

GENDER EVALUATION OF KEY PROGRAMMES, 19.07.2019
EXECUTIVE SUMMARY
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The objective of this Report on the Gender Evaluation of Key Programmes is to assess the strategic positioning and impact of the UNDP Turkey Country Office (CO) in relation to gender equality, gender mainstreaming and women's empowerment through a comprehensive and integrated approach. UNDP Turkey is committed to work for gender equality and women's empowerment (GEWE), and the UNDP Turkey CO has been going through an intensive and comprehensive gender mainstreaming process, which aims to make its implementations as well as its working culture more gender-responsive. The Agency is currently committed to the UNDP Gender Equality Seal (GES) process, which entails the integration of gender equality into all aspects of the development work carried out by the CO through a range of standards. In this regard the evaluation has been carried out as a thematic evaluation, focusing on the strategic positioning and overall impact of the Agency in terms of GEWE with a view to providing the grounds on which it can assess the relevance of its objectives and strategic goals in the specific country context, especially in the eve of reformulating its country programming in Turkey that will cover 2021-2025. It also aims to identify potential new activity areas, new directions and openings for novel contributions, which were not foreseen in the last Country Programme (CP), but which certainly constitute the particular strength of the Agency in the country context in Turkey, and thus can be developed in the upcoming programming period.

Within this scope, this evaluation adopts a multi-level and multi-stage perspective aiming to understand the different realms and implications of the work of UNDP Turkey CO in the area of GEWE: (1) **The global perspective of the UNDP** on GEWE with a view to assessing how gender equality is pursued at the more general human development context, and the global tools that are developed in this respect; (2) **The country perspective of UNDP Turkey CO**, in order to see how it puts into life the global objectives and commitments in the specific country context, and what this implies for the strategic positioning of the UNDP Turkey CO and the gender sensitivity of its interventions; (3) **The (internal and external) capacity of UNDP Turkey CO**, with a view to assessing the particular mechanisms, partnerships and human resources the Agency deploys vis-à-vis its strategic position in terms of gender equality, as well as how these are perceived at the inter-Agency level and by its counterparts and stakeholders; and (4) **Particular interventions of UNDP Turkey CO** in the country context in order to map out the specific areas where UNDP Turkey CO has made a significant contribution, including non-traditional or unexpected areas, as well as where it needs to place more emphasis on in the upcoming programming period.

The evaluation is based on data collected from a wide range of sources, including comprehensive document analysis, surveys, media, as well as stakeholder consultations through semi-structured and unstructured interviews. The in-depth interviews aimed to ensure a participatory process and to collect first-hand data from those directly involved in the day-to-day business of UNDP Turkey CO to assess the internal reflections of the GES processes at the CO, Portfolio and project levels, as well as those who work with the UNDP as part of several interventions in order to assess how the Agency is perceived externally. A total of 41 Interviews have been conducted with UNDP Turkey CO staff, GEWE Team of İstanbul Regional Hub, gender specialists of selected UN Agencies (UNFPA and UN Women), donors, as well as public, private and civil society counterparts between April-June 2019 (see Annex for the full list of respondents).

Gender mainstreaming in UNDP Turkey CO is based on human development, SDGs, Signature Solutions, UNDP Gender Equality and Gender Parity Strategies, and UNDP policy on harassment, sexual harassment, discrimination and abuse of authority. The CO aims to advocate for gender equality, motivate the CO team and its partners, systematize its efforts on gender, and visualize the results it

achieves. The organizational approach of the CO is based on common understanding and increasing capacity, including gender responsive management, gender-sensitive human resources policies, gender-sensitive communications and knowledge production, and commitment to ensure GEWE as part of the office culture. The objective is to build up a gender-sensitive approach and develop gender-responsive implementation across all Portfolios and Programmes. The UNDP Turkey Gender Equality Strategy (2017-2020) aims to attain a strengthened organizational culture; better implementation; targeted, programmatic and shortcut solutions; effective partnerships; as well as to ensure the One-UN approach and to extend the responsibility for gender mainstreaming to the entire CO.

UNDP Turkey CO was awarded with the Silver GES certificate in 2015, underlining its commitment to ensure that gender equality is observed and addressed in all aspects of its development work, as well as its internal institutional processes. The Seal process entailed the establishment of the Gender Equality Focal Team (GEFT) within the CO, which comprises staff from all portfolios and programmes. A specific Gender Equality Advisor (GEA) position was created as part of this process, working for the organization of internal structure, capacity-building, gender mainstreaming of projects, and internalization of these by the CO staff. In 2018, the CO has applied for the Gold certificate, which has had a double-tangled effect on (1) the incorporation of gender issues into existing projects, and (2) internalization of gender perspective by the staff themselves. The CO has recently initiated the UNDP Gender Equality Academy to enhance the knowledge and capacity of staff for gender transformative results. In terms of external capacity-building, the CO plans to organize Advisory Workshops (AW) with government and NGO partners to provide information about the gender-related work of the CO and get feedback from partners, with a view to identifying possible collaboration paths. Among the most important achievements of this programming period, the GES for the Private Sector has started to be piloted with Limak Investment through the Turkey's Engineer Girls (TEG) Project.

The Evaluation Report assesses the internal capacity of UNDP Turkey CO by examining the particular mechanisms to ensure gender mainstreaming and gender-responsiveness of interventions, gender focus of its partnerships and relations with stakeholders, best practices and human resources across its three Portfolios (ISG, IDG and CCE) and two Programmes (SRR and PSP); and its external capacity by examining how these are perceived at the inter-Agency level and by its counterparts and stakeholders. Accordingly, it is observed that the gender-related awareness and capacity of the CO has been remarkably growing for the last 4-5 years, particularly with the incentive provided by the GES process. GEWE concerns have been innovatively and effectively incorporated into all aspects of the development work carried out by the CO. While there are certain differences across Portfolios and Programmes in terms of their approaches and capacities, the CO staff appears to be in a continuous process of learning from each case to enrich their experience and knowhow on the issue. It is underlined that the role played by the GEA has been crucial in this respect, and that the institutionalization of in-house capacity on gender is the most significant need for the upcoming period. By its external partners, the UNDP is found to be particularly effective in encouraging its partners to consider GEWE; promoting joint decisions and acting together with counterparts; bringing qualified experts and academics in dialogue with counterparts; being the main contact point of communication across all stakeholders; and raising awareness and opening the vision of its counterparts.

Notwithstanding the GEN markers assigned to individual projects, most UNDP interventions in the current Programming period have had significant gender implications, whether they were originally planned as such or as an outcome of the implementation process. While some projects in this programming period were not subject to gender screening, they nevertheless displayed significant gender dimensions in implementation, which necessitated a revision and reconsideration of their objectives and implications. Most importantly, the interventions revealed the contribution of UNDP in non-traditional and innovative areas, including those related to CCE in areas such as forestry, fisheries and chemicals, legal aid practices and access to justice, inclusive business models for women in

industry and women in the private sector, as well as gender-sensitive humanitarian response, which have proved to be areas where innovative initiatives have been put in place, and which constitute the particular strength of the UNDP as a unique international player.

The main challenges and resistance points that have been identified through the Evaluation include: (1) need to develop gender mainstreaming in implementation, monitoring and evaluation, and impact assessment processes, (2) need to increase the visibility of the internalization and ownership triggered by the GES process from the outside (i.e., counterparts, other UN agencies, etc.); (3) lack of accurate and sex-disaggregated data due to the sensitive nature of issues involved; (4) the risk of hollowing out of the concept of GEWE, turning it into a mere checklist; (5) lack of in-house capacity on gender and limitations of having only one person in charge of mainstreaming all projects and programmes, creating content and coordinating all the activities at the same time; (6) challenges concerning internalization, ownership and institutionalization of gender issues within the CO; and (7) problems concerning inter-Agency collaboration and confusion on the side of the counterparts as to the role of various UN Agencies in the gender field.

The GES process has provided a crucial momentum for the internal review of the organizational structure of UNDP Turkey CO, its ways of doing things, its gender-focused initiatives, the methodology put in place by the GEA, and the gender aspect of all ongoing interventions. While the current political context in Turkey in relation to gender equality implies particular challenges, the UNDP has the capacity and commitment to work as the largest programming actor in Turkey, developing innovative strategies and insisting to keep the issue high on its agenda. The analysis shows that it has been successful in its efforts, as the CO staff from all levels appear to be supportive of this process and the counterparts and stakeholders express their recognition and appreciation of UNDP guidance on the issue. It is, however, crucial to ensure the sustainability of this process beyond the GES, and continue with this agenda in the future as a strategic objective. The below recommendations, building on the fieldwork conducted for this study, point to areas where efforts need to be concentrated in the next stage, with a view to capitalizing on this process and taking it further in the development work conducted by the Agency in Turkey.

Build on UNDP added value: What constitutes the particular strength of the UNDP in Turkey is its power to unite and integrate different parties as a ‘convening power’, its ‘horizontal’ approach towards its partners, its close collaboration with the state, its capacity to influence macro-level policies, and its position at the intersection of governance, private sector, environment and gender equality, which should be placed at the center in terms of the development of models, strengthening links between various actors and creating a joint platform for action.

Integrate gender across all programmes as a cross-cutting issue in the upcoming CP, with specific targets and indicators, in line with the new UN approach. Develop more gender-focused projects in order to keep the issue high on the political agenda, and to highlight UNDP’s commitment to GEWE.

Focus on gender mainstreaming in implementation and follow-up: Place more emphasis on assessing the progress of individual interventions against the established targets and objectives, against the Gender Marker that was originally assigned, through tracking tools to be developed. A gender follow-up mechanism appears to be crucial to consolidate the results of interventions.

Expand on your role towards partners: Develop a more policy-level programming approach in relation to public, private and civil society counterparts in terms of gender mainstreaming. Consider new ways of overcoming the resistance of counterparts through long-term strategies, tailor-made measures, and alternative communication strategies. Develop more collaboration with civil society, particularly women’s NGOs, and look for ways to empower civil society to participate in interventions. Also

prioritize private sector projects to increase the visibility of activities and provide faster steps towards perception change. Increase outreach to the media to address challenges relating to freedom of expression. Ensure the visibility of CO's commitment to GEWE towards partners and stakeholders.

Explore new openings for gender interventions: Place more emphasis on non-traditional and innovative areas of success (i.e., forestry, fisheries and chemicals, legal aid practices and access to justice, inclusive business models for women in industry and women in the private sector, gender-sensitive humanitarian response), in addition to traditional areas of UNDP expertise.

Develop inter-portfolio collaboration: It would be important to do crosscutting work on gender, at the same time as increasing grassroots best practices.

Develop inter-Agency collaboration: Take the lead to promote a model for joint action in private sector initiatives to scale up activities in this field and concentrate efforts to join forces among Agencies in the area of gender, as a multi-disciplinary common action field.

Expand on gender-focused training: Along with awareness-raising trainings, provide gender trainings particularly focusing on programming, implementation, project design, and indicator design using new and participatory training approaches to create a dynamic learning environment. Provide specifically gender-focused trainings for stakeholders involved in project implementation, offering guidance in terms of good practices from other country contexts.

Organizational culture: Put more efforts into gender-sensitive communication within the CO and ensure that the gender-focused performance criteria are applied evenly across all levels of staff. Take the lead in attaining highest standards in work-life balance policies and promoting this as a best practice across the UN System.

Promote internalization, ownership and institutionalization: Disseminate the GES process across all levels of staff to ensure a homogenous, standard approach all throughout the CO and promote a bottom-up process. Ensure regular and more frequent meetings between the GEA, GFP and project staff at the different stages of all projects.

Improve the gender equality mechanism: Place more efforts in developing in-house gender expertise and capacity to highlight your strategic position in this field and commitment to the issue. Consider the establishment of a crosscutting Gender Equality Programme within the CO, led by the GEA as a senior-management position, and consisting of the Gender Associates / Experts of all Portfolios and Programmes.

GENDER EVALUATION OF KEY PROGRAMMES EVALUATION REPORT, 19.07.2019

I. INTRODUCTION

The objective of this Report on the Gender Evaluation of Key Programmes is to assess the strategic positioning and impact of the UNDP Turkey Country Office (CO) in relation to gender equality, gender mainstreaming and women's empowerment through a comprehensive and integrated approach. As mentioned in its key documents, UNDP Turkey is committed to work for gender equality and women's empowerment (GEWE), and the UNDP Turkey CO has been going through an intensive and comprehensive gender mainstreaming process, which aims to make its implementations as well as its working culture more gender-responsive. In this regard the evaluation has been carried out as a thematic evaluation aiming to assess the contribution of UNDPs development assistance to GEWE in Turkey. The evaluation thus focuses on the structural and practical issues with the aim to provide systematic and comprehensive review and suggestions for the UNDP Turkey to assess and improve the gender-sensitivity and rights-based perspective of its interventions, to enhance the gender mainstreaming tools involved in the design and implementation of its programmes and projects, as well as its communication with its present and future partners including government agencies and donors.

This is all the more important as the Agency is currently committed to the UNDP Gender Equality Seal (GES) process, which entails the integration of gender equality into all aspects of the development work carried out by the CO through a range of standards. As part of the GES process, which aims to improve the position of the UNDP Turkey CO to support government partners and accelerate progress towards the achievement of the SDGs, standards in seven areas, including the management system, in-house capacity, enabling environment, communications and knowledge management, programmes, partnerships and gender impact/results are identified. This means that, rather than narrowly focusing on the particular results / outcomes of individual projects carried out through the current programming period, a broader and more comprehensive outlook, focusing on the strategic positioning of UNDP Turkey, both in relation to the UNDP system at large, as well as the UN system in Turkey and vis-à-vis its implementing partners; and the overall impact it creates through its interventions, carries utmost significance. This is the approach of this evaluation, considering that the UNDP will incorporate its findings, experiences and lessons learned while preparing the strategic documents on gender equality and beyond, especially in the eve of reformulating its next country programming in Turkey. This evaluation therefore aims to focus on the overall strategic positioning and impact of the Agency in terms of gender equality with a view to providing the grounds on which it can assess the relevance of its objectives and strategic goals in the specific country context, as well as of its general implementations in addressing GEWE. It also aims to identify potential new activity areas, new directions and openings for novel contributions, which were not foreseen in the last CP, but which certainly constitute the particular strength of the Agency in the country context in Turkey, and thus can be developed in the upcoming programming period.

Within this scope, this evaluation adopts a multi-level and multi-stage perspective aiming to understand the different realms and implications of the work of UNDP Turkey CO in the area of GEWE:

- (1) **The global perspective of the UNDP** on GEWE with a view to assessing its general commitments, objectives and achievements. Here, the analysis focuses on how gender equality is pursued at the more general human development context, and the global tools that are developed in this respect.
- (2) **The country perspective of UNDP Turkey CO**, in order to see how it puts into life the global objectives and commitments in the specific country context, the gender equality strategies and gender mainstreaming efforts of the CO through its work in Turkey, and its commitment to the GES Programme. This analysis aims to lay the grounds for assessing the strategic

positioning of the UNDP Turkey CO and its more general initiatives and perspectives in this respect.

- (3) **The capacity of UNDP Turkey CO**, with a view to assessing the particular mechanisms, partnerships and human resources it deploys vis-à-vis its strategic position in terms of gender equality, as well as how these are perceived at the inter-Agency level and by its counterparts and stakeholders. The analysis here particularly focuses on the implications of the programmatic structure of the CO through three portfolios of Inclusive and Sustainable Growth (ISG), Inclusive and Democratic Governance (IDG), and Climate Change and Environment (CCE), the Programmes on Syria Crisis Response and Resilience (SRR) and Private Sector Partnerships (PSP); as well as the perceptions and evaluations of its counterparts, donors, other UN Agencies, with a view to assessing both internal and external capacity.
- (4) **Particular interventions of UNDP Turkey CO** in the country context to examine the most significant gender-related aspects and implications of selected projects. The objective here is to map out the specific areas where UNDP Turkey CO has made a significant contribution, including non-traditional or unexpected areas, as well as where it needs to place more emphasis on in the upcoming programming period.

The evaluation, which thus adopts a multi-level and multi-stage perspective, is designed to be a transparent and participatory process, aiming to involve both the CO programme and operations staff and the development stakeholders of the UNDP at the country, regional and corporate levels, with a view to incorporating their feedback and suggestions for improving the gender dimension of UNDP Programming in Turkey, as well as its strategic positioning and impact in the field of GEWE. The evaluation is designed as an open process, shaped by the directions and suggestions of the programme and operational staff, as well as the development partners, donors and beneficiaries of the UNDP development work in Turkey.

The evaluation is carried out within the framework of the UNDP Evaluation Policy and the United Nations Evaluation Group Norms and Standards, and pays due regard to the principles outlined in the Ethical Guidelines for Evaluation (UNEG 2008). The rights and confidentiality of the sources are safeguarded by taking their consent to take part in the evaluation process and disclosing the information they provide on the basis of their agreement. The anonymity of the participants is protected through the protocols and ethical codes provided by the Agency in similar assignments. In its assessments of the gender dimension, the evaluation also considers the cross-cutting issues of human rights, capacity development, institutional strengthening, innovation or added value to national development, and South-South Cooperation in the programme design, implementation and monitoring.

II. METHODOLOGY

The evaluation focus, content and plan has been developed in consultation with UNDP Turkey CO, including the Assistant Resident Representative for Programmes (ARR-P) and the Gender Equality Advisor (GEA), in an inception meeting organized in the first week of April 2019 and finalized in the Inception Report. The evaluation is based on data collected from a wide range of sources, including comprehensive document analysis, surveys, media, as well as stakeholder consultations through semi-structured interviews. The in-depth interviews aimed to collect first-hand data from those directly involved in the day-to-day business of UNDP Turkey CO to assess the internal reflections of the GES processes at the CO, Portfolio and project levels, as well as those who work with the UNDP as part of several interventions in order to assess how the Agency is perceived externally. A total of 41 Interviews have been conducted with UNDP Turkey CO staff, GEWE Team of Istanbul Regional Hub, gender specialists of selected UN Agencies (UNFPA and UN Women), donors, as well as public, private and civil society counterparts between April-June 2019.

A variety of sources have, therefore, been used (data, perceptions and evidence) so as to triangulate the findings in the particular area of GEWE, where much of the data is qualitative and strongly interlinked with the perceptions and evaluations of relevant stakeholders. Therefore, the interviews have been conducted with the objective to enrich the perspective of the evaluation and ensure a participatory process, as well as to efficiently incorporate the feedback of relevant stakeholders, who are directly involved in, or affected from the interventions in the area, from their own points of view. This has also enhanced the interpretation of the evaluator of the real situation on the ground, which is not possible to assess merely on the basis of the documented work and data across a wide variety of different interventions.

Stakeholder analysis

A stakeholder analysis has been conducted as a first step in the evaluation process in order to identify the institutional entities and individuals within UNDP involved in planning, management and implementation of UNDP GEWE activities; the primary target groups of different UNDP GEWE initiatives; and different partners and beneficiaries. The present report is based on this initial stakeholder analysis, which has then been expanded through the evaluation process with the desk review and interviews. The interviews pointed the evaluator towards further partners and a variety of interventions that were originally not envisaged within the evaluation.

Desk review of relevant documents

Due to the wide scope of UNDPs GEWE activities, and the scope of the required evaluation to assess the strategic positioning of UNDP Turkey CO in relation to GEWE, the evaluation is based on a very large number of documents and reports (published and unpublished), which have mostly been collected in the inception phase, but also all throughout the fieldwork with 41 respondents, most of whom brought additional documentation and sources to the attention of the evaluator. While some of these documents were comprehensively examined in detail, some of them have been subject to only a general review, due to the limitations of time and the extensive nature of the work involved in the evaluation process.

Consultations

Structured, semi-structured and unstructured interviews and consultations have been conducted as part of the evaluation process, in line with the levels/stages of analysis outlined above. Particularly focusing on the capacity of UNDP Turkey CO, the following framework has been used for the consultations:

- (1) **The global perspective of the UNDP:** Skype interviews were held with the GEWE Team of the Istanbul Regional Hub to enrich the perspective and to see the reflections of the global perspective on the CO.
- (2) **The country perspective of UNDP Turkey CO:** In-depth semi-structured and unstructured interviews have been conducted with the senior staff of UNDP CO. The inception meeting held with the senior staff has been particularly insightful in this respect to identify the direction of the evaluation and the content to be provided, respondents to be contacted and fields to be covered. Consultations were thus held as part of the field research with Portfolio / Programme managers, project coordinators, counterpart/stakeholder/donor representatives, and selected UN Agencies. Under this component, semi-structured interviews with relevant operational staff (i.e. HR, Procurement, Finance, etc.) and communications staff of UNDP Turkey CO have also been conducted in order to obtain further information about the financial, operational and communications aspects.
- (3) **The capacity of UNDP Turkey CO:** In-depth semi-structured interviews with the portfolio/programme managers of ISG, IDG, CCE, SRR and PSP. This aimed to obtain information on the existing internal capacity of the UNDP CO in terms of gender on the one hand, and to provide guidance for the evaluation in terms of the selection of particular projects representing each of the portfolios / programmes and gender markers on the other. Their suggestions on

particular projects has determined the consultations for the next stage, including with project managers, government, private sector and civil society partners, donors, UN Agencies and other relevant stakeholders. The selection of respondents aimed to assess the GEWE capacity of the CO both internally and externally. These have aimed to complement and compare the outlooks of CO staff and counterparts / donors / other UN Agencies, and to incorporate relevant suggestions, recommendations and feedback provided by the involved actors; as well as to assess the overall impact created by the Agency in Turkey.

- (4) **Particular interventions of UNDP Turkey CO:** In-depth semi-structured and unstructured interviews with coordinators/managers/staff of the selected projects, as well as their donors, government, private sector, civil society and/or international partners and other relevant stakeholders. Due to the large number of development interventions carried out by the UNDP in Turkey, this evaluation had to limit its focus to selected projects in the current programming period, in terms of their most significant gender-related aspects and implications. The analysis here is based on the input provided by the Portfolio and Programme managers as to the projects that should be included in the evaluation process; and the accounts of Project coordinators/managers/staff of the above-mentioned aspects. The objective here is to set out the specific areas where UNDP Turkey CO has made a significant contribution, including non-traditional or unexpected areas, as well as where it needs to place more emphasis on in the upcoming programming period.

At the end of the field work, a debriefing session with UNDP staff will take place in order to take their feedback and comments on the process, and further consultations will take place upon need.

Data Sources

In line with the levels/stages of analysis outlined above, the sources of information and data for the evaluation, therefore, consist of the following:

- (1) **The global perspective of the UNDP:** 2030 Agenda for Sustainable Development and Sustainable Development Goals (SDGs), Six Signature Solutions, UNDP Strategic Plan (2018-2021), UNDP Gender Equality Strategy (2018-2021), UNDP Gender Equality Seal Programme, UNDP Gender Marker, as well as other published and unpublished reports and studies suggested by UNDP CO. In addition, Skype interviews were held with the GEWE Team of the Istanbul Regional Hub.
- (2) **The country perspective of UNDP Turkey CO:** United Nations Development Cooperation Strategy Turkey 2016-2020, UNDP Country Programme Document for Turkey 2016-2020, UNDP Turkey Gender Equality Strategy 2017-2020, UNDP Turkey Gender Screening Tool for Project Development and Implementation, Results Oriented Annual Reports for Turkey in the programming period, UNDP Cooperation and Added Value in its Areas of Engagement in Turkey, as well as other published and unpublished reports and studies suggested by UNDP CO. In addition to the documentary analysis, semi-structured and unstructured interviews have been conducted with portfolio / programme managers, project coordinators, counterpart/stakeholder/donor representatives, and selected UN Agencies.
- (3) **The capacity of UNDP Turkey CO:** Portfolio and Programme strategies have been analyzed and semi-structured in-depth interviews have been conducted with UNDP CO Programme and Operations managers, relevant operational staff (i.e. HR, Procurement, Finance, etc.) and communications staff; as well as with counterparts, donors, and other UN Agencies.
- (4) **Particular interventions of UNDP Turkey CO:** Project documents, monitoring and financial reports, evaluations, key project outputs, strategic partnership documentation, strategy, HR, LPAC related documents (minutes and checklists), ProDoc appraisal, communications strategies, annual work plans, knowledge products, web sites, regular reports, etc. The consultations held in this part are based on the input provided by the Portfolio and Programme managers as to the projects that should be included in the evaluation process; and the accounts of Project coordinators/managers/staff of the above-mentioned aspects.

As for the selection of relevant projects to be included in the evaluation, the main reference point has been the Gender Marker, the UNDP's monitoring tool, entailing the coding of both development and management projects and outputs on a four-point scale, depending on their contribution to promoting gender equality. The evaluation has particularly focused on selected projects distributed along the Gender Markers, under the four main practice areas of UNDP Turkey CO, namely IDG, ISG, CCE and SRR. The selection has been done in consultation with UNDP CO, particularly the GEA and Portfolio and Programme managers. It is reported that 37 projects implemented by UNDP Turkey CO are marked as GEN1, 12 projects as GEN2 and 5 projects as GEN3 among the ongoing projects and projects which ended in 2016. All the GEN3 projects have been subject to evaluation, while a number of GEN2 and GEN1 projects have been selected considering the portfolio/programme that it is implemented under, as well as the subject, time, region and budget variations.

On the basis of the consultations with the senior management upon the completion of the fieldwork, which has already provided very rich data to assess the capacity and strategic positioning of the UNDP through 41 in-depth interviews, and which has certainly taken more time than expected, the fieldwork visits which were planned as part of the evaluation have not been realized. This was a joint decision with the senior management, as the emphasis would be rather on the overall strategic positioning of the UNDP Turkey CO than on the impact of specific interventions. Still this has not negatively affected the content of the evaluation, as significant information has been provided by the data collected, and phone calls have also been realized with certain stakeholders outside of Ankara.

III. THE GLOBAL GENDER PERSPECTIVE OF THE UNDP

In this section, the more general commitments, objectives and achievements of the UNDP, as well as its strategic positioning on GEWE, are addressed with a view to assessing the implications of these at the country level. The analysis here focuses on how GEWE is pursued at the more general human development context, and the global tools that are developed in this respect.

The UNDP strategic documents underline their commitment to the UN System-Wide Policy on Gender Equality and the Empowerment of Women, which is one of the overarching tools that binds the UNDP. The Policy was adopted in October 2006, as a means of furthering the goal of GEWE within the policies and programmes of the UN system, and setting out six key elements for this purpose:

- Strengthening accountability for gender equality
- Enhancing results-based management for gender equality
- Establishing oversight through monitoring, evaluation and reporting
- Allocating sufficient human and financial resources
- Developing and/or strengthening staff capacity and competency in gender mainstreaming
- Ensuring coherence/coordination and knowledge/information management at the global, regional and national levels

In its current institutional and policy framework, and as underlined in its Strategic Plan (2018-2021), the UNDP concentrates its work on three development settings, namely, (1) eradicate poverty in all its forms and dimensions; (2) accelerate structural transformation; and (3) build resilience to shocks and crises. In order to respond to these issues, and better focus its resources and expertise to deliver on the 2030 Agenda, the UNDP has identified a set of approaches through its '6 Signature Solutions', which are defined as 'integrated responses to development against which we align our resources and expertise, to make real impact':

- (1) Keeping people out of poverty
- (2) Governance for peaceful, just, and inclusive societies
- (3) Crisis prevention and increased resilience
- (4) Promotion of nature-based solutions for a sustainable planet

- (5) Clean, affordable energy
- (6) Women's empowerment and gender equality

Each of the Signature Solutions include a combination of policy advice, technical assistance, financial resources and programmes. They are seen as having the potential to unlock the path to sustainable development, and to achieve the Sustainable Development Goals (SDGs), if their interlinkages are seen and if they are pursued through an integrated perspective

The 2030 Agenda for Sustainable Development

The UN General Assembly adopted the SDGs in 2015, building on the Millennium Development Goals and aiming to complete them in a more integrated and indivisible perspective. The 17 mutually related and interdependent SDGs and 169 targets constitute the scope of the UN 2030 Agenda and define the actions to be taken for the promotion of a sustainable and stable world by 2030. They aim to balance the three dimensions of sustainable development, the economic, social and environmental, in order to end poverty and hunger everywhere; to combat inequalities within and among countries; to build peaceful, just and inclusive societies; to protect human rights and promote gender equality and the empowerment of women and girls; and to ensure the lasting protection of the planet and its natural resources.

The SDGs aim to realize the human rights of all so that 'no one will be left behind,' and the achievement of gender equality and empowerment of all women and girls is emphasized to be crucial in this respect. While the SDGs are not binding, the targets are agreed upon with the participation of 193 countries, which are expected to attune their legislative and policy practices to this framework. The motto of the UN in developing the SDGs is 'Leave no one behind', implying that the global targets are for everyone and must be implemented in a way that responds to the needs of the most disadvantaged within the society by including all individuals regardless of gender, geographical location, cultural background, ability, race, language, religion and age. In this context, intergenerational justice, protection of the planet and gender equality are three crosscutting issues that must be considered within all targets. The SDGs are global in nature and universally applicable in all countries, at the same time as acknowledging and respecting the different national realities, capacities, levels of development and policy priorities. They also acknowledge the importance of the collaboration and ownership of the public sector, private sector and civil society.

SDG 5 specifically concerns gender equality, which is an integral part of the 2030 Agenda as it is not only a standalone SDG, but also crosscuts all other SDGs that require equality and recognize particular needs of women. The 2030 Agenda represents an important step towards the achievement of a transformative impact in women's and men's lives, by triggering a decisive change for women's rights and equality, through significant increase in investments to close the gender gap and strengthen support for institutions in relation to GEWE at the global, regional and national levels; and elimination of all forms of discrimination and violence against women and girls, including through the engagement of men and boys.

UNDP Strategic Plan (2018-2021)

The UNDP Strategic Plan 2018-2021 mainly aims to answer two questions that are significant for the direction of the Agency, namely, what the UNDP wants to be, and what it wants to achieve by 2021. It is anchored in the 2030 Agenda and committed to the principles of universality, equality and leaving no one behind. It aims to outline the UNDP's commitment to support countries to achieve the 2030 Agenda, and to adapt the UNDP to the range of country contexts through (1) the three development settings, (2) six signature solutions, (3) two platforms to deliver its work, namely, country support platforms for SDGs, and a global development advisory and implementation services platform and (4) and improved business model.

The Signature Solution 6 to strengthen gender equality and the empowerment of women and girls entails interventions to reform discriminatory laws, institutions and policies, to promote decent work in both formal and informal sectors, to enhance women's access to basic services and infrastructure including clean energy, sanitation and physical security, to promote equal political and economic participation, to enhance access to transformative livelihoods, and to strengthen women's resilience through gender-responsive and sustainable economic and environmental policies.

The Strategy identifies two main platforms to provide effective support for its aims. The first consists of country support platforms for SDGs, aiming to help countries design and deliver integrated solutions for complex development problems, requiring multisectoral action across economic, social and environmental issues. The second, the global development advisory and implementation services platform, aims to serve a dual purpose: first, to provide high-quality technical and policy advisory support to country platforms and UNDP CPs, and secondly to support UNDP global knowledge, innovation and partnership-building efforts within the UNDCS as well as with IFIs and other relevant partners.

The Strategic Plan also envisages a new business model for the UNDP, consisting of performance and innovation streams, aiming to promote the integration of the services that are offered by the UN as part of the 2030 Agenda. The performance stream focuses on: (a) improved project delivery and cost recovery; (b) cost effectiveness and efficiency; and (c) improved operational service arrangements for the UN family. The innovation stream focuses on exploring new ways of doing business through a process of idea generation at the country and regional levels, business case development, testing, iterative improvement and scaling up or down when feasible. The innovation stream involves significant interaction with UNDP partners, the private sector and civil society, as innovation is often a result of co-creation among various actors. The new approach places the emphasis on anticipating evolving needs, bringing clearly articulated and measurable added value, and enabling results at scale, while being underpinned by risk-informed decision-making and innovative partnerships (including with the private sector), and improved financing mechanisms. What is important is to stick to the perspective of 'leave no one behind', but also work by avoiding 'one-size-fits-all' approach.

As an illustration of the new approach, the Common Chapter to the Strategic Plans of the UNDP, UNICEF, UNFPA and UN WOMEN underlines their commitment to the UN reform process by joining their efforts and working together to support the implementation of Agenda 2030, with stronger coherence and collaboration. The Common Chapter identifies GEWE as one of the main areas of joint action, whereby the Agencies will work together, plan together, implement programmes together, jointly enhance multi-stakeholder partnerships, and enhance efficiency together.

UNDP Gender Equality Strategy (2018-2021)

The UNDP has specific tools on promoting GEWE, one of the most significant of which is its Gender Equality Strategy (2018-2021), which is based on the recognition of the paramount importance of partnering across the UN system to address the root causes of persistent gender inequalities, including discriminatory practices and social norms, and investing in dedicated gender expertise and capacities throughout the spectrum of UNDP development assistance. In addition, the strategy underlines the importance of UNDP leadership for gender equality as a global advocate, to promote and support women leaders and to foster ownership of and accountability for gender equality within UNDP. It articulates the core principles and priorities of the UNDP approach to gender equality and provides entry points for achieving the gender equality targets across the three development settings.

Based on the recognition that gender equality is a precondition and accelerator for achieving the SDGs, the Strategy explicitly underlines the UNDP commitment to: (a) strengthen interventions tackling structural changes that accelerate gender equality and women's empowerment rather than engaging primarily in programmes focused on women as beneficiaries; (b) strengthen the integration of gender

equality into UNDP work on environment, energy and crisis response and recovery; (c) better align UNDP programming with its corporate messaging on the centrality of gender equality and women's empowerment to the achievement of sustainable development; and (d) build upon institutional mechanisms for gender mainstreaming such as the Gender Equality Seal and the gender marker which provide measurable standards and incentives to drive progress.

UNDP Gender Parity Strategy (2018-2021)

The Gender Parity Strategy underlines the UNDP's commitment to promote a working environment 'where men, women and persons with other gender identities have equal opportunities to contribute to UNDP's mission and advance within the organization in the atmosphere of dignity and respect,' as well as 'a working environment that fully embraces equality, eliminates biases and discrimination, and is fully inclusive of all personnel.' The Strategy aims, first, to attain tangible progress in transforming the culture and the quality of the working environment of UNDP, in terms of: (1) eradicating any forms of gender bias, discrimination, and harassment in workplace; (2) narrowing the gap in employee experiences across the organization, with a particular focus on eliminating the gender gap; and (3) ensuring true equality in opportunities and, as such, addressing specific needs of the personnel working in different environments. Secondly, it aims to maintain full gender parity among all staff at the total UNDP level and attain full parity among all senior management roles and at each grade level (from GS to ASG) by 2021; and thirdly, to reach at least 47% of women among Service Contract holders engaged by UNDP, and UNV working in the organization by 2026. Finally, the Gender Parity Strategy promotes the observation of gender balance in all meetings and events in line with the gender parity principle.

UNDP Updated policy on Harassment, Sexual Harassment, Discrimination, and Abuse of Authority:

The UNDP policy on harassment, sexual harassment, discrimination and abuse of authority involves strengthened policy and procedures in this respect, and aims to inform personnel of their rights and responsibilities and to prevent prohibited conduct. The policy involves measures to strengthen the investigation and legal capacity to deal with cases, as well as the accountability of managers and supervisors in the form of Annual Certificates and Action Plans to be submitted by all COs. It also entails measures related to recruitment procedures, whereby applicants to jobs within the UNDP are now required to indicate if they were involved in any sexual harassment case, and if any disciplinary action was taken against them. The UN commits itself to create an interagency database to include personnel involved in such cases. Moreover, there are measures to facilitate reporting of such cases, in that no time limits are applied for such reports, anonymous reporting is supported, and there are various channels to report, including a new external 24-hour multiple-language helpline. The policy also involves counselling support for victims. The policy covers all staff, SC holders, ICs, UNVs as well as interns. An intranet page on sexual harassment was also launched for this purpose.

UNDP Gender Equality Seal for Country Offices

The Gender Equality Seal (GES) for the Country Offices is a corporate certification programme to acknowledge the good performance of UNDP COs in integrating gender equality into all aspects of their development work and delivering gender results. Launched in 2011, the GES serves as a learning platform to support COs to address gaps, document and share innovation and knowledge, and advance organizational change for gender equality. Since 2011, more than 50 country offices have been awarded a bronze, silver or gold certification. To receive a Gender Equality Seal, standards must be met in the following seven areas, involving a set of benchmarks and indicators, actions for improvement, and means of verification: (1) Management Systems; (2) In-house Capacities; (3) Enabling Environment; (4) Communications and Knowledge Management; (5) Programmes; (6) Partnerships; and (7) Gender Impact/Results. The UNDP GES is also gaining global recognition and UNDP is also now a service provider for other UN entities and partners who are seeking to establish their own GES certification standards and incentivize better performance for gender equality. UNDP

offers advisory support to partners within and outside the UN system to learn from UNDP best practice.

Gender Marker

The Gender Marker is a UNDP corporate planning and monitoring tool developed in 2009 to improve the UNDP's work and impact on GEWE. It is used for tracking financial investments to advance or contribute to achieving GEWE. The UNDP target is to invest 15% of its budget in GEN3 projects/outputs by 2021, while it aims to systematically reduce GEN0 and GEN1 projects, and increase GEN2 projects. The coding system entails that all the outputs for the development and management projects are rated at the output level on four-point scale as follows:

- **GEN0:** Not expected to contribute to gender equality
- **GEN1:** *Output at the project level **contributes in a limited way to gender equality, but not significantly. Gender equality is not consistently mainstreamed and has not been critical in the project design.***
- **GEN2:** *Gender equality is not the main objective of the expected output, but **the output promotes gender equality in a significant and consistent way.***
- **GEN3:** **The achievement of gender equality and/or the empowerment of women are an explicit objective** of the project and the main reason that this project was planned.

The Gender Marker entails the coding of all outputs of the projects, starting from the planning stage, and with the possibility to be changed during the implementation. All UNDP project managers are responsible for Gender Marker coding, and the UNDP aims to disseminate an organization-wide understanding of the use of Gender Marker to improve accountability and transparency.

IV. THE GENDER PERSPECTIVE OF UNDP TURKEY CO

This section aims to examine how UNDP Turkey CO puts into life the global objectives and commitments in the specific country context, the gender equality strategies and more recent gender mainstreaming efforts of the CO through its work in Turkey, and its commitment to the GES Programme. This analysis aims to lay the grounds for assessing the strategic positioning of the UNDP Turkey CO and its more general initiatives and perspectives in this respect. The analysis here particularly focuses on the United Nations Development Cooperation Strategy (UNDCS) Turkey (2016-2020) and Country Programme (CP) (2016-2020), as well as the gender equality strategies and more recent gender mainstreaming efforts of the Agency through its work in Turkey, and its commitment to the GES Programme. This analysis is expected to lay the grounds for assessing the strategic positioning of the UNDP Turkey CO and its more general initiatives and perspectives in this respect.

The methodology of Gender Mainstreaming at the UNDP Turkey CO is based on creating consent at all levels, building up a common understanding to promote collaborative work, underlining the collective responsibility to create gender transformative results. It is emphasized that gender mainstreaming in UNDP Turkey CO is based on the following tools and understandings: human development, SDGs, Signature Solutions, UNDP Gender Equality and Gender Parity Strategies. It aims to advocate for gender equality, motivate the CO team and its partners, systematize its efforts on gender, and visualize the results it achieves. The main mechanism to achieve this is the Gender Equality Focal Team (GEFT), but a strong technical and managerial support is also indispensable in this respect.

The organizational approach of the UNDP Turkey CO is based on common understanding and increasing capacity, including gender responsive management, gender-sensitive human resources policy ensuring parity amongst staff, gender-sensitive communications and knowledge production, and commitment to ensure GEWE as part of the office culture. The objective is to build up a gender-

sensitive approach and develop a gender-responsive implementation across all Portfolios and Programmes.

United Nations Development Cooperation Strategy Turkey 2016-2020

UNDCS aims to provide a strategic cooperation framework in order to enable the UN system to provide a collective, coherent and integrated response to national priorities and needs, including support for national efforts towards the achievement of SDGs. The document underlines the significance of 'One UN' strategy to attain the common objectives, so that UN Agencies need to increase their cooperation with each other to address Turkey's closely intertwined development issues more effectively, and to avoid duplication. It outlines areas for strategic partnership between the Government of Turkey and the UN through common goals, priorities and results, identified in a consultation process inclusive of all relevant stakeholders. GEWE is one of the four strategic areas of cooperation, along with sustainable, inclusive growth and development; democratic governance and human rights; and migration and international protection. Each strategic area contains concrete results (outcomes) to be achieved within the lifetime of the UNDCS. For gender, there are two such results: (1) improved legislation, policies, implementation and accountability mechanisms to enable equal and effective social, economic and political participation of women and girls by 2020; and (2) improved legislation, policies, implementation and accountability mechanisms (on prevention and protection) to promote gender equality and reduce all forms of Sexual and Gender Based Violence by 2020.

UNDP Country Programme Document for Turkey 2016-2020

The CP for 2016-2020 aims to address the structural and intertwined development challenges of Turkey from a cross-cutting sustainable human development perspective, in line with national priorities and SDGs. It focuses on four interlinked outcomes, namely, (1) inclusive and sustainable growth, (2) climate change and environment, (3) inclusive and democratic governance, and (4) gender equality. Therefore, gender equality is a key aspect of the CP, which requires a specific focus along with the three main Portfolios. It is underlined that the UNDP will focus on the engagement of women, and the gender equality outcome will be cross-cutting, with the aim to contribute to reduced discrimination and gender-sensitive policy-making through the development of inclusive gender-responsive tools. The CP also gives priority to support the strengthening of the national gender equality machinery and its extension to the local level, targeting regions of greatest inequality, as well as to introduce models for gender mainstreaming in selected local authorities and promote them throughout the country. Finally, it is stated that UNDP will use pilot interventions for women's economic empowerment to inform policies. Gender equality in this framework is specified as a standalone outcome, with specific outputs and results, while it is also, to a lesser extent, referred to in other outcomes, showing the cross-cutting nature of the issue.

UNDP Turkey Gender Equality Strategy 2017-2020

The UNDP Turkey Gender Equality Strategy for the years 2017-2020 is underlined as an agreed, well-planned, long-term, and collectively owned official document. It aims to attain a strengthened organizational culture; the capacities, policies, communications and behaviors in this respect; better implementation; targeted, programmatic and shortcut solutions, effective partnerships, as well as ensuring the One-UN approach. The Strategy aims to extend the responsibility for gender mainstreaming to the entire CO, not only the GFP or GEA. It prioritizes actions and coordinates them for gender mainstreaming, to avoid the waste of resources from untargeted funds, actions or impacts; as well as to make the needs for resources to mainstream gender visible, and to measure the progress and setbacks in gender mainstreaming. On the partners' side, the Strategy aims to facilitate dialogue and communication with stakeholders on gender equality, improve the UNDP's image in the eyes of its partners in this respect, as well as to orient and pull together all gender mainstreaming and gender equality actions.

The Strategy has clearly defined a number of objectives, and actions and policy measures to enforce those, the first of which involves building a **gender-sensitive institutional structure**, through **developing in-house capacities** to integrate gender concerns into all programmes and projects. This objective concerns the establishment of an effective and inclusive gender equality body within the CO structure; the provision of an enabling, gender-sensitive work environment, including effective implementation of work-life balance policy; committed implementation of sexual harassment prevention policies; gender-sensitive human resources policies and processes including recruitment, interviews, and ToRs; increasing the capacity of gender analysis; promoting a common understanding on gender equality; and gender-responsive management practices.

The second objective concerns the promotion of **gender parity and an enabling environment** for both women and men to realize their full potential. The measures for this objective involve ensuring gender parity in the structure of interview panels within the recruitment processes; at least 50% representation of women in key committees and decision-making and advisory bodies including CRP and CAP; gender parity/balance in the composition of the management team, enabling the participation of women managers to participate on a rotational basis; and gender parity in project implementation including selection of project staff, consultants, vendors and target groups.

The third objective is to ensure **gender-responsive implementation** to achieve better results addressing the gender inequalities across all the Portfolios and Programmes, namely, Inclusive and Sustainable Growth (ISG), Inclusive and Democratic governance (IDG), Climate Change and Environment (CCE), and Syrian Response and Resilience (SRR). Here, the main measures involve ensuring better gender analysis by incorporating gender equality approach in project development, management, pre-PAC and LPACs; strengthening human resources with gender competency by including gender expertise in a subject-specific manner, and increasing the capacity of project staff through dedicated capacity-building programmes; ensuring gender-responsive communications, knowledge production, data collection, monitoring and reporting for all projects and programmes. In this framework, the Strategy identifies a set of actions and measures to be developed by each of the individual Portfolios / Programmes to enhance their gender-responsive approaches.

The UNDP Turkey Gender Equality Strategy gives particular emphasis on developing effective partnerships and collaboration at different levels and with different actors, starting with the UNDP itself, and expanding to the government through advisory workshops and advisory board, to the civil society through consultation meetings, to the private sector through gender mainstreaming studies and currently the GES for the Private Sector. Partnerships and collaboration with other UN Agencies is also given particular importance, particularly through the Gender Results Group and Inter-Agency Group for PSEA, as well as through the promotion of inter-agency projects and common practices such as gender mainstreaming in the private sector, in which UNDP, UN Women, ILO and UNFPA are currently involved.

Particularly in the last programming periods, important progress has been made in the field of GEWE, through projects and activities which yielded best practices in terms of gender mainstreaming in municipalities, gender responsive firms, Women in Tourism Platform, strengthening legal aid practices for women, women in engineering, gender in value chain analysis, development of a gender strategy for rural development, gender-responsive research on forest villages, and the development of gender-responsive business models.

The UNDP Turkey CO avails of numerous tools and mechanisms to ensure the gender-sensitivity and gender-responsiveness of its work, including the UNDP Gender Equality Strategy, UNDP Gender Parity Strategy, UNDP Turkey Policy against Sexual Harassment, gender screening for project development, 10 Steps for gender mainstreaming, guiding note for gender-responsive PMD, guiding note for ToRs and interviews, gender responsive recruitment, induction presentations and orientation process, exit

interviews, gender-responsive communications, guiding note for gender-responsive moderation, learning strategy for gender capacity building, management package, SOPs, and LPAC PrePAC checklists. Moreover, the CO is strongly involved in the mechanisms such as the GEFT and its sub-groups, GES Action Plan, and Gender Results Group. The recent UNDP Gender Equality Academy has also proved to be of utmost significance to raise the awareness of the CO staff. UNDP Turkey CO has also initiated the one-UN approach for gender mainstreaming in the private sector, as it has been underlined several times by the respondents of the present study, searching for ways to bring the work of different agencies in this field under one single umbrella.

UNDP Gender Equality Academy

UNDP has an institutional training on gender, which is called Gender Journey, and which is obligatory for all staff. In addition, the UNDP Turkey CO has recently initiated the UNDP Gender Equality Academy to enhance the knowledge and capacity of staff for gender transformative results. The Academy provides trainings targeting all staff including Portfolio/Programme managers, project coordinators, cluster leads, project managers, project staff, communications staff, as well as the operations team. Regular trainings will be mandatory for GEFT members. Trainings include both regular and ad-hoc trainings, while the Academy will also enhance collective reading and experience sharing. The first round of the Academy has been completed in May-June 2019. This will be annually updated and provided to the staff in the forthcoming process.

UNDP Gender Equality Advisory Workshop

The objective of the Advisory Workshop (AW) is to provide information about the gender-related work of UNDP Turkey CO and get feedback from partners in terms of their advices and expectations, with a view to identifying possible collaboration paths. The information to be received from AW, which will be held in two separate sessions with women NGOs and the government, will be used as input for policy development for GEWE. The aim of the AW is to bring the key stakeholders together to identify possible collaboration for stronger interventions. The main target groups consist of sector experts of Presidential Office of Strategy and Budget and the focal points in related directorates within the ministries.

UNDP Turkey CO Strategy against Sexual Harassment (2017-2020)

In line with the UNDP policy in this area, UNDP Turkey Strategy emphasizes zero tolerance for harassment in the workplace, as well as sexual exploitation and abuse, as the main principle of the Turkey CO and underlines that it is an obligation for managers and supervisors to ensure this principle is observed. The Strategy contains the definition and examples of sexual harassment in the workplace; provides key contacts in this respect, and offers an action plan.

UNDP Turkey CO Gender Equality Seal

UNDP Turkey CO first participated in the GES programme in September 2015 to show its commitment to ensure that gender equality is observed and addressed in all aspects of its development work, as well as its internal institutional processes. In the process that lasted 18 months, the CO took significant steps to internalize gender equality as an indispensable part of its everyday work, and to reflect it in its organizational structure, management system, program development and recruitment, as well as project design and implementation. At the end of this process, the UNDP Turkey CO was awarded with the Silver certificate.

The GES Process has started once again in 2018, this time with the objective to obtain the Gold certificate. The Process, as underlined by most of the respondents, has had a double-tangled effect on (1) the incorporation of gender issues into existing projects, and (2) internalization of gender perspective by the staff themselves. It provided, accordingly, a deeper and wider scope to all activities while significantly developing the capacity to map out and prioritize the needs, to understand the rationale for gender mainstreaming and to analyze projects in this respect, i.e. in terms of their

activities, budgeting, planning, implementation, integration into regular reporting processes, etc. It is emphasized that each new case provides new grounds to learn through the unique experiences that it entails.

UNDP Gender Equality Seal for the Private Sector

The UNDP is also supporting public and private organizations to implement a GES Programme in order to support a more efficient and equitable workplace and contribute to the advancement of gender equality and the achievement of the SDGs. Through this programme, the UNDP provides its government partners with tools, guidance and specific assessment criteria to ensure successful implementation and certification. The key areas for the GES certification include: (1) Eliminating gender-based pay gaps; (2) Increasing women's roles in decision-making; (3) Enhancing work-life balance; (4) Enhancing women's access to non-traditional jobs, (5) Eradicating sexual harassment at work; and (6) Using inclusive, non-sexist communication. The Seal for the private sector is a UNDP trademark, which was developed by UNDP Latin America, and is now expanding globally. Since 2009, more than 400 companies across ten countries have been certified. Among the most important achievements of this programming period, the GES for the Private Sector has started to be piloted with Limak Investment through the Engineer Girls of Turkey Project.

Gender Equality Focal Team

The Seal process entailed the establishment of the Gender Equality Focal Team (GEFT) within the CO, which comprises staff from all portfolios and programmes. It includes milestones, reporting requirements and capacity-building activities, where the GEFT ensures the smooth functioning of the GES process, as well as the UNDP Turkey Gender Equality Strategy, by regularly meeting as a working group. It also has sub-working groups, including Communications, M&E, Sexual Harassment, Human Resources and Training. The respondents of this report underline that this is a process which is implemented in a joint effort by all the CO staff, particularly followed up by the GEA, and involving project counterparts as needed.

Gender Equality Advisor

UNDP Turkey CO has had a specific position of Gender Equality Advisor (GEA) since 2015-2016, when the first CO application was made to the GES. The GEA was first involved with the CO as a support to the GES programme. The GEFT was established in this process, and led / facilitated by the GEA. While the GEFT was particularly established for the GES, it continued its work after the Silver award, and the process was revived with the second application to the GES this year. The senior management of the CO provided strong support for the GES and the GEA to lead this process. As the Silver Seal required in-house full-time gender expert, this was ensured by recruiting the GEA on a SC type contract.

The GEA was therefore actively involved in the first GES process in 2015-2016, working for the organization of internal structure, capacity-building, gender mainstreaming of projects, and internalization of these by the CO staff. She provided a set of trainings to the GEFT, senior management, as well as the project staff, on how to do gender screening, how to prepare gender equality strategy, etc. Apart from capacity-building, trainings were also provided in thematic areas, including CCE, gender-responsive communication, gender and development, as well as a man-only masculinities training, which were open to all staff and involved wide participation. The GEA worked closely with project teams on gender screening and gender mainstreaming of interventions, mostly with IDG, CCE and ISG Portfolios. Following the trainings, she also prepared tools to be used by the staff in the areas of communication, gender screening and gender mainstreaming. The work of the GEA also involved working with the counterparts, including a training on gender mainstreaming provided to the partners of the Turkey's Engineer Girls (TEG) Project at its inception phase, namely, Limak, Ministry of Family and Social Policies and UNDP Project team, which was very fruitful in terms of gaining a mind-opening perspective on the issues addressed by the Project.

Following the completion of the Seal process with a Silver award, the GEA continued her in-house position until 2018, with more demands coming from projects, as well as new efforts to prepare the UNDP Turkey Gender Equality Strategy and Activity Plan to put in place the GES standards in the CO. The GEA started to work closely with the newly established SRR team, as well as the other Portfolios. Upon the demands coming from Portfolios, she provided trainings to CCE counterparts, ISG Göksu-Taşeli Project team, as well as to Ankara and İstanbul offices of Limak within the framework of the TEG Project. Two capacity-building sessions on gender equality were also conducted for the staff of the Ministry of Agriculture and its provincial directorates, as well as for the General Directorate of Forestry. What all these shows is that the Silver award has led the UNDP, which had significantly developed its internal capacity, to concentrate on external capacity-building.

The GEA has switched to an IC type of contract in March 2018, just before the second round of the GES process. The second GES process involves similar intensity and areas of work, with the exception that in-house capacity is remarkably more developed now, and staff is much more attentive and has internalized to a large extent. Also, there are more gender experts across more projects, which implies a joint work rather than one person leading the whole process. The CO has already its tools and instruments ready for the process, and particularly the senior management is now focused on creating impact, which are already in line with the requirements of the Gold Seal. The GEA still actively supports the CO and responds to demands coming from Portfolios and projects, and she is almost exclusively praised and acknowledged by all the respondents of this report due to her support, involvement, knowledge of all aspects of GEWE, and collaborative attitude. It is thus crucial to ensure the in-house gender capacity of the CO particularly through the GES process and beyond, as gender equality is also one of the building blocks of the current CP.

Human Resources

The Human Resources (HR) unit has been closely involved in the GES process through a re-structuring of the UNDP Turkey CO as a work place, in terms of its approach to gender issues, expectations from job applicants, and addressing job descriptions in this respect. The existing Gender Sensitive Recruitment Guidelines document was revised and adapted to the requirements of the GES, and was shared with the CO in November 2018. The Guidelines now involve standards on the preparation of ToRs, definition of corporate competences, sample questions to be asked in the recruitment panels in the evaluation of the gender aspect, gender-related competences to be required from candidates, as well as questions to assess those, incorporation of the gender aspect as a competence in the performance evaluations of both FT and SC staff. In addition, the HR unit tracked all CO staff to complete the UNDP mandatory e-learning courses, which also include gender-related modules such as Gender Journey and Prevention of Sexual Abuse. There are eight such modules, and all staff need to complete those within one month of their recruitment. Moreover, the Orientation Handbook, including information on UNDP rules, policies and contact persons, was revised within the scope of GES and was shared with all staff. The handbook contains the UNDP gender policy, workplace harassment and abuse policy, as well as the contact persons in these areas.

The HR unit underlines the importance of gender parity within the CO for the GES process which requires at least 40% of all staff to consist of women. This rate is currently at 43.4% for both SC and FT type of contracts. All the contracts within the UNDP have defined rights to leave, including maternity leave, parental leave and paternity leave, which are shared with staff upon recruitment. The CO also promotes flexible working hours and summer-term working hours within the core hours of 10:00 to 16:00, to be agreed with unit managers. There is a nursing room, and there are plans to establish a study room for children within the office. While the CO has a work-life balance policy, it is also under revision within the GES process, through a survey disseminated to the CO staff, in line with HQ standards on the issue. The survey aims to assess the needs of staff in this respect as well as their awareness of the existing UNDP work-life balance initiatives. The survey, which was emailed to all staff, was still open at the time of the interview with the HR unit.

Communications

The UNDP Turkey CO has taken significant steps to promote gender-sensitive communication and publicity through its Communications unit. It develops and disseminates social media campaigns in special days and events like 8 March, produces videos, photos and other visual material to promote UNDP activities, and provides the visibility of UNDP interventions through several initiatives such as Goodwill Ambassadors. The unit closely collaborates with the GEA in terms of the preparation of content and takes gender into consideration in all its initiatives, including the representation of women in its visual material and the contribution of its activities to GEWE. Innovative strategies, such as public service ads aiming to raise awareness on violence against women ('violence has no excuse' campaign that has been broadcasted through TV, radio and cinema), events with Syrian women involving the UNDP Goodwill Ambassador Mert Firat, videos involving women employees of UNDP Turkey, stories of women who took part in life-changing UNDP projects, playlists with songs on women are shared and widely disseminated in the social media, and they get quite a significant popularity amongst users. The current plans of the unit involve the development of an initiative to promote gender-sensitive language in the social media.

Monitoring & Evaluation

UNDP Turkey CO has recently recruited an M&E Analyst within its Quality Assurance unit responsible for ensuring the quality assurance of all macro-level outputs from ToRs and management response, to results-based approach of project drafts and project progress reports, as well as independent outcome evaluations. The work of the M&E Analyst also involves the revision of Gender Markers of all projects, as some of them need to be changed to reflect their gender objectives correctly. In most of the cases, the gender markers are ambivalent, as they their score does not reflect their strong gender dimensions. These include the Legal Aid Project whose first phase is marked as GEN2, but as the Project's strong aspect of addressing violence against women was noticed, the second phase of the Project is marked as GEN3; or Future Lies in Tourism Support Fund, which is currently marked as GEN1 but the award of grants is based on a sound assessment of gender equality dimension. The full quality control of projects at the stage of LPAC assessment, which includes gender markers, providing input to projects on gender mainstreaming at the design stage, and monitoring the gender-responsiveness of all projects is also part of the efforts of UNDP CO in the GES process.

In terms of efforts in M&E practices and Results-Based Management, gender issues have recently gained an increased significance with the GES process. Along with Gender Markers, it is ensured that all LPACs involve a focal point in terms of gender, and LPAC meetings include a gender section to discuss gender considerations of the projects. The gender rating reports of the projects are collected, and gender sections of AWP and ROARs are regularly monitored in collaboration with the GEFP and GEA.

V. THE GENDER CAPACITY OF UNDP TURKEY

In this section, Portfolio and Programme strategies and perspectives will be analyzed through semi-structured in-depth interviews that have been conducted with UNDP CO Programme staff, in order to assess its **internal capacity** by examining the particular mechanisms to ensure gender mainstreaming and gender-responsiveness of interventions, gender focus of its partnerships and relations with stakeholders, best practices and human resources vis-à-vis the strategic position of UNDP in terms of gender equality, as well as how these are perceived at the inter-Agency level and by its counterparts and stakeholders, in order to assess its **external capacity**. The analysis here particularly focuses on the implications of the programmatic structure of UNDP Turkey CO through three Portfolios of and two Programmes; as well as the perceptions and evaluations of its counterparts, donors, other UN Agencies.

Gender aspect of Projects and Programmes

Inclusive and Sustainable Growth

The ISG Portfolio has recently replaced the poverty reduction work of UNDP Turkey CO by the 2016-2020 CP, which previously focused on rural development with the aim to alleviate inequalities. Now the Portfolio has a much more expansive mandate, ranging from social policies, competitiveness, economic growth, rural and regional development to innovation and entrepreneurship. The Portfolio has two managers, one responsible for Public Sector Policies and Services (PSPS), and the other for Competitiveness, Economic Growth (CEG) & and Innovation. The division of labour between them concerns public policies and services, regional development and rural development on the one hand, and competitiveness, economic growth and innovation on the other. The previously local-focused strategy of the Portfolio was adapted during this programming period to contribute to macro-level policy-making in Turkey, with the main objective of promoting healthy and sustainable growth through long-term and inclusive policies. Gender has a significant place in this framework, as nearly all areas of work of the Portfolio have important gender implications.

The ISG Portfolio Management underlines the comprehensive and complex nature of their work, including all public policies from urbanization and local administration to programmes relating to women's empowerment, tourism and rural development, from development of innovative models in the manufacturing sector to increasing female participation in engineering. The PSPS component of the Portfolio has been involved in specific projects to encourage women's economic empowerment, including support to women's cooperatives, making tourism an income-generating activity for them, incorporating a women-specific module to the information system of the Ministry of Family, Labour and Social Services (MFLSS), local development through vocational training provision to women, and institutional capacity-building. The Portfolio has also supported the establishment of two social support centers for the elderly and persons with disabilities, in which women have been strongly targeted to encourage their participation in social life and access to health services. Moreover, the Syrian crisis in the GAP region has led the Portfolio to consider cohesion-building activities between local and Syrian women through joint cultural and social activities. The CEG & Innovation component is involved in work with Organized Industrial Zones (OIZ) to develop inclusive production models, engaged with the private sector for the dissemination of the GES and provides numerous activities to attract girls to engineering.

The Portfolio has one recently completed and two ongoing GEN 3 Projects, including Turkey's Engineer Girls (TEG), which constitutes a best practice through its pioneering implementation of the GES for the Private Sector in Turkey, and Innovations for Women's Empowerment in the GAP Region, which has led to the development of the Argande brand, whereby women were integrated in production activities through ÇATOMs and supported in terms of their social and cultural cohesion.

The Portfolio management states that gender mainstreaming had previously been considered as a cross-cutting issue, mainly perceived to be consisting of items that need to be checked on paper, while it has now been accepted as a comprehensive perspective integrated into all aspects of work conducted by the Portfolio. The projects are gender mainstreamed and addressed through a gender-responsive approach, from design to needs assessments and data collection, from local consultations to meetings, work plans, budgeting, M&E and final reports. In all initiatives concerning agriculture, industry, local development and local administrations, equal participation of women and men is sought to be ensured, through different tools and proactive support for women's participation. When, for example, an activity addressing local women is organized, a child workshop is provided along. The Portfolio management also acknowledges its responsibility in transferring all these good practices to the policy level, and underlines its priority to inform policy-makers and transform their attitudes and perceptions by sharing their knowhow on the issue.

The management expresses that their awareness and capacity in this respect has been remarkably growing for the last 4-5 years, particularly with the incentive provided by the GES process, which is

found to have been quite useful in that all the CO implementation teams have participated and internalized putting the gender lens on in all projects and activities. The gender lens, accordingly, has become a 'real perspective rather than a tool'.

The renewed commitment of the CO to the GES process during the last year, it is argued, has certainly led to the internalization of gender perspective by the staff themselves. This was affected by certain projects, particularly TEG, which was originally designed as a corporate social responsibility project, but which, with the involvement of UNDP, has turned into a long-term intervention significantly contributing to the awareness-raising of the implementing partner, and to the construction of all the tools and mechanisms developed within the scope of the project in an integrated manner with fundamental theories in this respect.

The existing UNDP tools and strategies provide an important incentive in terms of gender mainstreaming of projects and programmes implemented under the Portfolio. It is argued that these tools, including the Gender Marker, gender screening of each project, and support for positive discrimination in human resources, are useful in terms of empowering the staff, but the real difference of the current period lies in the empowering of both the UNDP staff and its counterparts and stakeholders by involving them strongly in this process.

While some of the areas of work of the Portfolio may seem too technical at first sight, the management underlines that with the gender lens, they realize how significant impacts they can create with small steps. Therefore, they certainly incorporate gender considerations when they design their projects. On the other hand, when they are not involved in the design, i.e. when they are required to implement a ready-made project package, they also put the gender lens on and they make their counterparts to put this lens on in order to strengthen their perspective.

Inclusive and Democratic Governance

The IDG Portfolio has two main implementation packages, the first of which includes governance projects such as local administration reform and civilian oversight; and the second of which involves justice, human rights and rule of law. The latter package includes transparency and ethics projects with Court of Cassation, strengthening legal aid with the Bar Association of Turkey and Ministry of Justice, a support project with UNHCR and Ministry of Justice on increasing refugees' access to justice, as well as a capacity-building project with Human Rights and Equality Institution of Turkey. In addition to these, the Portfolio has border governance projects, particularly on demining, which have almost no aspects related to gender due to the composition of staff of main counterparts (from Ministry of National Defense, Ministry of Justice, Turkish Land Forces Command, etc.), as well as the main beneficiaries from the training programmes, as this is a very much male-dominated area.

The gender-related work of IDG Portfolio thus almost exclusively covers legal aid projects. It is expressed that the gender aspect is crucial in justice and rule of law, which requires that gender mainstreaming and gender screening are considered for all aspects of the projects. This means that all project reports, documents and training programmes have gender dimensions; while at the same time gender sensitivity, awareness and mainstreaming are aimed to be raised across all participants and beneficiaries. The Phase 2 of the Legal Aid Project is a GEN 3 project in itself, which implies that legal aid support services to be provided within its framework will be designed through a gender-sensitive system and it will primarily provide services to the victims of domestic violence. While gender-based services are abundant in this area, it is underlined that different tendencies may prevail across institutions and decision-makers, and that the task of UNDP is to bring a universal language to this field.

It is underlined that governance projects also place a strong emphasis on gender issues, as gender mainstreaming is key to their main objectives, which are to design a local governance model and to

establish local security institutions. In this respect, work is ongoing to ensure the gender-sensitivity of the model, to include women members in local boards and committees, and to ensure the gender-sensitivity of local security action plans. The Portfolio management summarizes the work of the IDG as keeping gender on the policy agenda through the activities conducted in the area of law and justice on the one hand, while applying gender-sensitivity through the activities conducted in the field of governance on the other.

The IDG Portfolio has a GEN 3 Project in the pipeline, which will particularly focus on civic engagement to involve citizens in the prioritization of services, to establish task forces and to involve small grants programmes, to be implemented with the Union of Municipalities of Turkey (UMT).

Climate Change and Environment

The management of the CCE Portfolio underlines that CCE is a cross-cutting issue in close interconnections with all 17 SDGs, which needs to be assessed and mainstreamed in terms of its differential implications for the different needs and capacities of its different target groups. In this respect, it is similar to the gender issue, which is also cross-cutting and requires an awareness on differential needs and opportunities of women and men. The similar perspectives of the two issues have recently enriched the agenda of the Portfolio, which has particularly benefited from their collaboration with the GEA on the development of this cross-cutting perspective across the all their thematic areas, rather than simply implementing gender mainstreaming in their programmes and projects. The CCE Portfolio has been actively engaged with the gender questions and gender mainstreaming issues for the last 2-3 years, and incorporates these questions into all aspects of their projects. The Portfolio is actively looking for ways to explore the strategic potential of the gender perspective in its search for the best tools, implementation modalities and experiences to work with an integrated, inclusive and horizontal understanding.

While all the projects that have started in the current programming period are subject to gender analysis and screening beforehand, and have strong gender considerations in regular reporting processes such as the Annual Work Plans (AWPs), this is not so much the case for older projects that are still ongoing. In this respect, the gains obtained through this programming period in terms of a renewed emphasis on the gender perspective are often underlined, in that the incorporation of gender issues at the project design stage (i.e. Invasive Alien Species in Turkish Seas Project) gives possibility to realistically evaluate gender mainstreaming aspects within the full picture, and are expected to provide crucial contributions to the implementation and outcomes of the projects. However, the Portfolio staff underlines that they do not bypass those older projects which have not been part of this process, but they carefully evaluate what can be done at later stages.

On the other hand, the Portfolio staff also underline the importance of assessing how the gender equality principles and measures identified at the design stage are successfully transferred into implementation and M&E processes, and how they are reflected in M&E indicators adopted before the start of projects. While the difficulty of measuring the impact through one project and its limited number of activities is underlined, the Portfolio staff emphasize that they aim for transformation, which would require a change of mindsets at the central and local levels, and which would in turn necessitate a full-scale effort including warming up the counterparts and stakeholders to the issue through effective dialogue and communication.

The CEE Portfolio underlines their objective to develop tools and mechanisms to incorporate gender in all projects and programmes, from their design to data collection, implementation and outcomes, in order to see their impacts for all and to induce the transformation that they aspire to obtain in the field. In this respect, they emphasize the importance of questioning the role of women in their expected objectives, as well as what they should do differently in order to cater for their different needs and conditions. They also appear to be open to a continuous process of learning from each case

to enrich their experience and knowhow on the issue. They underline that they give particular importance to M&E work in terms of development of effective indicators, and measurement of these indicators, while the measurement of impact remains something to be considered separately and implementation of current projects will provide important clues in this respect. What is underlined is that GEWE concerns have been innovatively and effectively incorporated into the work of the Portfolio, while the assessment of results, outcomes and impacts of currently ongoing projects and activities needs to be separately and carefully evaluated, as the most important further step to assess what actually is transformed on the ground following UNDP interventions.

The CCE team emphasizes that the UNDP already has the system that is operating across its different areas of work, and gender perspective should be both qualitatively and quantitatively integrated into this system. What is at the essence of the process is to understand that this is a need, to make evidence-based decisions, as well as to ensure that the indicators and methods used in the M&E processes are appropriate, within the framework of a sound gender outlook and rationale. On the other hand, it is argued that the biggest challenge remains the assessment of the impact, mainly due to the time factor, i.e. that the timing of the projects and the timing of their impact would certainly be different. What is important in this regard is to know the risks well, achieve the project objectives in line with the 'do no harm' principle, and construct the mechanisms to realistically evaluate the aspired transformation.

Syrian Response and Resilience

The SRR Programme involves mainly crisis response interventions, but it aims to contribute to the long-term development targets and SDGs in Turkey. The management underlines that while SRR is currently integrated in the mandates of UNDP as stated in the CP, its status as a distinct Programme is in fact temporary, and it will complete its services once the crisis is over. However, the Programme is currently receiving significant funds under the crisis conditions. In this framework, it is underlined that all interventions need to be sustainable in order to contribute to development, the most important crosscutting aspect of which is gender equality. Gender equality is defined as an umbrella by the management. An important cluster of interventions under the Programme concerns supporting livelihoods, not only for Syrians, but also for the citizens of Turkey. This is found to be crucial in terms of local economic development, the exclusion of which would lead to disintegration. The livelihoods include both the special needs of Syrian women, and women from Turkey in the region, the analysis of which can be challenging in terms of defining the different motivations of these two groups. The Programme's work on livelihoods focuses on industrial transformation and increasing the productivity of SMEs so as to support them in terms of increasing their competitiveness, growth and capacity to create jobs. The awareness of SMEs, which create jobs and which mostly concentrate in the informal economy, on gender issues is underlined to be low. While they have a 10% quota for Syrian workers, it is not clear at the moment how they can turn into workplaces for women, and the Programme is actively working on this question.

Another important component of the interventions under the SRR Programme concerns support for municipal services, particularly in municipalities where population increase is high, mostly focusing on waste water and solid waste management. The main objective is to establish facilities for this purpose, and to work with the municipality itself in order to sort waste in an environmental-friendly manner. What concerns gender equality in this component has been the establishment of Project Management Offices in three municipalities, namely Hatay, Şanlıurfa and Gaziantep, with a view to developing the capacity of municipalities to implement their own projects. This project contains gender-specific activities, and training is provided to beneficiaries in terms of integrating gender in the projects. The final cluster of activities concern language trainings, which are considered to be a key element to encourage social cohesion in the region. The language trainings have started in March 2019 and currently have been provided for 52.000 people. A key challenge is ensuring the participation of women in the trainings. The language training provision is carried out with the Ministry of National

Education (MoNE) as the main partner, and provides trainings in local Public Training Centers (Halk Eğitim Merkezleri – HEM). While the target is to reach %40-50 women, the team has realized that in order to achieve this, childcare needs to be provided. A needs assessment has been conducted in this respect and a number of centers have been selected for this purpose. Once all the necessary equipment has been provided, however, the centers indicated that they do not have staff to work in these settings. The project team is therefore trying to provide staff for these centers from their existing resources, as they see it as a serious component to attract women in trainings, but it constitutes a significant challenge. At the same time, however, it provides a good advantage as, while announcing the trainings, they say women can also bring their children in. This might have spillover effects when women can also place their children in other services provided by the HEMs, which are in some cases quite big and offer a variety of services.

All these activities aim to attract women, and while studies show that Syrian women in Turkey face serious problems in participating in social life, they provide opportunities for women to be more visible in a variety of activities. The Programme thus sees it as its mandate to guarantee the sustainability of this, which is rather dependent on convincing employers, business owners, managers, who are mostly men. What can be observed is that there is no standard understanding in this respect throughout the counterparts, especially municipalities of Gaziantep, Şanlıurfa and Hatay, whereby the former is very advanced as a result of its openness to international projects, whereas the latter two are not at that level. It is underlined that the UNDP works differently with all three of them, by showing them best practices.

Private Sector Programme

The PSP is crosscutting other Portfolios and Programmes, aiming to assist the private sector in its development and improvement. It is underlined that gender is an area that needs a specific focus in Turkey's current context, and private sector is not an exception, as there are significant gender inequalities in recruitment, promotion, as well as participation in decision-making and high-level management. It is stressed that particularly the large firms in Istanbul are well aware of the urgency of the matter, as they are integrated in global and European markets having much higher standards, including gender equality, compared to Turkey. The business relations in this field have different levels of sanctions, so that if the firm does not attain those standards, it will not be supported in any respect, not even being able to receive credits.

On the other hand, firms working on a local scale in Anatolia would not be bound by such standards, as they have much larger distance to European and global markets. The majority of those consists of SMEs, which are not easily accessible by UNDP or any other institution. Still, the UNDP tries to reach them through two main strategies. First, through larger firms that have business relations to the former, which have possibilities to influence them by enforcing their standards. For example, H&M can apply its standards across its smaller suppliers. The second is to proceed through a joint platform, Business for Goals, as an effective way of raising awareness and encouraging joint action. The Platform has recently organized a conference (in 29 May) with a dedicated session on gender equality.

In terms of gender equality, it is stated that a momentum has already been created through initiatives such as WEPs and Global Compact, but the PSP has also integrated this principle in its Business for Goals, as an equally important and complementary contribution. Global Compact is described as a platform with a narrower focus, encouraging firms to fulfil their responsibilities through reporting on their progress. While it is not a platform for joint action, it provides good opportunities for mutual learning. WEPs are considered to be more of a joint action platform, implying firm-based commitments. Business for Goals aims to promote joint action, with a more overarching commitment to involve all stakeholders in the process, including NGOs, public institutions and universities. While it will support the establishment of action groups with large participation, it will work for the private sector needs and priorities, including gender issues. It is underlined that if gender is not prioritized

among the objectives, it always faces the risk of getting sidelined. The Business for Goals has a specific component on the promotion of the private sector's contribution to development, which aims to mobilize firms' resources to more strongly address development issues. This is considered to be different than perspectives encouraging individual efforts of firms in terms of corporate social responsibility, as it aims to solve common problems through joint action.

Gender Issues Through Relations with Counterparts, Donors and Other UN Agencies

The ISG states to be the Portfolio which has largest share of public resources, showing that the public sector finds its work important and transfers resources for this purpose. The Portfolio has strong collaboration with government counterparts as well as their local representations, including the MFLSS (development of IT system), particularly its General Directorate (GD) on the Status of Women (GDSW) (TEG Project), Ministry of Industry and Technology, particularly its Industry and Productivity GD, Industrial Zones GD and R&D Incentives GD (OIZ Project), Presidency Strategy and Budget Directorate (TFP Project), Ministry of Health (implementation support by UNDP), and Ministry of Agriculture and Forestry (Organic Agriculture Cluster Project, rural development programme). Moreover, the Portfolio has long-established partnerships with GAP Administration and Regional Development Administrations through various projects on regional development. While some of these counterparts show resistance to gender issues, some others, like the Ministry of Health, can display a much more open attitude, according to the Portfolio management.

The ISG Portfolio works more with the private sector than NGOs, due to the nature of its work. In that respect, the civil society counterparts of the Portfolio include OIZs, development agencies, chambers of commerce and industry, sectoral associations, exporters unions and quality associations, and business organizations. The approach of these counterparts to gender issues depend on their geographic location and areas of expertise.

Most importantly, the ISG Portfolio has strong relationships with the private sector, and it started the first implementation of the GES for the private sector through the TEG Project. The GES for the private sector is a crucial achievement of this period as a UNDP trademark. UNDP Turkey CO is, therefore, going through a process entailing capacity-building both internally and externally for their partners. The GES for the private sector, which started with Latin America, is now being implemented in Turkey with Limak Investment, as the donor of the TEG Project (but which is found to be a unique partner, working as a volunteer rather than a regular donor), which is currently undergoing an internal evaluation process. The Portfolio management underlines that the GES has previously been discussed with the MFLSS, which showed a great interest in the process and incorporated it into the Women's Empowerment Strategy Document and Action Plan 2018-2023. The GDSW, therefore, will be involved in the GES process, although the way to proceed has not so far been discussed, especially in light of the recent re-structuring of the Ministry. Still, it is important that the project has high visibility, with references made by the former Minister of Family and Social Policies in all her public speeches and incorporating it into the state's communication, which also points to its transformative impact.

Another major private sector partner of the Portfolio is Anadolu Grubu, with Anadolu Efes particularly supporting its tourism projects. The Future Lies in Tourism Support Fund aims to develop tourism through grant programmes open for CSOs and universities. Three grants are awarded each year in order to increase the capacity of CSOs in project management through collaboration with public institutions and local administrations. While the grant programme receives more than 500 applications per year, it is stated that new gender-specific criteria have been included in the selection process together with GES, including positive discrimination measures. Successful applicants receive gender equality training. Many significant small-scale projects have been implemented through the grant, including in Kuyucak and Demre. Anadolu Efes also approached UNDP to get assistance in developing a gender-sensitive language and communication practices within the company.

The IDG Portfolio defines itself as the ‘policy hub’ in areas concerning local administration, integrating a wide variety of counterparts, including the MFLSS, Ministry of Environment, and Ministry of Industry and Technology. Gender is an aspect crosscutting all these. It is underlined that the counterparts either say nothing about the gender aspect, as it is not considered to be relevant for their activities such as demining, or complain about the fact that gender is over-emphasized by the UNDP. There is an important difference compared to the past in this respect, as the ownership of partners and stakeholders before 2016 of the issue was stronger and it was more on the agenda, leading to its acceptance as usual practice. Now, it is thought to be over-emphasized, and other groups, such as children, are added when the UNDP brings women on the agenda. On the other hand, LGBTI+ are even required to be removed from reports, and they may even not be seen as respondents.

It is underlined that the UMT, which has increased its capacity on gender issues by establishing an internal gender task force, implemented numerous projects on gender and municipal services, and conducted serious work on developing the gender-sensitivity of municipal services, is gradually becoming the main partner of the IDG Portfolio in terms of local governance projects. This is found to be important by the Portfolio management, as it would constitute a key advantage for both the Portfolio and the UNDP at large to approach the local level with a gender-sensitive partner.

The Portfolio is also planning to approach the MFLSS for collaboration in issues like gender in decision-making and services-planning. The changes in the internal structure of the Ministry may imply challenges in this respect, as it is currently evolving from a service Ministry providing services to families, women, children and elderly, to a policy Ministry, at the same time as questioning gender issues.

The work of the CCE Portfolio mainly involves partnerships with the public sector, particularly the General Directorate of Forestry of the Ministry of Agriculture and Forestry, and its provincial directorates, as well as municipalities, private sector and, to a lesser extent, NGOs. One of their major areas of work, the forestry sector, according to the Portfolio staff, is considered to be quite male, conservative and closed in itself, which affects their attitudes towards projects and activities, particularly when the concern is gender. However, the CCE staff reports that they started to show a more positive approach after a number of meetings and trainings, even to the point that Turkey was the only country that expressed the importance of SDG 5 in an international meeting. What this example shows is that UNDP staff can be key in promoting gender sensitivity and gender mainstreaming in their close collaboration with government counterparts.

The situation is not so different with NGOs, which are reported to be sometimes more conservative in gender issues. This is explained by the fact that civil society counterparts are innovative experts in their field, who find gender irrelevant in their areas of expertise. It is underlined, however, that most of the problems can be solved with the approach of the UNDP, which is capable of overcoming the resistance by its own problem-solving and positive attitude that is reflected in the documents, words that are carefully selected in dialogue with counterparts, etc.

On the other hand, the staff underlines that the most common fund sources of the Portfolio, such as the Global Environmental Facility (GEF) have their own gender criteria. The project applications made to the GEF have to consider direct gender questions and gender scores, which necessitates focused evaluations of gender issues at the application stage.

The CCE Portfolio has a good potential for collaboration with other UN Agencies, particularly with FAO which has substantive joint areas of concern. While they are casually attending meetings with UN Women, and the Inclusive Economic Growth Results Group with the UNCT, these platforms are found to be limited in terms of developing joint actions and successful collaboration on gender issues.

The SRR Programme has strong relationships with government counterparts, particularly with Ministry of Industry and Technology, Ministry of National Education and İŞKUR. Some of the counterparts in the public sector are found to be significantly lagging behind in terms of their gender-sensitivity and awareness. The management underlines that their collaboration with civil society remains quite limited, as the UNDP does not have its own funds unlike, for example, UNHCR and UNICEF. Therefore, in order for the UNDP to involve NGOs in its interventions, it needs government approval. It is underlined that, if the Agency had its own funds, it could use them to empower NGOs and to collaborate more with them. The new UNDP strategy is expected to be useful in this respect, in that it offers new tools to collaborate more with both NGOs and the private sector, and requires much more participation. The SRR Programme also aims to involve more NGOs in this respect, and wants to collaborate with INGEV, which is working for human development, in order to reach more refugees in their current projects. Additionally, there are NGOs specialized on work with refugees in the list of the Programme that would be useful to be involved in current interventions. In order to search for ways to build positive public perception, the SRR aims to increase its outreach by organizing a Human Development Summit and Festival with INGEV, using the visibility funds of their projects. Finally, the Programme management underlines that they would also like to outreach to the media, as the latter has a key role in relation to the Syrian issue in Turkey, while they remain very ineffective at the moment, disseminating hate speech and approaching the issue through victimization.

The PSP emphasizes that while UNDP is now well-known among the private sector counterparts, it is limited to the contact persons in the firms, such as Communications Director, and many times the rest of the staff, even high-level management, might not be aware of what is being done. Moreover, it is stressed that sometimes the UNDP works beyond its limits, beyond its mission indeed, at the expense of local actors who have the mission to do so at the local level, including gender issues. While planning interventions on gender, accordingly, the UNDP needs to be careful about its mission, and give particular emphasis on empowering NGOs.

It is underlined by the PSP management that the UNDP has long been working with the private sector, whereas not all UN Agencies work with them, except for UNFPA, UNICEF and UN Women. The UNDP was the first UN Agency to open a Private Sector Office in Istanbul as early as 2005, which became UNDP Istanbul International Center for Private Sector in Development (IICPSD) in 2011, as one of UNDP's six Global Policy Centers, leading UNDP's global work on the private sector and supporting the private sector and foundations to become transformative partners in development through research, advocacy for inclusive business, facilitation of public-private dialogue and brokering partnerships.

Therefore, it is underlined that the counterparts know the UNDP better than the rest as 'the UN Agency' working with the private sector. However, the presence of UN Women and a variety of initiatives on gender developed by different Agencies often leads to confusion on the part of counterparts and stakeholders. As the latter see all the Agencies as 'the UN', they do not clearly understand the differences and many times ask why they bring in additional requirements. For instance, since they are already part of WEPs, they do not clearly understand the added value of the GES. In fact, this can be seen as a triggering force to work together as UN Agencies, coming from the private sector itself. The PSP management underlines that having a dedicated office, which also has a global mission gives the UNDP a cutting edge and places a large responsibility on its shoulders to share this capacity, experience and relations with all stakeholders, and convene and lead the private sector initiatives on gender equality.

The UNDP makes efforts to differentiate the GES process from the WEPs by, for instance, involving the public sector in the issue, but this is not endorsed by private sector partners, since it will imply taxes and additional fees for the latter. The example of the state-supported disability quotas can be informative in this respect, as many firms simply do not apply it. The example of gender, therefore,

entails a long-term transformative process with first firms changing themselves, then their suppliers, then their families to transform the society.

Best Practice

The most important achievement underlined by the ISG Portfolio management for this programming period is the **GES for the private sector** implemented through the TEG Project. This GEN3 project is found to be crucial in terms of its inclusiveness and its sound construction, which gives UNDP a stronger role than a service provider, and makes it a key actor in promotion and advocacy of gender equality in Turkey. The success of the project is also evidenced by the request for participation of MoNE in the later stages, while it was not envisaged as an original partner.

A further success of this project relates to the participant girls to its scholarship programme, who do not want to leave the TEG system even when their scholarship expires upon their graduation. This points to a **'sisterhood'** created by the project, which is found to be crucial by the staff. This has led the project team to initiate a coaching programme, along with the already existing mentorship programme, which involves the organization of meetings under the name of 'TMK Talks' (modelled after 'TED Talks) with the participation of influential names such as Mert Firat, Ayşe Arman and Cem Yılmaz. The coaching programme attracts significant interest, and even girls who do not receive scholarship (due to their economic conditions, etc.) want to join.

Another best practice of the ISG Portfolio concerns the Innovations for Women's Empowerment in the GAP Region Project, which has led to the development of the Argande brand, whereby women were integrated in production activities through ÇATOMs and supported in terms of their social and cultural cohesion. While the SIDA funding of the Phase 1 and Phase 2 of the Project ended in 2016, the Project has created its own success story in terms of sustainability and transformative impact in the GAP region, extending its impact towards the current programming period, with women establishing their own enterprises and institutions within the region having **a new perception of women's participation**. It is underlined by the Portfolio management that, for example, İŞKUR has now a much more open perspective, while it was rather male-focused in the past. The Project has now secured its funding for the Phase 3 from the BPPS, entailing a production system in which women are integrated, and which will be established through inclusive business models to be developed with the private sector, mainly ready-made clothing companies such as Koton, Flo and Mudo. The Portfolio is therefore effectively supporting **local production infrastructures that are inclusive of women**, whereby women actively participate and engage in income-generating activities.

One of the important achievements of the IDG Portfolio in this programming period is the finding of the Phase 1 of the Legal Aid Project, which addresses the access of vulnerable groups to justice, that it is women who benefit the most from this intervention. Accordingly, Phase 2 of the Project particularly focused on women, and aimed to develop mechanisms to provide more and faster services for women. It is planned to expand the 'Gelincik' Project of the Union of Turkish Bar Associations to seven bar associations by establishing Prevention and Monitoring of Violence Centers (Şiddet Önleme ve İzleme Merkezleri – ŞÖNİM) in them. The preparation of the Project has now been completed, with the Union expressing the will to **expand it to all across Turkey**. This was a crucial outcome of the Legal Aid Project, as the completion of even seven centers have not yet been completed. The Portfolio's feasibility work on the matter showed that the infrastructure (office, equipment, etc.) for this could be realized with a symbolic cost.

CCE comes to the forefront as one of the portfolios which has most willingly and innovatively engaged with gender equality on a theoretical/philosophical/strategic basis in this programming period, which has internalized gender mainstreaming across their concerns, and which has also come up with contributions on gender issues in non-traditional, innovative and unexpected areas. For example, the socio-economic analysis of forest villages yielded a significant gender assessment in the processes of

analysis and data collection. It included the perspectives of women and men across all the statistics and offered a differentiated analysis of the 24 hours of women and men in forest villages, which opened new pathways for the staff to consider gender, and provided new directions for their activities. This was also endorsed by the counterparts, the General Directorate of Forestry, which showed a good understanding of the issue.

Another example concerns the chemicals project, which might have seemed, at first, to be technically and administratively irrelevant for gender issues. A closer look, however, revealed that chemicals affect women, especially pregnant women and the fetus, differently and this has been incorporated in the project. A third example of non-traditional and innovative area concerns the Invasive Alien Species Project, which again opened new pathways for the team and resulted in the direct involvement of women's fisheries cooperatives in the project. Final example concerns the preparation of the National Report on Climate Change, where the team consulted existing UNDP studies on gender and CCE, and realized that many of the issues previously considered to be irrelevant for gender could actually be gender mainstreamed. While this was found to be too early for the government to be included in the report, the CCE team worked closely with the GEA to incorporate these issues. This latter example shows, however, that first, the existing UN and UNDP tools may not be well-disseminated and put into use by the staff, and second, that new strategies need to be adopted in order to overcome the resistance especially of the public sector and to involve them in the development of gender perspective (see below).

The best practice examples of the CCE Portfolio for this programming period include a video shooting with a female forest management director, which was then widely disseminated through the social media. Since forestry is underlined to be a male-dominated sector, with only 8 out of 800 directors being women, the opportunity to express herself, to talk about the forest through her own lens, honoured the director. This was pointed as a good example as it raises the question of why there are no women directors in this area, and has the potential to encourage other women to take part in this male-dominated sector. It is thus considered as a crucial step in terms of empowering women, and an impressive way of showing that a project, which was not designed with gender considerations, could nevertheless have direct gender implications. What is important for the Portfolio staff is to be able to continue with these kinds of contributions to a cultural transformation through their projects. Another example concerns the increasing attention that is given to communication and dialogue strategies by the Portfolio, which has successfully cooperated with the female basketball team of the General Directorate of Forestry to raise awareness on violence against women, and where the management of the Directorate started to question the lack of women as high-level managers in the forestry sector. All these are considered to be the outcomes of long-term and insisting efforts of UNDP in Turkey.

Human Resources

Gender parity is observed, with even 60-70% of all team members being women within the ISG Portfolio. Gender is integrated in the recruitment process of the Portfolio, and it is included in job descriptions. All staff attend the trainings and capacity-development activities in this respect, while some of them are GEFT members. Along with the required online training module Gender Journey, the Portfolio staff is encouraged by the management to attend all the in-house trainings on gender, as well as joint training activities. The training on Sexual Harassment is found to be significant in this respect, while it is emphasized that these trainings are continuously being updated to increase awareness and knowledge on the issue.

While the ISG Portfolio has no full-time gender expert, the GES process, which was renewed this year, has remarkably increased its collaboration with the GEA, who provides project-based support. For instance, the GEA is currently involved in the preparation of the gender strategy of the Göksu-Taşeli Project, and she was actively involved in the TEG Project under her previous contract, regularly attending all meetings and events. This is found to be positive for the management, as thanks to her

work gender issues have started to be internalized by the staff, rather than being perceived as something imposed from above. It is underlined by project staff that the understanding before the GES process and the inclusion of GEA in the CO was that women would be empowered through income-generating activities; while a totally new perspective has now been instituted, so that encouraging social contexts for women to go outside of their homes, to socialize and to have increased awareness on GEWE is found to be equally important. The participation of the GEA to the Results Groups is also found to be of utmost importance, as all aspects related to the work on gender are organized in this setting.

It is emphasized, however, that an institutional role is needed to do more regularly the work of GEA under her previous type of contract. This is found to be a problem of the CO that needs to be given priority, especially with the incentive provided by the GES process. It is underlined that there is a need for all Portfolios to have an expert like the current GEA, and that the in-house capacity needs to be developed in this respect, preferably with the addition of more gender experts to the Portfolio teams. Accordingly, there has been a recent initiative to recruit a gender expert within the rural development component, which currently expects the approval of IFAD.

The IDG team is not very large, mainly consisting of project teams. Gender balance is aimed to be provided through the ToRs for specific positions, and all job postings include statements that women candidates would be given priority, along with technical qualifications. In general, project teams consist predominantly of women, whether it is intended or not. One of the GEFPs of the CO is in the IDG Portfolio, in the Legal Aid team, and it is emphasized that her presence is also empowering. It is underlined that gender balanced project teams, both on the UNDP side and on the side of counterparts, work much more effectively, and the counterparts and beneficiaries are also used to work with women, which brings a significant advantage in terms of dialogue and communication. While the Portfolio has no specific gender strategy, it prepares gender action plans and communication plans for particularly GEN 3 projects.

The Portfolio team regularly attends the CO-based training programmes, and workshops and activities are closely followed up. The management finds important to ensure the participation of all its staff to these programmes, as they are considered to be future managers and their career development should be supported. The management also ensures work-life balance policies in the office, and supports staff in terms of childcare and private-life related leaves. Nevertheless, as the workload of the management is quite high, sometimes staff may be asked for late meetings or contacted outside office hours, although this is rare and tried to be avoided.

The IDG Portfolio has strong collaboration with the GEA, who is regularly consulted during the design and reporting of the projects. The Portfolio management underlines that they are very happy about their collaboration with the GEA, who always points to significant issues that are crucial to be considered in their activities. However, the time resources of the GEA are also underlined, and one person responsible for everything is not found to be sufficient. The Portfolio has gender experts in both its governance and legal aid projects. The management of the Portfolio underlines that, while it is important for individual projects to have gender experts, it is crucial for each Portfolio to have their own gender experts, to be located between the GEA and Portfolio/Programme Manager, in order to keep their record and to promote institutionalization. The IDG Portfolio sees this as a must, since a position having the perception of both governance and gender is expected to bring significant benefits in terms of ensuring the gender-sensitivity of work done in the Portfolio and assisting in pursuing gender perspective in the relations with counterparts and beneficiaries. A Portfolio gender expert between the GEA and Portfolio/Programme Manager, having specific experience and knowhow on both gender and the areas of specialization of the Portfolio, would also help making the GEA's services more tailor-made and ensure that the gender aspect is considered starting from planning all throughout the projects.

The CCE Portfolio regularly attends the CO training programmes on gender, and particularly encourages the participation of its project management, M&E and procurement staff, who voiced their demands for such training. They also acknowledge and report to regularly use UNDP gender strategies and guidelines in their work. The Portfolio management reports to adopt family-friendly attitudes towards the staff, and to be supportive on their child-related demands, whether coming from women or men, as well as to carry this type of demands to higher management when necessary.

The Portfolio, however, reports to experience difficulties in terms of ensuring gender parity amongst its staff, and to have recorded very limited progress in this respect. The gender dimension is essential in its recruitment process, and interviews contain questions on gender issues that are calculated as part of the overall score of the candidates. Job descriptions and contracts also contain direct references to gender issues. Moreover, gender aspects also take place in the annual evaluation of SC staff. On the other hand, however, while these criteria are clear and particular attention is paid to ensure the gender parity of recruitment committees, it is stated that the recruitment process almost always ends up with the recruitment of male staff, even if there are both male and female candidates, due to expertise considerations. While there are female staff amongst the M&E, procurement and project teams, they are not in decision-making positions, and the management of the Portfolio as well as its clusters and projects, also consists primarily of men. The Portfolio, therefore, openly expresses the need for change and for tools to induce this change.

This also affects the working culture and mindset of Portfolio staff, who report to face limitations in establishing links with certain issues and identifying different needs. This is also reflected in their relations with counterparts, mainly from the public sector, who are predominantly male and sometimes display a male-dominated culture in meetings in terms of what they say and how they behave.

The CCE Portfolio appears to be in close and fruitful collaboration with the GEA, and underline that they have been working with her in the development of all aspects of their work, exploring strategies to effectively incorporate gender into their areas of work, as well as in their communication strategies and advocacy efforts. For example, they have prepared a Portfolio Strategy in collaboration with the GEA, who has also actively participated in the design of specific projects (i.e., Invasive Alien Species) and come up with novel ways to incorporate gender issues and to promote cooperation with women in the areas of concern. On the other hand, they note the extensive scope of their work and they acknowledge the need to develop capacity in this respect, as they are aware that the GEA is responsible for the whole CO and all the portfolios, programmes and projects. While collaboration with the GEA was easier when she was recruited in-house, they underline that her current contract type makes it harder for her full involvement in the specific projects of all the portfolios and programmes, which is what they need in the current context.

The CCE Portfolio is planning to recruit a Portfolio Gender Expert within this scope, to engage in all the projects under the mandate of the Portfolio on a day-to-day basis, to clarify the links with the works of other Portfolios, to develop their main principles and strategies with a feminist outlook, and to implement their activities in a way to better serve GEWE with their limited time and material resources. The recruitment of such a function as part of core staff is stated to be crucial both in terms of developing the gender capacity of the CCE Portfolio, and strengthening the links between gender equality and CCE as currently the interlinkages between these two areas remain unexplored and it is difficult to find trained staff on both of the issues. This would also ensure a sound gender perspective, to be observed from procurement processes to recruitment and publications. It would also raise the awareness on questioning the existing interventions in terms of their benefits and impacts for all, with the idea that if the interventions create a disadvantageous environment for even one person, they should be revised. They underline that a similar strategy (of recruiting a Programme-specific Gender Expert) used by the SRR Programme has been successful and should constitute an example for the CO

as a whole. This, however, needs to ensure the flow of knowledge and experience among different Portfolios and Programmes, since it is emphasized that the work of Portfolios are not always clear to each other, and can only be observed through their outputs. As the above examples show, the Portfolio is working in fields that are not traditionally considered to be relevant for gender, and the progress is remarkable in terms of the gains obtained in this programming period in innovative and non-traditional areas, which provides important contributions to the gender sensitivity of UNDP interventions in Turkey, and has the potential to increase the sensitivity and awareness of their counterparts and beneficiaries.

The SRR team consists of 42 employees and is the largest portfolio in UNDP Turkey CO with a substantive budget. In terms of crisis response, it also makes the CO the largest UNDP office at the global level. This, according to the management, places a significant responsibility on the Programme to provide exemplary practices. In terms of gender issues, it is emphasized that the UNDP has recorded a significant leap over the last years, with the oversight gender expertise provided by the GEA, but also the Programme-specific Gender Expert, who provides support to the whole Programme, while her budget comes from the largest EU project that is currently being implemented. The SRR Gender Expert is not only responsible for ensuring the gender responsiveness of individual projects, but also for developing the capacity of Programme staff. One of the important achievements underlined in relation to the Gender Expert is to promote a gender-sensitive language and communication with counterparts, providing support on the correct language and forbidden words. The team as a whole pays attention not to use concepts like 'man days', 'businessman' etc.

The first training that the Programme team received was on gender, provided by the GEA and SRR Gender Expert, which, according to the management, has yielded significant change amongst the staff in terms of promoting their awareness. Now the management underlines that all the interventions and activities are examined through the lens of gender, and the Gender Expert makes every effort to attend all project-related meetings, check each and every document in this respect, including agreements, contracts, guidelines, check the language of the documents, and put the gender lens on all activities. The Gender Expert is found to be crucial in terms of showing what might not work well, i.e., why a tool may not be used by women, in particular contexts.

The Programme management finds the regular presence of the GEA very positive, and states that the GEA should take part in all activities of the CO as a fundamental principle. The presence of a Gender Advisor should be ensured in each Portfolio, as what is currently being done is very positive. Although the staff might think that they already know and they have high awareness on the issue, the gender trainings are also found to be essential in reminding what needs to be done, in refreshing people's minds.

The PSP used to have a team of 12 members, implementing numerous projects, whereas the programme now is led and represented by its coordinator. In that respect, the similarities with the work of the GEA are underlined, in terms of providing crosscutting work and being the only contact person. The PSP underlines that it receives all kinds of support from the GEA, but an equally powerful mechanism would be to receive this support also from UN Women. While it is expected that all CO staff needs to feel responsible to know gender mainstreaming, and to be able to reflect this in their work, it may not be so simple, as it is a specialization area.

External Capacity

UNDP is seen by most of the counterparts, public, private and civil society alike, as a rooted, institutionalized, experienced, capable, communicable, harmonious, collaborative and understanding partner, and its main strengths are outlined as follows:

- respects the sensitivities of its partners;
- provides fast response to its partners' needs;

- active and results-oriented;
- is capable of mobilizing all stakeholders and resources when action is required;
- has power to convene all relevant stakeholders for a common cause, even overcoming lack of communication amongst Ministries and public units,
- is pioneer in developing and implementing ideas
- has good reputation, adds high PR value and prestige to projects;
- transcends politics and nations.

Most of them underline that the UNDP, just like most other international stakeholders, places a strong emphasis on gender equality, particularly at the project design stage. UNDP, however, is found to be particularly effective in:

- encouraging its partners to consider GEWE;
- promoting joint decisions and acting together with counterparts;
- selecting high-quality experts;
- bringing qualified experts and academics in dialogue with counterparts;
- bridging economic and social aspects of projects;
- effectively reflecting their own capacity and awareness on the work they are doing;
- being the main contact point of communication across all stakeholders
- raising awareness and opening the vision of its counterparts

On the other hand, counterparts stress that they have started to see the visibility and concrete contribution of UNDP more through the current programming period, particularly with a dedicated GEA who collaborates with all projects and activities. This concrete contribution takes the form of the following outputs and implications across different interventions, in which UNDP is found to have played a direct role :

- Preparation of a Gender Equality Strategic Action Plan in the Göksu-Taşeli Project together with the GEA, to ensure gender-sensitive implementation and to plan joint investments
- The Socio-Economic Analysis of Forest Villages study, which revealed how the 24 hours of a day are spent differently by women and men, and special work with women forest managers
- The addition of the private sector seal module to the TEG project, to be a first in Turkey, with a view to obtaining transformative impact in women's decent employment, their increased presence in STEM fields, and perception change in society at large
- The incorporation of the GES certification programme into the National Women's Empowerment Strategy Document and Action Plan 2018-2023
- Increased awareness of victims of VAW to report the issue and ask for support through legal aid practices.
- Increasing collaboration between the Union of Bar Associations in Turkey with women's organizations in terms of international projects

The process has also had positive reflections for the counterparts themselves, so that some of them have focused on developing their own capacity in this respect as a direct outcome of their collaboration with the UNDP, which has crucial implications for the sustainability of interventions. For instance, Ministry of Agriculture and Forestry has recruited sociologists and identified them as GEFPs in order to develop in-house capacity, which is also expressed to be significant since raising awareness amongst the project team will increase the gender implications of their interventions on target groups and beneficiaries.

In comparison with other international players in the field, UNDP is found to be:

- more effective, fast and flexible in terms of using resources;
- acting with concrete action plans and well-defined time frames;
- adopting a more horizontal, peer-to-peer perspective towards its counterparts;

- less bureaucratic.

The disadvantage of UN Agencies in comparison with other IOs, however, lies in the fact that they have no financing aspect and they have to work with donors in order to secure the financing of their interventions.

In the context of the UN System, it is argued that the perspectives of various UN Agencies in the field on GEWE are common, showing sensitivity to the issue within their own areas of specialization. The areas of work of UNDP are found to be broader and more open, making collaboration possible in a wide variety of areas such as employment, education, health, refugees and many other issues. ILO, for example, is said to have more definite boundaries in terms of areas of collaboration, and not all projects can be taken to them, while UN Women is seen as still having problems with completing its internal organization. However, it is underlined that the Agencies' areas of interest often overlap with each other, particularly between the UNDP and UN Women. Some counterparts express that they prefer to act together with UN Women when the concern is gender. Some others complain about the fact that UNDP, UNFPA and UN Women all talk about gender equality in a theoretical fashion in their awareness-raising and training programmes, even if the subject areas of interventions are quite different. In this respect, it is important to note that the counterparts perceive significant competition among UN Agencies, and would rather see them in supportive, complementary and cooperative perspectives to act as stronger structures with their counterparts.

There are some areas where the UNDP is required to be more active and provide more guidance. One of these concerns the provision of **comprehensive stakeholder trainings** of 3-4 days, particularly focusing on practical suggestions for implementation rather than theoretical focus, bringing together the project teams with experts having field experience, focusing on case studies and gender analysis, preferably also involving fieldwork with all partners. It is also emphasized that trainings would better be designed in more interactive fashion so as to involve innovative approaches like role-playing and psychodrama, and provided by experts from Turkey, rather than international experts, due to language difficulties. In this respect, it is found to be of utmost importance that UNDP builds its own pool of national experts in its respective areas of specialization.

Also, it is emphasized that the UNDP can better avail its partners of its wide experience and **implementation examples all across the world** as an international player. The partners expect to be better informed about the implementation challenges and best practice examples of specific interventions in other country contexts, and believe that UNDP can be effective in providing these with its global outlook, and that it can even play a key role in bringing together partners of similar interventions from different countries, so as to promote international collaboration and joint action in matters of common concern. This would also facilitate the work of its counterparts, in terms of attracting other possible partners to their projects, or to prepare situation analysis reports in Turkey and in the world.

The UNDP is also expected to be more supportive in terms of **overcoming resistance in the field**. It is underlined, for instance, that a main challenge in the field concerns traditional conceptions of gender roles and low presence of women in public settings. In this respect, it is found to be crucial to raise awareness at the field level, where the UNDP can provide significant assistance with its wide capacity and experience. It is also underlined that the UNDP can **collaborate more with the media**, particularly at the local level, to disseminate its activities and importance of GEWE issues.

Finally, it is argued that while increasing awareness on GEWE is very positive, the UNDP is sometimes too **repetitive in terms of its emphasis**, in that some project documents contain too many references to the same issue in paraphrased versions, saying the same thing across all the different sections of

the documents. This, according to counterparts, diminishes the real meaning and effect of the issue, and gives them the impression that things are just said in order to be said.

It should be noted that the perspectives and approaches of the counterparts widely differ, and in many cases gender considerations are simply understood as women participants to meetings, trainings, workshops, etc. Moreover, some of the partners continue to have significantly traditional gender conceptions, the employability of women in traditionally accepted sectors and occupations, their duties as women, etc. In this respect, **external capacity-building efforts** gain significance to ensure that what is understood by the issue is more homogenous and standard.

On the UN side, the UNDP is seen as:

- the most well-known UN Agency in Turkey;
- a very active and innovative Agency at the central level;
- providing fast response to the requirements of the UN HQ;
- going ahead of others in terms of resources, guidance and visibility;
- more private-sector oriented;
- but also having the closest partnership with the government;
- capacity to influence macro-level policies and decision-making processes;
- having a broad portfolio of expertise;
- capable of mobilizing the most qualified experts across all issue areas.

It is emphasized that, in the face of the Syrian crisis, all funds are transferred to this issue, while funds for development have been significantly reduced. In this context, UNDP is found to have particular advantage in terms of its broad mandate, and its capacity to be easily involved in a wide range of issues including human rights, women's rights, environment and governance. Particularly, it is highlighted as the only Agency with a structured relationship and wide access to the private sector. This broad mandate, according to stakeholders, also places a bigger responsibility on the Agency in terms of promoting coordination and collaboration.

The One-UN emphasis is found to be significant in terms of starting a global effort for the attainment of SDGs, while it entails particular challenges in terms of programmatic coordination across agencies. UNDP's role as the lead of the SDG process is underlined, while it is stressed that this leading role was not effectively communicated to other Agencies. They express that they all actively contribute to the initiative, while UNDP owns this process, which has become its trademark, towards all public and private partners. A more clarified and inclusive structure is needed in this respect, with the UNDP playing an umbrella role, but giving space to other Agencies in terms of SDG sub-groups and ensuring an effective division of labour in this respect.

The Results Group approach is found to be important in terms of promoting coordination and knowledge-sharing, but it can turn to fast briefing sessions. It is emphasized that a renewed commitment would be useful in this respect, as counterparts do require more effective coordination. The private sector complains about the fact that different UN Agencies come up with similar agendas, and other counterparts complain that all Agencies provide gender training. As a whole, UN Women, UNFPA, UNDP, UNICEF, UNHCR, IOM and others are all involved in capacity-building efforts providing comprehensive training to different public actors, but the lack of coordination leads to particular inter-Agency tensions and reduces efficiency. Coordination and collaboration, therefore, is required in terms of target groups, subject matters, as well as geographic location.

Also, It is argued that most of the gender-focused areas between the Agencies do overlap, which leads to competition amongst Agencies for scarce resources. This, in turn, hampers the 'One-UN' spirit. Still, it is thought that this competition can be used in a much more productive and meaningful way in GEWE

and gender mainstreaming, by complementing each other. A clearer division of labour, ensuring a multi-sectoral approach where each Agency is specialized in different sectors, but open to collaboration, would be of utmost importance in this respect. It is underlined that Agencies are very busy with their own projects and are often not connected well with each other, even within their own COs, and they are not aware of each other's activities and positions. It is thus found to be important to identify areas of joint action and devote the necessary time and human resources for this purpose. In terms of gender, the UNDP is found to be stronger in terms of the SDGs, justice system, environment and governance issues, so that it focuses its efforts in these areas, taking the different positionings of the Agencies in Turkey into consideration. Due to its close relationship with the government, it can also play a key role in issues such as freedom of expression. Finally, the UNDP's role in terms of taking the initiative in coordinating the Agencies' activities with the private sector is found to constitute a model which can be also extended to other areas. UNDP's leading role in the 3RP is also found to be very positive for giving the right message to other Agencies in terms of gender-sensitive humanitarian response. It is argued that such a model can also be extended to the Development component. UN Women finds it important to collaborate with UNDP, particularly at the local level and on issues such as gender mainstreaming in the SDGs' localization process.

A final note here concerns the other Agencies' lack of awareness of the GES process within the UNDP, or their limited awareness only due to personal connections, which shows that the internal processes may not be well reflected to outside partners and stakeholders. It is argued that the penetration of the GES process within the UNDP is not easily visible from outside. For instance, in relation to the Gender Results Group (GRG), UNDP's lack of in-house capacity is underlined, which would be crucial to provide consistency and continuity in their participation and contribution. In-house capacity is thus underlined to be crucial for UNDP, particularly in terms of having a strategic position showing its commitment to the issue. A senior position, able to directly communicate with senior management, should be considered in this respect, for a specialist (not advisor or consultant) with high level contract and with exclusive responsibility on gender issues.

VI. SELECTED GENDER INTERVENTIONS OF UNDP TURKEY

This section focuses on selected interventions of UNDP in the country context to examine the implementation aspect as well as to assess the results and outcomes obtained vis-à-vis GEWE. Due to the large number of development interventions carried out by the UNDP in Turkey, this evaluation had to limit its focus on selected projects in the current programming period in terms of their most significant gender-related aspects and implications, which is provided in Table 1 below. The analysis here is based on the input provided by the GEA and Portfolio / Programme managers in terms of the projects that are included in the evaluation process; the accounts of Project coordinators/managers/staff of the above-mentioned aspects; as well as review of Project documents. The objective here is to set out the specific areas where UNDP Turkey CO has made a significant contribution, including non-traditional or unexpected areas, as well as where it needs to place more emphasis on in the upcoming programming period.

Table 1. Gender Implications of Selected Projects

Portfolio	Project Title / Duration	Gender Implications
ISG (CEG)	Developing a Model to Improve Technology Use in OIZs (2016-2021) GEN 1 Updated to GEN 2 after Gender Screening	<ul style="list-style-type: none"> • Does not have a gender-focused design, was not subject to gender screening, but gender considerations have emerged during implementation • Involved in-depth analysis of 12 most developed OIZs in Turkey, in order to develop a model of new generation OIZs • A training programme for the Ministry of Industry and Technology and OIZ staff was developed, including a gender component • 293 in-depth face-to-face interviews with OIZ and firm managers, universities, techno parks and mayors to identify technology and innovation needs, turned out to be effective in assessing the suitability of changing work environments for women • Company surveys to identify their needs and activities showed that establishment of childcare facilities was a significant need; but this also required solutions to the transportation problem, as factories were far • Importance of social facilities that affect women's employment, i.e., creches, social venues, restaurants, places to rest, was among the main findings • Two models were developed, which will be tested in order to formulate a policy framework to be presented to the Ministry of Industry and Technology • The new OIZ models are planned to better serve to women's needs.
ISG (CEG)	Applied SME Capability Center (Model Factory) Project (2016-2020) GEN 1 Updated to GEN 2 after Gender Screening	<ul style="list-style-type: none"> • Was not subject to gender screening and not assigned a Gender Marker; but gender aspect has come to the fore during implementation • While the original objective was to establish a model factory in Ankara and included indicators on increasing productivity, the extension of the project to other cities and the addition of employment targets have led to gender analysis • Employment targets and indicators, including creating employment for 2.000 people, with 50% Syrians, and establishment of 100 new firms, 50% to consist of Syrian firms • Women's employment is a priority of a new job creation component including Syrian refugees and host community members, to be implemented in Ankara, Kayseri and Konya. • Synergies created with the TEG project via promotion of training to engineer girls in model factories • Plans for an initiative to identify barriers against women's employment in manufacturing sector and increase their employment, which will have a joint structure with involvement of two Projects under the ISG Portfolio
ISG (CEG)	Turkey's Engineer Girls (2016-2020) GEN 3	<ul style="list-style-type: none"> • GEN 3 project stated to be 'the first one that comes to mind when the concern is gender equality.' • Aims at development of private sector led prototypes for inclusive and sustainable economic growth in the services and manufacturing sectors benefiting from gender equality mainstreaming and advocacy and dissemination of the success stories within the public and private sector • Supports not only female students but also their male classmates, employers, academics, teachers, business world and professional associations to develop gender-sensitive and egalitarian perspectives • Originally envisaged to be implemented through a collaboration between UNDP, MLSS and Limak Foundation, while MoNE also joined later to be involved in high schools component. This is seen as an achievement, as MoNE wanted to join upon the success of the project.

		<ul style="list-style-type: none"> • Project enjoys high visibility due to private sector involvement, works with a PR agency, and is well publicized across traditional and social media (active web site, Facebook, Instagram and YouTube channels, TMK Talks) • Component 1 involves analysis of existing legal framework to identify the impact of TEG on these to develop inclusive business models, where the project team worked closely with the GEA • Component 2 involves work with universities and high schools, to design and implement support programmes • University programme involves scholarships and other support, i.e., mentorship, social responsibility, leadership in engineering programmes; implemented with Limak Foundation, which is supportive in terms of providing employment to graduates of the scholarship programme (110 scholarship holders) • High school programme (also with Limak) involves encouragement to engineering to tackle occupational segregation. TOTs provided to 50 school counseling teachers and 50 school principals; visits organized in 10 provinces, with a further 10 planned for 2019 • Component 3 involves the piloting of the GES for the private sector with Limak Investment. This currently involves the self-assessment of the company, and will be followed by training activities, staff surveys and recommendations for improvement. • Underlined as a pioneering work for UNDP Turkey, which is aimed to be developed and promoted as a system involving the public sector. There are efforts to ensure its sustainability and institutionalization through new fund sources, under a new structure. • Conceived as a major achievement, which has gone beyond its objectives, creating a ‘sisterhood’ among participants.
ISG (PSPS)	GAP Organic Agriculture Cluster Project (2009-2018) GEN 1	<ul style="list-style-type: none"> • GEN1 Project developed under “GAP Action Plan (2008-2012)” with designation of organic agriculture as a priority sector in the region specific “Competitiveness Agenda” (2007-2015) • Aim to evaluate the agricultural potential in Southeast Anatolia Region, develop technical, physical, information and institutional infrastructures of organic food and organic textile sectors, ensure these sectors reach a more competitive position • 45 products evaluated in Value Chain Analysis, 8 products (cotton, olive, red lentil, chickpea, durum wheat, sunflower, soybean, pomegranate, pistachio), were selected after a triple “filtering” used to identify the prominent products for organic production • Value Chain Analysis conducted in direct collaboration with a Gender Expert, with a view to integrating gender into all aspects of the project, including natural resource management. • A grant programme prepared, with a pilot focusing on increasing productivity in women-dominated workplaces in agriculture-based industry, which was included in the design guide for enterprises. The guide also individually addressed all SDGs, and involved project implementation examples to increase women’s productivity
ISG (PSPS)	Göksu Taşeli Watershed Development Project GEN 1 Updated to GEN 2 after Gender Screening	<ul style="list-style-type: none"> • Aim to reduce rural poverty by supporting economic diversification through value chain development and sustainable natural resource management, with IFAD support • A team of sociologists were recruited by Ministry of Agriculture and Forestry (MAF) in the project team and were designated as GFPs as an outcome of close collaboration with GEA in the preparation of all project documents and strategies • A Gender Strategy and Action Plan for the project is being developed in collaboration with GEA

		<ul style="list-style-type: none"> • A gender expert will be recruited to ensure the implementation of the Action Plan in the field, to identify training needs, follow up the gender dimension of project reports and documentation • Project aims to incorporate a gender aspect all throughout, in all its planning, implementation and exit stages. • A project report was reviewed by a MAF expert recently, who stated that no gender dimension was incorporated. While this shows the need for more elaboration of the gender aspect of the project, this exercise in itself was found to be very positive by the project team as it clearly shows the contribution of project to raising the awareness of its partners and the need to look at project activities and to different outputs of the project with a gender lens.
ISG (PSPS)	Future Lies in Tourism Sustainable Tourism Support Fund (2012-2017) GEN 1 Updated to GEN 2 after Gender Screening	<ul style="list-style-type: none"> • Objective to provide local tourism actors and NGOs with guidance, tools and resources to strengthen their capacities in order to contribute to the sustainable tourism development through partnerships with public and private institutions • Aims to develop tourism through grant programmes for CSOs and universities. 3 grants are awarded each year with implementation of new gender-specific criteria in the selection process. Successful applicants receive gender equality training. • Through grant implementation at local level, participation of women in labour market, income generation and women’s empowerment are supported. Women-led sustainable tourism development is encouraged • A grant project in Kuyucak established a women’s cooperative in lavender business. Now Migros only purchases lavender from members of the cooperative, as a good practice related to project • There are plans to establish a Women in Tourism Platform in 2019, aiming to encourage women to share experiences and develop communication channels among them, for which private sector support will be provided
ISG (PSPS)	Innovations for Women's Empowerment-Phase 2 GEN 3	<ul style="list-style-type: none"> • Phase 1 of the project involved the establishment of Argande brand, produced in ÇATOMs by women and sold by Mudo, Morhipo, etc. As a result, Koton started to realize part of its production through ÇATOMs as a corporate social responsibility example. • Placed particular emphasis on not making women work as cheap labour, with price balances arranged for the advantage of women • Component 1: increasing socio-economic capacity of Syrian and host communities. Work in this component involve mapping of women-focused production centers, needs-assessment of those and purchase of necessary equipment. The aim is to expand the stakeholders beyond Koton and developing inclusive business models for women. Vocational training and basic life skills training will be provided for women, along with a micro-grant programme aiming at promoting innovative areas of women’s work • Component 2: promotion of social cohesion and integration between the two groups, by provision of training and workshops for Syrian and local women working in ÇATOMs. Workshops are planned in a way to enable women to reveal their inner worlds by communicating with each other. The project is being implemented in Mardin, Şanlıurfa, Kilis, Gaziantep and Hatay. Women’s needs in terms of childcare will also be considered. Gender and psychological support will be provided in cohesion activities • Component 3: pilot studies involving elderly care centers and youth centers, also including activities targeted at youth with disabilities. Gender-awareness trainings are planned for the youth. A volunteer programme in collaboration with TEG Project is designed, so that engineer girls will come to the region and spend 1-2 weeks with women in ÇATOMs, supporting in terms of software and online sale.
IDG	Support to the	<ul style="list-style-type: none"> • GEN2 project, whose main objectives include to enhance the capacity of

	<p>Improvement of Legal Aid Practices for Access to Justice for All in Turkey (SILA Project Phase I) (2015-2019) GEN 2</p>	<p>attorneys practicing legal aid for disadvantaged groups, and to underpin legal aid needs and improve services in 5 Southern border provinces of Turkey (Gaziantep, Hatay, Kilis, Şanlıurfa and Kahramanmaraş)</p> <ul style="list-style-type: none"> • Disaggregated data was collected through the updated automation system, which will also generate statistics of vulnerability types and number of women applicants • Capacity development of lawyers practicing legal aid was provided by specific trainings on how to approach women and other people subjected to violence in order to prevent further trauma • Lawyers were equipped with skills to provide women clients with proper consultancy to overcome obstacles throughout legal processes • In 5 provinces, it was determined that both refugee and host community women were affected by continuous violence including human trafficking, irregular migration, child marriages and gender based violence. Needs of women and girls were assessed and policies were developed • Women empowerment was found to be necessary as women had limited access to justice and legal aid. To ensure this, correct consultation was crucial for lawyers. Quality consultation and knowing how to assess and analyze vulnerable cases empowered women. • Women and girls are subjects to violence in south-eastern provinces of Turkey, which are affected most by the refugee influx. This necessitated an assessment of problems faced by women and girls to ensure development of correct policies. • Awareness-raising among women subject to violence for accessing justice and legal aid is an important outcome • SILA was a GEN2 project, as its main objective was to develop the capacity of justice sector employees, such as bars and lawyers. • Phase 2 (ILAP) is a GEN3 project, which directly aims at promoting gender equality, and which collaborates with women’s NGOs in order to establish ŞÖNİMs across 7 cities, as an extension of the Gelincik Project, which aims to provide legal aid and counselling to women who have been subject to violence. A gender expert is already involved. • Field visits have been conducted to 7 cities (Samsun, Nevşehir, Denizli, Balıkesir, Mardin, Antalya, Rize) to identify places to establish ŞÖNİMs in a way not to trigger trauma, to hold meetings with provincial security directors, gendarmerie, governorship, MFLSS provincial directorates, women’s NGOs and to conduct situation analysis. • A Gender Equality Action Plan has been prepared to follow up implementation in 7 cities, with the feedback of GEA
<p>CCE</p>	<p>Integrated Approach to Management of Forests in Turkey, with Demonstration in High Conservation Value Forests in the Mediterranean Region (2013-2020) GEN 1 Updated to</p>	<ul style="list-style-type: none"> • Project activities to support women in socio-economic terms; several activities targeting GDF to improve its gender-sensitivity • A study on socio-economic analysis of forest villages contained gender-related questions and yielded a significant gender assessment, including the perspectives of women and men across all the statistics and offering a differentiated analysis of the 24 hours of women and men in forest villages • CO and GEA have contributed to this first ever forest village level socio-economic study to adopt a gender perspective • During fire prevention trainings in 50 villages at 5 pilot project sites, women were encouraged to participate in the training programs and they have actively been involved in the trainings even in the evenings. • A grant scheme to be launched on eco-tourism and non-wood forest products, which will be designed in a gender-responsive manner based on the findings of the socio-economic study • Awareness raising activities held with Women’s Basketball team of GDF to the UN 16 Days of Activism Campaign

	GEN 2 after Gender Screening	<ul style="list-style-type: none"> • Production of a short video and article focusing on a women forest manager in Turkey • The Project is expected to contribute to advance gender equality efforts and to change behaviors of men against women in the forest villages • More gender responsive and inclusive implementations in the project activities especially regarding eco-tourism and non-wood forest products
CCE	Addressing Invasive Alien Species Threats at Key Marine Biodiversity Areas (2018-2023) GEN 2	<ul style="list-style-type: none"> • Objective to ensure resilience of marine and coastal ecosystems through strengthened capacities and investment in prevention, detection, control and management of Invasive Alien Species • Gender issues were not found to be significant with respect to the impacts of IAS on native biodiversity (i.e. the development challenge does not affect men and women differently), but gender perspectives and gender mainstreaming elements have been incorporated into all aspects of the project design • A gender mainstreaming action plan has been developed and will be annually updated within the project implementation period. As a result of work with GEA, direct involvement of women’s fisheries cooperatives in the project was ensured • Women will be involved in the improvement of the enabling framework on biodiversity conservation relating to the management and control of marine IAS, and supported to incorporate gender smart solutions
SRR	Strengthening Social Stability in Southeast Anatolia Region Project (2016-2018) GEN 2	<ul style="list-style-type: none"> • Aims to contribute to the strengthening of social stability in the Southeast Anatolia Region through two main components. • Component 1: to strengthen livelihood opportunities for Syrian population and host communities through skills and competency development services as well as improved local value chains and local production ecosystems and infrastructures. • Component 2: to strengthen the municipal capacities on public services and create public areas/social zones. • Considers women as a disadvantaged group and aims at provision of dedicated competency development programmes mainly for women and youth. • Cooperates with the GAP RDA’s ongoing initiatives around ÇATOMs and youth centers. • Designed to deliver competency development programmes and social cohesion activities targeting specifically the needs of women and youth. • Component 2 aims at gender mainstreaming in municipalities, starting with situation analysis, and searching for ways to collaborate in terms of incorporating gender issues in their strategic plans
SRR	Turkey Resilience Project in response to the Syria Crisis: Adult Language Training (2018-2020) GEN 2	<ul style="list-style-type: none"> • GEN 2 project, with the objective to increase Turkish language skills and knowledge of Syrian women and men to facilitate their access to decent jobs and income generation opportunities • The Project specifically targets women and aims to ensure gender disaggregated data and analysis. A gender expert will be recruited to ensure gender sensitive outreach, awareness raising, targeting and delivery of the training and overall monitoring of the Project. • The aim is to encourage Syrian women to partake in social and economic life in Turkey and have better access to public services; as well as facilitating their labour market access through improved Turkish language skills. • The target number of trainees/beneficiaries of the Turkish language courses was planned at 52.000, of which at least 50% would be women. A similar target of 50% was also put for trainers. Both of these have been already reached. • A needs assessment has been conducted for HEMs, where the trainings are provided, which revealed their demands for children’s rooms and childcare facilities in terms of (1) equipment support, (2) payments for personnel. Since the latter was not foreseen in the project, there are efforts to address this.

		The project is implemented across 53 HEMs, while 27 required support for childcare facility. The rest were either uninterested in providing such services, or already has such facility within their premises
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VII. KEY CHALLENGES AND AREAS OF RESISTANCE

In this section, the main challenges and areas of resistance faced by the different Portfolios / Programmes will be examined, with a view to identifying possible ways to overcome through recommendations provided in the final section.

The ISG Portfolio management underlines internal challenges as one of the significant points of resistance, in that while progress has certainly been achieved in terms of integrating gender issues in all aspects of the Portfolio’s ongoing work, the implementation aspect remains relatively weak. There is the inherent risk in the process that ‘things are done just in order to be done’, i.e. as a checklist to be completed for each project. While this points to the need for more steps to ensure internal transformation, and it is underlined that it takes time to internalize this process, the resistance shown by counterparts can also constitute an important challenge. For instance, in its work with OIZs, the Portfolio aimed to integrate a strong gender dimension, but only a few of them were agreed with the Ministry of Industry and Technology, which showed strong resistance against including gender as a separate section in the White Paper. Moreover, the former Ministry of Development (now Presidency Strategy and Budget Directorate) which was the counterpart of the Total Factor Productivity Project, reacted to a special report on the links between TFP and SDGs, which underlined the positive impact of increasing female employment on economic growth, in that its gender dimension was too much pronounced. This has led the project team to revise and simplify the content of the report with the GEA, which was found to be challenging and which has led to problems in terms of the public dissemination of the report. While the attitudes of some Ministries (i.e. Ministry of Tourism) are found to be more sensitive, it is reported that in the current political context, particularly public sector partners may even resist to the concept of ‘gender equality’, and replace it with ‘equality between women and men’, and even ‘gender justice’, which is particularly worrying in terms of its implications for reversing the gains obtained in the struggle against gender inequality with its biological and religious emphasis on men’s and women’s roles. Some of them, even those focused on women, sometimes show resistance to the use of ‘women’ instead of ‘lady’, whereas local partners, rather than policy-making institutions, have less distance to the issue. Regional development agencies and civil society are thus found to be more sensitive, with certain transformation in perception and capacity.

For the IDG Portfolio, what is missing in the current picture, compared to the past, are projects specifically focusing on gender-mainstreaming, which were previously conducted by the Portfolio. For instance, the IDG Portfolio had successfully accomplished a programme involving equality action plans, equality commissions and local participation of women through the Women Friendly Cities Project implemented jointly with UNFPA in 2006-2015, which provided significant best practice and knowhow on involving women in various processes. While the current projects lack such specific focus, the knowhow of the Portfolio is significant and can be easily deployed for such projects and activities. Accordingly, what is needed in the current context is political support to develop this knowhow, particularly through funding agencies which support this kind of action (which mainly involved the EU at the time, with its strong prioritization of the issue; and which can now involve SIDA whose new strategy document is expected to involve gender and local governance), and to revive the awareness of beneficiaries. The new presidential system in Turkey has implied changes in terms of governance structures, investments and infrastructures, which has also significantly affected the Portfolio as it was previously engaged with policy-level work with clearly defined partners such as the Ministry of Home Affairs. But the change of the structure of the Ministry, and its engagement predominantly in security issues in the current context, implies a challenge for the Portfolio to cooperate in gender-related issues, although collaboration continues in issues like border governance. Still, the IDG Portfolio has certainly got this item on its agenda, and waits for the system to settle down in order to proceed with

this agenda. The establishment of a Local Administration DG within the Ministry of Environment can be fruitful, but the mandate of the DG for now is rather operational, aiming to improve the services of municipalities. Therefore, it remains to be seen whether the new DG will address gender issues, and when, since currently there are uncertainties as to the potential counterparts and beneficiaries of gender-mainstreaming projects.

One of the most pervasive challenges identified by the CCE Portfolio involves lack of sex-disaggregated data in their areas of work. While the Portfolio puts every effort in collecting such data in the M&E processes, the public counterparts do not collect sex-disaggregated data. In their areas of work, for instance the General Directorate of Forestry keeps data on credit receivers, which are almost exclusively men. However, data on the beneficiaries is needed to see the real impact of interventions, and the Portfolio aims to overcome this by incorporating such data collection in the project design.

Another important point of resistance concerns lack of knowledge and awareness on gender issues, how gender is incorporated in all aspects of work on CCE. This is in part created by the UNDP staff themselves, in terms of non-awareness on existing UNDP tools that are in fact widely available. The lack of knowledge and awareness of the public sector, the local level, as well as the field also points to same problems. For instance, in the preparation of National Climate Change Report mentioned above, the Portfolio team wanted to include a special section on gender equality, which was rejected by the Ministry on the grounds that they already included what was necessary and that this was exceeding the minimum requirements of the Report.

The SRR Programme works with the DG Productivity of the Ministry of Industry and Technology for its livelihoods component. The management underlines that the attitude of their public counterparts, who are mainly in a learning process, is not so much institutional as it is personal, and some of them have strong stereotypes, due to the nature of work conducted in the Programme. For instance one of their contacts stated in a meeting that women can be employed in OIZs as there is a canteen there. This shows that while the importance of involving women has been understood, the stereotypes on women's work still continue and it is not easy to change mindsets. Still, local counterparts can be much more sensitive in this respect, like the Gaziantep Chamber of Industry, which is planning to establish a women's entrepreneurship center. While there are problems in the field, such as men and women not wanting to eat in the same cafeteria, the team tries to develop strategies to overcome such resistance, thinking that what is important is to guide women. What is more challenging is to induce the transformation in Syrians, which shows many aspects in employment, language trainings etc.

The SRR Programme also stresses that gender is a very popular concept, but what is understood by gender differs widely. The counterparts have the intention, they want to know more about the issue, but UNDP responsibility is to be persistent in pursuing this agenda and make it clear what is meant by gender. Unfortunately, it is emphasized, most of the counterparts are also men, so that they try to convince men in order to make decisions concerning women. This can be all the more challenging since they want to keep good relations with the government and this imposes a limitation. Still, they repeat the importance of the issue in all meetings and occasions with their counterparts, and while there is no significant resistance, there is not much understanding of the issue either. Certainly, it depends on the partners themselves. The Programme has broad collaboration with the private sector, which are the real creators of jobs in relation to the Syrian crisis. A significant majority of them is large firms which are TÜSiAD members, and these are found to have very high awareness on the issue. This shows the importance of approaching the counterparts in a tailor-made fashion.

What these examples show is that even the most high-level partners can show great resistance to gender issues, which may result from their internal dynamics or little importance they give to the issue. An important factor in the resistance concerns the fact that the majority of high-level bureaucrats and managers in both public and private sectors are men. Also, the recent larger context on gender equality

in Turkey can be an important factor in this respect, which may lead counterparts to be unwilling to come to the fore with such an agenda. There appears, therefore, the need for developing new strategies by the UNDP to approach its counterparts and stakeholders in the current socio-political context. The respondents underline that the advantage of the UNDP, in this context, is to be able to express the issue of gender in a simple and concrete way, and to work hard to put this item on the agenda of institutions. Even if the counterparts may not internalize it, the advantage is to go to them with a gender-sensitive design. The impartial and persistent attitude of UNDP is therefore found to be of utmost importance.

To sum up the findings of the report, the following key challenges and resistance points have been identified, with a view to developing recommendations in the final section:

- **Gender mainstreaming:** While significant progress has been made in terms of gender mainstreaming of all projects and programmes, it is emphasized that the implementation aspect, as well as monitoring and evaluation, and impact assessment remains weak. Many projects, while they do not have gender considerations in their design, have brought to the fore important gender aspects during implementation. Therefore, while some projects in this programming period were not subject to gender screening, they nevertheless displayed significant gender dimensions in implementation, which necessitated a revision and reconsideration of their objectives and implications.
- **Relations with counterparts, donors, other UN Agencies:** Related to the point made above, the visibility of the internalization and ownership triggered by the GES process from the outside (i.e., counterparts, other UN agencies, etc.) remains rather weak, and the internal transformation may not be well reflected to external stakeholders. The ownership of counterparts and stakeholders is also crucial and mechanisms should be developed to integrate the gender aspect more in various partnerships.
- **Lack of data:** Another challenge concerns smart indicators, that are often difficult to measure and there are serious problems with data collection. There are various issues, like violence against women, which are very sensitive and on which the availability of data is very limited. The difficulty of collecting data is expressed by many projects, due to sensitive nature of issues involved, but also the mandate of state institutions on data collection. If a Ministry does not provide data on a certain issue, then what the UNDP can do becomes a significant area of concern. Also, gender equality in itself is becoming more and more challenging and ambiguous in the political context of Turkey, which affects the existence and quality of data, and hampers the quality and effectiveness of M&E practices.
- **Gender trainings:** Most of the respondents, particularly at the project level, emphasize the repetitive nature of the trainings and the risk of hollowing out of the concept, turning it into a mere checklist, too much gender jargon, etc.
- **Lack of in-house capacity:** Although the GEA is much appreciated, the limitations of having only one person in charge of mainstreaming all projects and programmes, creating content and coordinating all the activities at the same time have been widely expressed.
- **Internalization, ownership and institutionalization:** The GES process has certainly increased the ownership and internalization of gender issues within the CO, but there are still significant challenges concerning the ownership and involvement of all staff in the process. The interviews have clearly shown that while the commitment and ownership of high-level management is remarkably high, the same may not be the case for lower levels, particularly project staff, who rather conceives it as a top-down process involving procedural requirements. Also, there are differences across Portfolios and Programmes.
- **Inter-Agency collaboration:** The interviews mostly demonstrated the confusion on the side of the counterparts, as to the role of various UN Agencies in the gender field, including UNDP, UN Women, UNFPA and ILO.

VIII. CONCLUSIONS

It is certain that the GES process has provided a crucial momentum for the internal review of the organizational structure of UNDP Turkey CO, its ways of doing things, its gender-focused initiatives within the CO, the methodology put in place by the GEA, as well as the gender aspects of all ongoing interventions. Triggered by its commitment to GES, the UNDP Turkey CO is well placed to take this process further and continue its efforts beyond. While the current social and political context in Turkey in relation to gender equality implies particular challenges, the UNDP has the capacity and commitment to work as a key actor in this context, and the largest programming actor in Turkey, developing innovative strategies and insisting to keep the issue high in its agenda. The analysis above shows that it has been successful in its efforts, as the CO staff from all levels appear to be supportive of this process and the counterparts and stakeholders express their recognition and appreciation of UNDP guidance on the issue. It is, however, crucial to ensure the sustainability of this process beyond the GES, and continue with this agenda in the future as a strategic objective. The below recommendations, building on the fieldwork conducted for this study, point to areas where efforts need to be concentrated in the next stage, with a view to capitalizing on this process and taking it further in the development work conducted by the Agency in Turkey.

IX. RECOMMENDATIONS

UNDP added value

In addition to its particular strengths mentioned above, UNDP is seen by its counterparts and stakeholders as a strong and comprehensive agency with a signature name in development issues. While the presence of UN Women implies that gender issues are rather exclusively addressed by the Agency, it is underlined that the UNDP has more of a gender perspective in all of its areas of expertise. What is found to be important by the CO staff is for everyone to focus on gender in all the work going on in the Agency. What makes the UNDP different than other agencies, as it is stressed by the CO staff and counterparts alike, is its power to unite and integrate different parties as a **‘convening power’**.

Moreover, what constitutes the particular strength of the UNDP in Turkey is its **‘horizontal’ approach** towards its partners. While the EU, for instance, is often perceived as a more ‘imposing’ partner, teaching what needs to be done, and forcing to integrate certain issues like gender, it is emphasized that UNDP is much more engaged with institutions, has much closer relations, even joint offices in many cases, which gives the Agency much more power to influence the counterparts through **peer-to-peer, rather than top-down relationships**. Also, UNDP is everywhere, it has connections with all counterparts, from the GAP Administration, to municipalities and ministry units, with which it has been in collaboration for years. It therefore gives the Agency the advantage of influencing the counterparts more easily, without having to impose from above, but rather ‘guiding’ them, assisting them in reaching their objectives. The power of UNDP comes from its strong and close collaboration with the state, since it is perceived by the counterparts as ‘whatever the UNDP does, it should be in line with the state’s strategies.’

The strategic advantage of UNDP in terms of gender issues gains importance in this respect, as other agencies with a mandate on gender issues also operate in the field. While UN Women, for example, is involved in projects promoting women’s participation in politics, the added value of the UNDP appears to be at the **intersection of governance, private sector, environment and gender equality**, which should be placed more emphasis in the upcoming period. The UNDP, through its strong connections with government counterparts, can play a significant role in shaping policies by developing models in this respect.

The UNDP can thus consolidate its role as the ‘convening power’, its capacity to influence macro-level policies, and its horizontal approach in gender issues, by bringing all parties together in this respect and encouraging wider collaboration. Availing of its coordinator role, it can provide added value by

mobilizing all UN agencies, particularly UN Women, and a variety of public and private counterparts, civil society, academia and the media, to create a **'gender coalition'** by strengthening the links between various actors and creating a joint platform for action.

Integration of gender issues in the next CP

As it is emphasized by some of the respondents, the current CP (2016-2020) covers gender issues in a separate chapter, while it would be of utmost importance to **integrate gender across all programmes as a cross-cutting issue** with specific targets and indicators, in line with the new UNDP approach. This would also enhance the internalization process within the CO, and emphasize UNDP's role as a key actor in gender mainstreaming, as well as its role in promoting the GES process across the public and private sectors.

Another point concerns the need to develop more **gender-focused projects**, which is an issue that was high on the political agenda in the past, but now needs a new impetus. The Portfolios and Programmes express the will to design new projects in this area in the coming CP, with relevant targets and indicators identified, in order to keep the issue in the political agenda, and to ensure that the UN continues to give particular priority to women's empowerment and their participation in decision-making. It is also emphasized that to work on ensuring women's participation in decision-making processes should be given particular priority, as currently women's empowerment is widely understood as women's labour force participation in the public discourse, and there is the risk to contribute to the perception that when women are given jobs, there is no need for further efforts.

A better understanding and definition of target groups in the next CP is found to be crucial in terms of better identifying the challenges and observing the needs of the groups concerned. The new working method of the UNDP through the SDGs, incorporating the gender perspective, is expected to facilitate the work of staff in terms of implementing an integrated, comprehensive and non-discriminating outlook, which would make it possible to identify what is really missing on the ground.

Gender mainstreaming in implementation and follow-up

It has been underlined by some respondents that more emphasis should be placed on assessing the progress of individual interventions against the established targets and objectives, against the Gender Marker that was originally assigned, through tracking tools to be developed. The results of the projects are found to be crucial so as to assess what has been done in order to reach how many women. Most of the respondents, stressed the need to focus on the implementation of projects, rather than solely on their objectives and targets as implicated in the project design. Additionally, the follow-up of the projects and interventions in terms of their gender impacts remains an area that needs further attention. While economic impact is always considered, it is underlined that the **social implications remain under-explored**. There are numerous interventions in gender-related areas, as it has been underlined throughout this report, but it would be equally important to measure and assess what has been done in order to identify what needs to be changed. In that respect, a gender follow-up mechanism appears to be crucial to consolidate the results of interventions.

It is underlined that while the CPD contains outputs that clearly have gender aspects, some of them do not have such clear connections. **Gender-segregated data** is crucial in this respect, but project managers should also take initiative to explain their teams that gender mainstreaming is not solely about the numbers of men and women. The M&E mechanism has very clear questions in this respect, including participation, decision-making, etc., but these are boxes to be ticked by all staff, not requiring a clear explanation of the process. The gender focus of reporting requirements also appears to be in need of strengthening, as these may be largely seen as procedural requirements involving ticking the boxes. Therefore, to ensure gender mainstreaming is not only about quantifiable data, but it should also include **narrative, qualitative aspects**, focusing on policy-making processes and more intangible elements of the interventions.

Role of UNDP towards its partners

It is important for the UNDP Turkey CO to play a key role towards its public, private and civil society counterparts in terms of gender mainstreaming, with a more policy-level programming in this respect, rather than project-based efforts. To carry this process towards the higher, i.e., policy-making, level would also increase the impact of the UNDP. One of the strategic advantages of the UNDP, as underlined by many respondents, is its close relationships with government partners, which gives it significant leverage in terms of influencing policies and developing models. It can therefore use this leverage in gender issues and concentrate on its role to **contribute to macro-level policy-making** through its interventions.

Acknowledging the challenging country context in which UNDP Turkey CO works, due to conceptual discussions around gender equality and increasing conservatism, it would be useful to consider **new ways of overcoming the resistance** of the counterparts, particularly from the public sector, through long-term strategies approaching them in several ways, developing tailor-made measures, insisting on the objectives by using alternative communication strategies, and developing more specific tools to attract their attention and help them consider what they are doing through the lens of gender. A strategy on language and communication has been expressed to be functional in this respect, i.e. to use concepts like 'equality between men and women', rather than 'gender equality.' While there may be certain risks associated with such strategies, it is crucial for the UNDP to continue persistently with its gender agenda and knowhow, and these may be useful to convince partners and other stakeholders on the importance of the issue. Moreover, instead of coming up with specific tools that are developed elsewhere and impose them on the counterparts and beneficiaries, it is important to **develop ways to involve** the latter in the process so as to induce transformation in the field. This involves an effective understanding of the target groups, as well as of the tools, mechanisms and the context that they can perceive as relevant for their needs.

It is underlined that the resistance of particularly public counterparts on gender issues sometimes affects the UNDP's work with international experts, who think that the bias can harm their work. However, it is important for the UNDP to continue its work in this area, particularly through showing **best practice examples** and positive attitude. The UNDP name is already found to be significant to overcome the distance, as the counterparts and other stakeholders know its position vis-à-vis gender issues, which creates a particular advantage. The Strategic Plan, the priorities of the CPD, all provide an important ground to express the UNDP's commitment to promote gender equality, and donors such as the EU and SIDA also have a significant position in this respect, which has certain effects on the counterparts' perceptions and overcoming their resistance.

Another important objective to be included in the next CP, also underlined by most portfolios, is **more collaboration with civil society actors**. It has been expressed that UNDP Turkey has lost its connection to women's movements and NGOs, and it would be crucial to look for ways to engage them in strategic dialogue as the largest Agency, involving them in ideas and activities. The inclusion of more CSOs, particularly women's organizations and local organizations working on gender issues in the different areas of work of the UNDP would be valuable in terms of ensuring their issue-specific and local knowhow to provide depth to the gender-related interventions of UNDP in Turkey. Also, it would be crucial in the current socio-political context of Turkey to **empower civil society** to participate in its interventions, as the collaboration between the former and the state has considerably weakened. The UNDP can therefore play a key role in empowering civil society and re-instituting their participation in decisions and policies concerning the society. Furthermore, it is emphasized that gender issues can be more integrated in the collaboration with local actors, so as to ensure their ownership. This is all the more important as it has often been emphasized in the interviews that local counterparts are much more gender-sensitive.

On the other hand, **private sector projects** should also be given priority, which would increase the visibility of the activities, and therefore have a transformative impact, as the TEG example clearly demonstrates. While collaboration with public bodies are crucial, emphasis can also be placed on direct implementation modalities with the private sector, particularly through smaller projects that would provide faster steps towards perception change.

A further need in the current context is to increase the **outreach to the media**, as the latter have a crucial role in relation to many issues that fall under the UNDP mandate in Turkey, among the most important of which is the Syrian refugee issue. More collaboration with the media would also help overcoming the current problems such as dissemination of disinformation and misinformation, hate speech and other challenges relating to freedom of expression in Turkey, while also significantly increasing the visibility of the UNDP.

Another issue that requires further attention, as it has been underlined by most of the counterparts and other stakeholders, is to ensure the **visibility of UNDP Turkey CO's commitment to GEWE** and the implications of the GES process within the CO towards its outside partners and stakeholders, including other UN Agencies. Many of the respondents outside of the CO do not show high awareness of what is going on within, and the strong internal commitment should be more reflected in the Agency's external partnerships. This would also be crucial to develop **external capacity** in GEWE issues.

New openings for gender interventions

In the upcoming programming period, it would be crucial to place more emphasis on **non-traditional and innovative areas of success**. In addition to the traditional areas of UNDP expertise, such as women's economic empowerment and participation in decision-making processes, as well as its growing experience on SDGs, justice system, environment and governance issues, it would be crucial to exploit the potential revealed by certain interventions in the current programming period, including those related to CCE in areas such as forestry, fisheries and chemicals, legal aid practices and access to justice, inclusive business models for women in industry and women in the private sector, as well as gender-sensitive humanitarian response, which have proved to be areas where innovative initiatives have been put in place, and which constitute the particular strength of the UNDP as a unique international player. Particularly regarding the private sector, the next step may involve more work with SMEs, which are in the supply chain of large corporations, and are crucial to reach. It is emphasized by the UNDP stakeholders that it can also play a key role in issues such as freedom of expression due to its close relationship with the government, which constitutes a particular advantage.

Inter-portfolio collaboration

The importance of collaboration across the different portfolios and programmes have been underlined in the interviews. For example, the IDG Portfolio stated that when the ISG Portfolio launches a development project, it could be a good idea to design a governance process there and to ensure that it is sensitive. Similarly, a simple work on climate change in a district could involve identifying small-scale projects for women neighbourhood representatives (muhtar) and building superintendents to encourage climate change-related measures at home. It would be important to do **crosscutting work on gender** like this, as the success of UNDP would depend on both going local as well as going to the bottom, supporting interventions with bottom-up practices; that is, opening the policy vision of Ministries, while at the same time increasing **grassroots best practices**. Inter-portfolio work, an example of which involves the design of the LAR Project to develop the local governance model jointly between the IDG and ISG, would therefore be key to consolidate the impact of large-scale projects. The SRR Programme also underlines the importance of inter-Portfolio collaboration. Since it is not amongst the priority areas of intervention of UNDP, i.e., the remaining three Portfolios, the SRR management states that they make a real effort to integrate their activities into the areas of work of the three Portfolios. For instance, it is found to be important to think about ways to integrate the activities with metropolitan municipalities into good governance practices, or to involve refugees in

the inclusive business models that are being developed by other Portfolios. Along this line, the SRR Programme is now implementing a project on energy efficiency with the CCE Portfolio.

Inter-Agency collaboration

The new method of the **One-UN System focusing on the SDGs** triggered an important reform process, bringing together joint teams under the UN umbrella, such as Results Groups, Working Groups and other joint action platforms led by Heads of UN Agencies with relevant mandate and capacity. However, it is underlined that the work of these inter-Agency platforms is not at the desired level in terms of promoting collaboration amongst Agencies, as well as their reports, meetings and discussions do not reach all staff, who sometimes express that they do not know what their role is in this process. It is therefore of utmost importance to disseminate this process to staff at all levels so as to promote their ownership and commitment, and thinking about mechanisms to promote more collaboration in these platforms. UNDP's leading role in the 3RP, for example, is found to be very positive in terms of jointly thinking about gender-sensitive humanitarian response, which can constitute an effective model that can also be extended to the Development component.

One possible way of proceeding, expressed by the respondents, is to promote collaboration between the UNDP and UN Women in gender issues, as UN Women also has such expertise and capacity. This is all the more important as the UNDP has a global MoU with UN Women to promote collaboration in identifying strategic areas. UN Women also finds it important to collaborate with UNDP, particularly at the local level and on issues such as gender mainstreaming in the SDGs' localization process. Similarly, it is underlined that support should be provided by the UNHCR to other Agencies in terms of the refugee issues. The competition between Agencies makes a negative impression amongst the counterparts and stakeholders, and therefore more collaboration and support among them would be crucial in terms of achieving transformative results. UNDP is the Agency that comes to the fore in the **private sector**, and the staff expresses that they are ready to provide all kinds of support to other Agencies, as the target group that is aimed is the same.

The GES for the Private Sector has recently led to increased joint meetings with other UN Agencies, which have similar programmes with the private sector, in order to share knowledge and experience on capacity-building activities they implement with the private sector, as well as to get to know each other's programmes better so as to project the **services provided by each Agency on a joint platform**. UNDP staff have recently taken initiative to promote joint work amongst agencies in their work with the private sector, as currently ILO, UN Women and UNFPA have their own collaborations with the private sector in their specific areas. What this means is that various UN agencies work with the private sector, with the potential to create confusion in the counterparts, as they use different terms and strategies such as 'seal' (UNDP), 'empowerment' (UN Women), 'score' (ILO), gender-responsive firm trainings (SRR Programme) etc., with different reporting requirements.

As gender equality is in the mandate of all agencies, the counterparts often express that they are already acting in this field with another Agency, most often with UN Women, and ask why they need to do more in this respect. UNDP's recent efforts in terms of coordinating the Agencies' activities with the private sector under the 'seal' umbrella is found by stakeholders to constitute a model which can be also extended to other areas. The UNDP therefore can take the lead to promote **a model for joint action in private sector** initiatives to scale up activities with private sector. This would be all the more important to guide their stakeholders and partners appropriately and effectively. Rather than competition, what is crucial is to enhance the collaboration among Agencies, to look for ways for working together to enhance gender equality and to create transformative results as organizations with significant capacity in this respect. It is important that efforts are joined among Agencies in the area of gender, as **a multi-disciplinary common action field**. A collective consciousness as a team, availing of the specific expertise of each other for a common cause, would be of utmost importance.

The UNDP, as underlined above, can avail of its coordinator role, and as the private sector initiative clearly shows, it can trigger participatory and collaborative practices among all Agencies.

Caution against ‘gender-washing’

It has been emphasized by most of the respondents that the achievements of UNDP in gender still bear the risk of emptying the real implications of the concept, and turning it into a checklist that the staff needs to complete while doing their daily business. The recruitment exams, interviews, project applications contain so many references to gender issues that might create a kind of desensitization amongst the staff, threatening real efforts to empower women and achieve transformation in the long-run. Another important resistance to overcome in this respect relates to the fact that, at the point that has been reached by the UNDP, gender has become an area of expertise for all, where all staff has the feeling of ‘knowing’ the subject, therefore not being willing to take part in further trainings and capacity-building on the issue.

Gender-focused training

It is emphasized that the new training programme (**Gender Equality Academy**) targeting all CO staff has been very useful and would benefit from being updated and provided regularly. Throughout the interviews, there were examples showing that the existing tools of UNDP may not be well known and put into use by staff, so **raising awareness on existing tools** and mechanisms also appears to be crucial to enhance the learning process of staff.

Many respondents have underlined that, not only awareness-raising trainings, but also gender trainings particularly focusing on programming, implementation, project design, and indicator design should be increased. While most of these are already provided, the fact that this has been often expressed shows that the impact of the trainings on the CO staff would certainly increase if they are designed in a more **innovative and experimental format, involving interactive workshops and labs, or new and more participatory training approaches** such as online gaming, providing hands-on examples of how staff can be more gender-responsive when planning project components or in meetings with stakeholders. This would provide a **dynamic learning environment**, particularly if they focus on practical areas of intervention and also include best practice examples from other countries. This would also contribute to the awareness-raising of particularly project staff, who sometimes indicate that they did not have necessary trainings to incorporate gender issues in all their activities at the project design stage, but that they realized the importance of the issue as significant aspects come up in the implementation, and that many of the already implemented activities could have immensely benefited from previous gender considerations.

Another point, also emphasized by many respondents both from the CO and from its counterparts, is to provide specifically **gender-focused trainings for counterparts** and other stakeholders involved in project implementation, as they often have significantly different ways of doing things. In this respect, it would be crucial to expand the gender-sensitivity trainings and awareness-raising trainings for counterparts, which are currently being conducted as part of certain projects, to all projects, especially at the kick-off stage, so as to ensure their commitment through all the different stages and to enhance their learning process. Another important point that emerges from the interviews is the counterparts’ need for UNDP guidance, particularly in terms of demonstrating **good practices from other country contexts**, as they are willing to learn from the actual implementation of particular gender-related interventions in other countries. It would be, therefore, of utmost importance to involve such modules on the gender-sensitivity trainings to be provided for partners.

Organizational culture

The UNDP Turkey CO has attained a good level in terms of gender parity, with 43% of its staff consisting of women. Moreover, women’s representation amongst senior staff, in decision-making positions, is remarkable and often expressed by respondents. The GES process is found to be motivating in terms

of putting targets and working to achieve them. It might be useful to put Portfolio and project-based targets at a more **micro level**, so as to motivate the achievement of transformative results and ensure an effective dissemination of the process to all staff. Also, it is important to put more efforts into gender-sensitive **communication within the CO**, through collaboration between the GEA and the Communications unit, as the latter can deploy its experience and knowhow with external communications and publicity to internal practices.

A matter that has come to the fore is that the UNDP performance criteria do not include gender questions at all levels of staff. It is argued that one's participation in gender trainings, for example, does in no way affect one's performance evaluation, and that the main evaluation for project managers is measured against how much funding s/he can deliver. While the performance criteria could not be obtained for this evaluation, it would be important to ensure that the **gender-focused performance criteria** are applied evenly across all levels of staff.

The positive discrimination policies of the UNDP are widely acknowledged by the CO staff, but **work-life balance policies** need to be better addressed, as it has been underlined that the specific needs of pregnant employees and those who have recently given birth need to be better responded to. In this respect, it would be crucial to ensure that there is a spacy and hygienic room for nursing or resting for female staff who are pregnant or who have recently given birth. While there is already a nursing room within the premises, this is found to be insufficient and too small by the staff. Arrangements for creche and daycare facilities, as well as study rooms or children's corners within the premises, as well as more flexible working hours, also appear to be significant needs as emphasized by a number of the respondents.

The different practices of UN Agencies in terms of work-life balance arrangements, in particular leave periods and childcare arrangements, are also highlighted by staff. For instance, maternity leave in UNDP is currently 4 months, while UNICEF provides 6-months leave for its employees. Home-based and flexible working practices are supported by some Agencies and not by some others. **A UN system-wide work-life balance policy of highest standards and quality**, rather than lowest common denominator solutions, would be crucial to ensure consistency. UNDP, within the scope of its strong commitment to the GES process, can take the lead in this respect, attaining highest standards in work-life balance issues and promoting this as a best practice. This would be all the more important for the UNDP CO to show that, while it is committed to pursue gender-sensitive practices and gender mainstreaming, it places equal importance to the implementation of this across the CO and to ensure the wellbeing of all its staff, thereby increasing its commitment and credibility.

Internalization, ownership and institutionalization

While the current impetus provided by the GES is found to be very positive, and the tools and strategies developed in this respect are found to be quite effective, many of the respondents also point to the importance of disseminating the process across all levels of staff, which would ensure a homogenous, standard approach all throughout the CO. The ownership of the high-level management of the GES process is crucial and, indeed, is the main trigger of the comprehensive transformation of the CO in the recent period. However, it is equally critical to expand it to the whole office, encouraging a **bottom-up process**. It has been observed that especially for project staff gender awareness may not be high, as some of them expressed that they had no idea where to mainstream gender, how to incorporate gender issues in their activities etc. The success of the GES process would depend on this more cautious, and qualitative, approach, rather than taking too fast steps to improve the global position of the CO on the dashboard.

It is also emphasized that, while high-level management, the GEA and GFP have opportunities to discuss the steps taken globally by the UNDP, or by the Headquarters, these are often not disseminated to project staff, who expects to be regularly updated. It has been underlined, particularly by the project

staff, that the GEA is rather engaged in working with the high-level management of the CO, inevitably so due to important processes like the GES and her very busy schedule. The project staff expresses the need to collaborate more with the GEA, through regular meetings at different stages of projects, especially in terms of assessing the progress made, which they currently are not able to do due to time limitations of the GEA. In that respect, a new structure which requires **regular and more frequent meetings between the GEA, GFP and project managers** at the different stages of all projects, which is not limited to awareness-raising, but also includes more in-depth treatment of gender-based programming and implementation, is found to be of utmost importance.

It is important to note that the internalization of the issue is not evenly distributed across the CO, both in terms of levels of seniority as underlined above, but also across Portfolios and Programmes. While some Portfolios, with all their project teams, show a strong ownership of and commitment to the process, some other show remarkably low levels of interest and awareness, which is an issue that needs to be addressed urgently. It has been several times underlined that the awareness within the CO may in fact be lower than that of its counterparts. A **standardized, homogeneous approach** would certainly increase the credibility of UNDP towards its partners, as well as providing an essential basis for the GES process.

Gender equality mechanism

Almost all staff across the different Portfolios and Programmes sees it as a unique opportunity to be able to get the **support of the GEA**, and underlines that not all institutions have such capacity. The current GEA is found to have a good command of all the programmes and projects; to know the sensitivities of institutions and issues, as well as the actors to be integrated in the projects and activities; to have put in place an effective methodology in the structuring of the CO during the GES process; providing numerous opportunities to think, learn and establish a different working culture in this respect, which is thought to be difficult for any new gender expert to be recruited. It is also underlined that she is always accessible, supportive, open and willing to cooperate, so that even under her new type of contract, she is consulted for all the cases that require her assistance. The respondents, both internal and external, almost exclusively acknowledge her contribution to the recent processes, and refer to her commitment and supportiveness all throughout. What this shows, however, is the importance of personal factors in the success of the recent initiatives, and ways should be considered to institutionalize this more within the CO structure.

On the other hand, the significance of **in-house gender expertise and capacity** is underlined by most of the respondents, and the new type of contract of the GEA is found to be insufficient in this respect. As gender advisors are usually employed on better contract types across the COs in the region, even smaller ones recruiting Gender Programme Managers, it is crucial to improve the position within the Turkey CO. Moreover, the day-to-day involvement of the GEA in the office on her previous in-house contract type was found to be crucial, as it provided the ability to see her on a daily basis and to invite her, for example, to next day's meeting. Also, the broad mandate of UNDP and its being the largest programming in Turkey make it crucial to ensure that a number of experts are present to create the content of interventions, as well as to promote coordination of activities. What is needed is to have an expanded in-house gender capacity, which is found to be indispensable to succeed in the GES process, as well as to gear the UNDP's work towards the achievement of SDGs. In-house capacity is underlined to be crucial for UNDP by external stakeholders too, particularly in terms of having a **strategic position** showing its commitment to the issue. A senior position, able to directly communicate with senior management, should be considered in this respect, for a specialist (not advisor or consultant) with high level contract and with exclusive responsibility on gender issues.

It is very frequently underlined that Portfolio-based gender experts, on the condition that they have practical connections with project managers, a good command on the projects' requirements, flexibility and knowhow as to what to add from a gender perspective, as well as technical and social

competences in the face of high pressure in terms of delivery, would be very effective in terms of strengthening the links between various projects and activities, and to share experience and best practice with other Portfolios and Programmes. Along with Portfolio Manager, an obligatory position to be named, for example, '**Portfolio Gender Associate**' is found to be crucial in this respect, to take the SRR Programme example and to be instituted through the resources of existing projects. While the differences between the resources, donors and counterparts of the Portfolios should be acknowledged in this respect, Portfolio / Programme Gender Associates, located between the GEA and Portfolio managers, having experience and knowhow on both gender issues and the specialization areas of the portfolios, would be crucial to share the workload of the GEA and to promote institutionalization.

All these arguments and examples point to the significance of considering the establishment of a crosscutting **Gender Equality Programme** within the CO, as it is also a priority outcome in the current CPD on an equal status with the three Portfolios, and it is highlighted in UNDP Turkey main activity areas. A Gender Equality Programme, led by the GEA as a senior-management position, and consisting of the Gender Associates / Experts of all Portfolios and Programmes, appears to be crucial to highlight the in-house capacity and commitment of the CO in its areas of expertise, promote inter-Portfolio collaboration on GEWE, and provide a sound organizational structure and support to its activities. Such an internal organization, as illustrated by COs in different country contexts, is crucial to ensure the gender mainstreaming of the programmatic aspects, at the same time as coordinating the gender mainstreaming of the CO. This will also be a critical step to institutionalize the commitment of the CO to the GES process and beyond, to increase the name of UNDP in Turkey as a key actor having a mandate on GEWE.

Summary of Recommendations

1. Intensify efforts to contribute to macro-level policy-making by developing models in areas of particular strength, at the intersection of governance, private sector, environment and gender equality, building on strong connections with government counterparts.
2. As a 'convening power', having capacity to influence macro-level policies, and a horizontal approach in gender issues, look for ways for mobilizing UN agencies and counterparts to create a 'gender coalition.'
3. In the next CP, consider integrating gender across all outcomes as a cross-cutting issue with specific targets and indicators, in line with the new UNDP approach, rather than as a separate section.
4. Efforts should be made to develop more gender-focused projects, which is an issue that was high on the political agenda in the past, but now needs a new impetus in the current political context of Turkey.
5. More emphasis should be placed on continuously assessing the progress of interventions against the established targets and objectives, against the Gender Marker that was originally assigned, and more focus should be given on the implementation level, as many gender implications emerge at this stage.
6. Place more emphasis on the collection of sex-disaggregated data through individual interventions, preferably by integrating such objectives at the design stage.
7. Develop questions to be put in regular reports to assess progress through narrative, qualitative accounts.
8. Consider new ways of overcoming the resistance of (particularly government) counterparts, through long-term strategies, approaching them in several ways, developing tailor-made measures, insisting on objectives by using alternative communication strategies, and developing ways to involve them in the process.
9. In the next CP, more collaboration with civil society actors is needed to revive the connections with women's movement and NGOs, as well as to empower civil society in the current socio-political context of Turkey.

10. More emphasis should also be placed on private sector projects, as a particular strength of the UNDP, which would increase the visibility of the activities. Direct implementation modalities should be considered in this respect, particularly through smaller projects that would provide faster steps towards perception change.
11. Consider ways to increase outreach to the media, particularly at the local level, so as to address problems of disinformation and misinformation, hate speech and other challenges relating to freedom of expression in Turkey, as well as to increase the visibility of the UNDP.
12. Increase the visibility of UNDP Turkey CO's commitment to GEWE and the implications of the GES process towards outside partners and stakeholders, including other UN Agencies, to enhance the external capacity of UNDP in GEWE
13. In the next CP, build on non-traditional and innovative areas of success obtained through this programming period, which constitute the particular strength of the UNDP, including:
 - a. those related to CCE in areas such as forestry, fisheries and chemicals
 - b. legal aid practices and access to justice
 - c. inclusive business models for women in industry and women in the private sector
 - d. gender-sensitive humanitarian response
 - e. private sector initiatives, including a focus on SMEs
14. Promote crosscutting work on gender at the inter-portfolio/programme level, to highlight the interlinkages between different areas of development work, and to promote grassroots best practices.
15. UNDP's leading role in the initiative on GES for the private sector and 3RP process should be developed as a model for joint action on gender at the inter-Agency level, and strategic areas of partnership with UN Women should be identified so as to promote inter-Agency collaboration and to project the services provided by each Agency on a joint platform.
16. Regularly update the Gender Equality Academy and ensure the participation of all CO staff, also placing more emphasis on existing UNDP tools and mechanisms, and including modules on programming, implementation, project design, indicator design and best practices.
17. Consider more innovative and experimental formats for trainings, involving interactive workshops and labs, or new and more participatory training approaches such as online gaming, to enhance a dynamic learning environment.
18. Provide comprehensive gender-focused trainings for counterparts and other stakeholders in all interventions, preferably at the kick-off stage, focusing on practical issues, fieldwork and best practices from other country contexts.
19. Consider establishing Portfolio and project-based GES targets at a more micro level
20. More efforts are needed in developing gender-sensitive communication within the CO, through collaboration between the GEA and the Communications unit.
21. Ensure that gender-focused performance criteria are applied at all levels of staff
22. UNDP, through its strong commitment to the GES process, should take the lead in attaining highest standards in work-life balance policies and promoting a UN system-wide work-life balance policy of highest standards and quality, rather than lowest common denominator solutions.
23. Ensure a homogenous, standard approach all throughout the CO, by disseminating the GES process across all levels of staff, encouraging a bottom-up process, but also focusing on programmatic level.
24. Institutionalize regular and more frequent meetings between the GEA, GFP and project managers at the different stages of all projects.
25. Improve in-house gender expertise and capacity by ensuring a more secure and in-house contract type to the GEA (or Gender Equality Specialist), placing the position as a strategic one within the senior level management, and involving more gender experts and advisors within the CO to share the workload in terms of gender-related coordination and programming.

26. Following the SRR modality, promote the recruitment of 'Portfolio Gender Associates', to be placed between the GEA and Portfolio Managers, having experience and knowhow on both gender issues and the specialization areas of the portfolios
27. To promote institutionalization, consider establishing a crosscutting Gender Equality Programme, as a priority outcome in the current CPD on an equal status with the three Portfolios, to be led by a senior Programme Management position, and consisting of the Gender Associates / Experts of all Portfolios and Programmes.
28. Extend the GES process beyond its lifetime by ensuring continuous and consistent commitment of the CO.

ANNEX I. LIST OF RESPONDENTS

Senior Management / Advisors

1. Seher Alaçacı – ARR, 14 May 2019
2. Gökçe Bayrakçeken Tüzel – Gender Equality Advisor, 14 May 2019 / 17 June 2019
3. Leontine Specker Turhal – Senior Resilience Advisor, 20 May 2019
4. Zeliha Aydın – Legal and Human Rights Specialist, 27 May 2019
5. Bharati Sadasivam – Team Leader, Gender Equality and Women’s Empowerment, Istanbul Regional Hub, 29 May 2019
6. Barbora Galvankova – Programme Specialist, Istanbul Regional Hub, 12 June 2019
7. İdil Ceylan – SRR Gender Expert, 14 May 2019

Portfolio / Programme Managers

8. Nuri Özbağdatlı – CCE Portfolio Manager, 29 April 2019
9. Pelin Rodoplu – ISG Portfolio Manager, 30 April 2019
10. Bülent Açıkgöz – ISG Portfolio Manager, 8 May 2019
11. Burçe Dünder – SRR Programme Manager, 9 May 2019
12. Sezin Uzkent – IDG Portfolio Manager, 14 May 2019
13. Hansin Doğan – Private Sector Programme Manager, 27 May 2019

Project Managers / Staff

14. Bahtiyar Kurt – CCE Cluster Lead, 30 April 2019
15. Ceyda Alpay – ISG Project Manager, 30 April 2019
16. Orhun Yurtvermez – IDG Project Manager, 2 May 2019
17. Muhyettin Sirer – ISG LED Projects Coordinator, 8 May 2019
18. Arzu Karaarslan Azizoğlu – ISG Project Manager, 8 May 2019
19. Aslı Çakın Dağlı – ISG Project Manager, 8 May 2019
20. Büşra Çelik – ISG Project Manager, 8 May 2019
21. Deniz Çiftçi Arslan – ISG Project Manager, 10 May 2019
22. Halil Can Emre – SRR Project Manager, 10 May 2019
23. Ezgi Arslan – SRR Project Manager, 10 May 2019
24. Tuğçe Söğüt – SRR Project Manager, 10 May 2019
25. Ceren Koçoğlu – SRR Project Associate, 10 May 2019
26. Okşan Gürtuna Haliloğlu – SRR Project Manager, 14 May 2019

Other Programme and Operations Staff

27. Bahar Paykoç – Communications, 30 April 2019
28. Öykü Uluçay – M&E Analyst, 20 May 2019
29. Esra Ulukan – RBM Associate, 20 May 2019
30. Pınar Konay – Human Resources, 20 May 2019

Counterparts

31. Saliha Akbaş – Tarım Bakanlığı, 16 May 2019
32. Mehmet Koç – Orman Genel Müdürlüğü, 11 June 2019
33. Güler Özdoğan – KSGM, 11 June 2019
34. Yıldray Lise – Doğa Koruma Merkezi Vakfı, 11 June 2019
35. Murat Yalkın – Türkiye Barolar Birliği, 12 June 2019
36. Gökçe Bahar Öztürk – Adalet Bakanlığı, 13 June 2019
37. Şeyma Adıyaman – LİMAK, 13 June 2019
38. Can Alkan – İŞKUR, 14 June 2019

UN Agencies and Donors

39. Zeynep Başarankut Kan – UNFPA, 29 May 2019

40. Özgür Tek – SIDA, 12 June 2019
41. Zeliha Ünaldı – UN Women, 14 June 2019

ANNEX II. SELECTED BIBLIOGRAPHY¹

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¹ This section only contains major UN, UNDP and UNDP Turkey documents consulted for this Evaluation. Project documents, monitoring and financial reports, evaluations, key project outputs, strategic partnership documentation, strategy, HR, LPAC related documents (minutes and checklists), ProDoc appraisal, communications strategies, annual work plans, knowledge products, web sites, regular reports, etc. have also been reviewed for all Projects referred to in relevant sections of the Evaluation