



**PROVISION FOR POST PROJECT EVALUATIONS FOR THE UNITED NATIONS
DEMOCRACY FUND
Contract NO.PD:C0110/10**

EVALUATION REPORT



UDF-TUR-07-197 Empowerment of Women Citizens in Turkey

Date: 27 February 2012

Acknowledgements

The evaluators would like to thank all those who provided assistance to the Evaluation Team, including those who met with the evaluators during the field mission to Turkey. Particular thanks are due to the Chairwoman, Ms Cigdem Aydin, and other members of the Board and Advisory Council of Kader, for their assistance. Ms Zeynep Meydanoglu, also a Board member, provided support to the evaluation team throughout the mission. Her assistance was much appreciated. In addition, the team wishes to express its appreciation to members of the Kapadokya Women's Solidarity Association for hosting the team on a visit to Nevsehir. Mr Frank Runchel of Nordic Consulting Group A/S (Denmark), who was engaged on a mission for the Swedish International Assistance Agency (SIDA) which involved support to Kader in organizational development and strategic planning, was kind enough to find time for a discussion and exchange with the evaluators on the challenges, as well as the opportunities, for the organization.

Finally, the team is grateful to Ms Hebel Kirimli of Kapadokya and Ms Elif Ari of Istanbul for sharing their stories with the team and permitting it to use them and accompanying photographs in this report. The photographs of Ms Kirimli and the group with whom the team met at the Kapadokya Women's Solidarity Association were taken by the international consultant. Ms Ari supplied a photograph which has been used with her story; other photographs used in the report were provided by Kader.

Authors

This report was written by Phillip Rawkins and Billur Gungoren. Michel Leblanc was responsible for quality assurance with the support of Aurélie Ferreira, Evaluation. Eric Tourres was Project Director at Transtec.

Disclaimer

The views expressed in this report are those of the evaluators. They do not represent those of UNDEF or of any of the institutions referred to in the report.

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I. Executive Summary

i. Project Data

This report is the evaluation of the project entitled “Empowerment of Women Citizens”, implemented by Kader, the Association for Supporting and Training of Women Candidates, based in Istanbul, Turkey, between December 1, 2008 and June 30, 2011. The project benefited from an UNDEF grant of \$350,000, with a project budget of \$325,000, plus a monitoring and evaluation component of \$25,000. Through the project, the grantee sought to raise the awareness of women concerning their rights as citizens, while also increasing the

training program on women's rights, to be delivered across the country. The program informed and motivated participants, while also enhancing their capability, to undertake practical work on behalf of women in their own communities. Despite the absence of an initial needs assessment, it drew on the substantial experience of the senior members of Kader and proved to be effective in all regions of the country.

Eighty per cent of trainees complete the ToT course and are certified as trainers

organizations and women citizens). A needs assessment would have focused attention on the “clients” of the women’s organizations and other civil society groups serving a female clientele. It would also have revealed the organizational realities of the organizations whose capacity was to be built by the project. These factors would then have been taken into account in design of activities and allocation of resources. The absence of a needs assessment was compounded by the lack of detailed contact with partner organizations (flowing point);

The decision to “go it alone” (without organizational partners) in the planning and delivery of the core component of the project, the ToT course, and the absence of an effort to build partnerships with women’s organizations and other civil society groups providing services to women;

The non-availability of resources to support the ToT “graduates” in planning and delivering their own courses to meet a commitment made by all registrants to train a further 25 women.

The project was highly **efficient** in planning and utilizing the budget appropriately as a basis for preparing and implementing the ToT program as delivered. For this core part of the project, the financial resources provided by UNDEF were complemented by a strong, high-level volunteer effort. However, as noted above, while the ToT program was extremely effective in meeting the immediate needs of the women activists trained, the overall design was not so effective in achieving overall project goals.

Project efficiency was also affected by the character of Kader as an organization. It is a volunteer-based and volunteer-led organization. This is both a strength and a weakness. The highly effective work of the team of Kader members responsible for the ToT course showed the organization at its best. The limitation of its own staff and the staff recruited for the project to administrative support roles is a less positive reflection of organizational culture. A program of the scope and ambition of Empowering Women Citizens requires engagement of professional staff at a higher level. Professional Staff were limited to support roles only.

In terms of its overall impact, the project may be best considered as a pioneering initiative to address the long-term development objective of building awareness among women of their citizenship rights and how to act on them. The project also provided indirect support to Kader’s on-going mission to enhance the representation of women in public decision-making. What the experience of the project teaches is that there is a substantial unmet need among the women of Turkey for the knowledge that will enable them to become active citizens and to realize their legal rights. **The (actual) immediate beneficiaries** of the project were the women activists who took part in the training program organized by Kader. For them, there is no doubt that the program had considerable impact and built a sense of self-knowledge and empowerment, while also equipping them with practical knowledge on how women could act on the basis of their rights.

The (projected) immediate beneficiaries were women’s organizations, whose capacity was to be built. While some benefited from the training given to their volunteers and/or staff members, the ab

The project was highly successful in achieving its objectives where its (actual) **Immediate Beneficiaries** are concerned. **It was extremely effective in building and enhancing the awareness and understanding of the concepts of gender equality and**

In this respect, it built a strong sense of collective and individual empowerment which, in turn, strengthened both their resolve and their capacity to support the empowerment of other women.

The effort by the project to prepare the 350 women trainees to be trainers was less successful. This is, in part, the result of a design flaw in the project, whereby the ToT course was expected to both build awareness and train trainers. More fundamental was the limitation of what can be accomplished in an intensive 5-day course, no matter how well taught and facilitated. The compression of the course was a response to feedback from trainees in a pilot run of the course, indicating that 5 days was the maximum time they could make available for training.

Despite its limitations, the project was highly effective in demonstrating the huge, unmet need of the women of Turkey for education and practical information on their rights as citizens and how to pursue legal remedies to cases of injustice and

knowledge.

iv. Recommendations

Kader has a clear interest in building on its experience with the project. If it is to do so effectively, it must **address its organizational limitations**. In addition, it will be advisable for the organization to **pursue partnerships** **society groups** providing services to women, in **enhancing its links to local communities.**

its experience, and even in terms of information on the profile of its own membership. Changes in this respect will be advisable if the organization is to be able to learn from its experience, respond to the priorities of its members and stakeholders, and take on further projects.

It is recommended that Kader act to reconfigure its organizational and governance structure and strengthen the role of staff. The project came to a rather abrupt end. Kader was successful in completing the planned program, but had no plan for following up with the trainees beyond the project. **It is recommended that, as a priority, Kader seeks to:**

- Undertake a thorough **compilation and analysis of the documentation collected on both the ToT course** and its delivery in 14 locations, and “secondary” training by the trainees;
- Develop an **electronic mailing list**, including all trainees and trainers, and **seek the means to support this virtual community**, engaging them in the organization’s future plans, and soliciting their input on further training modules to build on the ToT course, and to support their own further training work;
- **Develop a template for detailed documentation of the profile of registrants for future training programs.** The information to be obtained from analysis of such data will be a valuable input to Kader’s planning of its future work.

II. Introduction and development context

i) The Project and Evaluation Objectives

This report is the evaluation of the project entitled “Empowerment of Women Citizens”, implemented by Kader, the Association for Supporting and Training of Women Candidates, based in Istanbul, Turkey, between December 1, 2008 and June 30, 2011. The project benefited from an UNDEF grant of \$350,000, with a project budget of \$325,000, plus a monitoring and evaluation component of \$25,000. Through the project, the grantee sought to raise the awareness of women concerning their rights as citizens, while also increasing the participation and representation of women in political life. To this end, the project aimed to increase the capacity of selected women’s NGOs in all seven regions of the country. It sought to do this by:

- Designing a training-of-trainers’ (ToT) manual and a training guide for “graduates”;
- Organizing and delivering a ToT course in 14 centres, 2 in each region of the country;
- Encouraging the 350 graduates of the ToT program to each deliver training courses, utilizing the manual and training guide.

The project sought to reach those who were active in women’s NGOs throughout the country, to enhance their skills and motivation, and, thus, to build the capacity of their parent NGOs.

UNDEF and Transtec have agreed a framework governing the evaluation process, set out in the Operational Manual. According to the manual, the objective of the evaluation is to “undertake in-depth analysis of UNDEF-funded projects to gain a better understanding of what constitutes a successful project which will in turn help UNDEF devise future project strategies. Evaluations also assist stakeholders to determine whether projects have been implemented in accordance with the project document and whether anticipated project outputs have been achieved’.”

ii) Evaluation methodology

The evaluation was conducted by two experts, one international and one national, under the terms of a framework agreement between UNDEF and Transtec. The methodology of the evaluation is set out in the Operational Manual governing this framework agreement, as well as in the evaluation Launch Note. A set of project documents was provided to the evaluators in the weeks preceding the field mission. On that basis, they prepared the Launch Note (UDF-TUR-07-197) setting out key issues and particular areas of focus, to be considered during the field mission, which took place from October 10-14, 2011. Additional documents were obtained from other relevant sources (see list of documents consulted in Annex 3).

The field mission included meetings in central Istanbul at the offices of Kader, as well as at the offices of NGOs, community organizations and municipalities throughout the city, including in Kadikoy, a large municipality on the Asian side of the Bosphorus. In addition, the evaluation team travelled to Nevsehir, a medium–

iii) Development context

The project focused on contributing to addressing the barriers to the fulfilment of the Millennium Development Goal (MDG) of gender Equality and Women's Empowerment in Turkey. Although women in Turkey are granted equal rights in the Constitution and the legal framework is largely in place, the implementation and *de facto* realization of these rights is still a challenge (see European Union, [Turkey 2010 Progress Report](#), p.26). According to a United Nations (UN) analysis combining gender related development index and the Human Development Index, Turkey ranked 125th country out of 155 countries in 2009. Similarly, the UN gender empowerment measure reveals that Turkey is placed as the 101st of 109 countries, reflecting deep gender disparities in economic and political life (2009, www.undp.org.tr).

A notable benchmark achieved in advancing women's empowerment and gender equality was the adoption of the first National Action Plan on Gender Equality in 2008 and the establishment of an Equal Opportunities Commission in 2009. During the last decade, many legislative changes were introduced addressing some of the inequalities, including adoption of the Civil Code (2002), the Labour Code (2003), the Penal Code (2004), and the Family

the gains in legislation to support gender equality, the effectiveness of their efforts has been constrained by the lack of political will on the part of decision-makers to acknowledge the importance of adopting a gender equality perspective in public policy and decision-making. More generally, it should be noted that current weaknesses of civil society in general, and not only of women's organizations, reflect, in large part a history of strong, authoritarian

education to women on their rights, while also strengthening its own network with these NGOs.

The **approach** to be adopted was for a small core group of Kader members, drawn principally from the organization's Istanbul-based Board and Advisory Council to prepare an overall design. The focus for the project, as envisaged and as delivered, was the development of a Training Manual to support an intensive Training of Trainers (ToT) course, to be delivered at selected centres (14) throughout the country. The trainees would be drawn from women's NGOs, and the project would, thus, strengthen the capacity of the "parent"

trainees, and the plan for the trainees, in turn, to train others. A second assumption was that it would be possible to design a ToT course which would combine two learning objectives: (i) enhancing the self-confidence, motivation and awareness of gender equality and rights under law among women activists; and, (ii) equipping the same activists to be trainers of other women. A third assumption (iii) was that it would be easy to identify a list of women's organizations, which would

IV. Evaluation findings

The evaluation is based on a set of evaluation questions or EQs, designed to cover the Development Assistance Committee (DAC) criteria of relevance, effectiveness, efficiency, impact, and sustainability; plus the issue of UNDEF value added. The Evaluation Questions and related sub-questions are presented in Annex 1.

i. Relevance

In the broadest sense, the project was highly relevant in its determination to take action to respond to the low level of awareness on the part of the women of Turkey of their rights and of practical measures which might be taken by women to assert these rights under law. It sought to do so by enhancing the capacity of local women's NGOs to provide civic education programs to women at community level. The lack of preparedness of many women to assert their rights and the poor representation of women in public life and at senior decision-making levels represents a serious deficiency in Turkish democracy.

Civil society in the country is growing in importance, but continues to face bureaucratic and other difficulties and a less than positive enabling environment (EU, Turkey 2010 Progress Report, p.22). Within the broader civil society sphere, women's organizations seem to face particular challenges, in terms of organization, finance and staffing, depending largely on volunteer efforts. Any effort to strengthen the capacity of these organizations and of women activists represents a positive development.

Despite this broad relevance of the project to the needs of women in Turkey, gaps in project design limited its direct relevance as a means of supporting women's organizations. The lack of involvement of local women's organizations in the planning process, and/or in an initial needs assessment, also meant that Kader lost an opportunity to strengthen its own cooperation with women's associations at local level and to build its network. At the same time, judging from interviews and end-of-course evaluations, the project had a major impact on all those who participated in the project.

The women who took part in the ToT course covered a wide spectrum in terms of their age profile, prior knowledge of gender equality, years of experience in working with civil society organizations and educational, ethnic and social background. Despite this, almost without exception, the training program was viewed by participants as highly relevant.

The ToT Manual is an impressive and well-designed document. It is broad-reaching in scope, as will be seen from the list of contents below, and aims to provide trainees with essential background information on gender equality and women's rights, as well as with some practical case studies and hands-on exercises. The manual is divided into three major parts: group work skills, gender concepts (gender, gender equality, gender discrimination, rights), and women's legal rights.

The sub-titles under the gender concepts section include:

Sex versus Gender; "One is not born a woman, but becomes one"; Gender roles and stereotypes and the Gender division of labour; noticing Gender discrimination; "We are all the same: 24 hour work schedule table".

ii. Effectiveness

The project was both highly innovative and effective in producing a high-quality training program on women's rights, to be delivered across th

to deliver short training courses, drawing on some of what had been learned, but not more than that.

The dilemma faced by Kader in planning the program was deciding what to include and what to exclude. This difficulty was heightened by its appreciation of the fact that the women who were candidates for the training would have limited time available for taking the course. Women in Turkey, for the most part, find it impossible to leave behind family and household activities for more than a few days at a time. The course was quite intensive, involving full-day sessions and other activities in the evenings. In many cases, participants travelled long distances to take part in the course and stayed in hotels for the five days of the program. No doubt, Kader was justified in its decision to limit the time for the course to 5 days, despite the problems it caused.

Judging from the interviews, the priority (i.e. the primary “learning need”) of women trainees enrolled in the ToT course was to gain practical knowledge of women’s rights and how to help other women on the basis of new knowledge. The program was successful in meeting this need. The formal objective of training trainers proved to be a step too far. Given the limited time available for the course, it is not surprising that this objective was not met. In practice, again based on interview evidence, on completion of the course, the trainees felt capable of applying what had been learned in their own lives and in supporting others in a one-on-one basis and many have been able to do so.

: Most of booklets were distributed either to the trainees, or to women’s organizations and other institutional members of the Kader network. Trainees used the booklets in their own training, and found them to be very helpful. The booklet is 79-page long document with substantial part allocated to the introduction of Kader and its activities.

The booklet’s other major sub-headings include:

to add to the number of its members, but applications from those with a strong interest in Kader's work are welcomed. It functions as a group of "insiders", who are strongly motivated and committed to the organization's purposes, and willing to support it with their time and energies. This creates a great sense of solidarity, but may make it difficult for Kader to adopt appropriate organizational structures for managing projects.⁵

The project budget provided for the recruitment of a Project Coordinator and Project Assistant. Their role was focused entirely on administration, communications and logistics. Further, the Project Coordinator, while active and well-liked, had difficulties in meeting her responsibilities, as defined. The Board felt unable to replace her. While she maintained her formal position, in practice, her role was covered by volunteers for the latter part of the project. This was essential, since the project was quite labour-intensive, and particularly since everything was managed from Istanbul.

their own training, and how this, in turn, would contribute to building the capacity of women's organizations. No funds were allocated to supporting the efforts by the trainees to undertake their own training, or to following up with the women's organizations and other civil society groups which nominated trainee candidates.

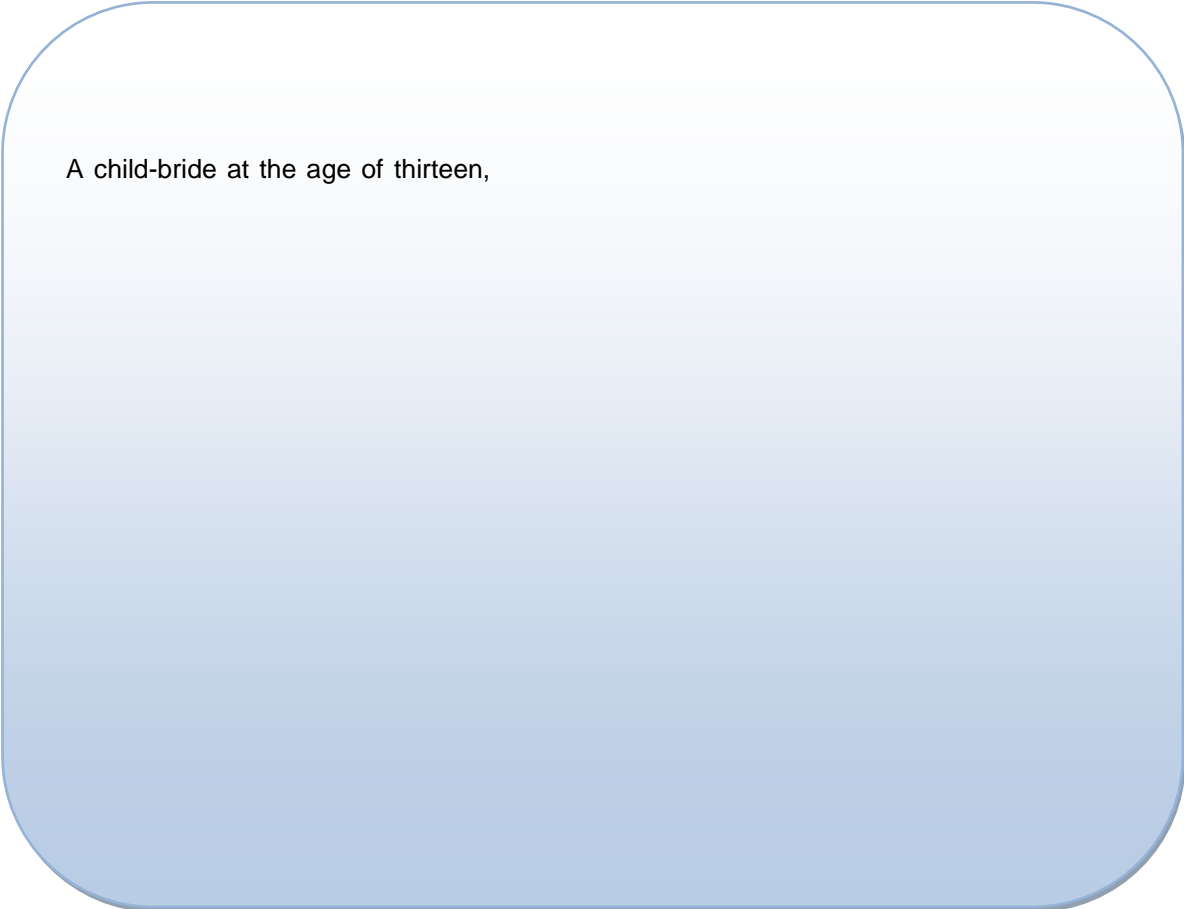
iv. Impact

Effectively, the project may be viewed as a path-breaking effort to address the long-term development objective of building awareness among women of their citizenship rights and how to act on them. The project also provided indirect support to Kader's on-going mission to enhance the representation of women in public decision-making.

What the experience of the project teaches is that there is a substantial unmet need among

For all this, both in this section of the course, and in the substantive content of the rest of the program, little guidance was given on how to address the particular needs of “women citizens”, who, of course, are a very diverse group, with characteristics often very different from those of Kader members, or of those who participate in its Political Schools.

According to the information available, of the women who took part in this second level of training, some were old, some were young; some did not speak Turkish, or spoke only basic Turkish; some were not literate, or were still learning; some had no money for, or access to, transportation to meetings; some had no access to childcare or elder care, and many had very limited time available; some needed their husband’s permission to participate. In several cases (including in Nevsehir), it is reported that, in order to manage within these constraints, meetings for small groups were organized in villages in private homes.



The ToT program was very effective, and proved to be a powerful tool for building awareness and conveying practical knowledge to trainees. What it did not do was to equip participants with the necessary know-how to plan training for diverse groups, with urgent problems to which they sought solutions. This would have been too much for a 5-day course. In any case, as has been suggested above, far more training and practice would be required to produce capable “trainers”. The ToT course would be a valuable first step in this process, or would work well as a professional development tool for those with solid training experience.

The other major gap in the program was the absence of a partnership with the women’s organizations and other civil society groups who nominated participants. Such a partnership would have ensured that the learning objectives of the course were held up to more careful scrutiny and allowed for a more effective integration of the training to be done by the “graduates” of the ToT course in their own communities with on-going work (as happened in the “best practice” cases). As it was, the project contributed only indirectly to the projected Medium-Term Impact result of building the capacity of women’s organizations.

v. Sustainability

There is clear interest on the part of Kader in building on its experience in “Empowering Women Citizens” and also in following up with the organizations who nominated trainees and with the trainees themselves. However, if it is to do so effectively, it must face up to its organizational limitations. In this regard, it might be noted that the Swedish International Development Agency (SIDA) has provided advisory assistance in strategic planning and organizational development to Kader under its program of Capacity Building Support to Turkish Human Rights NGOs. It is to be hoped that this will enable the organization to address current issues of financial sustainability, governance and building a professional secretariat.

It is apparent to the Evaluation Team that it will be advisable for Kader to work in close partnership with other women’s organizations and community groups if it is to pursue the goal of reaching ordinary women and helping

must be given to documenting and analyzing the organization's experience in conducting its principal activities.

The data collected from registrants in both the ToT course and the courses delivered by trainees was very limited. Kader does not have a tradition of collecting such information,

V. Conclusions

i) The project represented an effort by Kader to address a significant gap in terms of democratic inclusion in Turkey: the lack of knowledge of many women of their citizenship rights and how to act on them. The effort was innovative in terms of its systematic training of women activists across Turkey and empowering them to help others {based on findings reported in 1V (i)}.

ii) The Training Manual, which was developed as a foundation for the Training of Trainers (TOT) course, stands out as an important and highly relevant resource to support the struggle for gender equality and the full inclusion of women in Turkey's public life. It was regarded very highly by course participants {based on findings reported in IV (i) and (ii)}.

iii) There were deficiencies in overall project design, in the initial assumptions made and in risk identification and assessment. These limited, to some degree, the ability of the project to achieve its results in full {based on findings reported in III(i) and IV (i) and (ii)}.

iv) Despite the absence of an initial needs assessment as a basis for course design, the ToT course proved to be effective in all regions of the country and in reaching a wide variety of educated women with a shared commitment to improving the lives of the women of Turkey {based on findings reported in IV (i) and (ii)}.

v) The information booklet produced as a resource book and guide in found to be

gaps in front-end planning and project design are all attributable, at least in part, to the organization's institutional character and structure {based on findings reported in IV (iii)}.

ix) The project was highly successful in achieving its objectives where its **Immediate Beneficiaries** are concerned. ***It was extremely effective in building and enhancing the awareness and understanding of the concepts of gender equality and***

In this respect, it built a strong sense of collective and individual empowerment which, in turn, strengthened both their resolve and their capacity to support the empowerment of other women {based on findings reported in IV (ii) and (iv)}.

x) ***The effort to prepare the 350 women trainees to be trainers was less successful.*** This is, in part, the result of a design flaw in the project, whereby the ToT course was expected to both build awareness and train trainers. More fundamental was the

VI. Recommendations

i. If Kader is to build effectively on this project, it must address its organizational limitations, and also explore partnerships with associations, and civil society groups providing services to women. *It is recommended* that Kader act to reconfigure its organizational and governance structure and strengthen the role of staff, while also developing partnerships with like

Annex 2: Documents Reviewed:

Coar, Simten and Onbai, Funda Gençolu), 'Women's Movement in Turkey at a Crossroads: From Women's Rights Advocacy to Feminism, South European Society and Politics,13:3, 2008, pp. 325-344(To link to this Article: DOI: 10.1080/13608740802346585
URL: <http://dx.doi.org/10.1080/13608740802346585>)

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Turkish Statistical Institute, *Women in Statistics, 2010*: Ankara, Turkey, Turkish Statistical Institute Publications, 2011.

World Bank, Human Development Sector Unit, Europe and Central Asia Region, *Female Labor Force Participation in Turkey: Trends, Determinants, and Policy Framework*, Report No: 48508-TRWashington, D.C., November 23, 2009

Annex 3: Persons Interviewed

October 10, Monday

1. Planning and orientation meeting, Phillip Rawkins and Billur Gungoren, Evaluation Team
2. Cigdem Aydin, Chairwoman, Board of Kader, and Project Director
Zeynep Meydanoglu, Board Member and Volunteer with Project
Rana Birden, Board Member
Tulin Semayis, General Coordinator, Kader
3. Cigdem Aydin
4. File Review at Kader Offices

October 11, Tuesday

1. Saliha Cucuk, Trained by ToT “graduates” from Kadikoy
2. Meeting with three women from Kadikoy who completed the ToT course in Istanbul and who provided training to women in the local community:
Gunul Karahanoglu, Kader Kadikoy Branch
Serap Oren, Member of Kadikoy Municipal Council and of Municipal Women’s Council
Yeter Tabak, Kader Kadikoy Branch
3. Tutku Ayhan, ToT “graduate”, who trained women at the Tarlabasi Community Center

Annex 4: Acronyms

ACEV	Mother and Child Foundation of Turkey
CEDAW	Convention on the Elimination of All forms of Discrimination against Women
DAC	Development Assistance Committee
EQ	Evaluation question
EU	European Union
KADER	Association for Supporting the Training of Women Candidates
NGO	Non-governmental organization
SIDA	Swedish International Development Agency
ToT	Training of Trainers
UN	United Nations
UNDEF	United Nations Democracy Fund