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EVALUATION REPORT



TRANSTEC
PROJECT
MANAGEMENT

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

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Disclaimer

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

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I. Executive Summary

i. Project Data

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

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

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

- Immediate Beneficiaries: women activists throughout the country, and women’s NGOs
- Ultimate Beneficiaries: “women citizens.”

ii. Evaluation Findings

Turkey has made impressive strides in its economic and industrial development in recent decades. Yet, political development has been more uneven, and challenges remain which inhibit, to a degree, the flourishing of civil society. A particularly notable feature of Turkish public life is the lack of engagement of women in decision-making. More fundamentally, deep gender disparities continue to exist in social and economic life, and many women are quite unaware of their rights as citizens. This renders them vulnerable to injustice at home, in employment and, more broadly, in the social, cultural and political spheres.

The project was directly relevant to the development problem to be addressed. It sought to enhance the capacity of women activists, who were engaged with improving the lives of other women, by enhancing their knowledge of concepts of gender equality, of women’s rights as citizens, and of practical measures which might be taken to enable women to defend themselves against injustice. On this basis, it hoped to equip women activists and the women’s NGOs with which they worked, to provide civic education to ordinary women at community level.

In support of its efforts, the project developed a comprehensive Training Manual and 5-day, intensive Training-of-Trainers (ToT) course, delivered across the country. This was an exemplary and pioneering effort to provide such systematic training to endow women activists throughout Turkey with essential skills. **It proved highly relevant to the needs and priorities of women activists**, and strengthened their own sense of empowerment, as well as their commitment to working with others.

The project was effective in achieving, in full or in part, most its intended (initial) outcomes. The project was both highly innovative and effective in producing a high-quality

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

Eighty per cent of trainees complete the ToT course and are certified as trainers: This objective was met in a formal sense, but it must be noted that the only requirement for "certification" was completion of the course. In other words, there was little quality control either at entry, or on completion of the course. At the same time, trainee and trainer interviews indicated that most participants had learned a great deal, and felt empowered by their enhanced practical understanding of women's rights and how to act on them. All of those interviewed rated the course sessions and the manual very highly.

Most of those who were interviewed, both trainers and trainees, recognized the limitations of the "trainer" designation, and many indicated to the trainers that, while inspired by the course, they lacked both the confidence and the opportunity to deliver major training exercises, based on the manual, to groups of women. There were exceptions; women who were already experienced trainers and long-term community activists, and even younger women working with community-based groups, were able to provide effective training, based on part of the Kader program, to groups with which they were already working.

The women who are certified as trainers deliver training to at least 25 women in local communities: Many (approximately 50 per cent) of the trainees met the commitment to train 25 other women, or are planning to do so. For others, it proved to be a problem to identify the women to train, and/or to build a cooperative relationship with a local women's organization to enable them to do so. The project, then, fell somewhat short of the overall quantitative objective of 350 certified "trainers" each training 25 women.

Serious challenges were encountered in providing training to ordinary women, the ultimate beneficiaries, whose circumstances were very different from those of the middle-class, educated trainees. The ToT course did not endow its "graduates" with the skills necessary to deal with a wide range of subjects, with beneficiaries requiring practical information regarding their rights and on how to act to address problems of day-to-day injustice (in inheritance, property ownership and divorce-related disputes). However, the project was effective in demonstrating the depth and extent of the need for women to learn that they had rights as citizens, and to receive advice on how to act on them.

Judging from the interviews, the primary "learning need" of women trainees was to gain practical knowledge of women's rights and how to help other women on the basis of new knowledge. The program was effective in meeting this need. The formal objective of **training trainers** proved to be a step too far. Given the limited time available for the course, it is not surprising that this objective was not met. In practice, on completion of the course, the trainees felt capable of applying what had been learned in their own lives and in supporting others in a one-on-one basis and many have been able to do so. Beyond this, it cannot be said that the graduates of the course were qualified to train others on the basis of the curriculum used in the ToT course, as intended.

Weaknesses in design hampered the project's ability to achieve its objectives in full, and this compromised its overall **effectiveness** to a certain degree.

The key gaps in design were:

- The concentration of resources on funding the ToT program and non-allocation to an initial needs assessment relating to the designated beneficiaries (women's

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

- The decision to “go it alone” (without organizational partners) in the planning and delivery of the core component of the project, the ToT course, and the absence of an effort to build partnerships with women’s organizations and other civil society groups providing services to women;
- The non-availability of resources to support the ToT “graduates” in planning and delivering their own courses to meet a commitment made by all registrants to train a further 25 women.

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

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

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

The (projected) immediate beneficiaries were women’s organizations, whose capacity was to be built. While some benefited from the training given to their volunteers and/or staff members, the absence of a partnership with Kader limited any impact on these groups. In any case, since it proved impossible to find 350 trainees from women’s organizations, many of those trained were from other kinds of civil society groups.

The ultimate beneficiaries of the project were the ordinary “women citizens” of Turkey, who were to be trained by the ToT “graduates” in their home localities. It was discovered that those women who participated in such training faced significant problems of injustice, or perceived injustice, and that their motivation for attending was to obtain information and advice on immediate problems. In this respect, the project represents only a first step in

identifying and responding to such needs. For the record, according to Kader records, some 2,000 women received some form of training from the ToT graduates.

As to the sustainability and further development of the initiative supported by UNDEF, there is clear interest on the part of Kader in building on its experience in “Empowering Women Citizens” and also in following up with the organizations who nominated trainees and with the trainees themselves. However, it has not done so yet, and if it is to do so effectively, it must face up to its organizational limitations. It will also be advisable for Kader to work in close partnership with other women’s organizations and community groups if it is to pursue the goal of reaching ordinary women in their own communities and helping them to understand and be able to act on their rights as citizens.

iii. Conclusions

▪ ***The project represented an effort by Kader to address a significant gap in terms of democratic inclusion in Turkey: the lack of knowledge of many women of their citizenship rights and how to act on them. The effort was innovative in terms of its systematic training of women activists across Turkey and empowering them to help others.***

▪ ***The Training Manual, which was developed as a foundation for the Training of Trainers (TOT) course, stands out as an important and highly relevant resource*** to support the struggle for gender equality and the full inclusion of women in Turkey’s public life. It was regarded very highly by course participants. The ToT course proved to be effective in all regions of the country and in reaching a wide variety of educated women with a shared commitment of improving the lives of the women of Turkey. The information booklets produced as a resource book and guide in training programs to be organized by trainees in their own training was found to be helpful and relevant, and was well-received at community level.

▪ ***The core members of Kader contributed their imagination, experience and energy to the conceptualization of the ToT course and Training Manual, as well as to the production, review and editing of the content of the Manual, and acted as trainers. They provided services of very high quality; their contribution was at the heart of the value added by the project.***

▪ ***There were deficiencies in overall project design***, in the initial assumptions made and in risk identification and assessment. These limited, to some degree, the ability of the project to achieve its results in full. This was particularly the case in terms of the objective of building the capacity of women’s organizations. However, for the most part, project resources were allocated appropriately and carefully managed, in supporting the achievement of project results.

▪ ***The character of Kader, as a highly-centralized, volunteer-led organization is both a strength and a weakness in terms of its ability to conduct projects.*** The non-delegation of responsibility by the Board to project staff, the absence of a partnership with other women’s organizations and gaps in front-end planning and project design are all attributable, at least in part, to the organization’s institutional culture and structure. Kader designed and implemented the project alone, and built no linkages with women’s associations. A partnership with women’s organizations would have enabled the project and the trainees to build far closer connections with the ultimate beneficiaries.

▪ The project was highly successful in achieving its objectives where its (actual) **Immediate Beneficiaries** are concerned. **It was extremely effective in building and enhancing the awareness and understanding of the concepts of gender equality and women's rights in the case of the 350 women activists who completed the ToT course.** In this respect, it built a strong sense of collective and individual empowerment which, in turn, strengthened both their resolve and their capacity to support the empowerment of other women.

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

▪ **Despite its limitations, the project was highly effective in demonstrating the huge, unmet need of the women of Turkey for education and practical information on their rights as citizens and how to pursue legal remedies to cases of injustice and denial of their rights. Those who received the "secondary training" delivered by the ToT "graduates" were reported to be heavily engaged in the sessions and thirsty for knowledge.**

iv. Recommendations

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

▪ **There are major gaps in Kader's approach to documentation (and analysis) of its experience**, and even in terms of information on the profile of its own membership. Changes in this respect will be advisable if the organization is to be able to learn from its experience, respond to the priorities of its members and stakeholders, and take on further projects.

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

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

II. Introduction and development context

i) The Project and Evaluation Objectives

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

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

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

ii) Evaluation methodology

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

The field mission included meetings in central Istanbul at the offices of Kader, as well as at the offices of NGOs, community organizations and municipalities throughout the city, including in Kadikoy, a large municipality on the Asian side of the Bosphorus. In addition, the evaluation team travelled to Nevsehir, a medium-sized city in central Anatolia, for a day of meetings organized by the Kapadokya Women’s Association. Those interviewed, individually and in small groups, included: the Chairwoman (also Project Director) and members of the Board and Advisory Council of Kader, many of whom contributed to the manual and acted as trainers on the ToT course; other trainers; members of staff; trainees; NGO representatives; and, a small sample of those trained by the “graduates of the ToT program.

iii) Development context

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

A notable benchmark achieved in advancing women's empowerment and gender equality was the adoption of the first National Action Plan on Gender Equality in 2008 and the establishment of an Equal Opportunities Commission in 2009. During the last decade, many legislative changes were introduced addressing some of the inequalities, including adoption of the Civil Code (2002), the Labour Code (2003), the Penal Code (2004), and the Family Court Law (2003). However, despite these positive developments, persistent gender stereotypes and gender discrimination result in low participation of women in politics both at the national and local levels, high levels of gender based violence, and vertical and horizontal segregation in the labour market. According to a World Bank study, women's labour market participation rate was only 22% in 2008 (www.worldbank.org.tr).

According to the General Directorate on the Status of Women in Turkey, one out of every three women is a victim of violence (www.ksqm.gov.tr). According to the same research, close to 14 per cent of women said it was sometimes acceptable for a husband to beat his wife, and 49 per cent of women who had been abused did not seek help because they did not believe it was a problem.

On June 9, 2009, in a landmark case, Turkey became the first country to be penalized by the European Court of Human Rights for failing to protect its citizens from domestic violence. This decision has obliged the government of Turkey to recognize the gravity of domestic violence, acknowledge the problems created by the "invisibility" of the crime, and emphasize that domestic violence is not a private or family matter, but rather an issue of public interest which demands effective action. However, current governmental and civil society efforts are insufficient to address gender-based violence in a systematic way.¹

The endemic nature of gender-based violence in Turkey is fuelled and perpetuated by unequal power relationships between women and men and deeply entrenched ideas about gender roles and gender relations. Despite this situation, since the 1990s, women's organizations in Turkey have gained a crucial role in advocacy for legislation and policies to enhance gender equality. Through their efforts, public awareness has been increasing and people have become better informed about existing gender disparity issues, the problems to be faced and possible solutions.

Women's NGOs have greater public visibility than in earlier decades, greater strength in bargaining with governmental bodies, and improved capacities in fund-raising, supported by international organizations such as the UN and EU. Yet, they have limited access to national funds and remain heavily dependent on international financial support. In addition, despite

¹In early October 2010, the CEDAW Committee recommended that there is a need for new legislation and amendments to existing laws to combat all kinds of violence, including domestic violence. Further, the Committee urged Turkey to evaluate and strengthen related legislation, advising particularly that honour killings should be explicitly included within the scope of aggravated homicide in the Penal Code.

the gains in legislation to support gender equality, the effectiveness of their efforts has been constrained by the lack of political will on the part of decision-makers to acknowledge the importance of adopting a gender equality perspective in public policy and decision-making. More generally, it should be noted that current weaknesses of civil society in general, and not only of women's organizations, reflect, in large part a history of strong, authoritarian government and a limitation of the public space for social groups to organize and flourish. While there has been a period of opening, growth and revitalization in the post-1980 period, it is apparent that there remain major obstacles to the achievement by Turkish civil society of a status where its role is central to public life (see Civil Society in Turkey: At a Turning Point, April 2011).

It is difficult to give an exact number for women's NGOs in Turkey. The most recent survey was conducted by a women's organization called "Flying Broom" in 2002, and, according to the results of the study, the numbers of registered women's organizations reach several hundreds. However, many of these exist on paper only, and anecdotal evidence suggests that perhaps only 150 of those registered are currently functioning (www.ucansupurge.com).

III. Project strategy

j) Project approach and strategy

Kader was founded as a women's NGO in 1997 with a very specific mission: to increase the representation of women in all elected and appointed positions in decision-making bodies. The organization is based in Istanbul, with a second major branch in Ankara and branches and smaller groups throughout the country. It has around 2,000 members, with a majority coming from the academic world, the public service, the mass media, advertising and public relations, the professions (notably lawyers) and political life. It is well-known for its "Political Schools" for women candidates, held in the period prior to national and local elections, as well as for its media campaigns on behalf of enhancing women's representation in elections.² Kader undertakes small projects, while also participating in major initiatives, organized by larger NGOs. The immediate inspiration for this project arose from the organization's experience of participation in one such project, targeted at women, organized by the Mother and Child Foundation of Turkey (ACEV). Kader was asked to contribute a "gender lens" to project planning and operations, and also provided gender equality training as a component of broader-based literacy programs, delivered throughout the country and targeted to reach 15,000 women in three years.

For Kader, a somewhat "academic" organization, this was a first opportunity to come into contact with women at local community level across Turkey. The Kader team was exposed to the lack of connection which existed between the needs and day-to-day struggles of ordinary women and their understanding of their rights and the remedies available to them in law in dealing with injustices and deprivation. Essentially, Kader came to understand that many women did not see themselves as citizens, but as subjects.

In the submission for the project presented to UNDEF, Kader emphasized that, in response to this situation, it sought to build the capacity of women's NGOs to provide information and

²Most of the creative work for the campaigns, including television advertisements and billboards, is provided at no cost by members and friends of Kader. The television stations offer free time for the advertising spots.

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

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

In addition to the training manual, the Kader team also produced a long information booklet, intended for distribution to the women who completed the ToT course. The booklets were to be utilized by the "graduates" as they provided training to women within their home communities, drawing on what had been learned during the ToT course. Kader also planned to develop a web-site to reinforce the overall information dissemination effort. However, this proved to be impractical.

The **target group** from which the trainees would be drawn was women activists from women's NGOs, who had some background understanding of gender equality and a commitment to working to improve the situation of women in Turkey. Ideally, they would have some previous experience of training. At a practical level, they would be prepared to make themselves available for five consecutive days (the original plan was for eight days) training in a local centre and commit themselves to planning and delivering training to at least 25 women in the communities where they lived.

The **immediate beneficiaries** of the project were to be the women's NGOs from which the trainees came, whose capacity was to be built. The **ultimate beneficiaries** would be the women citizens of Turkey, who would benefit from the stronger capability of the women's NGOs to deliver effective, practical education on women's rights and their applicability in addressing the problems encountered by those supported by the NGOs. A situational analysis is provided, which demonstrates well the gap that the project seeks to fill. However, no baseline data is included.

Project resources: for the project budget of \$325,000 (an additional \$25,000 was set aside for evaluation), the principal elements of planned expenditure were as follows:

- Salaries \$90,000;
- Training costs, including trainers' fees, and travel and accommodation for trainers and trainees \$174,000;
- Publications, printing and website: \$22,000;
- Office costs and equipment: \$39,200.

The project was administered by two full-time staff: a Project Coordinator and an Assistant, but their role was entirely administrative. All matters concerning content and direction were dealt with by the Project Director and other senior members of Kader, acting as trainers, curriculum developers and advisors. Some of this work was paid; some was undertaken on a voluntary basis. There were **no organizational partners** in the project.

Key Assumptions: A critical assumption underlying the project design was that all women share the same challenges and all face the same struggles in a country where, despite some important gains in recent decades, women remain disadvantaged in many ways, and where gender equality is not viewed as a priority by those in power. This perspective informed the preparation of the Training Manual, the design of the ToT course, the strategy to recruit

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

Analysis of Project Design and Strategy: The project's strategy aimed to broaden the basis of Kader's work. The organization was well-known for its "Political Schools" for women candidates and potential candidates, in national and local elections, and for national advocacy campaigns, aimed at the political class, and, through the mass media, to a broader middle class public. It now sought to engage directly with women activists from a variety of backgrounds, working at community level. Through this engagement, Kader also sought to broaden its own network to include local women's associations.

The project design worked well in producing a high-quality ToT package (curriculum and supporting material and a strong cadre of well-qualified and experienced women trainers, who were all core members of Kader). However, a weakness in the design lay in the concentration of resources in the development of the package and the delivery of the training. It was discovered that there were very few functioning women's organizations, and that many of these were small. In practice, it proved difficult to identify trainees only from women's organizations, and many of those who took part in the training came from other civil society groups. This was not necessarily a bad thing, but it undermined the objective of strengthening women's organizations.

Presumably because the problem to be addressed was self-evident (the lack of knowledge on the part of Turkish women of their rights), and because a major strength of Kader was in training women, no attention was given to a needs assessment at the beginning to identifying in a more focused way the group or groups to be trained and their learning needs. Further, no initial assessment was made of the needs and priorities of the women's organizations which were to be supported through the project: "enhanced capacity of women's NGOs" was a key objective of the project. In addition, insufficient attention was given to consideration of how to build a course which would blend awareness-building and training the activists who participated to become trainers themselves. Finally, it is apparent that the project suffered from the lack of a partnership with the women's organizations and other NGOs whose members and staff took part in the project. This was particularly important since the opening for Kader to broaden and transform its network as a basis for future cooperation was not built into project design.

These issues and their implications for the impact of the project will be discussed in more detail below. Overall, despite these limitations, the project was a success in many ways. While its impact was limited for reasons noted above, it was one of the first efforts in Turkey to deliver on a national basis a systematically-organized and practically-oriented course on gender equality and women's rights. It was a path-breaking effort, and is best viewed as a pilot initiative, showing what can be done, while also helping to reveal how much more remains to be done in the future.

ii) Logical framework

Project activities	Intended outcomes	Medium-term impacts	Long-term development objective
<ul style="list-style-type: none"> • Preparation of training of trainers' ToT manual and information booklet on gender equality (GE) & women's rights as citizens 	<ul style="list-style-type: none"> • Production and utilization of a high-quality manual, • Distribution, through women's NGO networks, of 10,000 copies of information booklets on GE and women's rights 	<ul style="list-style-type: none"> • Manual utilized for the 14 training sessions for 350 women and cascading training for 8,750 women. Manual will be utilized after the project period 	<ul style="list-style-type: none"> • The women of Turkey have enhanced awareness of their citizenship rights and sufficient knowledge to act on them
<ul style="list-style-type: none"> • Selection of trainees through contact with women's and other NGOs and the ability of candidates to meet selection criteria 	<ul style="list-style-type: none"> • 80 % of those enrolled in the ToT course (achieving a target of 350 "graduates") complete the course and are certified as trainers 	<ul style="list-style-type: none"> • The women who are certified as trainers form a cadre of capable and active trainers, engaged on an on-going basis in civic education to enhance women's understanding of their rights 	
<ul style="list-style-type: none"> • Training of women who are active in local women's NGOs in 2 locations each of Turkey's 7 regions (14 5-day training sessions) • Planning, design and operation of a web-site to disseminate information provided through the training program 	<ul style="list-style-type: none"> • The women who are certified as trainers deliver training to at least 25 women in local communities (8,750 women reached) • Website succeeds in reaching its target audience with relevant and appealing content 	<ul style="list-style-type: none"> • Enhanced capacity of women's NGOs in civic education and gender equality training in 7 regions of Turkey 	<ul style="list-style-type: none"> • Women are increasingly visible, active and well-represented in public decision-making

The logical framework is based on the results chart provided in the Project Document, as well as on a reading of all project reports.

IV. Evaluation findings

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

i. Relevance

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

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

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

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

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

The sub-titles under the gender concepts section include:

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

The sections of the Manual under the rights section include:

Human rights/women's rights; CEDAW; constitutional rights; civil rights and recent changes to Turkey's Civil Law; the Penal Code and recent changes; case studies and the process of "claiming our rights"; domestic violence and incest; honour killings; forced marriages; abortions; rights to family property; inheritance; low wages and social security; sexual violence in the workplace; maternity and breastfeeding rights.

This section, both of the Manual and the course itself (which normally took 2 days or more of the 5 days), was valued highly. There have been many major changes to Turkey's Civil Law in recent years, and most have significant implications for women. The course focused on those aspects of legislation. For example, the Law on Family Protection is given detailed attention.

One trainee commented that her group of participants particularly appreciated the fact that the legal experts who delivered this part of the course were from the women's movement, and that "we could see that they understood women's problems. It was an honour to be taught by them." Given that the Government of Turkey invests no resources in ensuring that citizens understand their legal rights, this section was highly relevant to the trainees, and to those they may advise in their normal work beyond the course itself.

Overall, the Manual serves as a comprehensive resource for different groups and different needs. In interviews, the trainees indicated that it is of real, practical value to them. There is no other "one-stop" resource on women's rights in Turkish of this scope and quality.

It is particularly effective in presenting case studies in illustrating and making understandable complicated legal matters, or in assisting trainees to recognize domestic violence cases. Its major weakness is in Section I, where facilitation skills are presented. If a trainee did not have any prior experience as a trainer, this section would fail to satisfy the objective of equipping them with such skills, along with effective strategies for teaching and learning. Further, there are many legislative changes occurring in Turkey at the moment (such as a newly drafted law on violence against women) and there is a danger that the material presented in certain sections may be outdated soon, if not already.

Risk: The project was by no means risk-averse. There were several risks to the achievement of its objectives. A major risk to the project was that it might be too ambitious to expect a 5-day course, which was largely focused on awareness-raising and sharing both "theoretical" and practical information, to produce trainers. This risk was not addressed adequately. A second risk was that it might prove difficult to identify a sufficient number of qualified trainees who would be able to benefit from the program. This was dealt with by opening up the courses to women from other civil society groups, beyond the ranks of women's associations. However, the adoption of this strategy resulted in limiting the project's effectiveness in reaching its intended medium-term impact result in building the capacity of women's NGOs.

ii. Effectiveness

The project was both highly innovative and effective in producing a high-quality training program on women's rights, to be delivered across the country. The program informed and motivated participants, while also enhancing their capability, to undertake practical work on behalf of women in their own communities. Despite the absence of an initial needs assessment, it drew on the substantial experience of the senior members of Kader and proved to be effective in all regions of the country. More specifically, the project was successful in achieving most of its **Initial Outcomes**. However, there are some qualifications which must be entered.

Eighty per cent of trainees complete the ToT course and are certified as trainers: The objective was met, but it must be noted that the only requirement for "certification" was completion of the course (i.e. attending for five days). The project was able to certify 350 women as trainers on this basis, as it had intended. Each received a "Trainer Certificate", which read (in translation): "We hope that the training was a support to your efforts to help empower women and increase the number of women in the political process." This statement is in line with Kader's mandate. Less clear is whether it is reasonable to term it "a Trainer's Certificate".

There are limits to what may be accomplished through an intensive, 5-day program. The original intent had been for the course to have a duration of 8 days. However, after a trial run of the course, while the contents of the manual were being finalized, it was determined that the length of the course was impractical, in that the participants, for both family and employment-related reasons, could not easily make themselves available for such an extended period. A number of elements were streamlined and one or two removed, as a result of feedback from the trainees. A section on political institutions and dynamics was deleted and an extended section on the constitution was shortened. A further decision, also based on participant feedback, was to give less attention to working and communicating with small groups: a surprising move, given the designation of the course as a training of trainers exercise.

Despite these changes, most of the material was well-received, and all but a few of the draft components of the Training Manual were retained. The decision to condense the course into 5 days was driven by participant feedback and subsequent assessment by senior members of Kader. The manual was then completed and formed the basis for training. Some trainers commented that the decision to retain most of the material in the Manual, while shortening course duration to 5 days, caused some difficulties. One trainer, who was involved in sessions at several locations, commented that "in some cases, we were bombarding people with information." Other trainers also commented on the desirability to spend more time on certain sections of the course, where trainees seemed to need more time to digest the material under consideration.³

Overall, the comments of both trainees and trainers interviewed make it clear that the course had achieved its objective of "building greater awareness". However, as a ToT course, it was less successful.

³While all trainees interviewed had a positive view of the course and of its value to them, younger participants noted that the differences in learning styles between younger and older trainees caused some real difficulties. While some participants wanted to take a long time to ensure that they fully grasped ideas and their practical implications, others had grasped the core ideas quickly and wanted to move on.

The women who are certified as trainers deliver training to at least 25 women in local communities: Trainee and trainer interviews indicated that most participants felt that they had learned a great deal, and felt empowered by their enhanced practical understanding of women's rights and how to act on them. All of those interviewed rated the course sessions and the Manual very highly.⁴ However, they lacked both the confidence and the opportunity to deliver full training exercises, based on the manual, to groups of women.



Trainees at the ToT Course in Diyarbakir

There were exceptions. Women who were already experienced trainers and long-term community activists, such as a group of Kader members from Kadikoy, and a retired teacher from Nevsehir, were able to provide training to groups with which they were already working. A younger woman in Istanbul, employed by a large community service organization in Istanbul, was able to provide short-term training, based on the manual, but modest in scope, to women enrolled in literacy training. Others were able to organize training on a similar basis.

Many of the trainees (approximately) met the commitment to train 25 other women, or are planning to do so. For others, it proved to be a problem to identify the women to train, and/or to build a cooperative relationship with a local women's organization to enable them to do so. The project, then, fell short of the overall objective of 350 certified "trainers" each training 25 women. Altogether, some 2,000 women received some form of training from the ToT "graduates."

Those who were interviewed, both trainers and trainees, recognized the limitations of the "trainer" designation. Normal practice in training trainers will be to provide a far more extensive program, often extending over a long period, or intensively over several weeks. There will be opportunities for: exposure to adult education methods; understanding the target groups to be taught and their needs, and setting learning objectives; reviewing different approaches to planning and delivering courses; working with small and large groups; encouraging interaction and an inclusive approach; and, gaining hands-on practice in applying what has been learned. The ToT course was planned and delivered using adult education principles and was notable for the interactive learning style and engagement by participants supported by the trainers. However, little time was devoted to training the group in how to use these approaches.

The participants did learn about training and were motivated to use what they had learned, but, judging from interviews, with the exception of a few women who were already quite experienced as trainers and knowledgeable about working with women's groups, few felt prepared to deliver a course built on the lines set out in the training manual. Most were able

⁴Interviewees reported that the Manual remains a valuable resource, is consulted regularly, and shared with peers.

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

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

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

Distribution, through women’s NGO networks, of 10,000 copies of information booklets on GE and women’s rights: Most of booklets were distributed either to the trainees, or to women’s organizations and other institutional members of the Kader network. Trainees used the booklets in their own training, and found them to be very helpful. The booklet is 79-page long document with substantial part allocated to the introduction of Kader and its activities.

The booklet’s other major sub-headings include:

Women’s rights in Turkey and women’s place on the political map; how does discrimination in education take place? How does discrimination in the labour force occur? Women’s representation in Parliament, and consideration of the bases of discrimination in politics; “how do we exercise our rights?” Human rights and types of rights; individual rights and responsibilities; political rights and responsibilities; social and economic rights and responsibilities; environment, peace and self-development rights and responsibilities; Inheritance, domestic violence, social security, sexual harassment rights and responsibilities.

The booklet has been reviewed by the national member of the evaluation team and found to be a very comprehensive document. Its strength lies in the examples provided (examples of what to expect when applying to different governmental institutions for different reasons, such as reporting cases of domestic violence and questions over denial of inheritance rights). It is not clear how widely the booklet has been distributed.

Website succeeds in reaching its target audience with relevant and appealing content:

This is an attributed result, since nothing appears in the project’s results framework to reflect the project’s investment in development of the web-site. Minimal resources (\$1,500) were assigned to website development. In practice, the website was not developed. It was recognized that it would be unwise to put the Training Manual on-line, since it required prior training. Further, the information booklet was too long for downloading.



Elif Ari

“Participating in the KA-DER’s Empowerment of Women Citizen project to become a women’s rights trainer changed my whole life” was the first sentence uttered by **Elif Ari** when she met with the UNDEF team. Up to that moment, a mother of a three-year-old boy, an active Municipal Council member in her neighbourhood, a spouse, and a professional in a civil society organization, Elif could not remember noticing any gender problems affecting her life. “Training became a turning point for me because I learnt how to notice things, how to question stereotypes, how to change unequal ways of living disguised as traditions. Now, I request help around the house from my husband. I ask my son to share domestic chores. I teach my son to respect girls and women. Because, we must remember, if one out of two women experience domestic violence in Turkey today, it is we, as mothers, who bring up those men.” Elif’s commitment to gender equality and awareness does not stop in her private life. Thanks to her training, the Ari Movement NGO is now establishing a thematic programme on gender equality under the directorship of Elif. In the meantime, Elif is sharing her knowledge with some other women in her neighbourhood in informal training sessions organized each month.

iii. Efficiency

Despite the limitations of the project design, the project overall achieved a positive impact, although not quite what had been expected. Given what was accomplished, the investment of resources was worthwhile.

The project budget covered the direct costs of preparing and delivering the training program in 14 locations, with two rounds of the training course in Istanbul, including the initial piloting of the course. The budget also provided fees for the principal consultant who designed and integrated the Training Manual and the information booklet, and for the trainers who delivered the course. It also covered transportation and accommodation costs for both trainers and trainees. However, the overall effort to build and implement the project was based on a major volunteer effort, spearheaded by the Chairwoman and other members of the Board of Kader. Having said this, it must be noted that there were some issues in project efficiency which should be addressed in future work.

Like most women’s organizations in Turkey, Kader is volunteer-run and volunteer-focused. It has a very small secretariat, with two full-time and one half-time staff members. Established practice is for the organization to be managed by the Chairwoman, elected to serve a two-year term, who provides her services primarily on a volunteer basis. There is very limited delegation of responsibility to staff members, who perform a purely support role.

Membership is limited to about 2,000 women. There is no data on the demographic profile of members, but it appears that Kader is primarily an organization of urban, middle-class and professional women, in which academics play a strong role. The organization does not seek

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

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

Overall, it can be said that the project staff had no impact on the direction or content of the project. This, in part, reflects the character of Kader, as a volunteer-run organization. It is a source of both institutional strength and weakness. While volunteers work hard, they all have other responsibilities, and their time must be limited. Their work on the UNDEF project is to be admired and appreciated. However, a project of the size and scope of "Empowerment of Women Citizens" requires the support of full-time professional staff, and not merely in administrative support roles.

The strengths of Kader were in evidence in the skills and collective commitment they brought to developing and delivering the ToT course. The deep personal commitment of those who served as trainers assisted them in building a strong rapport with the trainees and in establishing a sense of solidarity among course participants. In other areas, the close-knit character of Kader as an "insiders' group" was less beneficial.

Kader is both volunteer-run and highly centralized in character, like many other organizations in a country which has resisted significant decentralization. All Board members are based in Istanbul. While the Association has branches in several regions of the country, with a major branch in Ankara, and smaller groups elsewhere, these parts of the organization played a minimal role in the project, or its organization. Similarly, while the project sought to build the capacity of women's organizations throughout the country, these groups were assigned no role in project decision-making, and were not requested to assist with organizing activities in their regions, except in being asked to nominate trainee candidates.

In an organization lacking a tradition of delegation, perhaps this is not surprising. However, engagement with women's organizations and other civil society groups which nominated trainee candidates would have enabled the project to work more effectively and efficiently on its objective of building the capacity of women's organizations. Limitations to project effectiveness and efficiency derive, in large part, from the institutional arrangements which are characteristic of Kader.

At a more mundane level, leaving these limitations aside, the structure of the budget was appropriate as a basis for planning and delivering the training program, as designed, and managed efficiently. As noted earlier, a weakness in design led to the failure to allocate funds to preliminary work on needs assessment in relation to understanding the profile of the women's organizations to be supported, and as a basis for designing the training program, conceptualizing the role of the trainee and thinking through how the trainees would deliver

⁵The Evaluation team had the opportunity to compare notes with a Swedish International Development Agency consultant who was advising Kader on strategic planning. The preliminary assessments of the strengths and weaknesses of the organization by both parties were similar.

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

iv. Impact

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

What the experience of the project teaches is that there is a substantial unmet need among the women of Turkey for the knowledge that will enable them to become active citizens and to realize their legal rights. Even the most experienced women activists who participated in the ToT course indicated that there were major gaps in their knowledge of the legal bases of their rights and of the possibilities offered for remedies to injustice under new and revised legislation, intended to bring Turkish law into closer alignment with the provisions of the international human rights conventions and European norms.

The immediate beneficiaries of the project were the women activists who took part in the training program organized by Kader. For them, there is no doubt that the program had considerable impact and built a sense of self-knowledge and empowerment, while also endowing them with practical knowledge on how women could act on the basis of their rights.

The ultimate beneficiaries of the project were the ordinary women of Turkey, who were to be trained by the ToT "graduates". In considering those women who took part in the training exercises offered by the trainees in their own localities, it was discovered that there was an enormous gap to be addressed, but that what was required was not simply to create an awareness on the part of ordinary women of their rights, but to provide practical advice and assistance on how to address their own personal challenges. According to the interviews conducted for the evaluation, along with a rapid review of reports provided to Kader by the ToT participants who conducted their own training, the women who were reached through the further training were, for the most part fully engaged in the learning. At the same time, it was clear that the women who took part faced significant problems of injustice, or perceived injustice, and that their motivation for attending such training was to obtain information and advice on immediate problems.

Those among the ToT "graduates" who were experienced trainers and who were fully involved in community work were able to cope with these demands. Similarly, younger participants, who worked or volunteered in community organizations, were able to link their training to on-going activities and services provided by the parent organization. Other trainees, lacking a direct connection with women's associations or other community organizations, were unable to identify groups to train and/or to deal with logistical problems. Most of those who were able to deliver their own training found that it was possible to train only small groups for a limited period of time, because of the constraints on availability of the women to be trained, whose profile, in many cases, was very different in terms of education, employment, and social background from that of the trainees. Consequently, training focused on the basics of gender equality and women's rights.

As noted earlier, the amount of time in the ToT course devoted to the practice of "what it is to be a trainer" was limited in scope. However, what was provided was rated very highly by course participants, who found it very helpful as they organized their own training exercises.

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

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



A training session given by a ToT graduate

HUMAN STORY FROM FIELD TRIP TO KAPADOKYA WOMEN’S SOLIDARITY ASSOCIATION, NEVŞEHİR

A child-bride at the age of thirteen, **Ikbal Kırımli** vows that she will not allow her three daughters to follow her destiny. Her shy, demure and diffident attitude disappears when she starts telling her story to the UNDEF Evaluation team. “After my father gave me away to an old relative, I was still a child. One day at a family gathering, I started playing with some girls of my age. Then, my sister-in-law came and pulled me by my hair saying “You became a woman now, you are married, are you not ashamed to mingle with unmarried girls?” I was tortured for two weeks by my husband’s family for this crime, and finally when I escaped to my parents’ home, my father returned me with his own hands and added: “Even if you die, you will not make me let my head down in our village, you will stay by your husband”. ” This was thirty years ago. Now, Ikbal can decide for herself. She learned how to read and write during a three-month course organized by the Kapadokya Women’s Solidarity Association in 2010. Her teacher was a graduate of Kader’s Empowerment of Women Citizens training, who utilized existing women’s organizations’ programs to reach out to women in need, just like Ikbal. Ikbal’s husband was very angry to find that she could read all the documents by herself when they went to the local land registry for an inheritance claim last month. Knowing what she is entitled to under the new Family Law and how to exercise her legal rights were the crucial help Ikbal got from participation in the women’s empowerment training program. Now, she requests a second cycle of the literacy and women’s rights training program, so that she can achieve her most sacred dream: a primary school diploma.

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

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

v. Sustainability

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

It is apparent to the Evaluation Team that it will be advisable for Kader to work in close partnership with other women’s organizations and community groups if it is to pursue the goal of reaching ordinary women and helping them to understand and be able to act on their rights as citizens. Such a program must be linked to community-based organizations, tied in with their regular activities, and tailored to the needs of their “clients”. This would make for a more sustainable and enduring program, with the prospect of making a difference in women’s lives.



Meeting with a group at the Kapadokya Women’s Solidarity Association; Ms Iqbal Kirimli, in black, is second from the left

There is much to be learned from the UNDEF project, and KADER has extensive (though uneven) documentation on both the ToT course sessions, and the training provided later by the “graduates”. However, as yet, no work has been done to review and analyze the documentation for future purposes. If Kader is to learn from its experiences as a basis for future planning, and if this learning is to be shared across the membership, a higher priority

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

The data collected from registrants in both the ToT course and the courses delivered by trainees was very limited. Kader does not have a tradition of collecting such information, even for its own members. If the organization is to progress, it will need to learn more about who its members and trainees are, and find ways to draw on the strengths and understand the priorities of its members, and of those who have become associated with Kader through its projects. This will require a more professional approach to documentation of the organization's work and of the demographic, educational and experience profile of those who become involved in it.

vi. UNDEF added value

UNDEF's support gave Kader the opportunity to take on a substantial project, which went beyond a short-term training exercise, or an advocacy campaign. It also assisted the organization to move closer to local communities and to reaching out to ordinary women. In addition, it enabled Kader to systematize its training curriculum for the first time. UNDEF's two-year funding framework was valued because it provided both the time and the resources for the organization to plan what, for them, was a new kind of project and to begin to support women's empowerment on a broader basis than before.

V. Conclusions

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

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

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

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

v) The information booklet produced as a resource book and guide in training programs to be organized by the ToT “graduates” in their own training was found to be helpful and relevant, and was well-received at community level {based on findings in IV (ii)}.

vi) For the most part, project resources were allocated appropriately and carefully managed, in supporting the achievement of project results {based on findings reported in IV (ii)}.

vii) The core members of Kader contributed their imagination, experience and energy to the conceptualization of the ToT course and Training Manual, as well as to the production, review and editing of the content of the manual, and acted as trainers. They provided services of **very high quality. Their contribution was greatly appreciated by trainees, and was at the heart of the value added by the project** {based on findings reported in IV (ii)}.

viii) The particular character of Kader, as a highly-centralized, volunteer-led organization is both a strength (as manifested in vii, above) and a weakness in terms of its ability to conduct projects. The non-delegation of responsibility by the Board to project staff, the absence of a partnership with other women's organizations and

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

ix) The project was highly successful in achieving its objectives where its **Immediate Beneficiaries** are concerned. ***It was extremely effective in building and enhancing the awareness and understanding of the concepts of gender equality and women's rights in the case of the 350 women activists who completed the ToT course.*** In this respect, it built a strong sense of collective and individual empowerment which, in turn, strengthened both their resolve and their capacity to support the empowerment of other women {based on findings reported in IV (ii) and (iv)}.

x) ***The effort to prepare the 350 women trainees to be trainers was less successful.*** This is, in part, the result of a design flaw in the project, whereby the ToT course was expected to both build awareness and train trainers. More fundamental was the limitation of what can be accomplished in an intensive 5-day course, no matter how well taught and facilitated (based on findings reported in IV (ii) and (iv)}.

xi) ***On completion of the course, about half of the trainees were able to meet the commitment made to Kader, at the time of registration, to train 25 other women. However, most found that it was possible to train only small groups for a limited period of time,*** because of the constraints on availability of the women to be trained, whose profile, in many cases, was very different in terms of education, employment, and social background from that of the trainees. Consequently, training focused on the basics of gender equality and women's rights. Other trainees, lacking a direct connection with women's associations or other community organizations, were unable to identify groups to train and/or to deal with logistical problems (based on findings reported in IV (iv)}.

xii) Reportedly, the primary motivation for ordinary women to attend such training was to ***obtain guidance and advice in solving practical problems.*** The trainees who were best able to address these needs in some way, while also delivering core material from the Training Manual and drawing on the information booklets provided by Kader, were experienced trainers who were also working with women in local communities on a regular basis. Others were less prepared to deal with the challenges which emerged in the training process (based on findings reported in IV (iv)}.

xiv) ***The gaps in project design also undermined the achievement of the objective of building the capacity of women's organizations.*** A partnership with local women's organizations would have enabled the project and the trainees to build far closer connections with the ultimate beneficiaries. An awareness of the learning needs of the latter group might also have led to basic adjustments in the project's training plan {see III (i) and IV (iv)}.

VI. Recommendations

i. If Kader is to build effectively on this project, it must address its organizational limitations, and also explore partnerships with other women's associations, and civil society groups providing services to women. *It is recommended* that Kader act to reconfigure its organizational and governance structure and strengthen the role of staff, while also developing partnerships with like-minded groups, which have the local community base which Kader lacks (derived from Conclusions xi-xv).

ii. The project came to a rather abrupt end. *Kader was successful in completing the planned program, but had no plan for following up with the trainees* beyond the project, though there have been informal communications in some cases. It is recommended that, as a priority, Kader seeks to:

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

VII. Overall assessment and closing thoughts

Given that this was one of the first times that such a program has been attempted in Turkey, it should be viewed as a real success, which demonstrated what was needed and what might be possible.⁶ Accordingly, the limitations noted above should be viewed primarily as lessons learned for the future. Through the project, Kader has developed an approach which shows great promise in strengthening women's ability to take their place as full citizens, and, thus, to enrich and strengthen Turkish civil society. Kader is an unusual organization with many strengths and a track record in advancing the cause of women's political representation. It has high visibility within the political class, in the mass media and in academic and professional circles. However, these very advantages also limit, to a degree, its capacity to extend its work to reach the community level and less-educated and less-advantaged women. The UNDEF project represented a first step in moving Kader in a new direction. Some changes in organization and approach, along with a willingness to partner with other, rather different, civil society groups, with strong local community links, will be essential if the project is to be the first step in a broader effort. The work of supporting women's empowerment is of real importance in the building of a vibrant civil society and democratic process in Turkey

⁶It should be noted that the [UN Joint Programme on Girls' and Women's Human Rights](#) is also highly regarded by the international development community in Turkey.

VIII. ANNEXES

Annex 1: Evaluation questions

DAC criterion	Evaluation Question	Related sub-questions
Relevance	To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels?	<ul style="list-style-type: none"> Were the objectives of the project in line with the needs and priorities for democratic development, given the context? Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why? Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	<ul style="list-style-type: none"> To what extent have the project's objectives been reached? To what extent was the project implemented as envisaged by the project document? If not, why not? Were the project activities adequate to make progress towards the project objectives? What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	<ul style="list-style-type: none"> Was there a reasonable relationship between project inputs and project outputs? Did institutional arrangements promote cost-effectiveness and accountability? Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?
Impact	To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy?	<ul style="list-style-type: none"> To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address? Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative? To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization? Is the project likely to have a catalytic effect? How? Why? Examples?
Sustainability	To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?	<ul style="list-style-type: none"> To what extent has the project established processes and systems that are likely to support continued impact? Are the involved parties willing and able to continue the project activities on their own (where applicable)?
UNDEF value added	To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors?	<ul style="list-style-type: none"> What was UNDEF able to accomplish, through the project, that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc). Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?

Annex 2: Documents Reviewed:

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

URL: <http://dx.doi.org/10.1080/13608740802346585>)

European Commission, *Turkey 2010 Progress Report*, Commission Staff Working Document: Brussels, 9 November, 2010, SEC (2010) 1327

Icduygu, Ahmet , Meydanoglu, Zeynep and S. Sert, Deniz S., April, 2011, *Civil Society in Turkey: At a Turning Point*, CIVICUS Civil Society Index (CSI) Project, Country Report for Turkey II: Istanbul, Turkey, TUSEV Publications.

Kader, *For Equal Representation: Women and Politics Programme*, Istanbul, Turkey, 2011.

Oktem, Kerem, *Angry Nation: Turkey since 1989*. London: Zed Press, 2011.

The Republic of Turkey, Prime Ministry, General Directorate on the Status of Women, *National Action Plan, Gender Equality 2008-2013*, Ankara, Turkey, 2008.

The Republic of Turkey, Prime Ministry, General Directorate on the Status of Women, *Women's Status in Turkey*, Ankara, Turkey, 2011.

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

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

Annex 3: Persons Interviewed

October 10, Monday

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

October 11, Tuesday

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

October 12, Wednesday

1. Derya Kilicalp, “ToT graduate”, Toplum Gonululem, Community Volunteers’ Foundation
2. Elif Ari, “ToT graduate”, ARI Movement (NGO)
3. *Preliminary meeting with TESEV, the grantee, for second Turkey evaluation to take place the following week*

October 13, Thursday

1. Tulin Semayis, General Coordinator, Kader and Project Assistant, UNDEF project
2. Sevgi Binbir, ToT Trainer
3. Meeting with three ToT Trainers:
Zeynep Kilic, Children’s Studies Unit, Bilgi University
Sevda Kuey, Lawyer
Cigdem Aydin, Kader Chairwoman

October 14, Friday

Visit by air to Nevsehir, in central Anatolia (leave Istanbul in early AM and return in evening)

1. Meeting with three members of the Kapadokya Women’s Association, also trainees in the ToT course given in Nevsehir:
Mukadder Akbar; Safiye Saygili; and, Emine Baran;
2. Meeting with three recipients of training provided by the three ToT graduates:
Usulet Topuz; Ikbal Kirimli; and, Murat Gogebakan (Male student);
3. Follow-up meeting at the Women’s Association to discuss its role and activities.

Annex 4: Acronyms

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