

UNCT Turkey

## **Gender Scorecard**

UNCT Performance Indicators for  
Gender Equality and Women's Empowerment

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## Acknowledgements

This report is the result of an activity that started in late July 2015 and finalized in late September 2016. The initial desire was to complete the Gender Scorecard before finalization of the United Nations Development Cooperation Strategy (UNDCS) 2016-2020 of Turkey; this was because the original intention had been to integrate the scorecard results into the June draft of the UNDCS 2016-2020.. However, the scorecard study was scheduled for August and September and the deadline was subsequently extended until the end of November due to scheduling challenges. In December 2015 the UNDCS 2016-2020 was signed by the Turkish Government (GoT) and the UN system in Turkey and the scorecard has been delayed to include the annual Joint Work Plans of the UNDCS that were completed in June 2016.

I would like to express my gratitude to the numerous UN Country Team (UNCT) members interviewed, and members of civil society organizations. They all contributed to this exercise as far as their workload permitted and provided valuable analysis and insights in relation to gender mainstreaming, both within their particular areas of work and in the UN system in general. Their sincere reflections, especially in relation to the gender capacity questions have been very useful in developing a wider perspective on the connections between gender mainstreaming and institutional and organizational development.

The Gender Scorecard is not a mandatory exercise and therefore requires the willingness of relevant parties. The commitment shown by the UN Resident Coordinator and the UN Women Representative, the latter as the Chair of the Gender Theme Group, in creating and enabling an environment for this study have been invaluable.

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## Acronyms

CCA	Common Country Assessment
CEB	United Nations System Chief Executives Board for Coordination
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CEOWM	Committee on Equal Opportunity for Women and Men - <i>Kadın Erkek Fırsat Eşitliği Komisyonu (KEFEK)</i>
CSO	Civil Society Organization
DGWS	General Directorate on the Status of Women - <i>Kadın Statüsü Genel Müdürlüğü (KSGM)</i>
ECOSOC	Economic and Social Council
GEEW	Gender Equality and Empowerment of Women
GFP	Gender Focal Point
GSC	Gender Scorecard
GTG	Gender Theme Group
FAO	Food and Agriculture Organization
HoA	Head of Agency
HQ	Headquarter
ILO	International Labour Organization
M&E	Monitoring and Evaluation
MFSP	Ministry of Family and Social Policies – <i>Aile ve Sosyal Politikalar Bakanlığı (ASPB)</i>
MTR	Mid-Term Review
NGO	Non-Governmental Organization
RBM	Results-Based Management
RC	Resident Coordinator
SWAP	System-Wide Action Plan for the implementation of the UN CEB policy on gender equality and the empowerment of women
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDCS	United Nations Development Cooperation Strategy
UNDG	United Nations Development Group

UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
UNSSC	United Nations System Staff College
WHO	World Health Organization

## 1. Introduction

The United Nations (UN) Gender Scorecard is a standardized assessment of the effectiveness of gender mainstreaming processes at the country level throughout the United Nations Development Assistance Framework (UNDAF) cycle. Prepared by the United Nations Development Group (UNDG) in 2006, the Gender Scorecard was created with the aim of a) creating a common understanding of how to apply gender mainstreaming in UN operational activities, b) holding the agencies and UN Country Teams (UNCTs) accountable and c) setting a minimally acceptable performance standard to support gender equality across agencies and the UNCT. Through an agreed set of indicators that can contribute to stronger guidance and accountability, UNCTs are offered the chance to assess their performance and to identify gaps and progress across the system. In particular, the key objectives of the exercise, according to the “United Nations Country Team (UNCT) Performance Indicators for Gender Equality Users’ Guide” (2008), are to:

- Assist the UN to assess the status of gender mainstreaming performance against minimum standards and to stimulate a constructive dialogue within the UNCT about the current status of support for gender equality and women’s empowerment;
- Identify successes and best practices toward fostering gender equality;
- Highlight shortcomings and challenges with achieving gender equality;
- Encourage stakeholder dialogue and deepen understanding of the value of gender equality results; and
- Outline steps to facilitate a more comprehensive mainstreaming approach among UN and partner agencies.

As one of the evaluation tools, the Gender Scorecard evaluates processes rather than results<sup>1</sup>. The UN system can only be accountable for its processes, while the results depend on the collective effort of numerous actors and stakeholders. However, in order to highlight the function of the Gender Scorecard as a UNCT-wide tool the table below compares it with the System Wide Action Plan (SWAP), which focuses on the individual agencies. It is useful to think about the differences and similarities between these tools

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<sup>1</sup> Other UN gender mainstreaming tools are UN SWAP, UN Development Programme (UNDP) Gender Seal for Country Offices, and International Labor Organization (ILO) participatory gender audits.

since their focus illustrates the difference between the work of individual agencies and the UNCT as the leading organ that represents the UN system in a country as a whole. Interestingly, the interviews showed that the acronym “UNCT” only conjures up the group that is comprised of the Heads of Agencies rather than this large body of operational staff of the agencies with a presence in Turkey. In order to adopt the practices of “Delivering as One<sup>2</sup>” the first step might be to put in place better awareness of accountability at the UNCT level.

	<b>Gender Scorecard</b>	<b>UN-SWAP (System Wide Action Plan)</b>
<b>Focus</b>	Joint processes and institutional arrangements within the UNCT.	Corporate processes and institutional arrangements at the individual entity level.
<b>Content, Performance areas &amp; indicators</b>	<p>8 performance areas:</p> <ol style="list-style-type: none"> <li>1. Planning</li> <li>2. Programming</li> <li>3. Partnerships</li> <li>4. UNCT capacities</li> <li>5. Decision-making</li> <li>6. Budgeting</li> <li>7. Monitoring and evaluation</li> <li>8. Quality control and accountability</li> </ol> <p><b>22 Performance Indicators:</b> focusing on joint processes at the country level: the CCA; development, content and quality control of the UNDAF; joint programming and programs; partnerships; UNCT support to national priorities, effectiveness of programs and aid delivery, UNCT decision making; capacity development through the UNCT; UNCT resource allocation and tracking; monitoring &amp; evaluation.</p>	<p>6 performance areas:</p> <ol style="list-style-type: none"> <li>1. Accountability,</li> <li>2. Results Based Management</li> <li>3. Oversight</li> <li>4. Human and financial resources</li> <li>5. Capacity</li> <li>6. Coherence, knowledge and information management</li> </ol> <p><b>15 Performance Indicators:</b> focusing on the central strategic planning document and articulated corporate policy for Gender Equality and Empowerment of Women (GEEW); results based management; gender architecture and organizational culture as well as tracking and allocating human and financial resources; evaluation, audit and oversight including reporting; gender capacity development and knowledge sharing and coherence.</p>

<sup>2</sup> Despite not being officially designated as a Delivering as One (DaO) country, UNCT Turkey tries to adopt the practices of DaO.

<b>Reporting</b>	Implemented and followed up by the UNCTs. Not mandatory. Linked to the UNDAF cycle.	Mandatory self-reporting by the entity Headquarter (HQ), drawing on Regional and Country input as relevant. Agencies' HQ report yearly to UN Women who will report to the Economic and Social Council (ECOSOC) as required by its Resolution of June 2012.
<b>Audience and Use:</b>	The main audience is the UNCT. The main use is for improved strategic planning for gender equality and the empowerment of women through the UNDAF cycle.	The main audiences are the HQs of individual UN entities and inter-agency bodies. The main use is to systematically capture, monitor, measure and drive performance and accountability for the work of the UN system on gender equality and women's empowerment and ensure mainstreaming of gender equality and the empowerment of women in all institutional functions of the entities of the UN system.

The United Nations Development Cooperation Strategy (UNDCS) 2016-2020 is the fourth-generation Common Country Programme Document produced by the UN system in Turkey and builds on the previous UNDCS 2011-2015. The UNDCS replaced the United Nations Development Assistance Framework (UNDAF) that expired at the end of 2010. It was introduced in order “to bring in an innovative and simplified process for the UN system in Turkey to address the developmental challenges faced by an upper-middle-income country. Its weighted importance and value lie in its being: a strategic rather than an operational document with a focus on higher-level results; and lighter and expeditious in its format and process. It is intended to serve as a prototype for appropriate replication in other Middle Income Countries.”<sup>3</sup>

When making any assessment, it has to be kept in mind that spill-over effects of the Syrian crisis into Turkey clearly influenced the UNDCS 2016-2020 planning. The new developments and challenges that emerged as a result of the refugee influx into Turkey have taken a more prominent place in the current UNDCS compared to the 2011-2015 cycle.

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<sup>3</sup> UNDCS 2011-2015 document p.1. The General Assembly (GA) Resolutions and reports of the UN Secretary General on “Development Cooperation with Middle-Income Countries (MICs)” to articulate a new model of cooperation and partnership with MICs was taken into consideration in this shift from UNDAF to UNDCS.



## 2. Methodology

The UNCT Gender Scorecard is an exercise and a tool of assessing gender mainstreaming processes through the eight overarching areas of inquiry (planning, programming, partnerships, UNCT capacities, decision-making, budgeting, monitoring/evaluation and accountability) with the help of 22 indicators. These include, for example, the number of gender-related outcomes and indicators or the percentages of UNCT meetings that involve discussion or planning of gender equality-related topics. The multiple questions used to assign a value to the various indicators in the scorecard produce answers in the form of absolute numbers or percentages relating to gender issues in the UNDCS 2016-2020, its Results Framework on the outcome level and its Action Plan that later became obsolete and replaced by annual Joint Work Plans.

The UNDCS 2016-2020 is regarded as a negotiated product which is an accumulation of two years of UNCT's work and is built on the findings of the 2014 Common Country Assessment (CCA). The UNDCS 2016-2020 applies lessons learnt from the previous cycle and also incorporates comments and recommendations from the 2013 Mid-Term Review (MTR) of the UNDCS 2011-2015.

In consultation with the Resident Coordinator (RC) and Gender Specialist at Office of the RC, it was decided that in order to provide a more constructive and productive outcome, the Scorecard rating should be based on the UNDCS 2016-2020, including its Results Framework - even though the Scorecard methodology requires the implementer to make an assessment of the reality at the time of the exercise<sup>4</sup>. Given that the UNCT started a new strategic cycle and that the Results Framework required further revisions, and at least one priority area of the UNDCS 2011-2015 remains in the UNDCS 2016-2020, the assessment can provide some valid insights into the past framework as well.

The present exercise started on 29 July 2015 with the consultant's introduction to the Gender Theme Group (GTG), and the first draft was submitted in December 2015. At the end of 2015, as required by the new UNDCS, the Gender Theme Group was replaced by a Gender Results Group responsible for the

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<sup>4</sup> In theory, it can be argued that assessment cannot be based on plans or intentions that may or may not materialize. However, the Scorecard is an evaluation of process rather than impact, and it is therefore reasonable to be guided by the upcoming cycle of the UNCT Turkey rather than assessing the past cycle. Various other evaluation tools have been used in the planning of new cycle in order to provide a commentary on the updated plans (which made use of the lessons learnt on the basis of the last cycle).

implementation of the two gender outcomes in the new UNDCS. Instead of the draft UNDCS Action Plan, the UNCT opted for annual Joint Work Plans devised and monitored by the six new Results Groups. The scorecard exercise, which evaluates a process rather than impact, in fact ended up being part of the process of the new UNDCS cycle initiation. The gender sensitivity of outputs and indicators has been increased considerably in the new cycle. And the final scoring has been done on the basis of the draft annual Joint Work Plans (JWPs) of the newly established Results Groups.

Both primary and secondary documents were used to inform the assessment, including for example the 2014 Common Country Assessment, previous UNDAF documents, UN Guidelines and reports.<sup>5</sup> Following a review of the most relevant background documents, informant interviews were arranged in order to obtain feedback from key players for the purpose of critically assessing the status of UN gender mainstreaming processes. Stakeholders<sup>6</sup> offering input included key representatives from the UN, and civil society organizations (CSO). Participation in a closing event of a joint programme whose opening ceremony was attended by the consultant was also part of the Gender Score Card-related activities.

With the exception of one case (that involved three United Nations High Commissioner for Refugees – [UNHCR] staff based on their own choice), the interviews were conducted individually. In most of the interviews, participants were given the opportunity to express their own vision about gender mainstreaming and UNCT dynamics through their own narrative before the predetermined questions relating to the 8 areas were asked.<sup>7</sup>

The Scorecard template requires the results to be presented in a narrative report and a matrix, the latter provided in Annex 4. Details on ranking, evidence and explanations by indicator are included in this matrix. A numerical ranking was assigned to each indicator in accordance with the criteria prescribed by the scorecard. Average scores in each dimension were calculated by combining indicator scores and dividing by the total number of indicators. Findings and preliminary recommendations were presented for feedback and discussion to members of the UNCT.

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<sup>5</sup> The list of documents reviewed is provided in Annex 3

<sup>6</sup> The General Directorate on the Status of Women has been contacted through three different civil servants. Despite their positive first reaction they have eventually not been available for an interview.

<sup>7</sup> Since not all of the agencies responded to the call for Gender Score Card interviews a detailed questionnaire aimed at systematization of the answers for the Heads of Agencies has not been put into use to the limited number of agency heads with limited time.

This narrative report starts with an overview of the General Findings and subsequently describes the findings and assessment for each of the Scorecard Dimensions. Whereas in the Scorecard Matrix (Annex 4) direct answers are provided as to whether or not specific dimension indicators are fulfilled by UNCT, here a qualitative assessment is offered. There are some overlapping formulations and sentences in the narrative report and the matrix under each heading. In this narrative section however, the dimensions are elaborated and compared with the insights obtained through individual interviews with the Resident Coordinator, Heads of Agencies, members of the Gender Theme Group, and civil society representatives. The main general recommendations and the table of recommendations are provided in section 4.

### 3. Findings

In order to provide a more “historically informed” picture, the key priority areas of the four most recent UNDAF cycles have been listed below. It has to be noted, though, that no mention of “gender” in the priority areas does not automatically exclude gender-sensitive outcomes. Similarly, explicit mention of women and gender does not automatically promise implementation success for gender mainstreaming as the actions of multiple stakeholders and actors shape and influence the outcomes.

#### Priority Areas in the last four UNDAF cycles

UNDAF 2001-2005	UNDAF 2006-2010	UNDCS 2011-2015	UNDCS 2016-2020
Strengthening of public service Institutions	Capacity development for democratic governance	Democratic and environmental governance	Sustainable, inclusive growth and development
Decentralization	Advocacy and action for poverty reduction; and	Disparity reduction, social Inclusion and basic public services	Democratic governance and human rights
Participation of civil society organizations	Environmental management	Poverty and employment	Gender equality and women’s empowerment  Migration and international protection

Overview of Overall Ratings for UNCT Turkey			Global Average	
Scorecard dimension	All Scores and definition	Average Score	2008/2011	2012/2014
1 Planning	4+5+4+4+2 Meets minimum standards	3.8	3.3	3.3
2 Programming	4+2.5+2+2+2 Needs improvement	2.5	3.67	3.92
3 Partnerships	3+3+3 Needs improvement	3	2.95	3.15
4 UNCT capacities	4+2+1 Inadequate	2.3	3	2.9
5 Decision-making	5 Exceeds minimum standard	Yes, 5	3.4	3.7
6 Budgeting	2+2 Inadequate	2	2.5	2.6
7 Monitoring and evaluation	2 Inadequate	2	2.8	2.8
8 Quality control and accountability	3 Needs improvement	3	2.7	3.2
<b>Total</b>	<b>Needs improvement</b>	<b>3</b>		
Rating: 5 = Exceeds minimum standards, 4 = Meets minimum standards, 3 = Needs improvement 2 = Inadequate, 1 = Missing, 0 = Not applicable				

Description of each scorecard dimension	UNCT Turkey Score	Global Average rating 2008-2011 2012-2014
1.a - Adequate UNCT review of country context related to gender equality and women's empowerment	4	3.3 / 3.4
1.b - Gender equality and women's empowerment in UNDAF outcomes	5	3.7/3.9
1.c - Gender equality and women's empowerment in UNDAF outputs	4	3.3/3.9
1.d - Indicators to track UNDAF results are gender-sensitive	4	3.5/3.4
1.e - Baselines are gender-sensitive	2	3/2.7
2.a - Gender perspectives are adequately reflected in joint programming	4	3.9 /4
2.b - Joint programmes	2.5	3.6/3.8
2.c - UNCT support for national priorities related to gender equality and women's empowerment	2	3.8/4.2
2.d - UNCT support to gender mainstreaming in programme-based approaches	2	3.4/3.7

Description of each scorecard dimension	UNCT Turkey Score	Global Average rating 2008-2011 2012-2014
2.e - UNCT support to gender mainstreaming in aid effectiveness processes	2	3.4/3.8
3.a - Involvement of National Machineries for Women / Gender Equality and women's departments at the sub-national level	3	3/3.5
3.b - Involvement of women's NGOs and networks	3	2.6/2.8
3.c - Women from excluded groups included as programme partners and beneficiaries in key UNCT initiatives	3	2.6/3.3
4.a - Multi-stakeholder Gender Theme Group is effective	4	3.1/3.4
4.b - Capacity assessment and development of UNCTs in gender equality and women's empowerment programming	2	2.7/2.5
4.c - Gender expert roster with national, regional and international expertise used by UNCT members	1	3/2.8
5.a - Gender Theme Group coordinator is part of UNCT Heads of Agency group	Yes	9 out of 16 9 out of 15
5.b - UNCT Heads of Agency meetings regularly take up gender equality programming and support issues	5	3.4/3.7
6.a - UNCT Gender-responsive budgeting system instituted	2	2/2.1
6.b - Specific budgets allocated to stimulate stronger programming on gender equality and women's empowerment	4	3.2/3
7.a - Monitoring and evaluation includes adequate attention to gender mainstreaming and the promotion of gender equality and women's empowerment	2	2.8/2.8
8.a - CCA/UNDAF quality control	3	2.7/3.2

## General Findings

The results reveal that the UN development system in Turkey is currently stronger when it comes to gender mainstreaming processes in the areas of planning and decision making, while the areas of monitoring and evaluation as well as budgeting are the weakest. As can be seen from the distribution of the scores in the above overview, some of the average scores are brought down by one very low performance indicator result (such as the lack of a gender expert roster), even though the UNCT capacities cannot be considered very weak. Viewed from a qualitative perspective, the weaknesses can be divided into two groups: those that can be explained in terms of challenges originating from the stakeholders themselves and cooperation with them (Partnership and Programming) and those that can be attributed

more – relatively speaking – to UNCT Turkey’s own organizational history (UNCT Capacities, Monitoring and Evaluation, and Budgeting). A short description of the key findings by dimension is provided after the general findings.

The focus areas, scale and scope of the UNCT agencies differ significantly, and while some work on a project basis others are able to concentrate on programs as well as coordination and advisory activities. Variation in gender expertise and mainstreaming capacities at the individual agency level is also high. In the absence of a UN Women country office and bearing in mind that a regional office was only recently opened in Istanbul (2014), gender expertise and gender equality-related programming had been concentrated most actively at the UNFPA, UNICEF and UNDP due to their focus areas. UN Women joined the UNCT in 2013 and since then there has been a considerable difference in the approach to gender mainstreaming and in the impact on UNCT strategies and operations in Turkey. Although the language of some UN staff and the Heads of Agencies still suggests a compartmentalized attitude to work on gender equality and women’s empowerment at the UNCT, the efforts of UN Women and the presence of a Gender Specialist at the Resident Coordinators Office (RCO) are helping to improve the understanding of how gender crosscuts most subject matters. The UNDCS 2016-2020 preparation process clearly benefited from the insights provided to the UNCT by UN Women expertise which also provides strategic, technical and advisory support to the UNCT. The Gender Specialist is additionally given an external mandate and meets with major stakeholders (donors, government counterparts, universities, CSOs) so as to identify opportunities for creating and expanding partnerships and joint programming. The Gender Specialist in the RCO was funded and administered by UN Women from April 2014 to May 2016. Since May 2016, the Gender Specialist position at the RCO has been co-financed by 11 out of the 13 UN agencies based in Turkey. This may in fact bear witness to the persuasion that gender sensitivity and mainstreaming are needed in all areas of UN operations.

The UNCT in Turkey appears to adopt the principles that help gender mainstreaming all across the work of the UNCT. The collaborative work for producing the UNDCS with the government and other stakeholders was successful. The description of each agency’s role in reaching the outcomes has become more focused and concrete, especially after the Result Groups were established and their JWPs devised. This improvement should continue in order to ease the challenges originating from the fundamental differences in the focus areas and operational specificities of the various agencies.

Some of the findings about discrepancies in the work on gender equality, women's empowerment and gender mainstreaming are attributable to organizational arrangements, as is the case in any other institutional context. Gender sensitivity and implementation success are highly dependent on the individual experts in any agency, yet there is also a high degree of variability concerning gender capacity and gender sensitivity at different UN agencies attributable to reasons such as numbers of staff, the willingness to engage with gender mainstreaming and the time that they are able to dedicate to it. Reporting and monitoring procedures on gender equality and mainstreaming also vary widely across UN Agencies.

Findings that do not fit in the question formats included in the Scorecard are listed below. Dimension-specific findings, recommendations and proposed follow-up actions for improvement are provided after this section.

- The knowledge and expertise on gender and women as well as the political experience of women's movements accumulated in Turkey over the years was put to good use in the draft CCA, which provides an in-depth analysis of the conditions of gender inequality and the accompanying challenges in the country. The draft CCA was shared with stakeholders and constructively informed the production of the UNDCS 2016-2020. The fact that the UNCT has scored high in planning shows that the analysis and solution-seeking capacity available in Turkey has been utilized effectively. The relatively successful place enjoyed by Turkey in UN Women's comparative desk review of 12 countries' CCAs and UNDAFs<sup>8</sup> also makes it more important to contextualize this capacity against the unevenness of the gender responsiveness and mainstreaming capacity in the country teams.
- The picture is mixed as regards gender capacity, gender sensitivity and gender responsiveness among agencies. Some agencies still do not see the relevance of their work in addressing and mainstreaming gender equality goals. Planning, monitoring and evaluation with respect to gender capacity and mainstreaming varies from one agency to another.

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<sup>8</sup> UN Women Europe and Central Asia Regional Office, Desk Review of 12 UNDAFs in Europe and Central Asia: Application of Twin-Track Approach of Gender in UNDAFs and CCAs to Promote Gender Equality and Empowerment of Women, February 2016, available at: [https://undg.org/wp-content/uploads/2016/01/Gender-Desk-Review\\_UNDAF-CCA-ECA\\_Feb-2016.pdf](https://undg.org/wp-content/uploads/2016/01/Gender-Desk-Review_UNDAF-CCA-ECA_Feb-2016.pdf)

- There is general agreement on the need for deeper understanding of gender mainstreaming issues at a higher intellectual level. There is evidently a need to create space for discussion and subsequent planning when it comes to intra-agency competition over donor funds.
- Similarly, efficient sharing of knowledge and analysis among agencies appears to be a challenge.
- Those of the agencies which have agency-specific procedural instructions on gender mainstreaming at the HQ level may help to increase gender capacity; as evidenced by other agencies, however, even when there is insufficient technical support, input or clear direction on procedures that can improve gender mainstreaming, individual experts or programme officers can make a substantial difference. Not only that, they can also create a ripple effect through the mentoring of others.
- UN Women's own resources such as reports, guides and online courses are scarcely used or integrated into the work of agencies; there is even a surprising lack of awareness of these resources. The degree of unevenness in gender mainstreaming capacities is also striking.
- In the minds of several interview participants, competition over resource mobilization has been one of the biggest impediments that prevents the UNCT achieving better joint results. Whether the UN Turkey Scorecard Results<sup>9</sup> would be better if the conditions relating to competition over resource mobilization were different is open to question.

### *Dimension Specific Comments*

#### *Dimension One- Gender Data & Analysis for Planning<sup>10</sup>*

*Rating: Meets the minimum standard, Score 3.8*

The 4th Common Country Analysis (CCA) for Turkey was drafted in 2014 for the first time through a consultative process. Furthermore, it is a product of the approach "Development Cooperation with Middle-Income Countries (MICs)" intended to articulate a new model of cooperation and partnership with MICs. The preliminary analysis findings were shared with the Government of Turkey (GoT), Civil Society Organizations (CSOs) and other stakeholders in June 2014. Their comments informed the second draft

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<sup>9</sup> Turkey's results are presented alongside average global results for comparison purposes. Average global results are determined from analysis of the first 20 countries to undertake the Scorecard exercise (UNDG Task Team on Gender Equality and the Empowerment of Women 2012). Comparison reveals an average or strong performance in most dimension areas but one – partnership.

<sup>10</sup> Gender Scorecard guidelines are not binding and only recommend that first the strengths and subsequently the weaknesses should be conveyed in the narrative about the score dimensions. Here they are listed as they appear in the scorecard.



that was shared with them in September 2014. It is an extensive document and offers explanations for the root causes of gender inequality.

The recommendations made in various UN reports (such as the Mid Term Review) can be observed in the 2016-2020 United Nations Development Cooperation Strategy (UNDCS). Not only are particular areas of inequality addressed, but women's empowerment has been made a priority and gender is one of the four strategic areas of cooperation between the UN and the Government of Turkey. It has been pointed out in the CCA that women's issues have traditionally been considered in combination with family issues, which means women as individuals are less visible in social policies. The UNCT's contribution has taken note of this and emphasizes the empowerment and protection of women. The competitiveness of the Turkish economy needs to be improved and women's economic participation is one of the areas in need of reform to bring about such enhancement of the national economy. To that end, the UNCT supports gender equality with the goal of overcoming Turkey's economic challenges. The participation of women in economic life and the reduction of inequalities in this area have been considered important missions and the UNCT commits to support the government in formulating and implementing appropriate policies. Education in sexual reproductive health and the development of measures that will ease women's access to services are further areas where the UNCT supports the government.

The average score with regard to analysis for planning is higher (3.8) than the global average of 3.3/3.3 (2008-2011 and 2012-2014) and meets the minimum standard. Drawing on the lessons learned from the previous cycle and the Mid Term Review in 2013 and with the active contribution of the Gender Theme Group, the outcomes, outputs and indicators for the 2016-2020 cycle show gender mainstreaming effort in their formulation. Furthermore, the work done on the Joint Work Plans between December 2015 and April 2016 has considerably improved the connection between outcomes and indicators, between outcomes and outputs and between outputs and indicators; the inclusion of baselines and description of targets were also visible, as was the application of gender responsiveness at various levels.

The UNDCS exceeds minimum criteria for gender sensitivity at the outcome level because gender equality is explicitly referenced in two of the outcome statements (women's participation in decision making and combating violence against women). 75 % of outcome statements (6) are gender responsive, 25 % (2) are gender specific, 50 % (4) are gender sensitive and the remaining 25 % are gender blind. The gender sensitivity of the outcome indicators has improved considerably through the revisions and 63 % of them

are gender responsive at the final stage.

17+1\* of the outputs (44.7 %) in the 2016 Joint Work Plans mention gender or women and/or are formulated articulating tangible improvements towards gender equality (\*In total 38+4 outputs are defined and four of them are added from the UNCT 2016 Annual Work Plan). Some of the outputs – despite not explicitly mentioning gender equality targeting – imply a broader human rights-based approach and take vulnerable groups into account.

The minimum standard set forth in the Scorecard for output indicators requires one-third to one-half of indicators to be gender-sensitive to facilitate the tracking of progress towards gender equality results. 18.29 % of output level indicators are gender sensitive in the revised Joint Work Plans (30 out of a total of 164 indicators).

Not all data is sex-disaggregated since the data provided by the state institutions often lack this type of disaggregation - more so in certain areas than others. The analysis articulates the accumulated knowledge of academic resources on women and women's movements in Turkey. Critical gaps are identified in the CCA and have informed the decision about priority areas in the UNDCS.

References to relevant national legal framework and to the CEDAW 2010 Concluding Observations are included in the UNDCS and there has been a firm support for CSOs in their effort to prepare a shadow report. Women's rights and support for mainstreaming gender into legislation, strategies, policies and budgetary processes at local and national levels are explicitly mentioned. The cooperation programme also foresees the strengthening of government capacity for promoting gender equality, in particular with a view to helping the government to facilitate an environment in which girls can continue their formal education, acquire life skills and benefit from social participation and engagement, as well as for reducing child marriages.

At the same time, there are significant gaps both in the provision of gender-sensitive information and in a coherent gender-sensitive consideration of the various areas. As far as marginalized groups (Roma, LGBT persons) are concerned, there is no reference to gender inequality or the specific differences between women and men from these groups. While Roma are mentioned in passing, there is no mention of LGBT

persons - despite inclusion in the list of acronyms (LGBT) - although trans women, for example, are clearly a target for and victim of violence and killing.

The reason for not including sex-disaggregated data was primarily tied to the unavailability of administrative data. Yet there is no evidence of efforts to improve sex disaggregation and call for additional gender-related data beyond one project (FAO). The UNCT is in a good position to mobilize the European Commission (EC) and other international organizations involved in development and cooperation with a view to encouraging and assisting the Turkish state in the production of better gender data and also to offer capacity for these overdue initiatives.

The production process for the CCA and the UNDCS has received varying degree of contribution by agencies in particular in relation to the production of outputs and indicators. If agencies reinvigorate their gender mainstreaming efforts this would strengthen their cooperation and could in turn promote active participation in the more advanced planning stages. Furthermore, in order for gender mainstreaming to be operationalized the connection between implementation and outcomes needs to be concretized and checked with an eye to gender sensitivity and impacts on gender inequality.

Some of the planning concerns overlap with capacity issues, such as which materials and guidelines need to be used for which purposes. Given that there is no genealogy of the documents in general, there is also no genealogy or inventory of the documents pertaining to gender produced by the UN and UNCT that are to be used in sector-specific gender mainstreaming. Although it is of the utmost importance that the Gender Specialist offers training to the UNCT and staff of sub-groups, there is a risk that if the compartmentalization of gender mainstreaming work becomes too rigid what is already seen as a task for UN Women cannot be transformed into a concern of individual agencies.

## Dimension two: Partnership

*Rating: Needs improvement-Inadequate, Score 2.5*

Aspects considered under this dimension are partnership within the members of the UNCT, partnership with other international bodies and organizations, partnership with the General Directorate on the Status of Women and with civil society. The UNCT faces different challenges in each constellation.

### *UNCT wide partnership*

The main reason for the low score in this dimension is the lack of joint programmes (except the plans to develop a joint programme on combatting child marriage) promoting gender equality and the empowerment of women in the 2016-2020 UNDCS cycle. There were two successful joint programmes in the previous cycle. Therefore, seen from a qualitative point of view, this dimension could have been given a higher score. However, interviews with the agency staff revealed an underlying dissatisfaction with issues relating to the sharing of knowledge, information and financial resources inside the country team. Within its own hierarchical structure, where value is attached to certain types of contracts and to the size of grants secured for large programs and where the titles of positions matter, any analysis of the conditions of internal partnership should be based on a realistic assessment of the potential for improvement while assuming that the same system of hierarchies will be maintained. Nevertheless, recently devised Joint Work Plans may be one of the first steps towards improving internal cooperation.

As set out in the UNDCS 2016-2020, the UNCT has developed a results framework in order to facilitate measurement of the joint accomplishments of the UN system in its achievement of common targets. As mentioned previously, the UNDCS 2016-2020 calls for JWPs that better specifies agencies' contributions to the eight UNDCS outcomes. UNCT has also reformulated its coordination mechanisms and instead of theme/results groups to perform the monitoring of the UNDCS it has established six new Results Groups each responsible for one or two of the eight UNDCS outcomes and to be chaired by a Head of Agency.

### *Partnership with the General Directorate on the Status of Women (DGWS)*

On account of the joint programs, UNFPA, in particular, has worked closely with the General Directorate on the Status of Women (DGWS). The DGWS has been part of the consultation process for the CCA/UNDCS production. Although DGWS is a significant partner in general, their role in monitoring UNDCS results is not clearly defined. They participated in the UNDCS prioritization meeting and subsequent planning meetings. Their comments are taken into account. Three members of the General Directorate on the Status of Women were contacted with a request for a meeting, both through official mail correspondence and telephone calls. They were not available for interviews.

### *Partnership with CSOs*

Cooperation with CSOs can be elaborated in terms of i) UNCT's own capacities and actions ii) the nature of CSOs with regard to their location, independence and ability to cooperate within the particular

framework of project work iii) the groups of women and LGBTI persons who are not organized under the umbrella of a formal CSO but can still be considered as components of civil society, either in the form of a coalition or women's collective.

As most of the staff is aware, although the partnership with CSOs is well developed in the big cities there is a need for radical improvement in relation to CSOs in other parts of Turkey. All CSO members interviewed stressed that UN agencies should be very active not least due to the dire situation facing refugee women. Women CSOs were involved in the 2016-2020 UNDCS planning processes. They have been part of the consultation process and they serve as implementing partners, yet their role in supporting the achievement of outcomes is not clearly defined.

The UNCT may consider building a NGO/CSO roster of women's and LGBTI organizations/groupings and could thereby diversify its cooperation partners in various projects. Although membership of ECOSOC cannot be used as an indicator of a CSO's awareness of the UN, it still indicates at least a low-level formal ground for cooperation. This is especially true given the very few women's NGOs among the already limited number of Turkish CSOs registered as partners. As a consequence of both financial limitations and at times matters of political sensitivity, it will increasingly fall to women's CSOs to shoulder larger shares of development cooperation. Therefore, it is important to map the CSOs and develop good documentation and records of those CSOs that may be eligible partners. Such a move would also constitute a long-term planning effort that would boost the UNCT partnership score.

The women's movement and feminism in Turkey, which have gained in strength since the 1980s, have consistently engaged in their own debates and experienced their own political divisions. Prior to the EU accession process they received little financial support but they were largely independent of government influence. In the last few years the CSO landscape has seen the emergence of new actors with better financial support but which cannot be deemed independent. These new CSOs do not have as much experience in various women- and gender-related spheres, yet they have already started to become more visible in contexts where the UN is one of the partners. Their larger membership base gives them a certain advantage and some of the interviewed CSO members acknowledged that these organizations cannot be ignored as they are also supported by many women. However, two interview partners indicated that they find it worrying that these organizations have started to dominate some national and international stages as the sole representatives of Turkish women's organizations. They both conveyed their frustration that

such non-independent organizations could slowly gain legitimacy as if they were independent CSOs, despite lacking experience in various critical areas such as violence against women. Furthermore, some CSO members were of the impression that the space for civil society organizations to act in partnership with UN had shrunk in the last couple of years. Conveying the perception of other CSOs, some interview partners stated that – with the exception of certain events like 8 March – CSOs only see individual agencies, rather than perceiving the UNCT as a unit. One person expressed a desire to see the UNCT create a discussion ground, even if the government or civil society organizations themselves were not eager to tackle important issues. There is also a belief that the UN can play a more inclusive and active role in bringing the government and CSOs to address the most urgent issues.

Some CSO members indicated that they observed government pressure over the preference for CSO partners in projects. Which CSOs are chosen and which CSOs are acceptable to the Directorate General for Women's Status may be an area of tension. In some cases, an agency may support the involvement of one CSO and be successful, while in other cases due to government pressure it may exclude CSOs which are critical of the government.

The most concrete reason that can be cited for limited reference to and involvement of specific categories of “vulnerable”, excluded, marginalized women is the general limited availability of sex-disaggregated and gender-sensitive data (e.g. on poverty in general, the elderly, Syrian women and girls). Other than that, it should also be noted that both the government and CSOs have little experience in working with certain groups such as Roma.

### Dimension three: Programming

*Rating: Needs improvement, Score 3*

The list of UN projects and programs provides a good illustration of the major problematic areas associated with gender inequality in Turkey. The accomplishment of two large joint programs as well as efforts to address gender inequality in several smaller programs testify to the UNCT-wide commitment to gender equality and women's empowerment.

Bearing in mind that the major UN Coherence instruments are the Common Country Assessment, the UNDCS and its results framework as well as joint programming and joint programs, in the case of the UNCT

Turkey the weakest of these dimensions can be identified as the joint programming and joint programs. Following completion of the previous joint programs, there is only a plan for a joint programme on combatting child marriage in the 2016-20120 UNDCS cycle. Although funding is the most significant obstacle, interview partners from agencies also pointed to the difficulty of organizing joint programming and the need for particular synergies to make cooperation work. In their view, even joint programs that are considered successful can end up being the principal responsibility of one agency and thus *de facto* are not joint efforts.

Gender mainstreaming with governmental counterparts takes place on an ad hoc basis. Some ministries are more open to cooperation than others; there has been a close relationship with the General Directorate on the Status of Women, although there is no systematic partnership to establish gender mainstreaming at the ministry level.

Depending on the agencies and individual project workers, Coherence Fund Guidelines may be addressed in the narrative of proposals in a substantive manner but there is no indication that compliance with guidelines is enforced. A system for monitoring compliance with gender mainstreaming does not exist above and beyond the superficial output level check, and agencies complain that they do not have gender markers. There is general agreement that the attention given to gender equality at the planning stage is not always followed through during implementation, especially in certain areas which are deemed more technical (such as the “environment”).

#### Dimension four: UNCT Capacities

*Rating: Inadequate, Score 2.3*

Despite the presence of a UN Women led well-functioning Gender Theme Group (GTG), the UNCT capacities earned a score of 4; this is related to the lack of proper funds and to the fact that not all stakeholders (i.e. those described in the scorecard) participate in the GTG. Starting in November 2015 Result Groups replaced the Theme Groups and in the new system the Result Group on Gender membership is also limited to UN agencies although external stakeholders are occasionally invited to the meetings. With the exception of the Gender Specialist’s training sessions, no mechanism is in place for system-wide capacity building at the agencies. However, the GTG has proper Terms of Reference and its last two annual plans show a certain degree of continuity. A central roster of gender experts is not

available, although there is no indication of this being perceived as a problem because when needed gender expertise is provided through formal and informal networks. It has been suggested that it is most probably because nobody took ownership of the matter that there has never been a roster. Clearly, until recently more pressing issues have been given priority and a roster may be as a follow-up to the Gender Scorecard exercise. The Results Group on Gender can be used as a Delivering As One tool, especially if the members and substitutes attend regularly, report back to their agencies systematically and use RGG as a platform for Gender Mainstreaming help and discussion. Of the 11 members who received a collective mail about the Gender Score Card Interviews, only five of the members responded and none of those who responded were male members of the GTG at the time. It might have been more beneficial to conduct a GTG focus group interview (as was done in some other country Scorecard exercises) and to use the Scorecard exercise (on a more collective and participatory basis) after conducting a few interviews with individual GTG members.

#### Dimension five: Decision-making

*Rating: Exceeds the standards Score 5*

This high score in decision-making is positively impacted by the prominence of gender equality-related issues at the UNCT meetings, which are on their agenda on most occasions. Combined with the annual reports of RC it is easy to see that gender equality-related issues are followed through on, including the discussion about implementation of the Gender Scorecard. In the interviews it became clear that the presence of women at the higher-level meetings is still a significant contributory factor in gender equality concerns being brought to the table and discussed in greater depth. The more senior the staff, the better their capacity to push the agenda.

It may be possible to increase the degree to which gender equality programming and support issues are addressed and discussed in depth by inviting high-level experts who can discuss and make gender relevant to other areas such as the environment. UNCT meeting attendance lists show that despite the strict participation criteria at agency level the meetings include junior staff with less seniority owing to absences. This can be approached as an advantage and can be institutionalized as a regular rotation. Although there are recommendations for gender focal points to be selected from among more senior staff, this is not possible given the demographic trend among UN Turkey staff since Gender Focal Points most of the time are junior female staff. Therefore, in the absence of Heads of Agencies, when those officers in charge are



also the Gender Focal Points UNCT meetings may benefit from such insights coming from within their own agencies.

### Dimension six: Budgeting

*Rating: Inadequate, Score 2*

Given the global financial crises as well as the influx of refugees and associated burden on the Turkish government and society, it is not surprising that the UN's own resources have become tighter; this creates a bigger challenge for a Middle Income Country (MIC) like Turkey with its very serious realities of gender inequality. Until 2013 there was no UN Women office in Turkey, at the same time there was a clear need to hire a Gender Specialist at the RC office; these realities may reflect a discrepancy between the country classification as a MIC and the need for strengthened efforts in the field of gender equality in Turkey. Gender budgeting is promoted by several of the UN agencies, yet serious consideration has not been given to gender budgeting within the UN structure itself. Notably, only 1 % of the total 2016 UN funds as stipulated in the 2016 Joint Work Plans are allocated to the two gender outcomes.

### Dimension seven: Monitoring and Evaluation

*Rating: Needs improvement, Score 3*

The UNDCS will be evaluated twice during the five-year cycle (mid-term and final). Findings from the Mid-Term Review will directly feed into the revision process of UNDCS, which is envisaged for 2017.

Gaps exist regarding gender-sensitive monitoring. Overall, the limited use of disaggregated or gender-sensitive indicators in the non-gender outputs poses a significant challenge to gender-sensitive monitoring of UNDCS. For this cycle the role of the inter-agency Monitoring for Strategic Results working group was revised to better support the Results Groups in monitoring their relevant outcome(s). A very general UNDCS Monitoring and Evaluation Framework provides for annual reviews until 2020. A specific gender audit may possibly be undertaken, however, this is not stipulated in the Monitoring and Evaluation Framework.

### Dimension eight: CCA/UNDCS Quality Control

*Rating: Needs improvement, Score 3*

The GTG has had several discussions on quality assurance on gender mainstreaming. The Gender Specialist is a member of all working groups and the new Results Groups and contributed to the quality assurance with respect to gender mainstreaming in the JWPs. The CCA quality review template and the UNDCS quality review, along with the 2016 JWPs, have been quality reviewed by the UN Development Group's regional Peer Support Group (PSG) but it is not clear if this control is performed on the basis of the quality control template (the report has not been located by the consultant). There is incomplete information on the processes that were put in place to mainstream gender during the design phase of the 2016-2020 UNDCS.

#### 4.Recommendations

While there are very committed staff, the majority of them being women, within the system, the general job expertise possessed by the UN agencies staff is not accompanied by an informed vision when it comes to gender equality priorities. The joint initiative of the RC and UN Women to hire a Gender Specialist in 2014 and GTG's performance over the three years are positive developments. However, despite the increasingly active steps taken by UN Women and some other agencies like UNFPA and UNDP, the urgency of engaging in joint programming and gender mainstreaming (GM) in key processes has not been a UNCT-wide concern until very recently. Therefore, the first recommendation would be maintaining what has already been achieved and monitoring to ensure there will not be any setbacks.

The recommendations for UN Turkey are presented as a table according to the Scorecard dimensions. Some of the recommendations address directly the areas that came out with lower scores. Matching numbers are used to indicate which recommendations are intended to bring the UNCT performance up to a minimum standard in that particular dimension established by the UNDG.

As a whole, the recommendations are formulated to help Country Team efforts towards coherent gender mainstreaming, especially as the presence of a strong women's movement and the academic potential available in Turkey is a great asset to aid in this process through the already accumulated knowledge and experience about gender inequality in the country.

The recommendations attempt to take into consideration the complexity of the UN operations and the diversity of the particular missions and challenges of each agency. Furthermore, recommendations are made with an awareness of the continuity and ruptures created by the staff turnover. The constellation of people who comprise the organizations at a given point in time shapes the organizational culture; therefore, the UN country team's obligation to coordinate its efforts collectively makes it all the more important to develop ways of strengthening the institutionalization of effective cooperation among agencies. This would help with reaching targets and building gender equality within broader human rights based approaches in line with the vision laid out in the UNDCS.

***The logic behind the formulation of recommendations is to***

- a) encourage the use of existing capacity and coordination potentials,
- b) suggest the allocation of responsibility to those agencies which need increased capacity and
- c) motivate the use of already existing resources and the production of new ones in a timely manner by imposing visibility requirements for the general public, mainly in the form of more regular updating of agency and project websites.

Dimension	What?	Why?	When?	*Who?	Resource suggestion
<b>Planning</b>	<p>1.Start a pilot project (for a joint programme) to facilitate the production and collection of country-wide sex disaggregated data.</p> <p>2.Design an outcome for the next cycle specifically for improving the collection of sex-disaggregated data</p> <p>3. Share a schedule (with deadlines) for the next UNDC planning process including short task descriptions with all stakeholders and internally within UNCT.</p>	<p>1. Sex-disaggregated data helps to close gaps between plans and policy commitments.</p> <p>2.The periods of heightened gender conservatism on the part of the government can be used to improve infrastructure (overall national capacity on statistics).</p> <p>3. In order to facilitate the awareness and preparedness of stakeholders to contribute to the next UNDCS cycle, to provide a larger picture of UNCT operations and of the</p>	After the mid term review	<p><b>1-2 FAO, UN Women, UNFPA WHO ILO,</b></p> <p><b>3.RCO</b></p>	1.Large grants (e.g. SIDA, EU, World Bank, GoT

		potentials offered by programme-based approaches.			
<b>Programming</b>	<p>1. Enhance direct connections between university Women Studies departments in smaller cities and increase their capacity to serve both students and civil society especially LGBTI CSOs.</p> <p>2.Start a seed fund for the next joint programme on gender and the environment</p>	<p>1.In order to reach a minimum standard on gender mainstreaming (MSGM).</p> <p>2.MSGM. In order to increase both national capacity and the capacity within UNCT for increased gender competency in the areas of environment/DRR</p>	2019	<b>UNIDO,</b> FAO, UN Women	In-house
<b>Partnership</b>	<p>1. Create a constantly updatable database and roster for NGOs and CSOs without legal status including informal Roma and LGBTI groups.</p> <p>2.Include government and CSO counterparts in 1/3 of RGG meetings.</p> <p>3.Bring ministries and CSOs together and facilitate programme-based approach exercises through smaller projects</p>	<p>1. MSMG</p> <p>2.MSGM. In order to keep communication channels open, to increase inclusion and transparency and improve the sustainability of the projects by finding the right partners.</p> <p>3. In order to increase the capacity for a programme-based approach.</p>	Immediately	<b>UNHCR,</b> UN Women	In-house

<b>UNCT Capacities</b>	<p>1. UNCT should continue its joint funding for the Gender Specialist Position at the RC Office.</p> <p>2. Create and make visible a user-friendly genealogy of gender related documents</p> <p>3. Translate UN WOMEN's "I know gender" to create a Turkish version of the online course</p> <p>4. Establish a system of mandatory seminars for Heads of Agencies that will focus on the evaluation of past joint programmes.</p> <p>5. Formalize the number of Gender Mainstreaming training programmes for UNCT</p>	<p>1. Best practice. Will ensure the sustainability of the achievements on GM.</p> <p>2. In order to facilitate a system of knowledge transfer</p> <p>3. In order to avoid duplicate production and repeat costs</p> <p>4. In order to expose Heads of Agencies to gender mainstreaming practices at a higher level</p> <p>5. MSMG</p>	2017 March-August	<b>RCO, UNICEF, UN Women</b>	In-house
<b>Decision-making</b>	1. Make the UNCT annual plans visible and share them with all agencies	1. In order to show the significance of keeping gender equality on the UNCT agenda and set an example to the agencies at all levels.	2017 January	<b>RCO</b>	In-house
<b>Budgeting</b>	1. Institute a UNCT wide gender responsive budgeting tracking system at the agency level.	<p>1. MSMG. In order to ensure that adequate funding is dedicated to gender-responsive programming.</p> <p>2. In order to monitor spending and use the system as a tool for advocating to the government.</p>	2017 onwards	<b>UNDP, UNWOMEN, ILO, UNIDO</b>	In-house
<b>Monitoring and Evaluation</b>	<p>1. Formalize the recommendations of UN Women and the Scorecard Start putting deadlines on what needs to be done</p> <p>2. Formalize gender mainstreaming training at each agency focusing</p>	<p>1. MSMG</p> <p>2. MSMG. In order to get more practice in gender</p>		<b>RCO, all agencies</b>	In-house

	on outcome, output, indicator, action, baseline and target connections in project design.	mainstreaming and be prepared for the next cycle of UNDCS.			
<b>Quality Control and Accountability</b>	1.Make the UN quality control documents widely available (such as quality control templates for documents).	1.In order to increase awareness of the procedures for all UNCT staff.	Before Mid-Term Review	<b>RCO,</b> UNDP, UN Women, ILO	In-house

\* First listed agency is responsible for coordinating the action.

## Annex 1: Dates, the names and institutional positions of those interviewed

Name Surname	Affiliation and Position	Date
Zeliha Ünal	Gender Specialist at Resident Coordinator's Office	Several
Meltem Ağduk	UNFPA Gender Programme Coordinator, GTG	31.08.2015
Halide Caylan	UN Coordination Specialist, RC Office	01.09.2015
Özge Berber Ağtaş*	ILO, Programme and Administrative Officer, GTG	29.08.2015
Meral Açıkgöz	IOM, Project Assistant, GTG	27.08.2015
Özlem Çavuş**	UNIDO, Assistant, GTG	17.09.2015
Özge Durmuş	UNIDO, Field Officer	17.09.2015
Iraj Imomberdiev	UNHCR Snr. Programme Officer	23.09.2015
Handan Gökce Saraydın	UNHCR, Programme Assistant	23.09.2015
Volkan Deli	UNHCR Snr. Protection Assistant, GTG	23.09.2015
Matilda Dimovska	UNDP, Deputy Resident Representative, GTG	12.10.2015
Gökce Bayrakçeken	UNDP, Gender Expert, GTG	12.10.2015
Eylen Savur	UNICEF, Child Protection Officer, GTG	12.10.2015
Ingibjorg Gisladdottir	UN Women, Regional Director for Europe and Central Asia, Representative to Turkey	19.10.2015
Vladimir Gvilava	IOM, Chief of Mission	20.10.2015
Dicle Aydın	Women's Human Rights-New Solutions, Member (KİH-YÇ Kadının İnsan Hakları Yeni Çözümler)	24.10.2015
CSO member	CSO member who wants to stay anonymous	24.10.2015
Kamal Malhotra	RC of Turkey and UNDP Resident Representative	19.11.2015
Sema Kendirci	Turkish Women's Association Federation, Head of the Federation (Türk Kadınlar Birliği)	02.11.2015
Selma Acuner	Women's Coalition Member (Kadın Koalisyonu)	18.11.2015

Interviewed on behalf of the directors of the agencies, \*Numan Özcan and \*\*Suleyman YILMAZ

## Annex 2 – Overview of Minimum Gender Standards

### UNCT Gender Scorecard

#### CA/UNCDS Minimum Standards – At a Glance<sup>11</sup>

No	UNDAF Element	Minimum Standards
<i>Planning Dimension<sup>12</sup></i>		
1.	Country Context / Situation Analysis	<ul style="list-style-type: none"> <li>includes analysis of gender inequality including gender relations, roles, status and discrimination in access to and control of resources</li> <li>analysis notes links to national legal frameworks for GE/WE and includes reference to CEDAW and other relevant reports</li> <li>all data is sex-disaggregated or there is a reason noted for not disaggregating</li> </ul>
2.	UNDCS Outcomes	<ul style="list-style-type: none"> <li>one outcome clearly articulates how gender equality will be promoted</li> </ul>
3.	UNDCS Outputs	<ul style="list-style-type: none"> <li>between one-third and one-half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality</li> </ul>
4.	Results Indicators	<ul style="list-style-type: none"> <li>at least one indicator at outcome level, and between one-third and one-half of indicators at output level are gender-sensitive and will adequately track progress toward gender equality results</li> </ul>
5.	Baselines	<ul style="list-style-type: none"> <li>all data is sex-disaggregated or there is a specific reason noted for not disaggregating</li> </ul>
<i>Programming Dimension</i>		
6.	Joint Programs	<ul style="list-style-type: none"> <li>a joint programme on GE/WE is in place and gender is mainstreamed into other JPs</li> </ul>
7.	Budget Allocations	UNDCS budget supports implementation of <u>at least three</u> of below: <ul style="list-style-type: none"> <li>National Plan of Action on GE/WE</li> <li>implementation and follow-up on CEDAW</li> <li>collection/analysis of national sex-disaggregated data</li> <li>gender mainstreaming in ministries other than women's machinery</li> </ul>
<i>Partnership Dimension</i>		
8.	Women's Machinery	<ul style="list-style-type: none"> <li>women's machinery participates fully in UNDCS consultation</li> <li>role of women's machinery in supporting achievement of UNDAF outcomes clearly defined</li> </ul>
9.	Women's NGO/CSO	<ul style="list-style-type: none"> <li>women's NGOs participate fully in UNDAF consultations</li> </ul>

<sup>11</sup> Adopted from Jordan Gender Scorecard.



		<ul style="list-style-type: none"> <li>• role of women's NGOs in supporting achievement of UNDCS outcomes clearly defined</li> </ul>
10.	Excluded Women	<ul style="list-style-type: none"> <li>• women from excluded groups clearly identified in country level analysis</li> <li>• women from excluded groups are participants and beneficiaries in UNDCS outcomes and outputs</li> </ul>
<i>Quality Control and Accountability Dimension</i>		
11.	Quality Control	<ul style="list-style-type: none"> <li>• gender experts involved in all aspects of UNDCS preparation (e.g. theme group, national machinery, CSO)</li> <li>• assessment on GE/WE from UNDCS quality review template taken into account in revising the UNDCS</li> </ul>

### Annex 3: Bibliography and the documents reviewed

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## **UN Gender Scorecard**

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UN Programme in Turkey

### **Scorecard Matrix**

**(UNCT Scorecard Report 09 November 2016, Annex 4)**

November 2016

Hülya Demirdirek, PhD

Overview of Overall Ratings for UNCT Turkey		
Scorecard dimension	Average Score	Dimension scores
1 Planning	Meets minimum standards - 3.8	4+5+4+4+2
2 Programming	Needs improvement - 2.5	4+2.5+2+2+2
3 Partnerships	Needs improvement - 3	3+3+3
4 UNCT capacities	Inadequate - 2.3	4+2+1
5 Decision-making	Exceeds minimum standard - 5	Yes, 5
6 Budgeting	Needs improvement - 3	2+4
7 Monitoring and evaluation	Inadequate - 2	2
8 Quality control and accountability	Needs improvement - 3	3

**Rating scale:** 5 - exceeds minimum standards; 4 - meets minimum standards;  
3 - Needs improvement; 2 – Inadequate; 1 – Missing; 0 - not applicable

Description of each scorecard dimension	Score
1.a - Adequate UNCT review of country context related to gender equality and women's empowerment	4
1.b - Gender equality and women's empowerment in UNDAF outcomes	5
1.c - Gender equality and women's empowerment in UNDAF outputs	4
1.d - Indicators to track UNDAF results are gender-sensitive	4
1.e - Baselines are gender-sensitive	2
2.a - Gender perspectives are adequately reflected in joint programming	4
2.b - Joint programmes	2.5

Description of each scorecard dimension	Score
2.c - UNCT support for national priorities related to gender equality and women's empowerment	2
2.d - UNCT support to gender mainstreaming in programme-based approaches	2
2.e - UNCT support to gender mainstreaming in aid effectiveness processes	2
3.a - Involvement of National Machineries for Women / Gender Equality and women's departments at the sub-national level	3
3.b - Involvement of women's NGOs and networks	3
3.c - Women from excluded groups included as programme partners and beneficiaries in key UNCT initiatives	3
4.a - Multi-stakeholder Gender Theme Group is effective	4
4.b - Capacity assessment and development of UNCTs in gender equality and women's empowerment programming	2
4.c - Gender expert roster with national, regional and international expertise used by UNCT members	0
5.a - Gender Theme Group coordinator is part of UNCT Heads of Agency group	Yes
5.b - UNCT Heads of Agency meetings regularly take up gender equality programming and support issues	5
6.a - UNCT Gender-responsive budgeting system instituted	2
6.b - Specific budgets allocated to stimulate stronger programming on gender equality and women's empowerment	4
7.a - Monitoring and evaluation includes adequate attention to gender mainstreaming and the promotion of gender equality and women's empowerment	2
8.a - CCA/UNDAF quality control	4

**Notes:**

1. Ratings in this matrix were updated after the Results Groups were set up and Joint Work Plans were produced and finalized in June 2016. If the score changed, this change has been noted in the comments section.

2. Some performance indicators that are listed for each dimension are marked in yellow and underlined in the "Definition" column in order to highlight the reason why a particular rating is assigned to each dimension, e.g. "All data is sex-disaggregated". In other words, this performance indicator is marked in yellow in cases where not all data was sex-disaggregated in order to highlight the reason why that dimension scored "Meets Minimum Standards" rather than "Exceeds Minimum Standards".

3. The scorecard questions make use of the classifications "gender-sensitivity, equality, mainstreaming and gender responsiveness". The ratings are done on that basis. In the comments the other categories "gender-specific", "gender-sensitive", "gender-neutral" and "gender-blind" are utilized by adopting the definitions of UN WOMEN's DESK Review CCA and UNDAF ECA 2016.

Rating scale: 5 - exceeds minimum standards; 4 - meets minimum standards; 3 - Needs improvement; 2 – Inadequate; 1 – Missing; 0 - not applicable

Dimensions	Definition	Rating  Reviewer comments and evidence base included
<b>1. PLANNING (CCA/UNDAFs)<sup>13</sup></b>		
<b>1.a - Adequate UNCT review of country context related to gender equality and women's empowerment</b>  <b>Source: UNDG</b>  <b>Guidance<sup>14</sup></b>	<p><b>Exceeds minimum standards</b></p> <ul style="list-style-type: none"> <li>Includes an in-depth evidence-based analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in legislation and policies, access to and control of resources.</li> <li>The analysis notes links to national legal frameworks, relevant to the promotion of gender equality and women's empowerment, and specific measures for follow up to CEDAW reports and CEDAW Committee concluding comments.</li> <li>All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> <li>Critical capacity gaps are identified in the area of the promotion of gender equality.</li> </ul> <p><b>Meets minimum standards</b></p> <ul style="list-style-type: none"> <li>Includes an analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in access to and control of resources.</li> <li>The analysis notes links to national legal framework relevant to the promotion of gender equality and women's empowerment, and includes reference to CEDAW reports and concluding comments.</li> <li>All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> </ul>	<p><b>Meets minimum standards - 4</b></p> <p><b>Comments:</b></p> <p>The Common Country Analysis (CCA) includes a comprehensive gender analysis throughout the document, although this is not always evidence-based mainly due to the lack of data at the state level; the CAA elaborates on the most prevalent mechanisms that reproduce inequality.</p> <p>The analysis notes linkages to CEDAW and other legal frameworks, showing the recommendations and the processes of engagement in relation to these conventions.</p> <p>Gender mainstreaming is strong throughout the CCA and UNDCS with the exception of the environment, climate change and the Disaster Risk Reduction (DRR) area. This has been partially remedied through inclusion of a gender mainstreaming component in DRR in the revised Joint Work Plans.</p>

<sup>13</sup> To be completed once during the CCA/UNDAF period. Countries that don't have a CCA/UNDAF, including conflict/post conflict/crisis countries, should apply these indicators and standards to any other common country planning and programming that the UNCT agrees on. This process will be reviewed on an ongoing basis by the Development Operations Coordination Office.

<sup>14</sup> Key source documents are provided as an Annex to the Users' Guide.



Dimensions	Definition	Rating  Reviewer comments and evidence base included
	<p><b>Needs improvement</b></p> <p>Any two of the above three areas (under <i>Meets minimum standards</i>) are met.</p> <p><b>Inadequate</b></p> <p>Any one of the above three areas (under <i>Meets minimum standards</i>) is met.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>Disaggregated data in the CCA is limited and this was primarily said to be due to the unavailability of administrative data at the time of UNDCS drafting.</p> <p>Critical gaps are identified at various levels, yet given the prominence and severity of gaps in access to <b>resources</b> and <b>services</b> and as regards the <b>implementation of rights</b> of women, these areas are singled out as major impediments to development in Turkey. On the basis of these highlighted areas, the following are chosen as the areas of intervention:</p> <ul style="list-style-type: none"> <li>a) Gender stereotypes and social attitudes that lead to discrimination against women in all fields</li> <li>b) Low levels of political participation and representation both at local and parliamentary level</li> <li>c) Gender based violence (GBV) and</li> <li>d) Women's low and limited access to employment and labor market</li> </ul> <p>endangers women's lives as independent citizens.</p> <p>The status of the currently prevailing inequalities has been elaborated by describing the increasing climate of conservatism. Illustrating the accumulation of gender inequality in the recent political landscape presents a challenge because there have been both positive developments and major setbacks in the living conditions of women from different sections of society. The analysis makes</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
		<p>good use of the available tools and it could draw on more historical comparison to show the direction of change that endangers women's lives as independent citizens.</p> <p><u>Sources of Evidence:</u> CCA, UNDCS 2016-2020, Turkey, various gender analyses and studies supported by UN Women, Joint Work Plans Matrix, Evaluation of the UN Joint Programme on Promoting Gender Equality at Local Level (2015).</p>
<p><b>1.b - Gender equality and women's empowerment in UNDAF outcomes</b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standards</b></p> <p>More than one outcome clearly articulates how gender equality and women's empowerment will be promoted.</p> <p><b>Meets minimum standards</b></p> <p>One outcome clearly articulates how gender equality will be promoted.</p> <p><b>Needs improvement</b></p> <p>One outcome includes reference to gender, but does not clearly articulate how gender equality will be promoted.</p> <p><b>Inadequate</b></p> <p>Gender equality or women's empowerment are given 'token' or minimal attention.</p> <p><b>Missing</b></p>	<p><b>Exceeds minimum standards - 5</b></p> <p><b>Comments:</b></p> <p>In two outcomes gender-sensitive terminology is used; gender equality goals are addressed clearly; the outcomes are also allocated gender responsive indicators.</p> <p>The four strategic areas (pillars) of cooperation in UNDCS Turkey 2016-2020 are</p> <ol style="list-style-type: none"> <li>1. Sustainable, Inclusive Growth and Development (3 Outcomes)</li> <li>2. Democratic Governance and Human Rights (1 Outcome)</li> <li>3. Gender Equality and Women's Empowerment (2 Outcomes)</li> <li>4. Migration and International Protection (2 Outcomes)</li> </ol> <p>In total there are 8 UNDCS outcomes, distributed as 3, 1, 2 and 2 respectively under the above-mentioned pillars. A strong gender equality commitment is addressed in two outcomes; there is an</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
	Not applicable	<p>explicit commitment to the ending of Sexual and Gender Based Violence, and women and girls are specifically mentioned in one outcome. A reference to gender sensitivity is made in two additional results/outcomes as well as a reference to underserved populations and those who are most vulnerable within those two results. In other words, out of 8 outcome statements 6 (75 %) are gender responsive. Of those, 2 (25 %) are gender specific, 4 (50 %) are gender sensitive and the remaining 2 (25 %) are gender blind.</p> <p>There is a clear articulation of gender-sensitive goals at the result level. Although there is a clear indication of areas for improvement such as legislation and implementation, most of the goals are formulated in vague terms such as “improved” and “more effective” without specifying tangible coverage or target populations in the UNDCS report itself. Nevertheless, the Joint Work Plans provide more details on these. Result 2 and result 4 set 2020 as the target year. The revised Joint Work Plans, however, included more concrete renderings as outputs and indicators are listed under each of the 8 outcomes.</p> <p>Greater success was reported in cases where one outcome explicitly geared to gender equality and women's empowerment was defined, rather than seeking to apply gender mainstreaming to all outcomes (Roa 2008). In the case of Turkey 2016-2020 UNDCS this seems to hold true in terms of one pillar/strategic area being dedicated to gender equality and women's empowerment.</p> <p><u>Sources of Evidence:</u> UNDCS 2016-2020, Joint Work Plans Matrix</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
<p><b>1.c - Gender equality and women's empowerment in UNDAF outputs (results)</b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standards</b></p> <p><b>At least one half of outputs</b> clearly articulate tangible changes for rights holders and duty bearers which will lead to improvements in progress toward gender equality and women's empowerment.</p> <p><b>Meets minimum standards</b></p> <p>Between one third and one half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality.</p> <p><b>Needs improvement</b></p> <p>Less than one third of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality.</p> <p><b>Inadequate</b></p> <p>Outputs refer to gender equality or women in passing, but with no logical connection to changes in gender equality.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p><b>Meets minimum standards - 4</b></p> <p><b>Comments:</b></p> <p>17+1* of the outputs (44.7 %) in the revised Joint Work Plans 2016-2020 mention gender or women and/or are formulated in such a way that they focus on the desired change toward greater gender equality or empowerment of women. In total 38+4 outputs are defined (4* of them are added from the UNCT 2016 Annual Work Plan).</p> <p>Some outputs have references to human rights and vulnerable groups in terms of inclusion, but lack clear articulation towards gender equality. More targets and baselines are defined in the revised Joint Work Plans, and – compared to the previous cycle – outputs are also accompanied by well-defined actions. Although the actions are tangible, it may not be realistic to claim that those actions will result in the very tangible changes that lead to empowerment of women or greater gender equality.</p> <p>For each output, the revised Joint Work Plan specifies more tangible indicators. Based on the total number of 164 indicators contained in the entirety of the Joint Work Plans, 30 (18.29 % per cent) are gender specific or gender sensitive.</p> <p>The connection between outcomes and outputs has been operationalized through the Result Groups that replaced the thematic groups. Individual agencies are listed in each output. Each</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
		<p>agency's individual accountability would normally be covered by monitoring the output-level results reported in the annual Joint Work Plans. However, although collective accountability for progress is assessed at the outcome level through the use of a common evaluation framework for UNCT, the role of agencies in this collective outcome may be better concretized through the elaboration of their contribution in the Result Groups.</p> <p><u>Sources of Evidence:</u> UNDCS 2016-2020, Joint Work Plans Matrix, interviews</p>
<p><b>1.d - Indicators to track UNDAF results are gender-sensitive</b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standards</b></p> <p>At least one indicator at outcome level, and <b>one half of indicators at output level, are gender sensitive</b>, and will adequately track progress towards gender equality results.</p> <p><b>Meets minimum standards</b></p> <p>At least one indicator at outcome level, and between one third and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results.</p> <p><b>Needs improvement</b></p> <p>No gender-sensitive indicators at outcome level, and less than one third of indicators at output level are gender sensitive.</p> <p><b>Inadequate</b></p>	<p><b>Meets minimum standards - 4</b></p> <p><b>Comments:</b></p> <p>More than one outcome uses gender-sensitive terminology and addresses gender equality goals.</p> <p>Out of 33 indicators at the outcome level 21 indicators (63 %) are gender responsive (10 [30 %] gender specific and 11 [33 %] gender sensitive), 9 (27 %) indicators are gender neutral and 3 (9 %) of them are gender blind (UN Women ECA).</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
	<p>Token reference to gender equality or women in indicators.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>The above figures show an improvement compared to the 16 (45 %) gender sensitive indicators out of 35 indicators in the first Results Framework Matrix.</p> <p>Despite the mention of women in the outcome statement related to the environment, climate change/DRR, this was not accompanied by gender sensitive indicators.</p> <p>Indicators both at the outcome and output level revised in the Joint Work Plans show that revisions can be used efficiently; however, in some cases if a particular agency Headquarters has already approved of the plans it may not be possible to make revisions.</p> <p>Out of the total of 164 indicators at the output level, 30 (18.29 %) are gender-responsive.</p> <p>Agencies which are the leaders of Result Groups had the chance to improve gender mainstreaming in Joint Work Plans, yet the discrepancy in gender sensitivity at the output and indicator levels show that some agencies show less initiative and make less use of the gender expertise offered to them by UN Women and RC office.</p> <p><u>Sources of Evidence:</u> UNDCS Turkey</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
<p><b>1.e - Baselines are gender-sensitive</b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Meets minimum standards<sup>15</sup></b></p> <p>All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</p> <p><b>Needs improvement</b></p> <p>Some data is sex-disaggregated but sex-disaggregation is not systematic.</p> <p><b>Inadequate</b></p> <p>There is token sex-disaggregation of data.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p><b>Needs improvement - 2</b></p> <p><b>Comments:</b></p> <p>Out of 33 indicators at the outcome level 9 lent themselves to be sex disaggregated and only 5 of them (55.6 %) were sex disaggregated.</p> <p>It has to be noted that sex disaggregation is not applicable to all baseline indicators, since a number of indicators refer to the existence/non-existence of strategies, systems and institutional arrangements. The reasons for not providing sex-disaggregated data for baseline indicators (where applicable) are not always specified.</p> <p>It would be helpful to either retrieve or take steps to obtain sex-disaggregated baseline data, to indicate reasons why sex-disaggregated data is lacking (where applicable) and to identify the areas in need of further data collection so as to eliminate (where possible) such gaps in gender statistics.</p>

<sup>15</sup> It is not possible to exceed the minimum standard in this case, because the indicator refers to an absolute value (all data).

Dimensions	Definition	Rating  Reviewer comments and evidence base included
		<u>Sources of Evidence:</u> UNDCS Result Matrix, Joint Work Plans, interviews
<b>2. PROGRAMMING</b>		
<b>2.a - Gender perspectives are adequately reflected in joint programming<sup>16</sup></b>  <b>Source:</b> <b>ECOSOC 1997, 2004, 2005, 2006, TCPR 2007, World Summit Outcome 2005</b>	<p><b>Exceeds minimum standards</b></p> <ul style="list-style-type: none"> <li>Promoting gender equality and women's empowerment is reflected <b>in long-term programming</b> consistent with the opportunities and challenges identified in the UNCT's background analysis of gender inequality and women's rights situation (e.g., in CCA/UNDAFs, MDG report, etc.).</li> <li>UNCT joint initiative(s) (e.g., advocacy and other initiatives) in support of gender equality and women's empowerment exist.</li> </ul> <p><b>Meets minimum standards</b></p> <ul style="list-style-type: none"> <li>There are detailed, practical and adequately funded programmes addressing the problems and challenges identified in the background analysis of gender inequality and women's rights situation.</li> <li>UNCT joint initiative(s) in support of gender equality exist.</li> </ul> <p><b>Needs improvement</b></p> <p>Meets either one of the two areas above (under <i>Meets minimum standard</i>).</p> <p><b>Inadequate</b></p> <p>Token reference to gender equality in programming.</p> <p><b>Missing</b></p>	<p><b>Meets minimum standards - 4</b></p> <p><b>Comments:</b></p> <p>UNCT joint initiatives have been visible on the national women's day, the 16 days of activism against GBV and in the support given to NGOs in the CEDAW reporting process. The number of potential donors in Turkey is limited and joint programmes on gender inequality and women's empowerment are not extensive for the upcoming cycle.</p> <p>UNCT, with contributions from several agencies and in particular with the support of UNHCR and UNFPA, has assisted the government in humanitarian services and disaster management. Preventing and combatting sexual and gender based violence has been one of the priority areas.</p> <p>The strategic area of Gender Equality and Women's Empowerment that is informed by the analysis in CCA/UNDCS addresses employment, education and GBV at multi agency level in the Joint Work Plans. Funding has been allocated for establishing a system of Child Protection for 2020.</p>

<sup>16</sup> For background information and guidance on joint programming and joint programmes, see <http://www.undg.org/index.cfm?P=237>



Dimensions	Definition	Rating  Reviewer comments and evidence base included
	Not applicable	<p>However, the focus on and funds allocated to gender equality and women empowerment in programming is not consistent with the picture offered through the analysis in CCA and UNDCS.</p> <p>Sources of Evidence: <a href="#">Draft CCA</a>, <a href="#">UNDCS 2012-2016</a>; <a href="#">UNDCS 2016-2020</a>, UN Agencies and CSO interviews, UN Coherence Fund Guidelines</p>
<b>2.b – Joint programmes</b>  <b>Source: UNDG Guidance</b>	<p><b>Exceeds minimum standards</b></p> <p>Key national gender equality and women's empowerment priorities are being addressed through a Joint Programme on gender equality, and through mainstreaming gender equality into other Joint Programmes.</p> <p><b>Meets minimum standards</b></p> <p><b>A Joint Programme on promoting gender equality and women's empowerment is in place, and work is in progress to mainstream gender into other Joint Programmes.</b></p> <p><b>Needs improvement</b></p> <p>Joint Programme on promoting gender equality and women's empowerment being formulated, and limited mainstreaming in other Joint Programmes.</p>	<p><b>Needs improvement - 2.5</b> (Between "needs improvement" and "inadequate")</p> <p><b>Comments:</b></p> <p>There have been two joint programmes with major gender equality objectives, both of which have recently been finalised.</p> <p>Women Friendly Cities (2nd phase) (finalized in September 2015)</p> <p>UN Joint Programme on Promoting and Protecting the Human Rights of Women (finalised in September 2015). Despite the lack of any joint programme on promoting gender equality and women's empowerment in the new cycle, the increased capacity and willingness of the agencies with respect to gender mainstreaming would make it unfair to say that "limited attention is paid to gender in Joint Programmes". Furthermore, there is a plan for a joint program on combatting child marriage in the 2016-2020 UNDCS cycle. However, seen from the perspective of the counterparts</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
	<p><b>Inadequate</b></p> <p>No Joint Programme on promoting gender equality and women's empowerment being formulated, and limited attention to gender in Joint Programmes</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>in Turkey, it may not be a coincidence that the UN is better known through the UN agencies rather than through a country team with individual agencies.</p> <p>Although there is a tacit assumption that all programmes are gender-mainstreamed, there is no UNCT-wide systematic action for gender mainstreaming. Depending on their own capacities, agencies are trying to design programmes with gender mainstreaming as a clear objective of joint programming. Result Groups and the presence of the Gender Specialist or one person from the Result Group on Gender for the purpose of mainstreaming gender equality into the planning of joint programming is a positive development.</p> <p><u>Sources of Evidence:</u> UN agency interviews, joint programme documents, CSO interviews</p>
<b>2.c - UNCT support for national priorities related to gender equality</b>	<p><b>Exceeds minimum standards</b></p> <p>UNDCS budgetary allocations support implementation of national gender equality legal frameworks, including:</p> <ul style="list-style-type: none"> <li>- National Plan of Action on Gender Equality and Women's Empowerment.</li> </ul>	<p><b>Needs Improvement - 2</b></p> <p><b>Comments:</b></p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
<p><b>and women's empowerment</b></p> <p><b>Source: TCPR 2007</b></p>	<p>- implementation of CEDAW, and follow-up to CEDAW Committee concluding comments.</p> <p>- <u>collection and analysis of sex-disaggregated data at the national level.</u></p> <p>- <u>gender mainstreaming in ministries other than the women's machinery.</u></p> <p><b>Meets minimum standards</b></p> <p>Meets any three of the above.</p> <p><b>Needs improvement</b></p> <p>Meets any two of the above.</p> <p><b>Inadequate</b></p> <p>Meets one of the above.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>The UNDCS supports implementation of the National Strategy on Gender Equality, which has yet to be released by the government. Women's employment and GBV are the major national priority areas that UNCT has been supporting.</p> <p>Budgetary allocations support implementation of legal frameworks:</p> <p>CEDAW shadow report production by NGOs has been supported by UNFPA and the Gender Specialist at the RC office. Follow-up to the CEDAW Committee Concluding Observations has been completed. Follow-up was supported through close cooperation with both state and non-state actors and through the coordinated action of several UN agencies collaborating with UN Women.</p> <p>An ongoing project is being conducted by FAO to assist the collection of sex-disaggregated data, albeit with a limited scope. However, there is no serious initiative for the collection and analysis of sex-disaggregated data at the national level.</p> <p>Gender mainstreaming in ministries is not applied in a systematic manner, but work with MFSP and MoL has gender mainstreaming dimensions.</p> <p><u>Sources of Evidence:</u> UNDCS, Annual Work Plans, interviews with CSO members</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
<p>2.d - UNCT support to gender mainstreaming in programme based approaches</p> <p>Source: TCPR 2007</p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>Capacity development provided to relevant government ministries for mainstreaming gender in Poverty Reduction Strategy Papers or equivalent.</li> <li>Capacity development provided to relevant government ministries for mainstreaming gender in General Budget Support programming.</li> <li>Capacity development provided to relevant government ministries for mainstreaming gender in Sector Wide Approaches and/or National Development Plans.</li> </ul> <p><b>Meets minimum standards</b></p> <p>Meets any two of the above.</p> <p><b>Needs improvement</b></p> <p>Meets any one of the above.</p> <p><b>Inadequate</b></p> <p>Token attention to gender mainstreaming in programme based approaches.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p><b>Needs improvement - 2 (More like between inadequate and needs improvement)</b></p> <p><b>Comments:</b></p> <p>Token capacity development programmes are provided to ministries on a needs basis or mainly within projects. UNCT provides support for mainstreaming gender to General Directorate on the Status of Women; capacity building for mainstreaming gender in budgeting processes primarily takes place through the efforts of the Gender Specialist at RC office and UN Women's engagement and other agencies such as ILO and UNFPA that work with the relevant ministries. The current overarching development strategy in Turkey is the Tenth Development Plan (2014-2018). Its framework on gender can benefit from UNCT support for the next plan.</p> <p>Gender mainstreaming may be seen as a secondary concern in certain areas, even within UN projects. However, given that programme-based approaches face harmonisation and co-ordination challenges gender mainstreaming needs to be deepened within UN agencies themselves. UN Women's presence in Turkey and the Result Groups may facilitate this process.</p> <p><u>Sources of Evidence:</u> Interviews, note on list of programmes, interviews</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
<p>2.e - UNCT support to gender mainstreaming in aid effectiveness processes</p> <p>Source: TCPR 2007</p>	<p><b>Exceeds minimum standards</b></p> <ul style="list-style-type: none"> <li>• Gender-responsive budgeting (GRB) is promoted in the Ministry of Finance and other key ministries.</li> <li>• UNCT takes lead role in strengthening the Government's ability to coordinate donor support to promote gender equality.</li> <li>• UNCT supports monitoring and evaluation of gender mainstreaming in National Development Plans, Poverty Reduction Strategy Papers or equivalent, General Budget Support programming, and Sector Wide Approaches.</li> </ul> <p><b>Meets minimum standards</b></p> <p>Meets any two of the above.</p> <p><b>Needs improvement</b></p> <p>Meets one of the above.</p> <p><b>Inadequate</b></p> <p>Token attention to gender mainstreaming in aid effectiveness processes.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p><b>Needs improvement (2)</b></p> <p><b>Comments:</b></p> <p>UNCT has strengthened the Turkish state's ability to coordinate donor support for gender equality, mainly through UN Women. As illustrated in two finalized joint projects, this cooperation has been fruitful. Gender responsive budgeting has not been promoted in any ministries or in UNCT itself. Donor support meetings were not reported in the interviews.</p> <p>There is no clear indication of whether UNCT supports monitoring and evaluation of gender mainstreaming in National Development Plans, Poverty Reduction Strategy Papers or equivalent, General Budget Support programming, and Sector Wide Approaches or not.</p> <p><u>Sources of Evidence:</u> UNDCS, interviews</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
<b>3. PARTNERSHIPS</b>		
<b>3.a - Involvement of National Machineries for Women / Gender Equality and women's departments at the sub-national level<sup>17</sup></b>  <b>Source: UNDG Guidance</b>	<p><b>Exceeds minimum standards</b></p> <p>Women's machinery/department participates fully in:</p> <ul style="list-style-type: none"> <li>• Consultations about UNDCS planning (e.g. the prioritization retreat).</li> <li>• Development of UNDCS outcomes, outputs and indicators.</li> <li>• As key informants/stakeholders in the monitoring and evaluation of UNDCS results.</li> </ul> <p>Full participation means that the women's machinery/department <b>is present at meetings, is involved in decision-making</b>, and that recommendations made are followed-up and there is involvement at the implementation level.</p> <ul style="list-style-type: none"> <li>• Role of women's machinery in supporting achievement of UNDCS outcomes clearly defined.</li> </ul> <p><b>Meets minimum standards</b></p> <ul style="list-style-type: none"> <li>• Women's machinery/department participates fully in UNDCS consultations.</li> <li>• <b>Role of women's machinery/department in supporting achievement of UNDCS outcomes clearly defined.</b></li> </ul> <p><b>Needs improvement</b></p> <ul style="list-style-type: none"> <li>• Women's machinery/department participates fully in one of the above (under <i>Meets minimum standard</i>).</li> </ul>	<p><b>Needs improvement (3)</b></p> <p><b>Comments:</b></p> <p>The Directorate General for Women's Status (DGWS) was part of the consultation process. Their role in monitoring UNDCS results is not clearly defined. They participated in the prioritization meeting and subsequent meetings. Their comments are taken into account. Members of the Directorate General for Women's Status have been actively involved in joint programme implementation.</p> <p><u>Sources of Evidence:</u> UNDCS Results Framework.</p>

<sup>17</sup> To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating  Reviewer comments and evidence base included
	<p><b>Inadequate</b></p> <p>Token participation by women's machinery/department.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	
<p><b>3.b - Involvement of women's NGOs and networks<sup>18</sup></b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standards</b></p> <p>Women's NGOs and networks participate fully in:</p> <ul style="list-style-type: none"> <li>• Consultations around UNDCS planning (e.g. the prioritization retreat).</li> <li>• <u>Development of UNDCS outcomes, outputs and indicators.</u></li> <li>• <u>Monitoring and evaluation of UNDCS results.</u></li> </ul> <p>Full participation means that women NGOs and network representatives are present at meetings, involved in decision-making, that recommendations made are followed-up, and that they are also involved at the implementation level.</p> <ul style="list-style-type: none"> <li>• Role of women's NGOs and networks in supporting achievement of UNDAF outcomes clearly defined.</li> </ul> <p><b>Meets minimum standards</b></p> <ul style="list-style-type: none"> <li>• Women's NGOs and networks participate fully in UNDCS consultations.</li> <li>• <u>Role of women's NGOs and networks in supporting achievement of UNDAF outcomes clearly defined.</u></li> </ul> <p><b>Needs improvement</b></p> <ul style="list-style-type: none"> <li>• Women's NGOs and networks participate fully in one of the above (under <i>Meets minimum standard</i>)</li> </ul>	<p><b>Needs improvement- 3</b></p> <p><b>Comments:</b></p> <p>NGOs, including women's groups, were involved in consultations on the 2012-2016 UNDCS for Turkey. However, their role has been limited "depending on the initiative of the respective UN agency personnel". The role of NGOs involved in the UNDCS outcomes is not defined in a specific manner. Involvement of women's groups was explicitly part of the UN Women and UNFPA joint programmes and is visible in their projects. However, given the prominence of the women's CSOs in Turkey, their involvement in UN operations may be considered limited in the period 2011-2015. On the other hand, civil society involvement was more substantive during the preparation of the 2016-2020 UNDCS.</p>

<sup>18</sup> To be completed once during the UNDCS process.

Dimensions	Definition	Rating  Reviewer comments and evidence base included
	<p><b>Inadequate</b></p> <p>Token participation by women's NGOs and networks.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>Women's NGOs are listed as the relevant partners/stakeholders, yet their role in the achievement of UNDCS outcomes is not clearly defined.</p> <p><u>Sources of Evidence:</u> Interviews; list of participants of the Civil Society Advisory Group</p>
<p><b>3.c - Women from excluded groups included as programme partners and beneficiaries in key UNCT initiatives</b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standards</b></p> <ul style="list-style-type: none"> <li>• Women from excluded groups and their capacities and livelihoods strategies, clearly identified in UNCT country level analysis.</li> <li>• UNCT proactively involves women from excluded groups in planning, implementation, decision-making, and monitoring and evaluation.</li> <li>• Women from excluded groups are participants and beneficiaries in key UNCT initiatives, e.g. in UNDCS outcomes and outputs.</li> </ul> <p><b>Meets minimum standards</b></p> <ul style="list-style-type: none"> <li>• Women from excluded groups clearly identified in UNCT country level analysis.</li> <li>• Women from excluded groups are participants and beneficiaries in key UNCT activities, e.g. in UNDCS outcomes and outputs.</li> </ul> <p><b>Needs improvement</b></p> <p>Meets one of the above (under <i>Meets minimum standard</i>).</p> <p><b>Inadequate</b></p> <p>Token involvement of women from excluded groups.</p>	<p><b>Needs improvement - 3</b></p> <p><b>Comments:</b></p> <p>Throughout UNDCS, several highly relevant sub-categories tend to be subsumed within aggregates ("rural women", "people with disabilities", "Syrian women", etc.) and do not (yet) feature as equal partners but primarily as beneficiaries. Women from vulnerable, marginalized, excluded groups (including rural women, elderly women, women in socio-economic difficulties, Syrian women, women with disabilities, female victims of trafficking and domestic violence, as well as female returnees) are clearly among the envisaged beneficiaries of UNCT activities. There is no mention of sexual minorities (LGBTI persons) in the key initiatives, although some programmes include them as partners, e.g. in the case of sex worker trans women. A monitoring recommendation is needed. However, reference to these specific categories of vulnerable/excluded/marginalised women is limited and found almost exclusively in the Gender Outputs. The needs of (the increasing number of) elderly women are not yet being considered. Sensitivity towards and outreach to the above-mentioned categories need to be increased in all relevant Outputs.</p>



Dimensions	Definition	Rating  Reviewer comments and evidence base included
	Missing  Not applicable	<u>Sources of Evidence:</u> UNDCS, interviews
<b>4. UNCT CAPACITIES</b>		
<b>4.a - Multi-stakeholder Gender Theme Group is effective</b>  <b>Source: TCPR 2007</b>	<b>Exceeds minimum standards</b> <ul style="list-style-type: none"> <li>Gender Theme Group adequately resourced, and resourced equally to other Theme Groups.</li> <li>All key stakeholders participate (e.g. national partners, Bretton Woods institutions, regional banks, civil society, trades unions, employer organizations, the private sector, donors, and international NGOs).</li> <li>Gender Theme Group recommendations taken into account in preparation of UNDCS.</li> <li>Gender Theme Group has clear terms of reference with membership of staff at decision making levels and clear accountability as a group.</li> </ul> <b>Meets minimum standards</b> <ul style="list-style-type: none"> <li>Gender Theme Group adequately resourced.</li> <li>Gender Theme Group recommendations taken into account in preparation of UNDCS.</li> <li>Gender Theme Group has clear terms of reference.</li> </ul>	<b>Meets minimum standards - 4</b>  <b>Comments:</b>  The Gender Theme Group (GTG) was scheduled to meet six times a year from 2014 onwards (compared to four times in 2012-13). The GTG had an annual plan and terms of reference; it consisted of 11 representatives, representing all UN agencies collaborating on the Gender themes. The members of the GTG were also members of other theme groups. However, it had very limited resources of its own. Funds for required internal gender capacity development were mobilized by the GTG. UN Women Regional, UNFPA, UNICEF, FAO office and the Gender Specialist at times mobilized the resources for its activities. GTG had been effective in the UNDCS process and mobilized itself as a thematic group successfully, yet the Resource Guide for Gender Theme Groups has not been fully operationalized. In order to increase its effectiveness when it comes to gender mainstreaming, achieving the goals set within UNCT as well as for different agencies, and implementing UNDCS outcomes, its capacity and resources need to be strengthened. The Result

Dimensions	Definition	Rating  Reviewer comments and evidence base included
	<p><b>Needs improvement</b></p> <p>Meets any two of the above (under <i>Meets minimum standard</i>).</p> <p><b>Inadequate</b></p> <p>Meets any one of the above (under <i>Meets minimum standard</i>).</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>Group on Gender that replaced GTG can use follow-up on the Performance Indicators for the Gender Equality Scorecard exercise as an opportunity both to strengthen itself and introduce some of the transformation needed in other agencies.</p> <p><u>Sources of Evidence:</u> UNCT, GTG interviews, GTG TOR, GTG minutes,</p>
<p><b>4.b - Capacity assessment and development of UNCTs in gender equality and women's empowerment programming</b></p> <p><b>Source: ECOSOC 2006</b></p>	<p><b>Exceeds minimum standards</b></p> <ul style="list-style-type: none"> <li>Resident Coordinator systematically promotes, monitors and reports on capacity assessment and development activities related to gender equality and women's empowerment.</li> <li>Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every one or two years).</li> <li>The impact of the gender component of existing training programmes regularly reviewed, and revised based on the review.</li> <li>Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every year after this).</li> <li>Gender specialists and gender focal points receive specific training (minimum four days of training a year on gender equality and women's empowerment programming).</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>Resident Coordinator systematically promotes, monitors and reports on capacity development activities related to gender equality and women's empowerment</li> </ul>	<p><b>Inadequate - 2</b></p> <p><b>Comments:</b></p> <p>In 2014 a capacity assessment was carried out and as a result the RC office hired the Gender Specialist.</p> <p>In 2015 a UNCT-wide plan for capacity development was set in motion. UN Women would like to introduce systematic gender training.</p> <p>Gender mainstreaming training has been provided for all gender focal points in GTG. So far no regular gender mainstreaming capacity building or gender training programmes have been introduced.</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
	<ul style="list-style-type: none"> <li>• Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every two or three years).</li> <li>• Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every two years after this).</li> <li>• Gender specialists and gender focal points receive specific training (minimum two days of training a year on gender equality and women's empowerment programming).</li> </ul> <p><b>Needs improvement</b></p> <p>Any two of the above (under <i>Meets minimum standard</i>) are met.</p> <p><b>Inadequate</b></p> <p>Token attention to capacity development of UNCTs in gender mainstreaming.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>The Resident Coordinator has taken the initiative in order to increase the gender mainstreaming capacity of all agencies.</p> <p>Since 2014 gender focal points have started to receive training. The Gender Specialist is responsive to the needs of any agency when it comes to offering them seminars and training sessions.</p> <p>Gender mainstreaming revisions in the Joint Work Plans are clearly the fruits of these two years of long active engagement on the part of RC, UN Women and the Gender Specialist in capacity development efforts.</p> <p>Although more than token attention is being paid to capacity development, the score here is pulled down by the fact that training at regular intervals is not in place for all UNCT staff.</p> <p><u>Sources of Evidence:</u> Interviews</p>
4.c - Gender expert roster with national, regional and	<p><b>Exceeds minimum standards</b></p> <ul style="list-style-type: none"> <li>• Gender expert roster exists, is regularly updated and includes national, regional and international experts.</li> </ul>	<b>Missing (1)</b>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
<p><b>international expertise used by UNCT members<sup>19</sup></b></p> <p><b>Source: ECOSOC 2006</b></p>	<ul style="list-style-type: none"> <li>• Experts participate in key UNCT activities (e.g. UNDCS planning, development of Joint Programmes on gender equality and women's empowerment).</li> <li>• Roster used on a regular basis by UN agencies (dependent on size of UN country programme).</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Gender expert roster exists.</li> <li>• Roster used on a regular basis by some UN agencies (dependent on size of UN country programme).</li> </ul> <p><b>Needs improvement</b></p> <p>Roster in place but not updated or utilised.</p> <p><b>Inadequate</b></p> <p>No roster exists.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p><b>Comments:</b></p> <p>A gender expert roster does not exist at the UNCT level. Some UN agencies (particularly UN Women) maintain an unsystematic gender expert roster, which includes national, regional and international experts; these experts regularly take part in key UNCT activities. However, there is no system of a shared roster with the relevant capacities that is accessible on an inter-agency basis.</p> <p>The lack of a roster can be attributed to the fact that nobody has taken ownership of the issue. None of those who were confronted with the question seemed to regard this as a significant issue, although some members thought it was time to make a start.</p> <p>In the absence of a roster this need could be accommodated by increased inter-agency communication and exchange involving GFPs and UN Women, with the aim of enabling cross-referrals between agencies and making use of UN Women's database on gender experts and products as well as relevant resources that are available within UNDP and UNFPA.</p> <p><u>Sources of Evidence:</u> Interviews,</p>
<b>5. DECISION-MAKING</b>		

<sup>19</sup>The roster can be maintained at national or regional levels.

Dimensions	Definition	Rating  Reviewer comments and evidence base included
<b>5.a - Gender Theme Group coordinator is part of UNCT Heads of Agency group</b>  <b>Source: TCPR 2007</b>	<p>Yes/No</p>	<p>Yes, the GTG coordinator (chair) has been the Regional Director for Europe and Central Asia Representative to Turkey and she is part of UNCT. The Result Group on Gender is chaired by UN Women.</p>
<b>5.b - UNCT Heads of Agency meetings regularly take up gender equality programming and support issues</b>  <b>Source: TCPR 2007</b>	<p><b>Exceeds minimum standards</b></p> <ul style="list-style-type: none"> <li>• Gender equality programming and support issues included in 75% of Heads of Agency meetings.</li> <li>• Decisions related to gender equality programming and support issues are followed through.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Gender equality programming and support issues are included in 50% of Heads of Agency meetings.</li> <li>• Decisions related to gender equality programming and support issues are followed through.</li> </ul> <p><b>Needs improvement</b></p> <p>Heads of Agency meetings occasionally include gender equality programming on their agenda.</p>	<p><b>Exceeds minimum standards 5</b></p> <p><b>Comments:</b></p> <p>Heads of Agency meetings include gender equality-related issues – if not programming – on their agenda on most occasions. Out of the 11 UNCT meeting minutes provided, only three of them did not involve any planning, discussion or follow-up of gender- or women-related issues.</p> <p>It may be possible to increase the degree to which gender equality programming and support issues are addressed and discussed in depth by inviting high-level experts who can discuss and make gender relevant to other areas such as the environment. UNCT meeting attendance lists show that</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
	<p><b>Inadequate</b></p> <p>Token attention to gender equality programming and support issues.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>despite the strict participation criteria at agency level the meetings include junior staff with less seniority owing to absences.</p> <p><u>Sources of Evidence:</u> UNCT minutes, interviews</p>
<b>6. BUDGETING</b>		
6.a - UNCT Gender responsive budgeting system instituted	<p><b>Exceeds minimum standards</b></p> <p>The UNCT has implemented a budgeting system which tracks UNCT expenditures for gender equality programming, as a means of ensuring adequate resource allocation for promoting gender equality.</p> <p><b>Meets minimum standard</b></p>	<p><b>Inadequate - 2</b></p> <p><b>Comments:</b></p> <p>The UNCT budget system in Turkey does not allow for system-wide tracking of expenditures in a way that would enable overall gender budget analysis. At agency level, UN Women's expenditures are entirely devoted to gender equality;</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
<b>Source: ECOSOC 2005</b>	<p>The UNCT has clear plans for implementing a budgeting system to track UNCT expenditures for gender equality programming, with timelines for completion of the plan noted.</p> <p><b>Needs improvement</b></p> <p>Discussions ongoing concerning the need to implement a budgeting system to track UNCT expenditures for gender equality programming.</p> <p><b>Inadequate</b></p> <p>The issue of implementing a budgeting system to track UNCT expenditures for gender equality programming has been raised, but a decision was taken not to proceed with this.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>UNDCS does not track gender expenditures; UNDP's gender marker is still in the making. Gender responsive budgeting is not implemented at the UNCT level. In the future, available data at the agency level may be compiled at UNCT level so as to offer an indicative picture of system-wide gender equality expenditures.</p> <p>It is suggested that UNCT Turkey should reach an internal consensus on budgetary gender accountability as one aspect of gender mainstreaming. This would require promoting the tracking of agency-specific expenditures and across UNCT. Simultaneously, UNCT is urged to increasingly engage in the concerted provision of training, coaching and technical support to governmental counterparts in order to increase budgetary gender accountability.</p> <p><u>Sources of Evidence:</u> Interviews</p>
<b>6.b - Specific budgets allocated to stimulate stronger programming on gender equality and women's empowerment</b>	<p><b>Exceeds minimum standards</b></p> <p>Specific budgets to strengthen UNCT support for gender equality and women's empowerment located for:</p> <ul style="list-style-type: none"> <li>• Capacity development and training of UNCT members.</li> <li>• <b>Gender equality pilot projects.</b></li> <li>• Support to national women's machinery.</li> <li>• Support to women's NGOs and networks.</li> <li>• <b>Maintenance of experts' roster.</b></li> </ul>	<p><b>Meets minimum standard - 4</b></p> <p><b>Comments:</b></p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
<p><b>Source: ECOSOC 2005</b></p>	<ul style="list-style-type: none"> <li>Gender mainstreaming in CCA/ UNDCS exercises (e.g. for the preparation of background documentation, gender analysis capacity building, technical resource persons, etc.).</li> </ul> <p><b>Meets minimum standards</b></p> <p>Specific budgets allocated for any four of the above.</p> <p><b>Needs improvement</b></p> <p>Specific budgets allocated for any three of the above.</p> <p><b>Inadequate</b></p> <p>Specific budget allocated for one or two of the above.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>Since the Gender Specialist was hired she has been offering training for UNCT staff and the government employees who work both in Ankara and in the field offices.</p> <p>Funds to strengthen UNCT support for gender equality and women's empowerment were allocated to the Directorate General for Women's Status, gender mainstreaming, women's NGOs and networks as well as to capacity development and the training of UNCT members. These activities were primarily undertaken under the two gender outputs.</p> <p>UNDP is in the process of finishing the Gender Seal Exercise. In addition, UNDP has allocated specific funds from the development effectiveness budget for gender mainstreaming across the organization to the recruitment of a gender expert for their agency.</p> <p>No UNCT-specific budgets are allocated or earmarked for stimulating stronger programming on gender equality and women's empowerment with the exception of financing of the Gender Specialist.</p> <p>There is a serious need for reconsideration of funding for gender equality and women's empowerment that moves beyond the gender outputs. Specific allocations should be considered that respond to the apparent need to mainstream gender into the non-gender outputs, in particular in the areas of environment and sustainability. Such an approach would significantly increase the effectiveness of UNCT support for gender equality and women's empowerment.</p>



Dimensions	Definition	Rating  Reviewer comments and evidence base included
		Sources of Evidence: Interviews
7. MONITORING AND EVALUATION		
<p>7.a - Monitoring and evaluation includes adequate attention to gender mainstreaming and the promotion of gender equality and women's empowerment</p> <p>Source: UNDG Guidance</p>	<p><b>Exceeds minimum standards</b></p> <ul style="list-style-type: none"> <li>• A dedicated gender equality evaluation is carried out once during the UNDCS period.</li> <li>• Gender audit undertaken once during UNDCS period.</li> <li>• The UNDCS Monitoring and Evaluation Framework measures gender-related outcome and output expected results.</li> <li>• Data for gender-sensitive indicators in the UNDCS Results Matrix is gathered as planned.</li> <li>• All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> <li>• The UNDCS Annual Review reports on the main gender-related expected results.</li> <li>• Resident Coordinator reporting covers the main gender-related expected results.</li> <li>• Gaps against planned results are rectified at an early stage.</li> </ul> <p><b>Meets minimum standards</b></p> <ul style="list-style-type: none"> <li>• The UNDCS Monitoring and Evaluation Framework measures gender-related outcome and output expected results.</li> <li>• Data for gender-sensitive indicators in the UNDCS Results Matrix is gathered as planned.</li> <li>• All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> <li>• The UNDCS Annual Review reports on the main gender-related expected results.</li> <li>• Resident Coordinator reporting covers the main gender-related expected results.</li> </ul>	<p><b>Inadequate - 2</b></p> <p><b>Comments:</b></p> <p>The UNDCS gender equality evaluation will be undertaken twice (mid-term and final). Findings from the mid-term evaluation will directly feed into the revision process of UNDCS, which is envisaged for 2016. A specific gender audit may possibly be undertaken.</p> <p>Gaps exist regarding gender-sensitive monitoring. Overall, the limited use of disaggregated or gender-sensitive indicators in the non-gender responsive outcomes and outputs poses a significant obstacle to gender-sensitive monitoring of UNDCS.</p>

Dimensions	Definition	Rating  Reviewer comments and evidence base included
	<p><b>Needs improvement</b></p> <p>Any four of the above (under <i>Meets minimum standard</i>) are achieved.</p> <p><b>Inadequate</b></p> <p>Less than four of the above (under <i>Meets minimum standard</i>) are achieved.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>A very general UNDCS Monitoring and Evaluation Framework provides for a yearly schedule of reviews until 2020. It specifies evaluation milestones, the types of evaluations to be undertaken and the monitoring systems.</p> <p>Data for gender-sensitive indicators in the UNDCS Result Matrix has not been gathered.</p> <p>Resident Coordinator reporting in the years for which it is available covers the major gender-related expected results.</p> <p>Through the work on the development of Annual Joint Work Plans of the Results Groups gaps against planned results are rectified.</p> <p><u>Sources of Evidence:</u> RCO reports</p>
<b>8. QUALITY CONTROL AND ACCOUNTABILITY</b>		

Dimensions	Definition	Rating  Reviewer comments and evidence base included
<p>8.a - CCA/UNDAF quality control<sup>20</sup></p> <p>Source: UNDG Guidance</p>	<p><b>Exceeds minimum standards</b></p> <ul style="list-style-type: none"> <li>Gender experts involved in all aspects of UNDCS preparation.</li> <li>Readers' Group comments refer specifically to gender equality and empowerment of women.</li> <li>Evidence of changes based on Readers' Group comments concerning gender equality and empowerment of women.</li> <li>Relevant assessment on gender equality and empowerment of women from the CCA quality review template taken into account in revising the CCA.</li> <li>Relevant assessment on gender equality and empowerment of women from the UNDCS quality review template taken into account in revising the UNDCS.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>Gender experts involved in all aspects of CCA/UNDCS preparation.</li> <li>Relevant assessment on gender equality and empowerment of women from the CCA quality review template taken into account in revising the CCA.</li> <li>Relevant assessment on gender equality and empowerment of women from the UNDCS quality review template taken into account in revising the UNDCS.</li> </ul> <p><b>Needs improvement</b></p> <p>Meets only one or two of the above (under <i>Meets minimum standard</i>).</p> <p><b>Inadequate</b></p> <p>Token attention to gender equality during review and quality control exercises.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p><b>Needs improvement - 3</b></p> <p><b>Comments:</b></p> <p>The Gender Specialist at the RC office was involved in all aspects of UNDCS preparation. Experts outside of UNCT also took part in some aspects of UNDCS preparation.</p> <p>GTG has had discussions on quality control.</p> <p>No Readers' Group exists. The Peer Support Group provides comments on drafts and CCA and UNDCS are updated on the basis of their comments.</p> <p>CCA quality review template and UNDCS quality review template could not be located.</p> <p>It is not clear whether quality control is performed on the basis of the template but the Peer Support Group conducted the CCA and UNDCS quality review. The Peer Support Group provided one-on-one support in the formulation of outputs and indicator production process. The Gender Specialist reviewed all the Joint Work Plans for gender mainstreaming purposes and sent her feedback to the relevant agencies. Some of her feedback has been used for further revisions by the responsible agencies.</p>

<sup>20</sup> To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating  Reviewer comments and evidence base included