of the pre-Selection Committee (available in Turkish only)

103. Summary of the Grids of the Selection Committee 2014.

External Publications

104. *A Women's Struggle: Using Gender Lenses to Understand the Plight of Women Human Rights Defenders in Kurdish Regions of Turkey*, (2010), online: < https://ro-jwomen.files.wordpress.com/2010/11/a-woman_s-struggle.pdf >.

105. Carmen Rodriguez et al. *Turkey's Democratization Process* (Abington and New York: Routledge 2014).

106. Emre Koyuncu and Tunga Koroğlu. *An assessment of the Draft Law on Metropolitan Cities* (TEPAV: November 2012) (available in Turkish only).

107. Federation of Women Associations of Turkey, *CEDAW Shadow Report of Turkey 46th Session*, Office of the United Nations High Commissioner for Human Rights (New York: July 2010).

108. *Gender Budgeting in Turkey: An Assessment of Local Practices from the Well-Being Perspective*, International Conference – Gender Responsive Budgeting: Theory and Practice in Perspective (Vienna University of Economics and Business, 6-8 November 2014).

109. *OECD Economic Surveys, Turkey*, OECD (July 2014).

110. *The State of the World's Children 2014*, UNICEF (New York: January 2014), online: < http://www.unicef.org/sowc2014/numbers/documents/english/SOWC2014_In%20Numbers_28%20Jan.pdf >.

111. Ulas Bayraktar and Élise Massicard. *Decentralisation in Turkey*, Focales 07, Agence Francaise de developpement (July 2012).

Websites

112. UNICEF: http://www.unicef.org/infobycountry/Turkey_statistics.html

Annex 5 - List of Individuals Interviewed

Annex 5: List of Meetings and Interviews

Name	Position	Institution
Monday December 1, 2014		
Annika Palo	Counsellor	Embassy of Sweden
Selin Yaşamış	National Programme Officer	Embassy of Sweden
Dr. Zahidul A. Huque	Country Representative	UNFPA
Zeynep Başarankut	Deputy Representative	UNFPA
Ege Tekinbaş	Programme Manager	UNJP WFC Programme
Funda Küçükcan	Small Grants Programme Manager	UNJP WFC Programme
Sinem Kara	Programme Assistant	UNFP WFC Programme
Tuesday December 2, 2014		
Tülay Levent Pusatlıoğlu	Director	Department of Local Authorities, Ministry of Interior
Gökalp İzmir	Lead Expert/Advisor to Commission	Parliamentary Equality Commission
Leyla Şen	Democratic Governance Program Manager	UNDP
Bahar Özden	Senior Expert, International Relations Department	Union of Municipalities
Gülfem Kırac Keleş	International Relations Department	Union of Municipalities
Wednesday December 3, 2014		
Evaluation Team Observed Programme Review Meeting		
Sezgin Yılmaz	Chair, Equality Commission Chair, Planning and Budget Commission	Municipality of Ortahisar, Trabzon
Thursday December 4, 2014		
Semra Ulusoy	Local Coordinator, Izmir	UNFP WFC Programme
Sevgi Binbir	Local Coordinator, Adiyaman	UNFP WFC Programme
Aylin Çelik	Local Coordinator, Mardin	UNFP WFC Programme
Müjde Demirkazık	Local Coordinator, Malatya	UNFP WFC Programme
Sinem Mısırlıoğlu	Local Coordinator, Trabzon	UNFP WFC Programme
Nilgün Salmaner	Local Coordinator, Nevsehir	UNFP WFC Programme
Gözde Baltacı	Local Coordinator, Kars	UNFP WFC Programme
Meltem Üçler	Local Coordinator, Gaziantep	UNFP WFC Programme
Zerrin Alataş	Local Coordinator, Samsun	UNFP WFC Programme

ANNEX 5 – LIST OF INDIVIDUALS INTERVIEWED

Name	Position	Institution
Friday December 5, 2014 - Trabzon		
Sinem Mısırlıoğlu	Local Coordinator, Trabzon	UNFP WFC Programme
Abdil Celil Oz	Governor	Trabzon
Esengül Kibar	Sociologist, Equality Unit Representative	Provincial Directorate, Family and Social Policy
Yasemin Aktürk	Equality Focal Point, Investment and Infrastructure Department	Municipality of Ortahisar
Eda Akyaş Uzun	Former Equality Representative, Department of Social Services (on leave)	Municipality of Ortahisar
	Neighbourhood Leader	
Mustafa Akkaya	Deputy Secretary General	Metropolitan Municipality of Trabzon
Ahmet Metin Genç	Mayor	Municipality of Ortahisar
Hacınail Altunay	Director of Social Services	Municipality of Ortahisar
Saturday December 6, 2014 - Trabzon		
Cavidan Yılmaz	Representative	Women's NGO "Life"
Emine Gümrükçü Ögdün	Representative	Women's NGO "Yomra", SGP grantee
Nursel Bayrak	Representative	Women's NGO "Yomra", SGP grantee
Nurper Gürdal	Representative	Women's NGO "Life"
Sema Turhan	Neighbourhood Leader, Esentepe Degimendere	Women's NGO "Black Sea Women's Solidarity Association"
Işıl Demir Güner		Bar Association
Monday December 8, 2014 – Mardin		
Aylin Çelik	Local Coordinator, Mardin	UNFP WFC Programme
Tülay Elçioğlu	Representative	Women's NGO, Kamer, SGP grantee
Gülşah Ercin	Representative	Women's NGO, Torkat, SGP grantee
Zeynep Alkış	Representative	Women's NGO, Torkat, SGP grantee and Member of Metropolitan Municipality Equality Commission
Selyan Mungan	Representative	Women's NGO, Makider, SGP grantee
Februniye Akyol Akay	Co-Mayor	Metropolitan Municipal Assembly
Özlem Mungan	Equality Representative, Department of Women's Policies	Metropolitan Municipality

ANNEX 5 – LIST OF INDIVIDUALS INTERVIEWED

Name	Position	Institution
Zeynep Alkış	Member of Equality Commission	Metropolitan Municipal Assembly
Muazzez Urek	Member of Equality Commission	Metropolitan Municipal Assembly
Ahmet Zirek	Secretary General	Metropolitan Municipality
Ihsan Seyhan	Member of Equality Commission	Metropolitan Municipal Assembly
Gulbahar Saydut	Member of Equality Commission	Metropolitan Municipal Assembly
Mahmut Bingul	Member of Equality Commission	Metropolitan Municipal Assembly
Tolga Kamil Ersoz	Deputy Governor	Provincial Governorate
Tuesday December 9, 2014 - Mardin		
Elcin Demirel	Participates in Women's Rights Coordination Council	Dicle Development Agency
Ayşe Akyapı	Participates in Women's Rights Coordination Council	Dicle Development Agency
Wednesday December 10, 2014 - Gaziantep		
Meltem Üçler	Local Coordinator, Gaziantep	UNFP WFC Programme
Derya Keskinici	Women's Study Centre, Faculty of Law	Zirve University
Aynur Yildiran	Representative	Women's NGO Kamer
Müjgan Şahin	Representative	Women's NGO Uvercinka, SGP grantee
Şenel Ozturk	Director	Violence Monitoring and Prevention Centre (ŞÖNİM)
Esin Özgül	Director	Mother and Child Foundation
Thursday December 11, 2014 - Gaziantep		
Sezen Genç	Head, Planning, Programming and Coordination Unit	Silk Road Regional Development Agency
Cihan Ardili	Planning Expert	Silk Road Regional Development Agency
Ayşe Teymur	Chair, Equality Commission	Metropolitan Municipal Assembly
Fatma Şahin	Mayor	Metropolitan Municipal Assembly
Abdülhamit Yıldırım	Job and Vocational Counsellor	Iskur Turkish Employment Agency
Sıraç Ekin	Director	Iskur Turkish Employment Agency
Friday December 12, 2014 - Ankara		
Ege Tekinbaş	Programme Manager	UNJP WFC Programme
Funda Küçükcan	Small Grants Programme Manager	UNJP WFC Programme
Sinem Kara	Programme Assistant	UNFP WFC Programme

ANNEX 5 – LIST OF INDIVIDUALS INTERVIEWED

Name	Position	Institution
Presentation of Preliminary Observations to UNJP Programme (UNFPA and UNDP representatives) and Embassy of Sweden		
Monday December 22 and Tuesday December 23, 2014 – Izmir		
Semra Ulusoy	Local Coordinator	UNFP WFC Programme
Pelin Erda	Director (Former Equality Unit Officer)	Social Affairs Department, District Municipality (Metropolitan Municipality)
Ayla Çelik	Regional Coordinator (Former officer)	EU Project on VAWG (Family and Social Policy Directorate)
Aytuğ Balcıoğlu	Director	Metropolitan Municipality, Social Affairs
Aydan Kumral	Manager	Women's Studies Department
Melek Sarı	Equality Unit Officer	Metropolitan Municipality
Pınar Uslu	Chair, Equality Commission Member	Metropolitan Municipal Assembly Bornova District Council
Didem	Equality Unit	Provincial Governorate
Dilay	Equality Unit	Provincial Governorate
Adem Karahasanoğlu	Deputy Governor	Provincial Governorate
Sibel Yılmaz Çağlıner	Neighbourhood Leader	İsmet Paşa neighbourhood
Narin Aydın	Neighbourhood Leader	Evka-2 neighborhood
Selda Şenol	Representative Women's NGO	Black Pink Triangle, grantee
Gökçe	Representative Women's NGO	Balçova Women's Cooperative, grantee
Yelda Şimşir	Representative Women's NGO	Psycho Social Support Foundation, grantee
Şennur Genç	Representative Women's NGO	Women's Committee, Citizens' Assembly
Kızbes Seyhan Aydın	Representative Women's NGO	CEKEV and Women's Committee, Citizens' Assembly
Dilek Özen	Representative Women's NGO	Women's Rights Foundation
Sema Övgün	Representative Women's NGO	KADER
Inci Özer	Representative, Women's Section	Chamber of Engineers and Architects
Monday December 29, 2014 – via skype		
Zeliha Ünalı	Gender Specialist	UN Gender Thematic Group
Friday January 2, 2015 – via skype		
Ebru Özberk Anlı	Manager	UNJP Promoting the Human Rights of Women

Annex 6 – Local equality mechanisms

Local Equality Mechanisms

Local Equality Mechanisms (LEMs) have been introduced by the WFC programme, and while not directly mentioned, fall within output 3 (enhanced individual and institutional capacities). Institutional capacities are strengthened through the use of LEMs as gender mainstreaming vehicles. The following table⁷⁷ describes LEMs briefly:

LOCAL EQUALITY MECHANISM	PURPOSE
PROVINCIAL WOMEN'S RIGHTS COORDINATION COMMITTEES - Participants: Local administrations and Women NGO's - Coordination: Governorate	To prepare the PROVINCIAL EQUALITY ACTION PLAN in a participatory, inclusive way and ensure its implementation, monitor and report progress.
GENDER EQUALITY UNITS AT LOCAL AUTHORITIES - Gender Equality Unit at Governorate - Gender Equality Unit at Municipality - Gender Equality Focal Points at Related Provincial Directorates (Police, Gendarmerie, Education, Social Services, Religious Affairs Directorates etc.)	To promote the preparation of local equality action plan, prepare institutional equality plans in the frame of Provincial Equality Action Plans, monitor its implementation
GENDER EQUALITY COMMISSIONS AT LOCAL COUNCILS - Gender Equality Commission at Municipal Assembly	To submit proposals in line with the provincial action plan to the local assembly, evaluate the received proposals from gender equality perspective

⁷⁷ This is copied from the 2011 Progress Report.

Annex 7 – Programme stakeholders

The major stakeholders (beneficiaries) involved in the implementation of the WFC programme are:

- **National Government:** The General Directorate of Local Authorities of the Ministry of Interior (MoI) is the national partner. This Ministry's participation and support facilitates and formalizes the WFC activities at the provincial governorate level.
- **Provincial Governorates:** The WFC programme works with authorities and officials from provincial in 12 provinces. Five of six provinces from the first phase remain active in this second phase. They are: Izmir, Kars, Nevsehir, Sanliurfa and Trabzon. Van decided not to participate in the second phase due to disagreements between the provincial governorate and the Van municipality. Seven additional provinces and municipalities are involved in the second phase: Adiyaman, Antalya, Bursa, Gaziantep, Malatya, Mardin and Samsun.
- **Municipal Governments:** The programme works with elected and professional officials from more than 12 municipal administrations. The programme directly supports metropolitan and provincial capital municipalities. District municipalities have been supported directly in the case of Izmir, and indirectly in other provinces.
- **CSOs /NGOs :** The programme also works with CSOs, especially women's NGOs, in order to both increase their capacity and promote participation and collaboration with local government authorities for the purpose of mainstreaming gender equality in local policies and services.
- **Women neighbourhood leaders :** The cities that participated in the first phase of the UNJP WFC programme are implementing the "Neighbourhood Mobilisation Model." This model was designed in 2012 and implementation commenced in 2013 in selected neighbourhoods of Izmir, Nevsehir, Trabzon and Sanliurfa. Kars, a first phase pilot city, delayed its participation as compared to the other four cities mentioned.

Annex 8 – Local equality mechanisms in four cities

Provincial Women's Rights Coordination Councils

- Trabzon : The equality representative in governorate (official from family and social policy directorate) organises the meetings. The LC attends and offers support.
- Mardin: The council meets when the LC organises meetings. A new Deputy Governor is demonstrating interest in the WFC programme.
- Gaziantep : The council meets when the LC organises the meeting with the Deputy Governor.
- Izmir : The council meets when the LC reminds the provincial governorate authorities a meeting is required. The LC prepares the meeting agenda.

Equality Units/Representatives in Provincial Governorates

- Trabzon: The LC has supported the equality unit and incrementally transferred responsibilities.
- Mardin: Recently an individual has been assigned but only as a formality. The individual does not have interest or motivation to assume responsibilities.
- Gaziantep : The assigned individual is on leave and was not interested or motivated prior to the leave. No one has been assigned in the interim.
- Izmir: The unit is very weak

Equality Units in Municipalities

- Trabzon: The unit in the recently formed metropolitan municipality has been established but is weak as the assigned official is not dedicated solely to the equality functions. In the provincial city district Ortahisar municipality the unit was established and functioning very effectively because the official (who had to go on leave) was competent and assigned full time to the equality functions. A new official has been assigned but also has her regular job functions. Both require significant LC support.
- Mardin : The unit is functioning within Women's Department in the metropolitan municipality since the BPD won the majority in the March 2014 elections. It had been formally established but not functioning in previous municipal administration.
- Gaziantep : The metropolitan municipality has a female mayor (formerly the Minister of Family and Social Policy) established. The Family Department has been re-named and re-tasks to include women's issues (Family and Women's Department). The mayor is also considering whether the department will be

moved to a higher level in the municipality's organizational structure to ensure direct reporting to the mayor. This would also have the effect of increasing the department's budget allocation. However, the women's equality function is not functioning at present because the staff is on leave.

- Izmir : The equality unit in the metropolitan municipality is very strong with competent and motivated staff that is strategic in its work with the political party in the majority on municipal council and also the other members. The unit engages with the district municipalities as well.

Municipal Equality Commissions

These commissions are established by the municipal council and members, like other commissions, are appointed to serve on the commission. Some members are have relevant skills and are motivated while others are not.

- Trabzon : The new metropolitan municipality established a commission with 3 men and 2 women. The LC is supporting them to increase awareness and skills related to gender equality. She is also helping them in a review of the LEAP. The equality commission is functioning effectively in provincial city district municipality (Ortahisar) due to the experience and motivation of chairwoman who has been involved with the WFC programme since phase one.
- Mardin : The commission had been established but was not functioning effectively in the previous administration. The new members of the commission from the BPD party are motivated and demonstrated a significant degree of awareness of equality issues and the situation of women in Mardin.
- Gaziantep : The commission had been established but was not functioning effectively in the previous administration. The new commission is now active and is led by a motivated chairwoman.
- Izmir : The commission was established but not functioning in the previous administration (a different political party). It is now active due to motivation of the chairwoman and the members. Equality commissions have been established in 22 district municipalities within the province.

Annex 9 - Planned Budget compared to Expenditures 2011 – 2013

Individual outputs		2011			2012			2013			Output as %of total exp per year	Budget	Expendi- ture
		Budget	Expendi- ture	Output as %of total exp per year	Budget	Expendi- ture	Output as %of total exp per year	Budget	Expendi- ture	Output as %of total exp per year			
Output 1	Results achieved in the six pilot cities of the first phase scaled up through community based/neighbourhood management system	100000	19306	8%	67866	67866	12%	89687	101652	12%		257553	188824
Output2	Local administrations and women's NGOs in programme cities build productive dialogue to identify the ways of improving the quality of women's lives	71125	28310	12%	92857	87188	15%	131004	126777	15%		294986	242275
Output 3	Individual and institutional capacities of the national and local administrations enhanced to mainstream gender in designing and providing local services.	26000	25625	11%	131007	124231	21%	46180	16762	2%		203187	166618
Output 4	Policy recommendations based on the mapping of the existing relevant legislative framework prepared and submitted to the central authorities	3500	0	0%	35675	35675	6%	27200	15200	2%		66375	50875
Output 5	Capacity of the civil society organizations functioning in Programme cities strengthened to better advocate gender equality	51800	36517	15%	19000	16156	3%	20508	20882	2%		91308	73555
Output 6	Implementation of LEAPs facilitated via strengthened Women's NGOs and Local Authority partnerships	0	0	0%	0	0	0%	237868	211885	24%		237868	211885
HR UNFPA		177700	113001	47%	256800	239872	41%	407310	381140	44%		841810	734013
Office UN-FPA		17352	15273	6%	7236	7026	1%	0	0	0%		24588	22299
TOTAL		447,477	238,032		610,441	578,014		959,757	874,298			2,017,675	1,690,344



Evaluation of the “UN Joint Programme on Promoting Gender Equality at Local Level (Women Friendly Cities)” and “Women Friendly Cities Small Grants Programme”

The Swedish government supported the second phase of the Women Friendly Cities programme. The evaluation was carried out between November 2014 and February 2015 for the purpose of providing analysis and recommendations to facilitate decision-making regarding Swedish support to a proposal for a third and final phase. The evaluation examines progress toward expected results, efficiency and effectiveness of budget allocation, the relevance of the programme in the Turkish context and the sustainability of achievements. The evaluation found that the programme advanced toward its outcome by enhancing individual and institutional capacity for mainstreaming gender equality into planning processes at municipal and provincial levels in 12 pilot locations

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